



NIGERIA

Legislative Council Debates

FOURTH SESSION

*2nd, 3rd, 4th, 6th, 7th, 8th, 9th, 10th, 11th and
30th March, 1950 and 3rd April, 1950*

VOLUME I

2nd, 3rd, 4th, 6th and 7th March, 1950

Debates in the Legislative Council of Nigeria

Thursday, 2nd March, 1950

Pursuant to notice the Honourable the Members of the Legislative Council met in the Chamber of the Eastern House of Assembly, Enugu, at 10 a.m on Thursday, the 2nd of March, 1950.

PRESENT

OFFICIAL MEMBERS

- His Excellency the Governor,
Sir John S. Macpherson, K.C.M.G.
- The Chief Secretary to the Government,
The Honourable H. M. Foot, C.M.G., O.B.E.
- The Chief Commissioner, Western Provinces,
His Honour Sir Chandos Hoskyns-Abrahall, C.M.G.
- The Chief Commissioner, Northern Provinces,
His Honour Captain Sir Eric Thompstone, K.B.E.,
C.M.G., M.C.
- The Chief Commissioner, Eastern Provinces,
His Honour Commander J. G. Pyke-Nott, C.M.G., R.N.
- The Acting Attorney-General,
The Honourable A. Ridehalgh, K.C.
- The Financial Secretary,
The Honourable E. Himsworth.
- The Director of Medical Services,
Dr the Honourable G. B. Walker, C.B.E.
- The Development Secretary,
The Honourable C. J. Pleass, C.M.G.
- The Director of Education,
The Honourable R. A. McL. Davidson, C.M.G.
- The Director of Agriculture,
The Honourable A. G. Beattie.
- The Director of Public Works,
The Honourable R. W. Taylor.
- The Commissioner of Labour,
The Honourable A. H. Couzens.

The Commissioner of the Colony,
The Honourable E. A. Carr.

The Senior Resident, Kano Province,
The Honourable B. E. Sharwood-Smith, E.D.

The Secretary, Eastern Provinces,
Commander the Honourable S. E. Johnson, R.N.

The Senior Resident, Oyo Province,
The Honourable P. V. Main.

UNOFFICIAL MEMBERS

The Member for the Colony,
The Rev. and Honourable T. A. J. Ogunbiyi, O.B.E.

The First Member for the Western Provinces,
The Honourable A. Obisesan, O.B.E.

The Second Member for the Western Provinces,
The Honourable T. A. Odutola, O.B.E.

The First Lagos Member,
Dr the Honourable I. Olorun-Nimbe.

The Emir of Gwandu,
The Honourable Yahaya, C.M.G., C.B.E.

The Emir of Katsina,
Alhaji the Honourable Usuman Nagogo, C.B.E.

The Oni of Ife,
The Honourable Sir Adesoji Aderemi, K.B.E., C.M.G.

The Atta of Igbirra,
Alhaji the Honourable Ibrahim.

The Emir of Abuja,
The Honourable Sulemanu.

The First Member for the Northern Provinces,
The Honourable Bello Kano.

The First Member for the Eastern Provinces,
The Honourable C. D. Onyeama.

The Second Member for the Northern Provinces,
The Honourable Abubakar Tafawa Balewa.

The Second Member for the Eastern Provinces,
The Honourable H. Buowari Brown, O.B.E.

The Third Member for the Northern Provinces,
The Honourable Iro Katsina.

The Third Member for the Eastern Provinces,
The Honourable A. Ikoku, O.B.E.

The Fourth Member for the Northern Provinces,
The Honourable Aliyu, Makaman Bida.

The Fourth Member for the Eastern Provinces,
Dr the Honourable F. A. Ibiam, O.B.E.

The Second Lagos Member,
Dr the Honourable N. Azikiwe.

The Fifth Member for the Northern Provinces,
The Honourable Yahaya Ilorin.

The Fifth Member for the Eastern Provinces,
The Honourable N. Essien.

The Third Lagos Member,
The Honourable Adeleke Adedoyin.

The Member for Calabar,
The Honourable E. E. E. Anwan.

The Third Nominated Member,
The Honourable N. B. Edwards.

The Fourth Member for the Western Provinces,
The Honourable A. Soetan.

ABSENT

UNOFFICIAL MEMBERS

The Oba of Benin,
The Honourable Akenzua II, C.M.G.

The First Nominated Member,
The Honourable P. J. Rogers.

The Third Member for the Western Provinces,
The Honourable G. I. Obaseki.

The Second Nominated Member,
Major the Honourable J. West, M.C., E.D.

PRAYERS

His Excellency the Governor opened the proceedings of the Council with prayers.

OATHS

The Honourable A. Ridehalgh, K.C., Acting Attorney-General; the Honourable B. E. Sharwood-Smith, E.D., Senior Resident, Kano Province; Commander the Honourable S. E. Johnson, R.N., Secretary, Eastern Provinces; the Honourable P. V. Main, Senior Resident, Oyo Province, took the Oath as Members of the Council.

CONFIRMATION OF MINUTES

The minutes of the meeting held on the 22nd of November, 1949, having been printed and circulated to the Honourable Members, were taken as read and confirmed.

PAPERS LAID

The Hon. the Chief Secretary to the Government:

Your Excellency, I beg to lay on the table of the House the following papers:—

Sessional Paper No. 22/1949—Annual Report on the Nigeria Police Force for the year 1948.

Sessional Paper No. 25/1949—Annual Report of the Nigeria Marine for the year 1948.

Sessional Paper No. 26/1949—Annual Report of the Land Department (Twelve months ended 31st March, 1949).

Sessional Paper No. 29/1949—Annual Report of the Agricultural Department for the year 1948.

Sessional Paper No. 30/1949—Annual Report on the Government Railway for the Financial year 1948-49.

Sessional Paper No. 4/1950—Annual Statement on Government Activities presented by His Excellency the Governor to the Legislative Council on the 2nd of March, 1950.

Sessional Paper No. 5/1950—Report of the Accountant-General with Financial Statements for the year ended 31st March, 1948.

Report and Statement of Accounts of the West African Airways Corporation for 1948-49.

Trade Report for the year 1948.

Reports of the Standing Committee on Finance of the Northern House of Assembly for the period August, 1949 to November, 1949.

Reports of the Standing Committee on Finance of the Western House of Assembly for the period October to November, 1949.

Reports of the Standing Committee on Finance of the Eastern House of Assembly (i) for the period December, 1948 to June, 1949 (ii) for the period July to September, 1949 (iii) for the period December, 1949 to January, 1950.

Report of the Standing Committee on Finance of the Legislative Council for the period 1st October, 1949 to 31st of January, 1950.

Statement on Mining Policy—Memorandum for Finance Committee No. 212/1949-50.

Regulations No. 6 of 1950 made under the Education Ordinance, 1948—Grants-in-Aid (Amendment) Regulation, 1950.

Western House of Assembly Debates, October, 1949.

Legislative Council Debates, November, 1949.

Recommendations of the General Conference on the Review of the Constitution.

Subsidiary Legislation made since the last meeting of the Council.

Resolutions under section 53 (1) of the Nigeria (Legislative Council) Order in Council, 1946, adopted by:—

1. The Northern House of Chiefs.
2. The Northern House of Assembly.
3. The Western House of Assembly.
4. The Eastern House of Assembly.

Estimates of Regional Expenditure for the financial year 1950-51, together with the Statement of Apportioned or Assigned Revenues, approved by His Excellency the Governor in accordance with paragraph 52 of the Nigeria (Legislative Council) Order in Council, 1946, in respect of

The Northern Region

The Western Region

The Eastern Region.

Memoranda on the Estimates of Regional Expenditure for the financial year, 1950-51.

Draft Railway Estimates for the financial year 1950-51.

Draft Estimates for the financial year 1950-51.

Memorandum on the Draft Estimates for the financial year, 1950-51.

Nigerian Government Collieries Estimates for the financial year, 1950-51.

Certificates of formality and urgency under section 53 (3) of the Nigeria (Legislative Council) Order in Council, 1946, and Rule 23 of the Standing Rules and Orders of the Legislative Council of Nigeria in respect of the following Bills:—

1. " An Ordinance to provide for the registration of Births and Deaths in Civil Aircraft registered in Nigeria "
2. " An Ordinance to provide for the preservation of copies of books printed in Nigeria "
3. " An Ordinance further to amend the Land Registration Ordinance "
4. " An Ordinance further to amend the Development Loan Ordinance "

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SPEECH BY HIS EXCELLENCY THE GOVERNOR

HONOURABLE MEMBERS,

In opening this meeting of the Legislative Council, which now assembles in the Eastern Region for the first time in Nigerian history, I think that you would wish me first of all to pay our respects to the people of this Region, and in particular to our hosts here in Enugu. We very well know the strain placed on limited accommodation and the amount of administrative arrangement required when the Council meets in a Regional capital, and on your behalf I wish to tell the Chief Commissioner and his staff and all members of the Enugu community how much we appreciate the efforts which they have so hospitably made to provide for our comfort and convenience during our stay here. I should like, too, to say a special word of gratitude and appreciation to all those who have worked particularly hard to arrange for this building to be constructed in time for the meeting of the Council. I understand that there are several additions and improvements still to be made, but it has required a special effort by all concerned to enable us to hold this meeting in this fine chamber and I warmly thank them for the good work they have done. We have now reached the position in which each Region has a legislative chamber of ample proportions and suitable dignity and the three Regional buildings will provide worthy homes for the new legislative assemblies to meet in years to come, as we proceed with constitutional advance. The complaint is sometimes made that Lagos is unduly favoured where public expenditure and public buildings are concerned. I do not know if you consider that such a charge is justified, but in regard to legislative buildings at least the balance has now been more than restored, and Lagos alone is left with a legislative chamber quite inadequate to meet the requirements of the future. The necessity to provide a suitable legislative chamber at the centre is a matter to which Regional representatives will, I trust, now give their sympathetic attention—their attitude being no doubt influenced by the fact that in this respect their Regional needs have already been so handsomely met.

This is the first occasion on which I have addressed the Council since the arrival of our new Financial Secretary, and I should like on your behalf to say a special word of welcome to him. His predecessor, Mr Savage, did not have an opportunity of taking formal leave of this Council before he went to assume his appointment of Governor of Barbados. We all have the highest opinion of Mr Savage and I should like to pay a special tribute to his most admirable work in this Council, both in full Council and in Finance Committee. I am sure that we all send to him and to Mrs Savage our warmest good wishes for the success of his work in the Colony in which he is now His Majesty's representative. Mr Savage was not an easy man to follow. His high reputation was built on his integrity and directness and his passionate desire to serve the best interests of the people amongst

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whom he worked. I believe that Mr Himsworth will build for himself a similar reputation. Mr Savage often used to tell me how much his task was facilitated by the constructive assistance, coupled, when occasion demanded it, with frank criticism, which he received from Members of the Council. I am sure that you will extend to the new Financial Secretary in his difficult and responsible task the same friendly co-operation. He is a man who expresses his views clearly and vigorously: I know you well enough to be sure that in your deliberations in Finance Committee you will not fail to pay him the compliment of doing the same. I shall leave it to him to explain to you the main features of the annual budget which you are to consider at this meeting. All I need say at this stage is that the financial position of Nigeria can for the purposes of the present budget proposals be regarded as generally sound; I should add that it would be unwise to neglect the indications which already exist that the years of rapidly increasing revenue are over.

In recent years the practice has been followed of placing in the hands of Honourable Members, before the opening day of the Session, a long Address by the Governor, in printed form, reviewing the events and progress of the previous year. This year Honourable Members will note that a change has been made in the form of this review, which no longer purports to be a personal statement by the Governor. It is in fact a statement based on reports prepared for me by Heads of Departments and others, and I think that you will agree that the present form is satisfactory and more realistic.

The preparation of this printed review leaves me free to concentrate in my opening speech on questions of major policy and on developments of special interest. I have twice had the privilege of addressing the Council on general policy, and I have spoken elsewhere on the subject. I do not propose on this occasion to go over all the ground that has been covered before, for I think that the policy which I have outlined to you in the past is sufficiently well known to you. Indeed, I draw the greatest encouragement from the belief that the general purpose of the policy in which I myself believe commands your full approval and support and that of the great bulk of the people of Nigeria, according—as I said recently—to their varying horizons and degrees of comprehension. But there are some, not I think in this Council and not all within Nigeria, who say that there is no clear policy. There are others who say that the pace set is too fast, and there are some, not many, who say that the pace is too slow. So let me repeat, not so much for the Members of this Council but for those outside who may read my words, the main essentials of the policy. It is a policy based on faith in the good sense of the people of Nigeria as a whole, and it has constant regard for the well-being of the most numerous, and important, section of the community, the great mass of stout-hearted farmers and villagers. It is a policy based on mutual confidence; confidence between the Government and the people (and

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by "Government" I mean the whole structure, of which this Council is an important part): confidence between the people and their local government and traditional authorities: confidence between African and European: and confidence between African and African. The main theme—and it is a theme which I am constantly emphasizing—is "participation". The aim of my policy has been, and will continue to be, to bring the people in and to give to their representatives ever-increasing responsibility, not only for shaping policy but also for carrying it out.

It is not enough to make speeches about policy. May I recall to you words that I spoke in April, 1948, when I took the oaths of office, in public, in Lagos. When speaking of my hopes for the future of Nigeria and the service I hoped to give I said: "I do not ask you to accept my word alone. Proof lies in action not in words". How does the record stand? I claim that the policy is being carried out, not with hesitancy and uncertainty, but confidently and with a sure conviction that along the road we have chosen lies the way to success in the interests of all the people of Nigeria. And I claim that we are already seeing the results of the policy.

- Whether it is in schemes for increased agricultural production and better land use, or assisting commercial and industrial enterprise, or preparing revised development plans: whether it is a matter of working out schemes for training Nigerians for higher posts, or for general educational advance: whether it is in evolving plans for improvement of local government and for constitutional advance: it has been my policy not to leave the initiative solely to experts and officials, necessary as their part is, but to "bring the people in". I have not been disappointed. Indeed, over the whole range of Government activities where the policy of increased Nigerian participation has been put into effect—in activities so widely differing as those of the Marketing Boards, the Production Development Boards, the Regional Loan Development Boards, the Colliery Board and the Public Service Boards—to mention only a few
- public bodies recently formed with strong Nigerian representation—the Nigerian representatives have risen to their new responsibilities and have shown themselves anxious and able to undertake disinterested service for the public good.

Some of the practical results of the policy that I have restated are apparent from the work that we have to do in this meeting of the Council. I refer first to the Eastern Provinces Local Government Bill. It is a document of 125 pages and 244 clauses, every one of which has received the careful consideration of the Unofficial Members of the Eastern House of Assembly and the officials who worked with them. The Eastern Members of this Council will be the first to acknowledge the contribution that has been made, in this work of formulating bold plans for local government reform, by officials under the enthusiastic guidance of the Chief Commissioner: in particular by Mr Gibbons, Mr Beaumont and Mr Briggs. But the officials, on their part, would also be quick to acknowledge that the plans were not the result solely of

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reports and drafts prepared, however carefully, in Government offices. They would never have reached the present stage of general acceptance without the excellent work done by the Unofficial Members of the Eastern House of Assembly in long hours of constructive discussion here in Enugu, and, equally important, in a series of public discussions and consultations conducted by those members throughout the Region. I commend the Bill to you as a fine example of hard, constructive work, carried out in a spirit of co-operation and progress.

I should also make reference to the Lagos Local Government Bill. I am glad that the proposal that I made some eighteen months or more ago, that the time had come to consider reconstituting the Lagos Town Council with greater powers under an elected membership with a wider franchise, has been well received by the people of Lagos, and I congratulate the Commissioner of the Colony and Mr Fowler, and the Law Officers, on the work they have done on the Bill, with the invaluable assistance and advice of members of the present Lagos Town Council and its officers.

Most important of all the results of the policy of public consultation which you are to consider at this meeting of the Council are the recommendations of the General Constitutional Conference. It would not be right for me to comment on those recommendations before this Council has considered them, but I should like to make one or two general comments on the constitutional review which has followed the invitation to undertake such a review which I made in my speech to this Council in August, 1948. I have carefully read all the records of the discussions which have taken place at every level and I have been greatly struck by the responsibility and thoroughness and commonsense which Divisional, Provincial and Regional Conferences, as well as the General Conference, have brought to the deliberations. I am entirely satisfied that the process of discussion at all levels has been more than justified in giving to people in all parts of the country a better realization of the great issues at stake. The second comment which I would make is that I feel that the measure of agreement reached on so many of the issues has not been sufficiently recognized by the public. There are major questions on which differences of view still have to be resolved, but the importance of those questions should not lead us to underrate the fact that a wide measure of agreement has been reached, in particular on the proposition that the time has come for the greater association of Nigerians with the Government, not only in the spheres of legislation and finance, but also in the sphere of policy making and executive action. I should also say one word about those few vital issues on which disagreement still exists. Following this meeting of the Legislative Council, I shall forward to the Secretary of State for the Colonies the recommendations of the General Constitutional Conference. I shall at that time have to advise the Secretary of State how, in my opinion, any issues which still remain in dispute should be settled. When I do so, it is my earnest hope that I shall be able to report to the Secretary of State that the Legislative Council has given advice which points the way to a generally

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acceptable solution of remaining difficulties. I trust and believe that you will render invaluable assistance to Nigeria in this way and that in giving these matters further consideration you will be guided by the highest qualities of statesmanship. I shall not say more on constitutional questions at this stage except this. The present method of composition of this Council may have imperfections and shortcomings, but as I have watched your deliberations in the past two years it has never seemed to me that representatives of one Region have unreasonably endeavoured to force their view on another or treated our business as providing opportunities for wrangling between competing blocs. On the contrary, Members of this Council have shown a respect for the traditions and aspirations of their fellow members which is wholly admirable, and I for one am entirely confident that when the Council meets together under a more advanced system in the future, the Members will continue to put the interests of Nigeria above the interests of any one section or area of the country and that the next legislative assembly will, as this Legislative Council has done, work for and strengthen the unity of Nigeria.

I have referred first to questions of political importance because those are the questions which are perhaps uppermost in our minds as we approach the work of the Council for the next few weeks. Some people—and among them are good Nigerian friends of mine whose opinion I value—answer with a vigorous affirmative when I ask them whether it is their view that in the past year or two we have all been devoting too much time and effort to “politics”, to the detriment of more important things. I always express understanding of this reply, and concede that lately perhaps a disproportionate amount of our time has been given to politics. But I go on to say that is only for a season : and that it is in my view an essential prerequisite that there should be established a climate of confidence and co-operation, and that there should be created the right kind of machinery for carrying out practical development, both economic and social. I have said before, and I wish to emphasize now, that forms of government and constitutions are not ends in themselves but means to an end. They are the means by which the people can wisely order their affairs and achieve a better national life. When we get our constitution right (as please God we shall) and strengthen local government and Native Administration to meet the impact of swiftly-changing conditions, we shall be able to devote all our energies to constructive work and practical development ; and this development will be far more effective because of the sound machinery that has been established and the confidence that has been engendered.

But in my talks with these friendly critics I go on to point out that in spite of our preoccupation with politics we have not neglected more practical matters, and that indeed a great deal is being achieved in other fields. I cannot without unduly delaying the business of this Council

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go over all the results of our "non-political" activities. But as many of these friendly critics are sane practical realists let me review as briefly as possible the economic situation.

Although we are now building up an efficient Department of Statistics past neglect in this field has resulted in a deplorable lack of reliable statistical data. We cannot at present measure our national income but even without statistical enquiry it is abundantly clear that the national income is now higher than it has been at any time in the country's history. This is principally due to some rise in the volume, and a striking rise in recent years in the monetary value, of our exports. In 1939, the value of our exports was just over ten million pounds. In 1949—last year—their value was nearly sixty million pounds. Even allowing for the lower purchasing value of money that is a very striking increase. A generally upward trend in the volume of our exports, combined with remarkable increases in the prices secured for them overseas, has brought better returns to Nigerian producers than they have ever known before over a sustained period. At the same time imports have touched new high levels; last year a larger tonnage of shipping visited our ports than ever before—more than one and a half million tons of shipping visiting the port of Lagos alone; and the Railway carried the record quantity of 1,300,000 tons of goods—nearly double the pre-war figure. And public revenue touched the new record figure of thirty million pounds, with the expenditure figure not far behind. These are striking figures which provide a picture of great economic activity, but I mention them in no spirit of complacency. Indeed, the increased prosperity which this commercial advance has caused has itself brought its own problems and difficulties, particularly in the years immediately following the war. The volume of exports could not be matched by imports, and inflation, which disappointingly continues to be an acute problem, resulted, coupled with a severe shortage of foodstuffs to meet the increased demand for local consumption. Moreover, it is quite clear that the period of rising prices for export crops is over and that a decline in those prices must now be anticipated, as competition increases from other producing areas in the world, many of which were less fortunate than Nigeria during the world war. (It is then that the usefulness of our marketing arrangements will be fully apparent, when their reserve funds come into play to cushion the producers, and indirectly the Government revenues, against the worst effects of a serious fall in world prices). We have come through a decade of greatly increased exports, steeply rising prices for export crops and steadily mounting Government revenue and expenditure. There will be no such easy advances to be made in the more strenuous conditions of the next decade, and it is essential that we should plan wisely and well if we are to make progress in raising the standard of living of the people and at the same time to meet the very great cost of the advance in education and other social services that we wish to achieve.

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I should like to refer briefly to some of the projects in hand or contemplated with the object of improving and strengthening our economy for the more difficult years ahead. As Honourable Members are aware, a survey is being made for an extension of the Nigerian Railway of over two hundred miles from Nguru into Bornu Province, and this will open up a vast and potentially prosperous agricultural area. And in recent weeks the contract for the extension of the Apapa Wharf has been awarded under a major scheme which will take altogether some five years to complete and will cost almost three million pounds. These are not "political" activities. I shall not deal at length with the pioneering work of the Department of Commerce and Industries which is being greatly strengthened to blaze the trail for Nigerian enterprise. Nor shall I speak in detail of the work of the Regional Loan Development Boards which are providing funds to finance local commercial and industrial schemes. I have on previous occasions paid tribute to the good progress that is being made by the Colonial Development Corporation in co-operation with the Government and the people. Apart from projects, the planning of which is in various degrees of advancement, for timber extraction and saw milling, in co-operation with Nigerian enterprise, and for fish trawling and various industrial enterprises, I would make special mention of the Niger Agricultural Project in which by co-operation between the Corporation, the Central Government and the local authorities an important pilot scheme has been started for the settlement of Nigerian tenant farmers who will grow, under modern conditions of agriculture, not only oilseeds but food crops. The Department of Agriculture has made notable advances in experiments, now proved in practice, for increasing the yield of the land, while maintaining or improving its fertility, by the use of fertilizers and the extension of mechanized farming. And if Honourable Members have had time to examine the half-yearly progress report on Development and Welfare Schemes which has recently been sent to them, and which most commendably reports progress up to the 15th of February, 1950, a date just two weeks past, they will have seen that real progress with the Development Plan can now be seen on the ground. Most important of all, in my view, is the work of the three Regional Production Development Boards, to which were allocated last year by the Marketing Boards no less than four million pounds for schemes which will lead to greatly increased production of local foodstuffs as well as export crops. Let me give a few details about what these Production Development Boards are doing. The Northern Board has already approved allocations of over half a million pounds for development schemes of major importance, including a scheme for the widespread distribution of artificial fertilizers (based on the successful experiments to which I referred just now) which will greatly increase the yields not only of groundnuts but also of cereals, and a very important scheme for the cultivation of rice on a large scale, with mechanical aids, in Sokoto Province. From the allocation mentioned, assistance is being given to vigorous and promising land resettlement schemes in the

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Plateau and Niger Provinces, and at Zaria a pool of agricultural equipment will be established for loan to Native Authorities to improve agriculture in their areas. The Eastern Regional Production Development Board, as our friends here in the East will, I feel sure, take pride in telling us, is planning its policy with vision and realism. First priority is being given to the expansion of the scheme for pioneer oil mills, and already fifty additional mills of the ordinary size have been ordered, and two of double size. And the Board has under active consideration schemes for oil palm plantations, a cattle-ranching project in Ogoja Province, and a cashew-nut plantation near Enugu. The Board will also examine schemes for the production of rice and copra in areas hitherto unproductive. The Western Board also has plans for improving the oil palm industry, by establishing pioneer oil mills and in other ways, and proposes to examine large scale projects for land utilization, especially for local foodstuffs. The Colony of Lagos has no Production Development Board but it has its own arrangements and plans for development, and has already financed textile mills, potteries, furniture factories and other projects. I should mention also the developments that are being financed by the Cocoa Marketing Board, such as the rehabilitation of cocoa farms following the cutting out of trees affected by swollen shoot, the provision of "cocoa roads" not only in the Western Provinces but also in the Cameroons, the economic survey of the cocoa industry and the endowment of scholarships at the University College for the sons of cocoa farmers. As regards cotton, too, I should refer to the Cotton Development Team which has been appointed and financed by the Cotton Marketing Board with the primary purpose of doubling, if possible, within the next two or three years the Exportable Surplus of Nigerian cotton.

I have touched briefly on some of our economic rather than political activities, again in no spirit of complacency. All these schemes that I have mentioned are important and hopeful but no one will pretend that they are nearly enough. There is a vast amount that still requires to be done in the economic field, on new agricultural projects, in exploring and developing mineral resources (including oil, lead-zinc, coal and lignites), in establishing new industries and improving, even beyond the scope of the Development Plan, the transport and communication systems of the country, and the supply of power. What do we need to achieve success in these tasks? We need capital; we need technical and managerial skill; and we need increased effort here in Nigeria.

As regards capital, I am not an economist and I touch on the subject with diffidence. All economic development requires capital, whether, it is owned publicly or privately, and all capital, I believe, must come, in the last resort, from savings. I shall leave it to the Financial Secretary to explain our present loan position and prospects, but I know that in general our people have little as yet to spare for savings, so that apart from the operations of the Marketing Boards, the

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sources for raising capital locally are very limited. In any case this country, in common with most countries of the world, cannot achieve the national income that it requires merely by utilizing its own resources. We must, I suggest, in this matter make a clear distinction between self-reliance, which is admirable, and attempted self-sufficiency, which is stultifying, and the negation of progress. We need the capital equipment which other countries can supply, and we must therefore ensure that conditions exist which will attract a flow of capital, whether from such sources as the Colonial Development Corporation, or from private enterprise, always remembering that we get our direct return (I need not remind Honourable Members that Company tax at present is nine shillings in the pound) as well as the indirect benefits in the form of increased employment and economic activity. I have been greatly encouraged by the new sense of self-confidence and responsible thinking in the country in regard to this question of outside capital. Best of all would be joint participation by Nigerian and overseas capital in the financing of industrial concerns throughout the country. It is already starting. I look forward to the time when Nigerians, by virtue of their business ability, will sit side by side with their European colleagues on the boards of directors controlling such enterprises. There is already ample evidence that a class of Nigerian business men is emerging which will increasingly be capable of making a genuine contribution to the industrial and commercial life of the country.

The second requirement I mentioned was technical and managerial skill. We are training our young men—and our young women—as quickly as we can, with increased emphasis on technical and vocational training, but it will be a long time before we have enough of them. I am not at all concerned about the ability of our people to acquire the necessary technical and professional qualifications. It always gives me pleasure that Nigerians insist that there shall be no lowering of standards in order to increase artificially the speed of Nigerianisation of the Senior Service. They are confident that given equal chances they can compete with anyone in examinations. What does give me cause for concern, however, is how our young people are going to get sufficient opportunity for *practice* in these technical and managerial skills to which I have referred, after obtaining a degree or a diploma or other qualification or training. Even those who get their training abroad cannot always stay away long enough to get practical experience after qualifying. It should be possible for them to get such practice here in Nigeria. At our present stage of development that requires the existence of industrial and other enterprises staffed in part at least by imported staff, from whom our young people can learn in practising the skills they have acquired. Certain Government technical departments, with their training schools and workshops can help, and we already have some private enterprises, such as the magnificently modern plywood factory at Sapele, which provide these opportunities, but we need more. And already there is a critical shortage of technical and professional staff.

[H.E. the Governor]

The third requirement on my list was increased effort here in Nigeria. In the last resort the future of the economy of Nigeria will be measured by the effort which every person in the country is prepared to make. I have noted with much concern that the productivity of the Nigerian worker, in spite of increased rewards, has been declining since the days before the war. This is a matter to which all responsible leaders and thinkers should give their earnest attention. However much capital investment Nigeria enjoys in the future, however ambitious our development plans, the country will not prosper unless the people of all classes and all races are prepared to give honest diligent and faithful service, whether it be cleaning or driving an engine, or working in an office, or on a farm or in a bank, or as a teacher.

I have spoken of political progress and economic advance, and finally I should like to refer to two vital factors without which neither can be achieved—first, the maintenance of a fully-manned and efficient public service, and, second, the maintenance of public security.

I wish to pay a very sincere tribute to the Government Service. The great increase in pressure of work—and paper—arising from the extension of Government activities and the increasing complexity of our problems have added enormously to the burden they have to carry. I have no doubt that many of them, particularly in the outstations, feel that it is easy enough for the Governor with his advisers in Executive Council or in the Secretariat, to decide that this or that new enterprise, or bright new idea, should be put into effect, with an insufficient realization of the extra load that is thus placed on heavily pressed officers who have to take the executive action. I hope that they will regard it as some small consolation, rather than as an added ground of offence, when I say that we do try to remember what it is like to be at the receiving end of these instructions and that we do appreciate that many factors have increased the difficulties with which the Service has to contend. I consider that the Government Service have met the heavy calls made upon them in these difficult and strenuous days in a magnificent manner. We are energetically pushing ahead with the implementation of the recommendations of the Nigerianisation Commission for training schemes and appointment and promotion of Nigerians to higher Government posts. (Since the report was published in August, 1948, 192 Nigerians have been appointed to the Senior Service and 243 scholarships and training awards have been made.) At the same time, anyone who has any responsibility for carrying out the vast range of tasks with which the Government is faced must be very deeply disturbed at our failure to recruit and retain sufficient officers to enable progress to be made with these tasks. We do not now lack material and equipment to nearly the same extent as in the years immediately following the war, but the staff position so far from improving has deteriorated, and in the professional and technical departments, particularly the engineering services, we are—and I am

[H.E. the Governor]

choosing my words with care and a full sense of responsibility—very near to a disastrous break-down. We must face this problem and find a solution for it if our plans are not to fail.

Finally, I must refer to public security. There is, I regret to say, a small minority—fortunately it is possible to say a very small minority, noisy though it is—which appears to imagine that it can achieve political ends by stirring up dissension and ill-will, and even by resorting to violence. I am confident that the vast majority of the people of this country utterly reject that view, and that I have, and shall continue to have, the widest public support in taking every measure which may be necessary to maintain law and order, so that political and economic and social advance may proceed. If there are in Nigeria people who mistake friendliness, and a sincere approach, for weakness, they are making a very grave miscalculation. We all deeply deplored the tragic events which took place here in Enugu and elsewhere in the Eastern Provinces last November, and we await the report of the Commission of Enquiry, which I hope will be published within a few weeks. We look forward to receiving the guidance which we hope that that report will give us, and all of us must devote all our energies to ensuring that never again shall such tragic events mar Nigeria's progress. If there are those who wish to make the publication of that report the occasion, not for getting things better, but for attempting to make them worse, I warn them of the serious consequences of such a misguided purpose. I am sure that I have every public-spirited Nigerian behind me when I say that the Government will take every step that may be necessary now and in the future to protect person and property and to prevent violence and disorder and I give a solemn promise to those public-spirited people that they will have Government's full support when they declare themselves on the side of law and order. Unless that primary task of Government is faithfully discharged all our plans for political and economic advance, which command such wide support and on which the progress of the country and the welfare of its people depend, will be delayed and disrupted. I assure you that the task will be faithfully discharged, and I am confident that in carrying out this duty to the public the Government will have your ready and full support.

Council adjourned 11.25 a.m.

Council resumed 11.45 a.m.

NOTICE OF QUESTIONS AND MOTIONS

The Fourth Member for the Eastern Provinces (Dr the Hon. F. A. Ibiam, O.B.E.):

Your Excellency, I beg to give notice of the following Motion which I fervently hope will be brought before this august assembly later on during this present session:—

[Dr the Hon. F. A. Ibiom]

[Notice of Motion]

“ Be it resolved :

“ That this Honourable Council do advise His Excellency the Governor that the following recommendations headed, (iii) RECURRENT GRANTS-IN-AID OF EXISTING HOSPITALS, embodied on pages eight and nine of Sessional Paper No. 27 of 1949, and entitled “ Statement of Policy proposed by the Government for the Future Regulation of Grants in Aid of the Medical and Health Services provided by Voluntary Agencies in Nigeria,” are not acceptable to this Council.”

The Third Lagos Member (The Hon. Adeleke Adedoyin) :

Your Excellency, I rise to give notice of this question which will be useful in a motion notice of which I will give in due course in this august assembly :

To ask the Honourable the Director of Education :—

(a) How many voluntary agency teachers have been benefited by the Teachers Superannuation Scheme from year to year since 1945 when the scheme was approved by the Government; and

(b) How much has the Government spent on the said Superannuation Scheme from year to year since 1945.

QUESTIONS

The Third Lagos Member (The Hon. Adeleke Adedoyin) :

1. To ask the Honourable the Chief Secretary to the Government :—

To give the numerical strength of Central Government

(a) Prison Warders

(b) Nigeria Police Force

State figures for each tribe and show figures for Lagos separately.

Answer—

The Hon. the Chief Secretary to the Government :

(a) (i) The numerical strength of Government Prison Staff outside Lagos is 1,225, comprising :—

<i>Tribes</i>	<i>Male</i>	<i>Female</i>
Ibos	728	41
Hausas	128	—
Binis	77	3
Cameroonians	52	1
Yorubas	46	4
Ijaws	43	4
Ibibios	28	2
Efiks	15	7
Urhobos	9	1
Jekris	6	1
Other tribes	23	6
Total	1,155	70

[C.S.G.]

[Answer]

(ii) The Lagos Prison Staff totals 125, made up as follows:—

<i>Tribes</i>	<i>Male</i>	<i>Female</i>
Ibos	59	2
Hausas	19	—
Yorubas	13	1
Binis	16	—
Ijaws	7	1
Ibibios	3	—
Jekris	1	—
Cameroonians	2	—
Efik	—	1
Total	120	5

(b) The tribal composition of the Nigeria Police Force, including recruits in training, as at 1st November, 1949, is as follows:—

<i>Whole Force</i>	<i>Station in the Colony of Lagos*</i>	
Ibos	2,648	731
Yorubas	868	409
Hausas	337	18
Cameroonians	290	22
Binis	274	136
Ijaws	164	62
Ibibios	160	22
Efiks	156	73
Fulanis	113	—
Urhobos	111	49
Idomas	50	—
Bashamas	49	—
Kukurukus	42	—
Nupes	40	—
Igalas	40	—
Bagarimis	37	—
Tivs	36	—
Igbirras	33	—
Kajes	32	—
Ishans	27	1
Beri-Beris	21	—
Non-Nigerians	19	7
Miscellaneous	365	28
Total	5,922	1,558

*This includes recruits and Staff of the Southern Police College, Ikeja, but excludes the Railway Police.

The Member for the Colony (The Rev. & Hon. T. A. J. Ogunbiyi, O.B.E.):

2. To ask His Honour the Chief Commissioner, Northern Provinces:—

[Hon. T. A. J. Ogunbiyi]

[Question]

(a) When will Idah, a progressive town on the bank of the River Niger, be given facility to have communication with the outside world by telephone and telegraphic services instead of having to cross the expansive river to Agenebode for such transactions?

(b) Will Government direct its attention to connecting Idah with Agenebode by introducing ferry transport for vehicles as from Asaba to Onitsha as a feature of development of the country?

(c) What class of township is Idah in Government records?

(d) Has the Atta of Idah any status or right in attending the Northern Regional Houses?

Answer—

His Honour the Acting Chief Commissioner, Northern Provinces :

(a) The telecommunications programme in the Ten Year Plan provides for telephone and telegraphic communication from Idah to Oturkpo and across the Niger to Agenebode, Lokoja and Ubiaja. No priority has yet been accorded to this work in view of other more urgent extensions which are required to carry much heavier traffic than would be carried by the line through Idah.

Although the Telegraph Office is at Agenebode, there is a Post Office at Idah where telegrams are accepted and despatched. The Posts and Telegraphs Department arranges for the telegrams to be carried across the river; there is therefore no need for a person from Idah to journey to Agenebode to despatch a telegram.

(b) No, Sir, not at present. If notice is given in advance, a car ferry can be made available between Idah and Agenebode. The small volume of traffic on this road does not justify more elaborate arrangements at this stage.

(c) Idah was formerly a third-class township but ceased to be so in 1923.

(d) Yes, Sir. The Atta Gala is a member of the House of Chiefs, being one of the four Chiefs selected from amongst themselves by the Second Class Chiefs of Kabba, Ilorin and Niger Provinces.

The Member for the Colony (The Rev. & Hon. T. A. J. Ogunbiyi, O.B.E.) :

3. Inviting attention to the public cemeteries of the township of Lagos to ask the Honourable the Commissioner of the Colony:—

(a) Who is responsible for the disgraceful appearance of all cemeteries—Christian and Moslem, European and African for being overgrown with weeds through which some people have to wade to get to the sacred spot of their lost ones?

(b) Is it a fact that there is a separate spot for burying Chiefs of Lagos?

(c) If the reply is in the affirmative—why?

(d) How many caretakers and gravediggers are there for Lagos and Atan Yaba cemeteries and how do their wages compare with those of ten years ago?

[Com. Col.]

[Answer]

*Answer—***The Hon. the Commissioner of the Colony :**

(a) The maintenance and tidiness of grave spaces in all cemeteries are the responsibility of the purchasers. The Lagos Town Council is responsible for the general tidiness of the paths in the cemeteries and perform this duty within the limits of its resources.

(b) Yes, Sir.

(c) This was approved by the Council at the request of late Oba Falolu and Lagos Chiefs.

(d)	Cemetery	Superintendent	Grave Diggers	Weeders
	Ikoyi	1	14	6
	Ajele	—	—	2
	Oke Suna	—	—	2
	Epetedo	—	—	2
	Atan and Sango	1	10	4
		2	24	16

Rates of Pay	Grave Diggers	Weeders	CEMETERY SUPERINTENDENT	
			Ikoyi	Atan
10 years ago ..	1s 6d per day.	1s per day.	£36-£48 per annum.	£72-£84 per annum.
Today	3s 1d-3s 3d per day.	2s 7d per day.	£84-£108 per annum.	£84-£120 per annum.

The Member for the Colony (The Rev. & Hon. T. A. J. Ogunbiyi, O.B.E.) :

4. To ask the Honourable the Commissioner of the Colony :—

(a) How many beggars have been repatriated since last year from Lagos?

(b) Will he consider the desirability to advise the Government to put up a building to house all "professional" beggars coming to Lagos where devout people could go and give alms to them to satisfy their religious propensities?

*Answer—***The Hon. the Commissioner of the Colony :**

(a) Seventeen beggars have been repatriated from Lagos since the 1st of January, 1949.

(b) It is not considered desirable that Government should provide accommodation for professional beggars.

[Hon. A. Adedoyin]

[Supplementary Question]

Supplementary Questions to No. 4 by the Third Lagos Member (The Honourable Adeleke Adedoyin):

Sir, I should like to know if the Honourable Gentleman, the Commissioner of the Colony, is aware that these beggars whenever they are repatriated from Lagos often come back.

Answer—

The Hon. the Commissioner of the Colony :

Yes, Sir.

The Third Lagos Member (The Hon. Adeleke Adedoyin) :

And if that is so, what is the remedy?

Answer—

The Hon. the Commissioner of the Colony :

The remedy is in my opinion a very largely increased Police Force.

The Member for the Colony (The Rev. & Hon. T. A. J. Ogunbiyi, O.B.E.) :

5. To ask His Honour the Chief Commissioner, Western Provinces:—

The correct position of Ademola II, C.M.G., C.B.E., in the estimation of Government:

1. Is he a free British Subject with freedom to live or travel anywhere he likes in Nigeria?
2. Or a political prisoner in exile under restriction unless granted permission to shift from place to place?
3. Why has not the Honourable Assembly known as Legislative Council been informed of the circumstances of his abdication from his territory as a Ruler and the attitude of Government to Abeokuta since his stool became vacant?
4. Will he use his good offices now to get Government to make a definite pronouncement about the ex-Alake and Abeokuta?

Answer—

His Honour the Chief Commissioner, Western Provinces :

1. The Alake is a British Protected person; he is free to live or travel anywhere he likes in Nigeria.

2. Does not arise.

3. The circumstances of the Alake's abdication were reported in the Press at the time, and a public statement was made by the ex-Alake on the 31st of December, 1948. Government's attitude to Abeokuta has not been altered by the Alake's abdication. No statement by Government to the Legislative Council was therefore considered necessary.

4. No Government pronouncement is considered necessary.

The Fourth Member for the Eastern Provinces (Dr the Hon. F. A. Ibiam, O.B.E.) :

6. To ask the Honourable the Financial Secretary:—

(a) What are the causes of the recent loss of public money which took place while in transit between Port Harcourt and Lagos?

[Dr the Hon. F. A. Ibiām]

[Question]

(b) Have any arrests been made?

(c) What has Government done or is doing to prevent and safeguard similar occurrences?

Answer—

The Hon. the Financial Secretary:

(a) No loss of public money in transit between Port Harcourt and Lagos has been reported and it is assumed that the Honourable Member refers to the loss of a registered packet while in transit through the post between the Port Harcourt and Lagos Branches of the Bank of British West Africa, Ltd. The exact circumstances of the loss are not yet known but investigations by the Criminal Investigation Division of the Nigeria Police, have disclosed a failure on the part of Posts and Telegraphs employees to observe departmental instructions for the handling and safeguarding of registered packages.

(b) No arrests have so far been made.

(c) Disciplinary action is being taken against those officers who were guilty of grave neglect of departmental instructions. Government is satisfied that these instructions provide adequate safeguards; but their efficacy inevitably depends on the personal integrity and sense of duty of those entrusted with the handling of mail.

Supplementary Question to No. 6 by the Fourth Member for the Eastern Provinces (Dr the Honourable F. A. Ibiām, O.B.E.):

In view of the answer given by the Honourable the Financial Secretary to this question, may I ask, Sir, if the exact circumstances of the loss are known yet?

Answer—

The Hon. the Financial Secretary:

No, Sir.

The Fourth Member for the Eastern Provinces (Dr the Hon. F. A. Ibiām, O.B.E.):

7. To ask the Honourable the Director of Medical Services:—

Will Government consider the appointment of a Commission to study the possibilities of introducing Health Service in certain cosmopolitan areas particularly among the members of Staff of Mercantile House, Missionary Societies, Shipping Companies, and Members of the Civil Service?

Answer—

The Hon. the Director of Medical Services:

It is hoped to secure the services of an expert on Health Insurance Schemes from the United Kingdom to advise upon the possibilities of organising such a service and funds have been provided to cover the cost of his visit and investigation. Meantime preliminary discussions of the possibilities are being pursued by a small committee composed of representatives of Lagos Private Medical Practitioners, the Lagos Chamber of Commerce and the Medical Department.

[Dr the Hon. F. A. Ibiam]

[Supplementary Question]

Supplementary Question to No. 7 by the Fourth Member for the Eastern Provinces (Dr the Honourable F. A. Ibiam, O.B.E.):

I would like to ask the Honourable the Director of Medical Services if it has yet been possible to secure the services of such an expert on health insurance schemes?

Answer—

The Hon. the Director of Medical Services :

Sir, so far as I am aware, the services of such an expert have not yet been secured.

The Fourth Member for the Eastern Provinces (Dr the Hon. F. A. Ibiam, O.B.E.):

8. To ask the Honourable the Chief Secretary to the Government:—

Is Government prepared to appoint a deputation either of the Honourable Members of the Legislative Council or a mixture of these Honourable Members and others to Fernando Po and Bata to study the conditions under which Nigerian labourers work in these places?

Answer—

The Hon. the Chief Secretary to the Government :

Government does not consider it necessary to invite the Spanish Authorities to receive an official deputation but, as was indicated in reply to Question No. 314 asked at the Second Session of this Council, if any Honourable Members of this Council wish to visit Fernando Po to see conditions for themselves, this Government will ask the Spanish Authorities for the necessary facilities.

The Atta of Igbirra (Alhaji the Hon. Ibrahim):

9. To ask the Honourable the Chief Secretary to the Government:—

(a) What is the Government policy with regard to the status of its messengers and interpreters in the Northern Provinces?

(b) Whether instructions or Circulars have been passed to the Provinces by the Governors of Nigeria—from 1914-43?

(c) If yes, will Government be good enough to see that copies of such circulars are issued to Native Authorities?

Answer—

The Hon. the Chief Secretary to the Government :

(a) In so far as the Northern Provinces are concerned messengers are on the standard Government Scale, K 1, 2, 3, and are eligible for retiring benefits under the Superannuation Allowances and Gratuities Rules of 1947.

Qualified Interpreters are on the standard Clerical Scale F 1 which is pensionable. One unqualified Interpreter is also employed on Scale L 1, 2, 3, which is also pensionable.

(b) Yes, Sir.

(c) It is normal practice for circulars affecting the Provincial Administration to be sent to Residents and Divisional Officers for their information. Where such circulars are of interest to Native

[C.S.G.]

[Answer]

Authorities, Residents and District Officers inform the Native Authorities of their contents or furnish copies of such circulars which are not confidential.

The Atta of Igbirra (Alhaji the Hon. Ibrahima):

10. To ask the Honourable the Chief Secretary to the Government:—

(a) How many administrative officers have been removed from an area as a result of vote of no confidence being resolved by the people in that area?

(b) What are these areas?

(c) Is it not advisable for the Government to avoid such a thing by (i) when an officer goes on leave the people to be asked whether they wish him to return to them or not and (ii) that the N.A. Councils be given the opportunity of submitting their views on the suitability of an officer to their areas or otherwise?

Answer—

The Hon. the Chief Secretary to the Government:

(a) None, Sir.

(b) Does not arise.

(c) Does not arise.

The Atta of Igbirra (Alhaji the Hon. Ibrahima):

11. To ask the Honourable the Chief Secretary to the Government:—

(a) Whether it is the policy of Government to allow Administrative Officers to appoint or terminate N.A. officials without prior consultation with the Native Authority concerned or its Council?

(b) If no, what steps will Government take if such a matter occurs in an area?

Answer—

The Hon. the Chief Secretary to the Government:

(a) No, Sir, unless the Native Authority has given some general authorization to them to do so.

(b) Government is not prepared to answer an hypothetical question.

The Second Nominated Member (Major the Hon. J. West, M.C., E.D.):

12. To ask the Honourable the Chief Secretary to the Government:—

(a) Why did three Inspectors of Mines resign their appointments during 1949?

(b) Why has there been only two new Inspectors of Mines appointments since May, 1948, when there has been four vacancies for Senior Inspectors of Mines and four vacancies for Inspectors of Mines for some considerable time?

[Major the Hon. J. West]

[Question]

If the answer to (b) is, because of world demand for Mining Engineers being greater than supply and/or higher salaries offered by Commercial Mining Firms, National Coal Board and Colonial Development Corporation, to ask:—

(c) Does Government consider the present strength of the Senior Service Staff of the Mines Department adequate to fulfil its proper functions efficiently? and,

(d) What steps is Government taking to make service conditions more attractive so as to obtain professionally qualified Mining Engineers to fill the present vacancies?

Answer—

The Hon. the Chief Secretary to the Government :

(a) Two, because they considered their salary inadequate; and one because he preferred commercial mining.

(b) It has not yet been possible to recruit officers to fill these vacancies.

(c) No, Sir.

(d) In common with a number of other Government Departments the Mines Department is at present suffering from shortage of staff. The Government has been and still is considering various methods by which conditions of service can be made more attractive. In the meanwhile it is hoped that it may be possible to obtain recruits on contract terms and there is a possibility that two officers may be recruited as Inspectors of Mines in the near future.

The Second Lagos Member (Dr the Hon. N. Azikiwe) :

27. To ask His Honour the Chief Commissioner, Northern Provinces:—

(a) What was the nature of the reply to the people of Ogori, who had urged separation from Igbirra Division and amalgamation with Akoko District of Benin Province?

(b) Is there any tie of an ethnic or a cultural or traditional nature between (i) the Ogori and the Igbirra, and (ii) the Ogori and the Akoko peoples?

(c) Does Government realize that the existence of minority elements who are compelled to "fuse" with majority elements with whom there is no ethnic kinship, tends to create an *impasse* in the constructive aspects of local administration?

Answer—

His Honour the Chief Commissioner, Northern Provinces :

(a) They were informed that an alteration of the boundary was not considered to be justified on the grounds put forward and was not approved.

(b) (i) Yes, Sir: mainly a traditional association which existed prior to the present organisation.

(ii) Yes, Sir.

(c) Government is fully aware that minority elements in a community create problems, but other factors besides ethnic relationship must be taken into consideration in determining their solution.

[Hon. A. Adedoyin]

[Question]

The Third Lagos Member (The Hon. Adeleke Adedoyin) :

31. To ask the Honourable the Chief Secretary to the Government:—

To give the names, qualifications and nationalities and stations of:

- (a) Judges of the Supreme Court of Nigeria and the W.A.C.A.
- (b) Magistrates (Grades I and II only).
- (c) Legal Practitioners enrolled in Nigeria including the Law Officers of the Crown.

Please show respective tribes of Nigerians.

Answer—

The Hon. the Chief Secretary to the Government :

I am afraid that I am unable to provide information about the tribes and nationality of all judges, magistrates and legal practitioners in Nigeria. I am also unable to give the information for which the Honourable Member has asked regarding Grade II Magistrates since, as the Honourable Member is aware, these posts are filled from time to time as necessity arises in areas where Grade I Magistrates are not normally available. I shall however be glad to give the Honourable Member a list of all Judges, Magistrates and Legal Practitioners with a statement of their qualifications, showing the stations of all Judges and Magistrates.

Supplementary Questions to No. 31 by the Third Lagos Member (The Honourable Adeleke Adedoyin):

I should like to know why the Chief Secretary has been unable to give the tribes, and nationalities of all Judges, Magistrates and legal practitioners in Nigeria.

Answer—

The Hon. the Chief Secretary to the Government :

This question does present great difficulties. It would be most difficult for the Government to pursue, for instance, enquiries in relation to private practitioners of whom we might have no record at all. And I well remember we went to a great deal of trouble in producing information of the kind which the Honourable Member asks, and I have that information with me. I suggest that he might see that before he asks any further Supplementary Questions. I am afraid it will not be possible to give him full information in relation to all the categories to which he refers.

The Third Lagos Member (The Hon. Adeleke Adedoyin) :

Further, Sir, is the Honourable Gentleman not mixing Magistrates Grade II with Magistrates Grade III when he states that "these posts are filled from time to time as necessity arises in areas where Grade I Magistrates are not normally available". One is fully aware that Magistrates Grades III are being created from time to time in different areas as the occasion arises, but Magistrates Grade II are not so. The conditions of service of Magistrates Grade II are not like that.

[C.S.G.]

[Answer]

*Answer—***The Hon. the Chief Secretary to the Government :**

I think the Honourable Member will find that the information is correct but I am prepared to check it.

The Third Lagos Member (The Hon. Adeleke Adedoyin) :

I have a further question, Sir. The answer says: " I shall, however, be glad to give the Honourable Member a list of all Judges, Magistrates and Legal Practitioners with a statement of their qualifications, showing the stations of all Judges and Magistrates ". How soon will that be?

*Answer—***The Hon. the Chief Secretary to the Government :**

I have the information ready for the Honourable Gentleman here.

Supplementary Question to No. 31 by the Second Lagos Member (Dr the Honourable Nnamdi Azikiwe):

Is there any reason why a list of legal practitioners here in Nigeria should not be gazetted at least once a year as is the case with medical practitioners?

*Answer—***The Hon. the Chief Secretary to the Government :**

I can see no reason off-hand—it could be investigated. As far as medical practitioners are concerned it is a legal requirement that their names should be published in the Gazette. There is no such requirement in the case of legal practitioners. If the Honourable Member is putting forward a new proposal, certainly we shall be glad to consider it.

The Third Lagos Member (The Hon. Adeleke Adedoyin) :

32. To ask the Honourable the Chief Secretary to the Government:—

(a) Is there any special type of dress prescribed to be worn by Barristers and Solicitors when practising before Magistrates in Nigeria?

(b) If the answer to (a) above be in the negative, could Lawyers appear before Magistrates in decent African dress?

(c) If the answer to (b) above be in the affirmative, will all Magistrates be so informed by circular?

*Answer—***The Hon. the Chief Secretary to the Government :**

(a) No, Sir.

[C.S.G.]

[Answer]

(b) While there is no objection to lawyers appearing before a magistrate in any decent and sober garb of whatever style may be chosen by the individual or the profession, it is thought that the matter is one which might well be considered by the Nigeria Bar Association in the interest of uniformity within the profession.

(c) In view of the answer to (b) it is not proposed to take any such action as is suggested until the views of the Nigeria Bar Association have been received.

Supplementary Questions to No. 32 by the Third Lagos Member (The Honourable Adeleke Adedoyin):

Will the Honourable the Chief Secretary to the Government or the Honourable the Attorney-General tell us whether the Nigeria Bar Association has been approached on this matter?

Answer—

The Hon. the Chief Secretary to the Government:

I came prepared to inform the Honourable Member and the Council that since this reply has been drafted reference has been made to the Bar Association, and the recommendation from the Bar Association is that there should be no change in the present practice.

The Third Lagos Member (The Hon. Adeleke Adedoyin):

Further, Sir, what is the present practice?

Answer—

The Hon. the Chief Secretary to the Government:

The present practice is I understand that Nigerian dress is not normally worn in Court. You will see from the answer that the Government and certainly the Chief Justice has no objection. The view of the Bar Association is that the present practice should be maintained.

The First Member for the Eastern Provinces (The Hon. C. D. Onyeama):

35. To ask His Honour the Chief Commissioner, Eastern Provinces:—

(a) What area is comprised in the clan name OGBARU?

(b) How many hospitals and dispensaries exist in this area, and in what towns are they situated?

(c) What postal facilities exist in the area, and in what towns are they sited?

(d) Was Government aware of the outbreak of smallpox in Ogbaru in 1948-49?

[C.C.E.P.]

[Answer]

(e) If so, was anything done to ensure medical treatment to the population?

(f) How many people lost their lives from this outbreak?

Answer—

His Honour the Chief Commissioner, Eastern Provinces :

(a) Government has never recognised an "Ogbaru" Clan but it is presumed that the Honourable Member is referring to the villages on both banks of the River Niger and its tributaries in approximately latitude 5 degrees 30 minutes North to which certain persons have recently claimed in petitions to have ethnic affinities. These villages are in the Warri and Benin Provinces of the Western Region and the Onitsha, Owerri and Rivers Provinces of the Eastern Region. It is impossible to give any accurate estimate of the area involved. Many of the villages and towns named in the petition have disassociated themselves from the "Ogbaru" movement.

(b) There are no hospitals in the villages claimed to be of "Ogbaru" origin. There are eleven dispensaries, some with maternity or lying-in-wards attached, at Oguta, Osomari, Atani, Omoku-Ogba, Okwuzi-Egbuna, Kwale, Abraka, Ashaka, Abbi, Aboh and Utagba-Uno.

(c) There are two Post Offices at Oguta and Abraka and eight Postal Agencies at Omoku, Okwuzi, Kwale, Ase, Aboh, Abbi, Amai and Utagba-Uno. Two more agencies are being established at Ashaka and Obiaruku.

(d) Yes, Sir, Government was aware of the outbreak of small-pox in 1948-49; the outbreak extended over most of the Lower Niger Area.

(e) Anti-small pox measures were instituted immediately in most areas. These included the erection of temporary isolation camps and general prophylactic measures and were followed by mass vaccination campaigns. The response and co-operation of the people was poor and even now many people avoid being vaccinated. It is not possible to give figures of persons vaccinated in the so-called "Ogbaru" area but in Asaba Division alone, for instance, 69,550 persons were vaccinated.

(f) It is not possible to give accurate figures for the numbers of deaths from small-pox in the "Ogbaru" villages. In the Ahoada Division 130 persons were reported to have lost their lives, in Owerri Division 8, in Asaba Division 33 and in Aboh Division 58. These figures include areas not claimed to be "Ogbaru".

The Member for the Colony (The Rev. & Hon. T. A. J. Ogunbiyi, O.B.E.):

37. To ask the Honourable the Financial Secretary:—

(a) For how long in the last three financial years did the Commissioner of Income Tax visit Nigeria, barring visits in connexion with meetings of the Legislative Council?

[Hon. T. A. J. Ogunbiyi]

[Question]

(b) What was the proportionate share of his emoluments to Nigeria in respect of each period?

(c) Whether arrangements have now been completed to have in Nigeria its own head of Inland Revenue Department which is the wish of the whole country?

Answer—

The Hon. the Financial Secretary:

(a) The following visits were paid by the Commissioner of Income Tax to Nigeria:—

*Visits during which there was no meeting of
Legislative Council.*

1946-1947	...	...	...	36 days
1947-1948	...	...	...	13 days
1948-1949	...	...	...	81 days

During the same years a senior officer of the Commissioner of Income Tax's staff also spent a total of sixty-nine days in Nigeria.

During the three years in question the Commissioner of Income Tax also spent twenty days in the United Kingdom on business in the interest of Nigeria as of the other contributing West African Colonies.

(b) *Amounts charged to Nigerian Funds.*

			Percentage	Share of Commissioners of income Tax's Salary.
1946-1947	..	..	60 Per cent	£1,170
1947-1948	..	..	60 Per cent	£1,170
1948-1949	..	..	50 Per cent	£975

(c) Arrangements to establish a separate Income Tax Administration in Nigeria have not yet been completed, but initial steps to achieve that object have been taken, and Honourable Members will be kept fully informed of progress made.

The Member for the Colony (The Rev. & Hon. T. A. J. Ogunbiyi, O.B.E.):

39. To ask the Honourable the Chief Secretary to the Government:—

(a) What is the material difference between Government and Native Administration employees?

(b) What is the classification of Native Administration employees, are they regarded as performing duties of equal responsibility to those of Government?

[Hon. T. A. J. Ogunbiyi]

[Question]

(c) Are provisions made for them in respect of retiring benefits, e.g., pension, gratuity, or provident fund?

(d) Does he not think that the time has now come to bring the conditions of service of Native Administration employees into line with those of Government employees?

Answer—

The Hon. the Chief Secretary to the Government:

(a) The main difference between Government and Native Administration employees is, of course, that Government officials are servants of the Government paid from Government funds, whereas Native Administration employees are servants of the Native Administrations paid from the funds of those Administrations.

(b) It is not possible to equate the duties and responsibilities of Government and Native Administration employees. One obvious difference is that Government employees are liable to serve anywhere in Nigeria, whereas Native Administration employees are not.

(c) I think that all Native Administration employees are eligible for some form of retiring benefits.

(d) The remuneration of Native Administration employees must be a matter for the Native Administrations themselves and must depend on the revenue of the Native Administrations. I understand that it has generally been the policy of the Native Administrations to bring conditions of service of their employees more into line with Government rates to achieve greater uniformity in salary scales.

* * * * *

The Hon. the Chief Secretary to the Government:

I wonder if you will permit me before we proceed with the Motions and Bills to have one word with the Council about the business before us in the next few days. It is usual on the opening day of the Council meeting to refer to the Council for its wishes on the business which is immediately before it. It is, as the Council knows, necessary to fix in advance the date on which the Honourable the Financial Secretary shall move the first reading of the Appropriation Bill. We consider that there will be advantage if that is done early in this session. We therefore propose that the Honourable the Financial Secretary shall move the first reading of the Appropriation Bill on Saturday next, the 4th March. We propose that today, as you will see from the Order Paper, one Motion, together with three Bills, shall be moved—the first reading only. It is further proposed that we should proceed with the second reading of those Bills tomorrow and make what progress we can then with the Second Reading of those Bills. But whatever stage we have reached with the second reading of these Bills we propose

that first thing on Saturday morning the Financial Secretary should move the first reading of the Appropriation Bill. If the Council accepts these proposals I suggest that we need not go much further in making our plans because that would mean that the bulk of next week would be taken up with debate on the second reading of the Appropriation Bill, and the other business we can settle later. I also suggest that we might defer perhaps until Monday a decision on the hours of our sittings, but I suggest that for tomorrow and Saturday we might start our sittings at 9.30 in the morning, and as is usual on Fridays and we should not sit in the afternoons: we might proceed tomorrow these proposals: tomorrow and Saturday we might meet at 9.30, and we should not sit in the afternoons: we might proceed tomorrow with the second readings of the three Bills to be read for the first time today, and on Saturday, whatever stage is reached with those Bills, we should take the first reading of the Appropriation Bill.

His Excellency:

I shall consult the wishes and convenience of the Council. Is it the wish of Honourable Members that our business be ordered as proposed by the Honourable the Chief Secretary.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

What I cannot understand here in connection with what the Honourable the Chief Secretary has said about the first and second readings of these Bills. Does it mean that whatever stage we reached we shall adjourn and continue at that stage? I am afraid I would not subscribe to that view. If we have the first and the second readings we might as well get on with the work and finish the Bills and then discuss the Appropriation Bill. I would suggest, Sir, that tomorrow we should have the first readings of the Local Government Bill, the Local Government Eastern Bill and the Corporation Bill.

I propose to refer the Local Government Bill to a Select Committee of this House.

His Excellency:

You propose to make this suggestion? Did the Honourable Member say he would refer them to the Select Committee?

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

I suggest that we start with one thing and dispose of that before we continue with the next. If the Government proposed the first reading of the Appropriation Bill on Saturday there is no need to hurry these Bills first and then come back at a later stage. I do not see how that will help Honourable Members.

The Hon. the Chief Secretary to the Government :

I may be able to help the Honourable Member. I think that the Government view is the same as his. We shall propose that the three Bills which are to be read a first time today should later be referred to Select Committees. There will be ample opportunity, therefore, for discussion on all three Bills in Select Committee, and it is for that reason that we had hoped that having taken the first readings today, we should be able to proceed with the second readings tomorrow, and then at the end of the second readings go into Select Committees.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

I am very glad to hear that.

Proposal adopted.

MOTIONS**The Hon. the Financial Secretary :**

Sir, I beg to move the following Motion standing in my name :—

“ Be it resolved :

“ That the Report of the Finance Committee which was
“ laid on the table today be adopted.”

This report, Sir, relates to meetings of the Standing Committee on Finance held in the months of November and December, 1949, and in January, 1950. It is a summary of matters approved by the Committee at these meetings and includes in detail the additional provision made in respect of this and previous financial years, together with brief explanatory remarks. There is only one point to which I would draw attention. That is at paragraph (d) of Part III of the Report. In accordance with the procedure followed last year the Committee agreed that a resolution extending until the 31st of March, 1951, the resolution relating to the increase of pensions which was passed in March, 1949, should be included in this Report and should be moved as a part of this Report. The necessary permanent legislation embodying the increases in pensions and consolidating the present laws and regulations relating to pensions, for both the Junior Service and the Senior Service, has now been drafted and sent to the Secretary of State for his consideration and it is hoped to introduce the revised legislation into this House at its next meeting.

Sir, I beg to move.

The Member for the Colony (The Rev. & Hon. T. A. J. Ogunbiyi, O.B.E.) :

Sir, I beg to second.

Motion adopted.

BILLS

(First Reading)

THE EASTERN REGIONAL LOCAL GOVERNMENT ORDINANCE, 1950

His Honour the Chief Commissioner, Eastern Provinces:

Your Excellency, I rise to move the first reading of a Bill entitled:—

“ An Ordinance to make provision for Local Government in the Eastern Provinces and for purposes connected therewith.”

Sir, first and foremost, and on behalf of the Eastern Region, may I offer our grateful thanks to Your Excellency for the words of praise which you gave to us in your Speech this morning. Those words, Sir, will be a stimulant to all of us in the Eastern Region when and if Legislative Council passes this Bill and we proceed to put these reforms into practice.

The Bill, Sir, is a formidable document in size and scope. It is a document which has to cover every eventuality in local government and provide for the ways and means of putting reforms into practice in due course. The objects and reasons, Sir, are well set out in the Bill at page 123. Purposely they have been drafted extensively to provide Honourable Members with as much background as possible of the reasons why this Bill is required and the main features of the Bill itself and what it will achieve. The Bill, as Honourable Members will see, Sir, is applicable only to the Eastern Region. It is an extremely happy occurrence in that this piece of legislation is coming before Legislative Council here at Enugu at the first session of Legislative Council at our Regional Headquarters. We in the Eastern Region are proud of this Bill, Sir. We all of us have done our share towards evolving the Bill and we acknowledge the exceptional and valuable advice we have received in producing it in its existing form. I would like to stress, Sir, that the principle in this Bill is a world-wide principle: it is a principle of introducing and establishing a firm form of local government which is democratic in the extent of the wishes of the people. The fashion of achieving that principle is different in the three Regions in Nigeria as indeed it is different in different countries of Europe. The reasons of the need for this introduction of local government first became apparent in 1938 but no definite steps could be taken until the end of the war. It was then as a result of a Select Committee of the Eastern House of Assembly that proposals were formulated for introducing this form of local government into the Eastern Region. The proposals of the Select Committee were then discussed throughout the Region. They were discussed by the Administrative staff and by the Unofficial Members

of the Eastern House of Assembly who visited each Provincial Headquarters for the purpose. Everywhere, Sir, the proposals as they were evolved were received with approval. The only criticism which was raised was that it might cause confusion if discussion of the reforms in local government took place at the same time as that of the Constitution. However, the Eastern House of Assembly decided that that was not a good cause for delaying our local government Bill, as persons who were acquainted with the Constitution and with local government matters could not be confused in the two issues. The Bill was therefore pressed ahead and after a memorandum of policy for the introduction of local government had been introduced and passed in the Eastern Regional House of Assembly the Bill itself was drafted and passed through our Regional House at the last session in December.

The Bill is designed to provide the opportunity for progress in the Eastern Region in local affairs. Progress is dependent on the means to pay for it. Everywhere that I travel in the Eastern Region I am met with Addresses of Welcome and long lists of wants. I find it extremely difficult to be able to answer these people in their wants because the only answer that I have is that Government has not got the money to be able to do it. One of the main features of the Local Government Bill is to provide the authority to the local government councils to levy rates in respect of specific local services that they may require. It will in future after the introduction of these reforms be very much easier to answer the Addresses of Welcome, Sir. The answer will be "It is a specific service—a local service—which you require. It is to you the Council as the selected and or elected representatives of the people to impose a rate in order that your people may benefit by this particular service". I also have noticed everywhere in the Eastern Region, Sir, that the general view is that tax is poured into the coffers of the Regional Treasury. Everywhere I go I have to explain that all of the tax other than the capitation share is paid into Local Native Administration Treasuries and is being employed in the maintenance of local services. But the capitation rate, the highest of which in the Region is 1s, is paid into Regional funds and then disbursed again to the Native Administrations in respect of assistance to the poorer ones. Although I emphasize this constantly it seems to be impossible to get it firmly implanted into the minds of the people. They unfortunately connect the word "tax" entirely with the central form of Government, and unless we are careful about the word "rates" that view of the people may still prevail. When there is contribution in the form of a rate and it is understood as such then I think there will be no further difficulty.

Sir, the Bill itself and the provisions of the Bill are an experiment in local government in West Africa. It is easy to lay down a theory in a Bill. We all appreciate in the Eastern Region that we have

got to put it into practice and we all realize the immense responsibility that will rest on our shoulders in doing so. We also appreciate, Sir, that success will depend on the integrity of the people and the extent of their desire to shoulder civic responsibility. Sir, I commend the Bill to Honourable Members of this House as being a measure that will assist the Eastern Region in progress and advancement. I ask for the support of the other Regions.

I intend now, Sir, to give notice to move that the Bill be referred to a Select Committee at the appropriate stage.

Sir, I beg to move.

The Hon. the Secretary, Eastern Provinces :

Sir, I beg to second.

Bill read a first time.

His Honour the Chief Commissioner, Eastern Provinces :

Sir, I beg to give notice that at a later date during this meeting I will move the second reading of the Bill which has just been read a first time.

THE LAGOS LOCAL GOVERNMENT ORDINANCE, 1950

The Hon. the Commissioner of the Colony :

Your Excellency, I rise to move the first reading of a Bill entitled:—

“ An Ordinance to make provision for Local Government in Lagos and for purposes connected therewith.”

This Bill, Sir, is also a formidable document provides for a new and advanced stage in the Local Government of Lagos: it brings to a climax the steady progress in formal local administration which began more than fifty years ago with the creation of the General Sanitary Board.

I hope Your Excellency and Honourable Members will bear with me if, in order to appraise the measure of advance now proposed, I very briefly review the development of local government in Lagos. In its time this General Sanitary Board, which was established in 1899, and of which probably only one Member present here today has any clear recollection, served its purpose. It was a purely advisory body, and it gave way in the face of changing needs and new demands, and was superseded in 1909 by the Lagos Municipal Board of Health, which I think, Your Excellency, is still a dim memory. But the enactment of the Townships Ordinance in 1917 marked a very important stage in the advance of local government in Lagos, because under it, Lagos was declared a First Class Township and provision made for a Town Council with prescribed duties and powers. But even in those days the peculiar and special needs of Lagos were recognized, and the limitations imposed by the Township Ordinance on the composition of the Council were

[Com. Col.]

[Lagos Local Govt. Ordinance]

modified by an enactment in 1919 which provided for the election of three members and for the appointment of not more than nine other members by the Governor.

A succession of Councils of this composition gave good service to the townspeople of Lagos, and in two decades great progress was made. But, Sir, awakening political consciousness, greater public interest and a desire for participation in local government brought further change. In 1941 the Council was reconstituted with a membership of not more than twelve. There were four *ex-officio* members, two unofficial nominated members and four elected members.

Two years later, that is in 1943, further changes were made, and ward representation was introduced. Provision was made for the election of one Councillor for three years from each of five wards in addition to the nomination of five members to represent special interests, and the appointment of four Government officials *ex-officio*. So for the first time this provided a majority of African members in the Council, and resulted in the participation of women in local government—a very pleasing feature of the present Council.

Throughout the period, Sir, from 1919 to the present day property qualification and the exclusion of women have been the two main features in the franchise. Gradual as these reforms may have been, nevertheless it was possible to lay the foundation of local government, and Your Excellency and Honourable Members will readily see that never at any stage has an advance been so rapid, so fundamental and so general as that provided in this Bill. It is not too much to say that in the Bill before the House today major reforms are proposed which advances local government in Lagos to an extent which even the most ardent advocates of reform never contemplated.

Honourable Members will recall that Your Excellency informed the House that a Bill was being drafted for the reconstitution of the Lagos Town Council, and Your Excellency had previously authorized the following public statement which I made in May, 1948, of which the following is an extract:—

“ His Excellency has accepted my recommendation that the time has now come to review the law under which the Council is constituted and to work out a basis for revised legislation to be introduced. His Excellency considers that new legislation should provide not only for increased powers for the Town Council but also for a wider franchise and for a majority of elected members.”

How far the Bill now before the House expresses Your Excellency's sentiments Members will readily judge for themselves. It is the product of great labour: it owes something to the Local Government Act of the United Kingdom and something to the

[Com. Col.]

[Lagos Local Govt. Ordinance]

Ordinances of the Governments of Jamaica, of the Gold Coast, of the Straits Settlements and of other Colonies. Here I would like also to pay tribute to those who have laboured in bringing the Bill before the House today. One would particularly like to mention the names of the Acting Solicitor-General, Mr Manyo Plange, and the Acting Commissioner of the Colony, Mr Fowler. But, Your Excellency, basically it finds its main inspiration in views expressed by representative bodies and members of the public in Lagos, and in recommendations arising out of a series of meetings of the African members of the present Council. It aims to satisfy the legitimate aspirations of everyone to participate in the conduct of public affairs.

This Bill is also a formidable document. The provisions are numerous—so numerous that I can say little now of many of them. But, Sir, although I was somewhat forestalled by the Honourable the First Lagos Member, I would now inform you, and the House, that it is my desire to propose to move on the second reading of this Bill that the Bill be referred to Select Committee. However, some of the more notable features of this Bill merit the attention of the House I think at this stage.

As regards constitution, Part 2 of the Bill provides for a wholly elected Council of not less than twenty-one members and for the election of a Mayor by Councillors from among their own number. Provision is made for the division of the town into seven wards each returning three members, one of which retires annually. The Council is thereby given a new status and prestige. Annual elections ensure that the local government of the town is kept constantly before the public and permits variations in public opinion to find expression therein. Special interests which hitherto have been represented by nomination must in the future, if they so desire, seek representation by way of the Polls. Honourable Members will also notice the absence of *ex-officio* Government officials.

Regarding the franchise, it extends the franchise to all persons both male and female of twenty-one years or over who have been ordinarily resident in the town for six months before an election. It imposes no property qualification. It does not require voters to register many months in advance of an election. As Honourable Members are aware, a Census of Lagos Township has just been completed, I understand with success. From the information obtained from this Census it will be possible to publish preliminary lists of voters having the prescribed qualifications. All that an intending voter has to do is to ascertain that his name appears on these lists. If he has not been so registered a simple claim to the revising officer will remedy the omission. Past methods of registration have resulted in not more than 1,200 people registering their names, whereas under the new provisions it is estimated that about 70,000 would be entitled to vote.

Honourable Members will see that Part 10 of the Bill sets out with clarity and precision the borrowing powers of the Council and repairs a wide variety of defects and omissions in previous legislation.

Part 12 of the Bill confers upon the Council a wide range of powers and duties: latitude of action is given in such new directions as municipal trading, transport services, fire services, primary education, the control of public entertainments, care of the aged or destitute. It diverts to the Council substantial revenues.

No more than essential superior or central controls are imposed on the Council. Local government in Lagos, or for that matter anywhere else in Nigeria, cannot exist independently of Central Government: its function is to give subordinate help to Central Government by providing for the well-being and good government of the inhabitants of the town of Lagos. The Legislature is ultimately responsible and must control local government in Lagos by enacting precisely what the Council *may* do and what the Council *must* do. The powers and duties of the Council, which together become the functions of the Council are clearly set out in the appropriate parts of the Bill, and there are also a large number of miscellaneous executive powers conferred upon the Council.

The Bill provides the Council with very considerable liberty of action: it provides more than this—it provides in a most practicable manner the means of political education. But it is only in respect of certain major powers that superior or central approval is provided. The Bill provides for a “sanctioning authority” to give approval in these cases. As an example, Honourable Members will note that the Town Council produces a programme of work for the coming year, the financial implications being reflected in the Annual Estimates. Once these estimates have been approved by the Sanctioning Authority, and experience over many years has proved that no sound estimates have ever been disapproved, it is the duty of the Council to carry out that programme of work without any external interference. The identity and form of the Sanctioning Authority is to be decided by the Governor in Council. Such an authority at a lower lever and of more immediate access than the Governor—the approving authority in the past—has much to recommend it. Furthermore, the provision permits of variation and change in the form and character of the approving authority without amendment to the law.

The powers reserved for the Governor in Council are very few in number and are intended to be exercised in such important enterprises as municipal trading and the inauguration of passenger transport services. I think the House will accept as normal and indispensable the existence of superior controls in respect of the major powers of the Council.

In the past Town Council bye-laws and regulations were subject to approval by the Governor in Council. The Bill provides for this

approval or assent to be given by a Confirming Authority, again to be appointed by the Governor in Council—an arrangement similar to that proposed in the case of the Sanctioning Authority—to enable bye-laws and regulations to be brought into force with a minimum of delay. The ready adaptation to changing needs and to developments permitted in the form of controls is a marked advance from the rigidity of the controls of the past. Another important provision is for the extension of the life of the present Council, which would normally retire on 15th June, for four months up to 15th October, the proposed date of the first election of the new Council. So short a period I do not think warrants the holding of an election.

In conclusion, Your Excellency, I commend this Bill to the House as a liberal, bold and progressive measure in the local government of Lagos. Perfection is not claimed for this Bill, but a few years' operation will expose any defects which will, I hope, be remedied. If it becomes law the people of Lagos will be given an unprecedented opportunity for direction and decision in their own affairs, and for determining the standards and quality of their local government. Upon them in large measure depends the future of their town. If they wish their Council to serve a lively, progressive and enterprising purpose they must participate actively in the public affairs of the town: they must elect members to the Council who are well informed persons actuated only by a sense of obligation to their fellow townsmen. This is the responsibility of the voter.

Finally, Your Excellency, Lagos, I assert, is at the threshold of a stimulating and exciting period in its history. It is being offered a challenge which I am certain it will accept and readily respond to the responsibility to be placed on it.

Sir, I beg to move.

The Hon. the Chief Secretary to the Government:

Sir, I beg to second.

Bill read a first time.

The Hon. the Commissioner of the Colony:

Sir, I beg to give notice that at a later date during this meeting I will move the second reading of the Bill which has just been read a first time.

THE ELECTRICITY CORPORATION OF NIGERIA ORDINANCE, 1950

The Hon. the Development Secretary:

Sir, I rise to move the first reading of a Bill entitled:—

“An Ordinance to provide for the establishment of a Corporation to be known as the Electricity Corporation of Nigeria, for the transfer to the Corporation of the Electricity Undertakings owned by the Government for the functions of the Corporation, and for the purposes connected with matters aforesaid.”

[Dev. Sect.]

[Electricity Corp. Ordinance]

I do not propose to embark upon a detailed exposition of the provisions of the Bill at this stage, since it is hoped that the House will agree to its being examined in detail at a later stage in Select Committee, and I hope that Honourable Members will take this as notice of my intention so to move.

The present position, Sir, with regard to electricity enterprises in Nigeria, is that there are eighteen undertakings, of which twelve are Government owned, four are owned by Native Authorities and two are privately owned. The Electricity Development Plan provides, however, for a wide expansion of electrical services and, as Honourable Members are only too well aware, individual projects in that Plan are continually being enlarged as demand expands.

The main reason which led Government to propose the establishment of a Corporation and the transfer thereto of the functions hitherto carried out by the Electricity Department is that, with the wider expansion of electricity enterprises proposed under the Development Plan, it is thought preferable that these enterprises should be put on a commercial basis so that the provision of light and power may be developed throughout the country without undue restriction and with the added stimulus of allowing profits to be ploughed back into the business for the benefit of the consumer.

In the management of an enterprise of this magnitude, if it is to be successful, a marked degree of flexibility is required. Certainly a greater degree than is easily obtainable in a Government Department. By the proposal to place all Government undertakings under a single Corporation, it is hoped to secure for the consumer the advantages of commercial methods while, at the same time, retaining the advantage of Government stability. This proposal, I may say, Sir, is in accordance with the Government's policy of setting up boards or corporations to undertake those functions now performed by Government Departments which are of a commercial rather than a governmental nature.

The Bill makes provision for the establishment of (1) an Electricity Corporation and (2) an Electricity Advisory Council, and the necessary co-ordination between the two is ensured through the Advisory Council appointing three of its members to the Corporation. The functions of the Corporation are set out in Clause 14 of the Bill and the functions of the Advisory Council under Clause 11. I would emphasise that the main duty of the Advisory Council is to represent the interests of the consumers of electricity.

I should perhaps say a word with regard to the position of Native Authority Electricity Undertakings. It is not the intention to compel a Native Authority, or indeed any other licensed electricity undertaking, to transfer its undertaking to the Corporation. Clause 35 of the Bill expressly provides for the continuation by the Corporation of the advisory and supervisory functions now

performed by the Electrical Engineer in Chief on behalf of the Native Authorities.

Clause 37 of the Bill, Sir, provides for the compulsory acquisition of an undertaking, but only if the Corporation is able and willing to supply electricity to the better advantage of the consumers of any authorised undertaking. Adequate provision is made for compensation, for arbitration in case of dispute as to the amount of compensation, while, under Clause 38 there is provision for the holding of a Commission of Inquiry at the request either of the Corporation or of the authorised undertaking before acquisition.

It will be observed that the power to grant licences under the provisions of the Electricity Ordinance, No. 21 of 1929, is retained by the Governor, although by section 50 of this Bill all the particulars of the application for such a licence must be given to the Corporation, and the Corporation must have expressed their inability to undertake the functions in respect of which such an application is made.

I hope, Sir, that Honourable Members will be satisfied that the Bill ensures adequate protection for the interests of the consumer and will agree that the development and expansion of the electricity industry is likely to be better catered for by a Corporation such as it is proposed to establish than it would be by a Government Department.

Sir, I beg to move.

The Hon. the Director of Public Works :

I beg to second.

Bill read a first time.

The Hon. the Development Secretary :

Sir, I beg to give notice that at a later date during this meeting I will move the second reading of the Bill which has just been read a first time.

His Excellency :

That completes the business on the Order Paper for today. In accordance with the decision which we reached earlier we shall meet again tomorrow morning at 9.30 a.m.

ADJOURNMENT

Council adjourned at 12.50 p.m.

APPENDIX TO FIRST DAY'S PROCEEDINGS ANNUAL STATEMENT ON GOVERNMENT ACTIVITIES BY HIS EXCELLENCY THE GOVERNOR

HONOURABLE MEMBERS,

It is impossible in a country so large as this to include in a single annual statement an adequate review of all the main events of the year and all the varied activities of the Government, and with the increased

[H.E. the Governor]

[Finance]

pace of events and increased complexity of our problems, I cannot claim that the statement which I now present to you is comprehensive or complete. It is, however, useful for all of us to take stock from time to time of the progress we are making and to survey the advances made in the many branches of Government activity, and I accordingly attach a statement, necessarily in fairly brief form, of the main features of the work we have done during 1949.

J. S. MACPHERSON,
Governor.

Finance

The increasing activity in the economic field has been reflected in the Revenue returns for the past financial year. The revised ordinary revenue for the year 1949-50 is estimated at £26,799,120.

In addition, subsidies from the Colonial Development and Welfare Fund towards the Ten Year Development Plan have amounted to £3,057,840. The major increase in revenue has been in respect of import duties, the yield from which is expected, according to the revised figures, to reach £11,500,000; an increase of £1,657,000 over the approved estimate. The other main item of revenue is from direct taxes which, it is estimated, will produce £4,785,000, £330,000 above the original estimate. The increase is due to additional receipts from Income Tax and from Company Tax arising from the increasing business of local firms as more supplies from overseas have become available. During the year £240,000, being the Nigerian share of the profits of the West African Currency Board, was received into revenue.

Expenditure, on the other hand, has risen to £26,522,000 excluding the contributions from the Colonial Development and Welfare Fund and sums transferred from Regional General Revenue Balances. The surplus at the end of the year is expected to be approximately £280,000. Up to the 31st December, 1949, the major items of unforeseen expenditure, not included in the approved estimates and financed from current revenue during the past year, have been £400,000 on Public Works, £310,000 transferred from Regional General Revenue Balances, £150,000 on village reconstruction and £25,000 on the Northern Regional Scholarship Fund. Of the estimated 1949-50 expenditure, 20 per cent has been on social services.

Ordinary Revenue in the forthcoming year is expected to amount to £26,180,140 and there will be a contribution of £4,189,120 from the Colonial Development and Welfare Fund. There is reason to doubt whether the increase in the economic activity which has prevailed in Nigeria since the war will continue at the same rate of expansion. The rise in imports may well level off during the year and, therefore, as regard receipts from import duties no increase is made over the revised estimated figure for the year 1949-50. Also, field reports on

the groundnut and cocoa crop indicate smaller yields and, with lower exports, will cause a corresponding reduction in export duties estimated at £200,000.

Company tax receipts at £3,300,000 will be lower by £250,000 largely owing to adjustments following the Double Taxation Arrangement which have had to be made with the Board of Inland Revenue on account of the development of controlled Produce Marketing. In addition, the trading profits of companies operating in Nigeria were probably less in 1949-50, the year of assessment for the purposes of 1950-51 company tax, than in the preceding year. On the other hand, there will be an increase in individuals Income Tax estimated to amount to £167,000.

Expenditure in 1950-51, other than that financed from Colonial Development and Welfare grants, is estimated at £25,972,000, and accordingly the estimated surplus at the end of the year will be £236,000. The major items of increased expenditure during the forthcoming year are £300,000 for Posts and Telegraphs and £900,000 for additional Regional allocations, while the extended Department of Commerce and Industries will require £90,000 more.

Included in the expenditure for 1950-51 is an item of £2,250,000 for the Revenue Equalisation account. This is set aside as an addition to that fund in order to provide against the time when, on the completion of the Ten Year Plan, this country will have to bear the full cost of financing the recurrent expenditure which has been incurred by the extension of Government activities through that Plan, and against less fortunate times when the Revenue of this country may be less buoyant.

Military expenditure will amount to £806,000. This includes an additional contribution of £93,000 which Nigeria is being asked to make towards the increased cost of the local forces. This contribution will cover only a part of the full cost, the balance being financed by the United Kingdom.

In addition, expenditure amounting to some four million pounds will be made from the Colonial Welfare and Development Fund in furtherance of the Ten Year Development Plan.

As indicated in the Memorandum on Loan Policy discussed by the Finance Committee in February, 1949, two loans were redeemed during the past year. The 1949-79 6 per cent loan amounting to £6,363,226 and the 1950-60 5 per cent loan of £4,263,373 were treated in a joint operation. The sum of £7,626,599 was redeemed and £3,000,000 were converted into a loan issued at par at 3 per cent redeemable in 1975-77.

A new loan for £2,700,000 was negotiated with the Cocoa Marketing Board during the course of the year. This loan is repayable, as to

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principal and interest, in eighty equated half-yearly instalments spread over a period of forty years. The Board may, however, on giving twelve months' notice, call in the loan, although it has undertaken not to do so until it has disposed of its other securities. Both the Government and the Board are at liberty to approach each other at any time and, in mutual consultation and agreement, to arrange for the transaction to be modified or brought to an end.

Provision was made in the Development Loan Ordinance, No. 3 of 1946 now Chapter 53, for raising a sum not exceeding £8,000,000 for the purpose of financing the Ten Year Development Plan. To date no loan has been raised under this Ordinance since it has hitherto been the policy to meet this form of expenditure by charging it as an advance against surplus cash balances of the Nigerian Government pending the floatation of a loan. In the 1950-51 Estimates provision of some £3,000,000 is made for works (which do not include capital works chargeable to the Colonial Development and Welfare Fund) to be financed ultimately from Loan Funds. The surplus balances available to meet this expenditure have been supplemented during 1949-50 by the proceeds of the loan of £2,700,000 from the Cocoa Marketing Board. It is estimated that, at the 31st December, 1949, the total amount of advances of this nature against future loans was £6,415,000. It is probable that some, if not all, of these advances will be retired against loans to be raised during the forthcoming financial year. The sources of these loans will be decided upon during the course of the year.

It is satisfactory to record that the Cocoa Marketing Board has offered to make a further loan to the Government on terms similar to those attaching to the £2,700,000 loan. The terms of any such loans would of course be subject to a Resolution of the Legislative Council.

The Public Debt charges for the forthcoming financial year are estimated at £875,000 which is less than those in the previous financial year by £1,136,000. Of this decrease £700,000 is due to the discontinuance of contributions to the Supplementary Sinking Fund. The suspension of payments to this Fund has been decided upon in order that additional capital expenditure may be financed out of current revenue thereby reducing to this extent the sums which must be raised by way of loans. A further large decrease is attributable to the redemption and conversion in 1949 of the two loans mentioned above which had reached maturity. The annual debt charges, however, will increase in future years as loans to finance capital expenditure inside and outside the Ten Year Plan are raised.

Northern Provinces

Constitutional discussions at every level of the community starting in the villages evoked a remarkable response throughout the Region,

and the interest it aroused helped the Village and District Councils to develop still further. The selection by these councils of representatives to attend the next level of conferences provided an opportunity for them to show that they could deal satisfactorily with concrete proposals. A further incentive to responsible discussion has been provided by the institution of District Council Funds which are used on projects inside the District which have been selected by the Council. In general the District organisation has been greatly strengthened by the steady development of the Village and District councils.

There were two changes among the Native Authorities during the year. First, in accordance with the expressed wishes of the people the Waja and Longuda villages in Gombe Division have amalgamated under the Native Authority of Waja ; Bormi, Chief of Gelengu village, has been recognised as the first Chief of Waja and appointed to the office of the Waja Native Authority. Secondly, in May, Mallam Rwang Pam, M.B.E., was recognised as the Chief of Bi Rom. He was formerly President of the Bi Rom Tribal Council which constituted the Native Authority for the Bi Rom Tribal Area ; now the Chief of Bi Rom and Council are the Native Authority.

There has been no repetition of the disturbances at Oke Ode and a fair measure of success has in fact attended the development of the Igbona Area of Ilorin Emirate. The reorganisation undertaken during the year has had the support of the vast majority of Igbonas resident in the area. An Igbona Area Council has been formed and a gratifying measure of agreement has been reached at its meetings. The Council has also selected two representatives to attend the Emir of Ilorin's Council. Next year a council chamber will be built at Igbaja, which is central for all members, and there is indeed every hope that this area will now settle down to the peaceful progress which most of its inhabitants desire.

Settlement schemes continue to make good headway ; the Sabon Gida scheme in Shendam was followed this year by the opening of another settlement six miles to the East ; it was occupied by farmers from hill villages. By their efforts in the new area they have produced crops of corn, rice, sunflowers and benniseed which are a real credit to their keenness and to the officers responsible for the settlement. One of the difficulties to be overcome in this area is that of evacuating produce : at present it must be taken by road up the Pankshin escarpment but during the year an encouraging experiment was made in the use of river transport. A "unicraft" composed of a tug and two lighters was sent by the United Africa Company in September to reconnoitre the Shemankar River. It navigated the river from Ibi to Kuka without difficulty and was able to continue upstream to Kissar. As there is therefore no obstacle to the opening up of a cheap transport route it is intended to establish a river port at Kuka.

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Native Treasury finances continue to be satisfactory. Their total reserves at the 31st of March this year are expected to be well over £3,250,000 which is the estimate. If the full programme of special expenditure and works extraordinary is completed in the coming year it will entail drawing on these reserves to the amount of £295,000.

The past year has seen a start made in the preparation of Native Authorities' Five-Year Plans for the expenditure of their development funds. After setting aside Special Reserves to provide a reasonable safeguard against famine or a slump, it should be possible to spend the balance of the surplus funds accumulated during the war years for the benefit of the Region.

Western Provinces

As in the other Regions proposals for the review of the Constitution followed detailed discussions at every level from the village and hamlet upwards. The March meeting of the Legislative Council, which was held in Ibadan, was a significant political step in this Region as it emphasised the progressive decentralization of Government. Within the Region a meeting of the Western House of Assembly was held in Benin to the same end, and the keen interest in this meeting shown locally gives good ground for the hope that it may have done something to dispel any impression that the interests of the people away from the main centres are not given adequate attention.

There has been further advance towards wider representation of the people in the Native Authorities. Early in the year the Oni of Ife relinquished his position as sole Native Authority, and the title of the Ife Native Authority is now "the Oni and Council". The Council previously consisted of twenty-eight Chiefs and two nominated Councillors; it now consists of twenty-nine Chiefs and fifteen Councillors elected on a territorial basis. In Ijebu Province, too, the Awujale decided to abandon the status of Sole Native Authority; the Native Authority has now become "the Awujale and Council". The size and composition of the Council is still under consideration by the people, but a final decision is expected shortly. These two progressive steps have resulted in the disappearance of the last Sole Native Authorities in the Region.

An event of importance in the Ijebu Province has been the deadlock that at one time seemed inevitable in the new Ijebu Remo Council. Fortunately wise counsels eventually prevailed and a settlement, which it is hoped will be lasting, was effected in the recognised Yoruba fashion.

There is also a steadily increasing number of elected and literate Councillors who are members of Native Authorities. Progress along these lines by the Native Authorities of the Oyo Province deserves special mention. In the great majority of cases this has resulted in improved efficiency which in its turn has made it possible for the Authorities to accept greater responsibilities. As an example of this, certain additional powers have recently been granted to many of the

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Native Authorities to regulate their own finances. This is of great importance as a step towards granting financial autonomy to local government institutions.

Councils are also being encouraged to undertake a wider range of executive duties. This can be done with real success only by the delegation of powers to Committees ; this fact has been readily grasped and many Councils have set up Committees advising on such matters as discipline, finance, forestry, education, town planning and market management. The process will be accelerated and efficiency further improved when a proposed amendment of the Native Authority Ordinance makes it possible to give these Committees greater powers.

Small isolated local government units are out of keeping with progress. The move towards Divisional federations, to which reference was made in the Printed Address for 1949, has been laudably carried on in the Ishan and Kukuruku Divisions of the Benin Province. In the former, all the Native Authorities have decided to federate : in the latter, two federal Native Authorities in the Akoko-Igarra area have taken the same step. This move towards larger and financially stronger Native Authorities is fundamental to good local government, since it will give Native Authorities the financial resources to employ trained staff in adequate numbers, as they become available, and to give improved services to their people. Some of the larger Native Authorities, *e.g.*, Ife and Benin, have taken the lead in appointing Administrative Secretaries, a move which should enable the employing bodies to become increasingly independent in the executive sphere.

There has been an improvement in the political situation in Abeokuta. The Alake's abdication was announced in January, 1949, and the Central Council continued as the interim Native Authority until properly conducted elections were held in June. These are generally admitted to have been successful and the new Council has since shown commendable energy in facing its problems. In order to make up for the loss of revenue caused by the abolition of the flat rate tax on women, the male flat rate and Special Assessment tax rates have been considerably increased. The Council at present consists of thirteen *ex-officio* and seventy-three elected members including four women. A committee is engaged in reviewing the whole question of representation in order to ensure that all sections have a proper voice in the Council.

In Oyo Province the Swollen Shoot Campaign has been prosecuted with vigour during the past year, more than a million diseased trees having been destroyed. Politically there has been little opposition to the campaign thanks in large measure to the assistance of the Maiyegun Society and the good sense of the farmers. The cocoa farmers deserve a special word of praise. It is not easy to view with equanimity the destruction of the fruits of many years' work, but they have, on the whole, loyally co-operated with Government in a policy which they have come to realise is the only one possible if the cocoa trade in this

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country is to survive. Government is paying special attention to the rehabilitation of the areas where this disease has taken such a very heavy toll; a special team of rehabilitation experts is being built up and is already in operation under the direction of a Deputy Director of Agriculture especially selected and seconded for this most important work.

The year has also seen considerable progress in the much needed reorganisation of the Native Authorities of the Warri Province. An important item in the programme has been the grouping of the Urhobo people in a single Urhobo Division.

The grants for village reconstruction have enabled District Officers to assist Native Authorities to carry out a wide range of useful local improvements.

During the financial year 1948-49, the surplus funds of the Native Authorities rose from £671,000 to £732,576. This was achieved mainly by improved revenue collection and higher rates of taxation. Expenditure on capital works totalled £113,870.

During the present financial year, the gross revenue of Native Authorities in the Western Provinces is estimated at £1,303,550, while the estimates of expenditure total £1,354,660. The Estimates reflect a margin between ordinary revenue and ordinary expenditure of £85,576 which constitutes a most welcome improvement on the figure of £41,519 for the previous year. At the time the Estimates were prepared, the Native Authorities expected to finish the year with a surplus of £548,484 or 52 per cent of ordinary revenue. Amended in the light of the actual surplus on 31st March, 1949, this figure becomes £678,926.

Proposals are being considered to extend to the Western Provinces social welfare services on the lines of those already existing in the Colony and in parts of the Eastern Provinces. It is hoped to post Welfare Officers to Abeokuta, Ibadan and Warri during 1950 and to establish remand homes at Abeokuta and Ibadan.

Eastern Provinces

Preparations for Local Government reform which were started in 1948 gathered increasing momentum during 1949. No effort was spared to obtain the views of all sections of the people both on this subject and on the issues involved in the revision of the Nigerian Constitution, and Unofficial Members of the House of Assembly rendered much assistance. Meetings to discuss the problems of Local Government were held at all levels and, under the general direction of Mr S. P. L. Beaumont, Senior District Officer, the most complex and varied considerations gradually took shape and were embodied in a series of comprehensive and stimulating memoranda. General proposals were approved by the House of Assembly last July and the Bill which has resulted from these discussions will be laid before the Legislative Council,

Native Administration affairs have continued to receive unremitting attention and such reform as has been carried out has been done with due consideration for the possible future pattern that may emerge from the conceptions of local government as a result of the thought and the measures already taken. Financially, the Native Administrations are, on the whole, reasonably secure for existing needs but there is little cause for complacency. The increased burdens of rising salaries and wages, of the provision of gratuities and retiring benefits and of increasing rural development have all caused the Native Administrations to look to the future with some misgiving. Further recurrent revenue has been assured by increases in direct taxation and economies have been practised by reducing staff consequent upon financial federation and abolition of redundant Native Courts. Even so, many Treasuries find it a matter of extreme difficulty to balance their budget, and surplus funds are in many cases an insufficient cushion. It is clear that further sources of revenue must be explored.

On the 1st of January, 1949, Port Harcourt became a First Class Township and in July the first elections to the new Town Council were held. The poll was not as large as had been hoped but the elections proceeded smoothly and every effort was made to explain the rather complicated procedure to the people. It is perhaps too early to speak of the success of this venture in local government but it is at least apparent that public interest in municipal affairs has been stimulated.

Just as progress in Native Administration affairs has been achieved with due consideration for the possible future pattern of local government, so the Native Court system has received careful attention with regard to the impending enquiry into the whole problem. Throughout the Region there has been a general overhaul of the Native Court system resulting in the closing down of redundant Native Courts, particularly in the Ogoja Province. Panels and benches have been reduced in size and a greater degree of selectivity is exercised in the appointment of court members. Generally speaking there has been no marked change in the efficiency of the courts or in the volume of the work carried out although there has been an increase in litigation in the Ogoja Province and the Victoria Division of the Cameroons Province and a decrease in the Onitsha Province. There is still in many places a deep-rooted idea that membership of the courts must be on a representative basis as a parallel to the membership of the Native Authority and where, in such cases, the two functions have been completely separated, there has arisen some measure of rivalry between Court and Council members, which tends to promote disharmony among the people. Representative membership on the Courts is being actively discouraged and in some areas a truer concept of judicial functions is growing.

Mr E. R. Chadwick, O.B.E., Resident, has been entrusted with the task of drawing up the outline plans for Community Development in the Eastern Region. Increasing attention has been given to this vitally important subject and already, with the assistance of a grant of £77,000,

schemes for village reconstruction and development have started. Such assistance has been made use of in the Ogoja Province where, in the Ikom and Obubra Divisions, work has been carried out in broadening village streets, improving markets and constructing latrines. At Bansara and Isibori in the Ogoja Division areas have been surveyed and building plots demarcated. The same enthusiasm is evident in the Calabar Province; in the Owerri Province every penny of the £12,000 allocated was earmarked for definite schemes within three months. In the Onitsha Province schemes embracing market improvement, sanitary facilities, provision for a leper segregation village, soil conservation, village planning and facilities for recreation have been embarked upon. Progress has been slower in the Cameroons Province but at Mamfe a layout plan has been prepared and market reconstruction is to be undertaken. In the Bamenda Province improvement of village layout and of village roads has been undertaken while the needs of the cattle country have been helped by provision of salt water sumps for the herds. In the Cameroons and Bamenda Provinces an officer has been made available for full-time duties to encourage and advise the people on Community Development and he is at present engaged in making a detailed examination of the problem in all its aspects. In the Rivers Province, communities have embarked on schemes for swamp reclamation, inter-village communications and village planning. The claims of urban areas have not been overlooked and a sum of £9,760 has been made available from Colonial Development and Welfare funds for planning and reconstruction.

Progress continued with the Port Harcourt extension schemes and at Enugu, Calabar, Victoria and Oron schemes for clearing the more crowded areas have begun. Sanitary rules have been passed by more Native Authorities and the villages in many areas are improving in this respect. It is hoped that Community Development will be of value in this direction by raising village morale and increasing social consciousness.

At Calabar, where the problem of waifs and strays has always been serious, the excellent work of the Juvenile Welfare Committee continues. The Social Welfare Officer there has also particularly interested himself in the family affairs of the Fernando Po contract labourers. Delinquent and destitute children have been cared for in the Remand Home or boarded out with missions or private persons. The work of the Juvenile Court and the Probation system, under the Children and Young Persons Ordinance, has continued to increase. At Port Harcourt provision has been approved for the building of a Remand Home to cater for thirty-five children of each sex which will have as an additional object the training of more Social Welfare Officers. A Social Welfare Officer has recently been posted to Onitsha. At Enugu the Social Welfare Officer and her assistants have continued their work, chiefly among the wives and children of the Colliery employees and have concentrated on ante-natal and child welfare care. At the ports, provision for the relaxation, entertainment and protection of

visiting seamen continue to improve. At present in rural areas social welfare and the promotion of community life are still largely undirected and, here again, it is anticipated that the stimulation of Community Development projects will have a great effect during the next few years.

A general increase in reported crime, especially in offences against the person and larceny, is recorded. On five occasions the Police dealt successfully with affrays or disturbances in connection with disputes over land.

Colony

The series of Lagos and Colony conferences on Constitutional Reform proved to be experiences of great value in the political education of many people who do not normally enter the melee of local political controversy. The Lagos Local Government Bill which is the outcome of prolonged consideration will provide for a new and enlarged Town Council with increased powers and enhanced status.

During the early months of the year the Oba Falolu who for many years had not enjoyed robust health withdrew entirely from public life and it came as no surprise to the public when news of his death was announced on the 31st of September. Although he never showed an assertive personality his familiar figure will be missed in public gatherings in Lagos. Remarkable unanimity among the Lagos Chiefs has attended discussions on the succession and final recognition has been extended to Adeniji Adele as Head of the House of Ado.

In the Colony districts sound but gradual progress is being made by Native Authorities which are demonstrating an increasing sense of responsibility. The committee system of disposing of public business is steadily becoming more efficient in the larger Native Authorities. The Town Council at Ikorodu was reorganised during the year on more democratic lines with the aim of introducing more stability into local affairs. In the Epe and Badagry Divisions there is a growing enthusiasm for divisional meetings in which joint deliberations by Native Authorities have been most useful. Early promise of the formation of more effective units of Local Government is held out by these developments. In the Ikeja area, where material developments are most evident with the rapid expansion of population in that direction, new problems are being brought before the Native Authority and consideration is being given to the question whether the Native Authority in its present form will be able to meet this challenge or whether a new form of local government for the area will be necessary.

The Lagos Town Council works were limited mainly to care and maintenance during the year. A bituminous surface was applied to a few of the older and most used roads in the Island and similar work on behalf of the Government continued at Ikoyi. Useful progress was made on the new Prince Edward Avenue and work was commenced on the widening and re-alignment of Clifford Street, Ebute-Metta. Two new township markets were approved in 1949; one in the Obalende area and the other in the Ebute Metta West area. Steps are being taken

to raise the level of the Ebute Ero market which is subject to flooding from the Lagoon. The Public Health Department of the Lagos Town Council is extending the scope of its Infant Welfare Service and attendances at the Lagos and Ebute Metta clinics are increasing. At Ikoyi, Ebute Nla and elsewhere anti-mosquito controls have been well maintained by drainage and close supervision.

The Lagos Executive Development Board was strengthened during the year by the addition of new Nigerian members. The Board devoted most of its energies to the execution of the Apapa Scheme and to the framing of a slum clearance scheme. Preliminary steps for the preparation of a scheme for the Suru Lere area were also taken.

Signs of progress will soon be evident in the executive of the Apapa Scheme. On the recommendation of the Consulting Engineer to the Crown Agents a contract with the Westminster Dredging Company for the reclamation of 750 acres of swamp was signed in April and in 1950 some of the most modern dredging equipment will be in operation to convert the waste lands into an area which when fully developed will be available for the expansion of commerce and industry. Contracts for the laying of roads over 120 acres of good land in the Scheme area have been signed and the work has begun. It is hoped that a total of 120 acres, a little less than one-fifth of the area of the first scheme, will be offered to the public during 1950 for commercial, industrial and residential development. The provision of an area in the region of Apapa served by water, road and rail communications will be of considerable value to the economic progress of Nigeria. The question of the slum areas of Lagos raises many problems, particularly those of finance and this is being given active consideration by the Board.

The Ikeja Area Planning Authority has completed draft schemes in respect of Mushin, Ikeja, Agege and Oshode, which are centres of increasing population on the main trunk road out of Lagos. Additional Nigerian members were added to the Ikeja Area Town Planning Authority during the year.

Social welfare services in the Lagos and Colony districts have been maintained and extended. The Juvenile Court Centre is working to capacity. The Isheri Approved School is in the process of being rebuilt and it is hoped to complete it in the current financial year. The Colony will then have a modern approved school comparable with the best anywhere. Community development in the Colony districts has taken the form of a Village Betterment Scheme in the Ikeja area sponsored by the Colony Welfare Service. Since the scheme was started about two years ago six villages have built for themselves village institutes. An encouraging sign in Lagos itself is found in the number of people who are coming forward to offer themselves for voluntary services in the boys club movement and older citizens are playing a useful and valuable role in assisting in management committees of these boys clubs, of which there are now twenty-five registered with the Colony Welfare Office.

In March Lagos suffered from a tornado which caused damage to several parts of the town. The main damage occurred at Iddo where two eighty-foot coal conveyors were completely wrecked and on the mainland where a sawmill collapsed causing the death of five workmen. In June exceptionally high seas swept through the fishermen's village of Apese near Victoria Beach and left about 800 persons temporarily homeless.

The Colony Native Authorities Agricultural Show held in 1949 at Ikeja was a notable success. The demonstration of a wide range of agricultural machinery aroused great interest.

Two of His Majesty's ships visited Lagos during the year; the sloop H.M.S. *Nereide* came for a week in October and the cruiser H.M.S. *Nigeria* for five days in November.

Accountant-General

Regional Treasuries were placed on a Sub-Accounting basis as from the 1st of April, 1948 and plans are now being prepared for them to proceed to self-accounting status, but the introduction of this step largely depends on the availability of adequately trained staff both in the Senior and Junior Service.

The decentralisation of the Treasury has been carried a stage further by the delegation to Regional Treasuries of certain powers exercised by the Accountant-General.

During the year mechanical accounting machines were installed at Treasury Headquarters and at the Regional Treasuries. Staff have been trained to operate them and considerable progress has been made in clearing the arrears in posting subsidiary accounts and of other records.

The slight improvement in recruitment for the Senior Service mentioned last year has not been maintained and the position is more serious than at any time since 1944. The situation is critical because the shortage of staff is accompanied by an increase in the duties and responsibilities of the Treasury.

The staff position in the Junior Service below the rank of Accountant Assistant continues to be most unsatisfactory because of the high percentage of officers with less than six years service and the resultant difficulty in filling the gaps in the grade of First Class Clerk. As a result it is necessary to call upon the junior staff to carry out duties for which they are not yet fully trained and this requires a greater degree of supervision on the part of the comparatively few remaining clerks and Accountant Assistants, which prevents them from devoting the same attention to their own normal duties.

One member of the Junior Service has proceeded to the United Kingdom for a two years' course of instruction with the Crown Agents and for study at an approved college with a view to qualifying professionally as an Accountant. Two members of the Junior Service have been granted study leave. This brings the number of Treasury Staff undergoing courses of instruction in the United Kingdom to five.

The Treasury Training School had to be closed in July, 1949, on account of the retirement of the Senior Accountant in charge and the impossibility of releasing another officer to replace him. It is a matter of great regret that this had to be done as the school served a very useful purpose and proved of great benefit to the Department and to the students themselves. The school will be reopened as soon as a suitable officer can be spared but it is impossible to say at the moment when this will be. The schools at Regional Treasuries have continued.

The operation for the withdrawal of manillas in the Eastern Provinces ended on the 31st March, 1949, and was outstandingly successful in every respect. The majority of the people in the areas concerned gave it full support and the people and their Native Authorities are satisfied with the result. The final plan for this difficult operation was prepared with careful attention to detail and credit is due to the Administrative Service in preparing the people for the operation and to the energetic work done by a number of Administrative and Treasury Officers in bringing it to a successful conclusion. The accounting, reception and disposal organisation was under the direct control of the Regional Treasurer. Approximately thirty-two and a half million manillas were withdrawn. Taking into account the sum of £152,000 obtained for the sale of manillas for use as scrap metal the net cost of the operation was about £284,000. The removal of this medium of exchange ends a local trading custom with a history of some four hundred years. The cost of the operation was a heavy charge on the revenue of the country but the economic benefits, which are permanent, resulting to the people of the areas affected, outweigh the sentimental and financial disadvantages. The manilla is now a museum piece and it is satisfactory to record that not a single prosecution has been instituted under the provisions of the Manilla Prohibition Ordinance, which renders illegal the use of manillas as currency.

Currency stocks at the beginning of the groundnut season totalled £10,803,000. This figure was in keeping with the policy of maintaining a 33½ per cent circulation reserve. Currency in circulation in Nigeria on the 31st of December, 1949, totalled approximately £31,706,000 compared with £31,300,000 and £6,000,000 on corresponding dates in 1948 and 1939 respectively. The small increase of £406,000 during the period December, 1948 to December, 1949 is in sharp contrast with the increase of £6,700,000 recorded in 1948 and with those of previous years.

The proportion of notes in circulation continues to rise, the total at the end of December, 1949 showed an increase of nearly £935,000 over the previous twelve months. This trend is particularly noticeable in the Western and to a lesser extent in the Eastern Region. The proportions of notes, alloy and nickel in circulation are now 28.2 per cent, 63.7 per cent and 8.1 per cent compared with 4.3 per cent, 80.8 per cent and 14.9 per cent respectively in 1939.

Administrator-General

During the year 1949 the administration of 1,597 estates was undertaken by the Administrator-General as against 1,323 in 1948. Applications to the Probate Registrar for grants of Letters of Administration and Probate of Wills of deceased persons during the year were 688 against 643 for last year. There were 269 trusts under the Public Trustee at the end of the year with 1,069 *cestui qui* trusts. 123 properties were under his management. Of these twenty-four were properties in estates which were still under administration by the Administrator-General. The aggregate value of trust property held by him was £90,712 11s 9d. The number of Trade Unions on the Register at the 31st December, 1949 was 132. Sixteen Companies incorporated abroad and forty-four incorporated locally were registered during the year bringing the totals in the two categories to 202 and 267 as against 188 and 227 respectively for the previous year. 1,434, Business Names and 245 Trade Marks were registered during the year. The total amount of Revenue collected by this Department from 1st April to 31st December, 1949 was over £4,000 higher than that for the same period in 1948.

The work of the Department continues to expand in all branches and although there has been limited recruitment of new staff to deal with the situation, recruitment and necessary reorganisation are hampered by the lack of adequate and suitable accommodation.

Agriculture

The dry season was exceptionally severe and prolonged throughout the country and in the Northern belt in particular rainfall during the growing season was consistently below average and uneven in distribution. In this area of the Northern Region yields of all crops were poor, and light grain harvests are reported. In the Western and Eastern Regions adequate late rains largely compensated for early season deficiencies and ensured a reasonable harvest, although in some localities maize and cassava were adversely affected by the lateness of the season.

Details of the purchases of palm products, groundnuts, cotton and cocoa are given later in this statement in the section which deals with Marketing Boards. Rice cultivation continues to grow in popularity and in 1949 the crop yields were well above the average. In the Western Region an increased acreage of upland rice is reported, while in the Eastern Region special attention is being paid to the exploitation of riverain floodlands and inland swamps. The production of potatoes, which suffered from fluctuations in demand in the immediate post war period and later from overseas competition, is becoming stabilised. The cultivation of sunflower and soya beans is encouraged only where it does not compete with the long established export crop. Seventy hundredweights of sunflower seeds were distributed in the Niger, Kabba, Plateau and Ilorin Provinces and it is anticipated that some sixty tons of the 1949 crop will be purchased

for export. The soya bean crop, mainly grown in Benue Province, is estimated at one thousand tons. The local sugar industry in the Northern Region continues to expand and production of "jaggery" was estimated at 4,700 tons in 1949 compared with the estimate of 2,700 tons for the previous year. Supplies of sugar crushers are now coming forward in reasonable quantity and this will permit of further expansion of this flourishing industry. A further trial shipment of just over a ton of heat-treated tetracarpidium conophorum nuts was shipped during the year to the United Kingdom where investigations are being carried out to ascertain whether conophor oil can be exploited commercially as a substitute for linseed oil. The demand for locally grown tobacco for manufacture in the country steadily increases and the Department is co-operating closely with the British American Tobacco Company in extending cultivation and in improving the technique of curing. The increase in price of Grade I tobacco from 10½d to 1s per pound stimulated an increase in the acreage grown. Purchase of locally grown tobacco by the British American Tobacco Company from the 1949 crop is estimated at 800,000 pounds compared with 534,938 pounds from the 1948 crop.

Research into the question of increasing the productivity of the land while maintaining soil fertility continued throughout the year. Investigations covered a wide field including the value of fallow crops, organic manures, artificial manures and lime. The results of experimental work with artificial fertilizers in the Northern Provinces have been so successful that the Regional Production Development Board has decided to embark upon a major campaign to popularise the use of superphosphate throughout the region. The Board will finance, at a cost of a quarter of a million pounds, the free distribution of one thousand tons of fertilizer annually for a period of five years. Ten teams under the direction of a Senior Administrative Officer, will operate in the region, carrying out intensive propaganda and supervising the distribution and application of these manures. Once a farmer is convinced of the spectacular increase in yields obtained from the use of artificial fertilizers it is hoped that he will be prepared to purchase them for himself. Commercial supplies are therefore being organised. The application of artificial fertilizer to grain crops is also highly economic and provision of development funds is being sought in the Northern Region to enable similar work to be carried out in those provinces not served by the present scheme. Large scale tests of artificial fertilizers have also been undertaken by the staff of the Oil Palm Research Station on palm plantations of various ages leased from local farmers, and it is hoped that the results of these trials will be directly applicable to small plantation owners. One of the main problems in the Eastern Region is the difficulty of convincing the great mass of farmers of the increase in yields resulting from the application to their crops of lime and imported fertilizers, even where this has been fully proved by experiment. However

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there was a measure of co-operation from farmers in the propaganda campaign carried out during the year and over thirteen hundred demonstration plots were laid out on farmer's farms and on school gardens. A scheme for the large-scale distribution of lime and fertilizers, for which the farmer would bear part cost, is now under consideration. A new limestone crushing plant has arrived in the Eastern Provinces and will be erected as soon as a suitable site has been selected.

Investigations into the technique of soil conservation have been continued with particular reference to the requirements of mechanised farming. With the expansion of the Engineering Branch it will be possible to create a sub-division of the branch for more intensive investigation of soil conservation, and the Agricultural Engineer will be able to devote the whole of his time and experience to the problems involved. Experiments with methods of reclaiming land degraded by mining operations in the Plateau Province, and in general conservation, have shown some promise but progress in the carrying out of the protective measures so urgently required to preserve this land has been retarded by the obstructive attitude of the local people. Work on the control and prevention of gully formation continued at Agulu in the Eastern Provinces and several villages have voluntarily carried out anti-erosion measures. Experimental farms and demonstration centres increasingly stress the value of conservation measures.

The Irrigation Engineer in Niger Province has completed his survey of the two thousand acre Wuya-Edozhigi project near Bida and the work of construction will start as soon as staff is available. Further surveys and collection of data are being undertaken in the same province. A second Irrigation Engineer is carrying out investigations in Sokoto Province and is assisting other Provinces by advising on small-scale schemes. The provision of staff for carrying out detailed surveys is a major difficulty, and courses have been started at Bida and Sokoto to give assistants the necessary elementary knowledge of surveying required for the work.

Experimental work in connexion with mechanical farming has continued throughout the year. Eight tractor unit farms were established in the Northern Provinces and some experimental work started in the Eastern and Western Regions. These tractor units are designed to evolve an economic system of mechanised farming suited to the area in which the unit is situated, and much valuable knowledge and experience have already been gained. The Engineering Branch of the Department has been expanded to meet the increasing demands made upon it, and further expansion will be necessary. This section is vital to the success of any mechanised project not only for the maintenance and repair of machines, but for the testing of new types of machinery and the development of new techniques in operation to suit the very varied conditions which obtain in this country. The experiment in Sokoto Province to test the possibilities of the mechanised

cultivation of rice lands have proved so successful that the Regional Production Development Board has agreed to provide the capital equipment required for a major project of rice cultivation sponsored by the Sokoto Native Administrations. The scheme approved by the Production Development Board envisages the establishment of a number of Tractor Hiring Units within the Emirates of Sokoto, Gwandu and Argungu for the purpose of assisting peasant cultivators to increase rice cultivation in the Rima and Sokoto river valleys. The capital cost of fifty tractors and ancillary equipment, totalling £136,000, will be borne by the Production Development Board over a period of three years, whilst recurrent costs and depreciation will be recovered as hiring charges from the cultivators making use of these services. Six crawler tractors with suitable implements and mobile maintenance workshops required to initiate the project have arrived and have started operations. Equipment for a similar but much smaller project of rice cultivation is also being provided by the Board as a development of the resettlement scheme in the Shendam Division of Plateau Province.

Although considerably behind schedule steady progress was made with the building programme on the Oil Palm Research Station at Benin. During the year construction of the Physiology laboratory started along with the erection of offices and numerous quarters for staff and labour. The construction of the Pathology and Chemical laboratories is nearing completion. Although the staff position remains acute and there is a large proportion of vacancies in Senior Service posts the secondment of four specialists and two Development Officers from the Department has made it possible to initiate an important part of the research programme and substantial progress can be reported in the Divisions of Agronomy, Pathology and Plant Breeding. The sub-station near Abak in Calabar Province, extending to 400 acres, was formally acquired by Government in August, 1949 and preparations are well in hand to start investigations under the typical conditions of the main palm belt. The systematic recording yields of these palm groves has begun and similar work was continued in typical farmers groves throughout the main palm belt. The Agricultural Survey in the Nung Edoe palm growing area of Uyo Division continued and has already yielded valuable information.

Research and breeding work on both the main export and food crops of major importance has been continued. The plant-breeding division of the Oil Palm Research Station resumed the study of inheritance with regard to the economic factors of the oil palm. This is fundamental research essential to the success of a breeding programme designed to supply pedigree seed capable of higher yielding palms. A start was also made in the testing of the many pisfera palms, a type required as male parent in cross-breeding work with thick shelled varieties. The quantity of controlled pollinated seed produced from selected high-yielding parents for distribution to the extension nurseries

in 1949 was over 600,000 while open pollinated seed from an area of high yielding trees, which are themselves the progeny of our best selected trees, was retained to ensure that all demands for seed can be satisfied. This should provide seedlings sufficient to plant up 2,500 acres in 1951.

The secondment by the Empire Cotton Growing Corporation of a Plant Breeder and an Entomologist has enabled cotton breeding research in the North to be intensified. The excellent performance of the Botanist's selection 26 C reported upon last year has been maintained, and the rate of multiplication has been stepped up by the use of artificial manures in the early stages. The possibilities of the use of artificial manures at all stages of multiplication and in general application to the crop is under active consideration. Detailed investigations of that important pest of cotton in the Western Provinces namely *Helopeltis* sp. were continued, with special reference to insecticidal control. The secondment of an Entomologist by the Empire Cotton Growing Corporation has enabled an intensive survey of Northern Provinces cotton insect pests to be undertaken, together with experimental work on control. Results of the survey to date indicate that of the three important bollworms, Pink Bollworm (*Platyedra* sp.) is the most important species in Sokoto Province, whilst the Red and Spiny Bollworms (*Diparopsis* and *Earias* sp.) cause more damage in the main cotton belt. Throughout the Region as a whole stainers (*Diysdercos* sp.) probably cause more damage to the crop than do bollworms.

Work on cocoa has included the rapid multiplication of a selected type of Nigerian cocoa in order to provide future supplies of seed of good quality for cocoa-farmers. Trials of cocoa varieties introduced in recent years from other countries have been continued and one from Trinidad, Imperial College Selection No. 1, has begun to attract attention. The introduction of promising types of cocoa from South and Central America through the West African Cocoa Research Institute has been continued. It will be recalled that in July, 1948 the policy of cutting out cocoa trees infected with Swollen Shoot disease was seriously challenged and that for a period of about eight months both the Cocoa Survey and all control measures were suspended. As soon as work could be resumed, a reconnaissance survey of the affected areas was made in order to determine the extent to which infection had increased. The result of this survey indicated that the incidence of the disease was more widespread than had previously been suspected and it was clear that urgent and energetic measures would have to be taken on a wider scale at once if Swollen Shoot disease was to be brought effectively under control. When these facts became known a Cocoa Emergency Scheme financed from the funds of the Nigerian Cocoa Marketing Board was inaugurated and charged with the duties of bringing Swollen Shoot disease under control as effectively and expeditiously as possible and of executing measures for restoring as far as possible the productive and earning capacity of the farms where trees have been cut out as a

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result of their having become infected with Swollen Shoot disease. The Emergency Scheme included the recruitment of twelve officers on temporary appointment to speed "cutting out" operations and a senior officer of the Agricultural Department was posted to assist in the execution of measures for the rehabilitation of "cut out" farms. The twelve officers arrived in Nigeria in September and commenced work immediately but their effectiveness has been restricted by further obstruction originating not so much from farmers as from certain political elements, who are bent on opposing the "cutting out" policy. The seriousness of Swollen Shoot disease and its threat to the whole cocoa industry of the Western Provinces have repeatedly been emphasised and unless the full support of all sections of the community can be enlisted so that the work of the Cocoa Emergency Scheme can proceed without interruption, its primary objective of bringing this deadly disease under control cannot be achieved. There was a heavy loss in the cocoa crop during the year from black-pod disease but, with the appointment of a Plant Pathologist for the purpose, an investigation into the occurrence and control of this disease has been started.

In addition to Swollen Shoot disease there is a much wider problem to be tackled in the Western Provinces, namely the regeneration of old cocoa farms which, for reasons of neglect, old age, unsuitable soil, or other causes have passed their prime. It will be the responsibility of the new cocoa organisation to plan and co-ordinate measures for the rehabilitation of such farms as well as to seek suitable areas for new planting. The maintenance of the cocoa industry and the adoption of efficient practices is of paramount importance to the future well-being of the Region and its people. It will be observed that both Government and Cocoa Marketing Board are aware of the seriousness of the presence of Swollen Shoot disease and the need to rehabilitate the infected areas. Staff and the necessary facilities have been provided and it now remains for the people of the area to give both campaigns their fullest support. Without the people's support the Swollen Shoot campaign cannot succeed.

Investigations on the control of the thorny weed (*Acanthospermum hispidum* or Kashin Yawo) have reached the stage where large scale trials are required to test technique and economics. Consultation with research bodies in United Kingdom, particularly the Universities of Oxford and Bristol, has been going on for some time and specially designed machines are now being made for the purpose of these large scale trials, and delivery is expected in the near future.

The Department has continued its cattle breeding programme at Shika, Ilorin, Oyo and other centres. The complete Shika records, covering a period of twenty years, are at present being analysed by the Animal Breeding and Genetics Research Organisation, Edinburgh, and the results will shortly be published. The foundation herd of ninety-three pure bred Ndama cattle imported to Oyo Multiplication Stock Farm from French Guinea in 1947 has more than doubled

since that date, and arrangements are being made for the distribution of the first of the home bred bulls. In co-operation with the West African Institute of Trypanosomiasis Research and the Veterinary Department a comparative test of tolerance to trypanosomiasis between pure bred Zebu and Ndama Cattle and of Zebu-Ndama crossbreds is in progress, and the result is awaited with interest. The staff position unfortunately did not permit of the opening of the cattle ranch at Bokkos, Plateau Province, an undertaking included in the Development Plan, although it is appreciated that the multiplication of improved stock is of great importance to the cattle industry and the extension of mixed farming.

Sales of milk and cream from the Kano dairy amounted to 4,755 gallons and 1,797 lbs respectively whilst a further 11,938 lbs of cream were churned into butter. The equipment for the new dairy is now arriving and it is hoped to bring it into operation during 1950 if the necessary electric supply can be obtained. Sales of milk from Zaria and Shika Dairies were as follows :—

		1947-48	1948-49
Zaria	.. .. .	6,852	6,188 gallons
Shika	.. .. .	8,668	10,550 gallons

The dairies established at Agege and Moor Plantation, using Zebu stock from the Northern Provinces, continued operations, and have provided valuable service and much information. 12,688 gallons of milk were supplied from Agege dairy for retail sale during 1949.

Considerable public interest is being maintained in the work at the Oyo Poultry Centre where the total head of stock now exceeds two thousand. Two generations of fowls have been bred from the stock of pure-bred chickens imported to the poultry centre by air in March, 1948. The demand for Rhode Island Red birds for breeding still exceeds the supply, and the position was further aggravated by an outbreak of fowl pox which stopped all distribution for a considerable period.

During the twelve month period to September, 1949, 5,593 bacon pigs were railed to Lagos from the Northern Provinces for curing. Of this total 3,315 came from the Department's piggeries and the remaining 2,278 from private breeders. The corresponding figures for the previous season were 2,665 and 1,807 respectively. It is generally considered that flyproofed buildings are essential to the successful maintenance of imported breeds of pigs in the Southern Provinces. Considerable interest was shown during the year in the intensive system of management which breeding under close confinement implies, and the number of private breeders adopting this system in the East and West increases annually. The general standard of husbandry attained is still lamentably low, however, and breeders have still to appreciate that intensive feeding is essential to the economic success of this type of pig production.

The expansion of mixed farming continues and every effort is being made to get female stock into the hands of farmers so that they may breed their own herds. The numbers of operating mixed farmers at the end of September was 5,763 compared with 4,720 at the same date last year. The plough position is now satisfactory and over 4,000 were imported during the year. The Daudawa mixed farming settlements continue to prosper and to attract a great deal of interest. A start has been made with the settlements in Plateau Province, at Kontagora in Niger Province and in the Tiv Division of Benue Province.

Important changes in the evolution of departmental training were decided upon during the year. The Assistant Agricultural Officers Training Course, instituted in 1947 as a short term expedient when the University College superseded the Diploma Course of Yaba Higher College, is to be discontinued when the 1949 Class pass out in 1951. The Agricultural Assistants course is to be lengthened to permit of increased time being spent in practical training necessitated, amongst other subjects, by the greater importance to the school curriculum of Agricultural Engineering including mechanical cultivation and soil conservation. Field Overseers courses are being organised in 1950 at both Ibadan and Samaru Schools, the former for the training of departmental staff, and the latter for a class of thirty Northern Provinces Native Administration field assistants. During the year nine members of the Department were awarded scholarships to fit them for Senior Service posts. Three of these are to the University College, Ibadan, and the remainder to overseas Universities. The total staff selected or in training for Senior Service posts is now fourteen. The work at Oyo Farm School proceeds satisfactorily and the yields on the farm after seven years of continuous cropping is substantially better than those of neighbouring farms cultivated on traditional lines. It has again proved difficult to interest pupils from the elementary schools in sufficient numbers and vacancies are being filled by illiterates. The standard of farming of the settlers, also, is not as high as it should be, and for this reason the question of whether large settlements would prove more successful than the existing small groups of farmers is being examined. The Ogbomosho Farm School run on the same lines has made a promising start.

Three missions of agricultural interest visited Nigeria during the year. The distinguished American Soil Scientist, Dr W. C. Lowdermilk, visited West Africa, to make a personal study of local problems involving soil and water conservation. Accompanied by Mr G. W. Nye, O.B.E., Deputy Agricultural Adviser to the Secretary of State for the Colonies, three eminent Agricultural Research Administrators from the United States toured all three Regions in September in order to assess how the Economic Co-operation Administration could best assist Nigerian Agricultural Development. A third mission sponsored by the Colonial Office and consisting of two East

African agriculturists, visited Nigeria and the Gold Coast to investigate the possibilities of large scale grain (*Sorghum*) production. The preliminary recommendations of the Economic Co-operation Mission are under active consideration by Government ; the reports of the other investigators are awaited.

An International Conference was held at Oil Palm Research Station in early December at which delegates from the Belgian Congo, the French Union, the Netherlands and Nigeria took part. The Conference was an informal gathering of research workers interested in the Oil Palm, and was most valuable in bringing together those with a common interest in this field of science, and many subjects of mutual interest were discussed. Other conferences at which the Agricultural Department was officially represented during the year were :—

- (a) Indigenous Rural Economy Conference, Jos.
- (b) Land Utilization Conference, Jos.
- (c) African Regional Scientific Conference, Johannesburg.
- (d) International West African Conference, Ibadan.
- (e) Colonial Office Summer Conference, Cambridge.

Audit Department

Since the opening of the Branch Audit Office in Ibadan the local examination of revenue and expenditure and the audit of all Native Administration account in the Western Region has been carried out with greater speed and efficiency. The Department is preparing to undertake the audit of the accounts of all the Regional Production Development Boards, the Regional Development Boards and the Colony Development Board.

The number of Senior Service posts occupied by Africans has been increased from three to five during the last year, but it has become very evident that the volume of financial transactions has been growing beyond the capacity of the examining Junior Service staff to deal with it and Honourable Members will be invited to approve an increase in the Junior Service establishment in the Draft Estimates about to be considered. The Audit Officers are endeavouring to do more touring in order to be able to make more examinations on the spot and to advise officers in the course of their financial duties.

The old attitude towards the Audit Department is dying and great importance is attached to the making of full use of the co-operation and helpful assistance which the Department is anxious and willing to give.

Aviation

The year has shown continued expansion of air services and development of ground facilities. All airfields in regular use are connected by the aeronautical fixed telecommunications service and radio beacons have been installed at most of them. In spite of a temporary set-back in the middle of the year, due to the loss of one of its aircraft, West African Air Corporation services have continued to

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develop and connect all important centres in Nigeria. The service to Dakar is now being operated by "Wayfarers" and a new service to Khartoum has recently been inaugurated with the same type of aircraft.

International air traffic has increased and Kano and Lagos together now handle a total of about 1,000 movements a month. During the year there were over 20,000 aircraft movements at Nigerian airfields.

Following the African-Indian Ocean Regional Meeting in London in March, further developments have been made, or are planned, in regard to telecommunications, air traffic control and airfield development. A preliminary survey for a new runway at Kano has been made, and an all-weather runway at Tiko will shortly be built. Work will soon start on hardsurfacing No. 2 runway at Lagos Airport, which will then become the main runway.

During the year several Nigerians have been trained in air traffic control duties and will shortly be posted to certain airfields.

A detachment of No. 82 Squadron, Royal Air Force, has again carried out a photographic survey and a detachment from No. 27 Squadron has been temporarily stationed at Lagos Airport.

Chemistry

The Chemistry Department has continued to carry out investigations and analyses and to give advice at the request of almost every Government Department. Most of the work has been in connexion with public health, water supplies and forensic investigations in criminal or suspected criminal cases, but in addition the extent to which the Department serves firms and private individuals is growing. For the first time since the War, apparatus, chemicals and specialised equipment have been received in quantity and it was found possible towards the end of the year to send a mobile water laboratory on tour in the Akure-Benin-Warri area. With the aid of this mobile laboratory it will now be possible to extend the Department's touring programme and to enable much valuable work to be done in investigating existing and projected water supplies on the spot.

Work on the new branch laboratory at Ibadan began in November and it is hoped to commence construction of either the Enugu or the Kaduna laboratory during the next financial year. The bacteriological examinations carried out periodically on the Lagos, Kaduna, Port Harcourt, Aba, Enugu, Kano, Jos and Ibadan supplies showed that the quality of these waters maintained a very satisfactory standard of potability throughout the year. Some trouble was experienced with the Agodi section of the Ibadan supply but as a result of suggestions made after investigation by members of the Department the supply is now satisfactory.

Chemical analyses were carried out on existing and projected water supplies, on boiler and feed waters for power stations, railway engines,

pilot oil mills and other industrial uses. The regular weekly examination of all table waters manufactured locally and of milk produced in both Lagos and other dairies was continued. Less than 1 per cent of the samples tested were below normal standard. Many other foodstuffs and beverages, both locally produced and imported were examined. The total number of samples received for testing has increased; 7,980 samples being examined during the year as compared with approximately 6,000 in 1947 and 1948. Miscellaneous samples received for analyses from Government Departments, firms and private individuals included brine samples from salt lakes and deposits in the Eastern Provinces, lubricating, transformer and vegetable oils, boiler and boiler tube scales, coal, local tanning materials, salts, minerals, varnishes and paints, locally canned lard, dripping, vegetables and fruits, chemicals and drugs, spirits, snuff, tallow, metals and textiles.

Colliery

The Colliery Department assumed full accounting independence with effect from the 1st of April, 1949, and later in the year the Enugu Colliery Board was formed which met for the first time on the 7th of November. Its terms of reference are to undertake responsibility for the operational and financial control of the colliery subject only to such general directions as the Government may issue. Its Chairman is Dr C. Raeburn, C.B.E., formerly Director of Geological Survey and now Commissioner on Special Duties and Government's chief adviser on minerals. There are six other members, two official and four unofficial, three of whom are Nigerians.

The Colliery's output for the calendar year, 1949, was 550,513 tons, a decrease of 61,872 tons on the figure for the previous year. During the earlier part of the year it was necessary to stack coal because of the shortage of railway wagons. In June, 1949, the workmen adopted "go-slow" tactics; they resumed normal work, however, after four days. On the 8th of November they adopted similar tactics. Three-quarters of the normal volume of work was resumed on the 1st of December. The output during November was approximately one-quarter of the normal production and the supply of coal for domestic use and to firms was suspended. The production staff and equipment for the collieries are capable of producing at least 2,500 tons of coal per day but recent production has averaged only 2,000 tons per day.

The position with regard to mine rolling stock has improved although there is still cause for anxiety. The construction of ten cells of storage bunkers at the Obwetti Mine has been completed. These supply storage for coal when the supply of railway wagons is insufficient to move the coal coming out of the mine. The construction of another coal storage bunker at Iva Valley is in progress.

The total number of colliery workmen, wives, children and servants housed in the housing schemes at the end of the year was 6,313. Building construction for the present year's programme is in progress.

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Construction of the colliery hospital and staff quarters is also in hand. The clinics for ante-natal treatment and for after-care of mothers and children remain as popular as ever.

The tragic events of the 18th of November last following the "go-slow" strike have been investigated by a Commission of Inquiry.

Colonial Development Corporation

Although it is, of course, not a Department of Government the following reference to activities of the Colonial Development Corporation, which has been operating in this country since it was incorporated in Nigeria on the 31st of December, 1948 will be of interest. In all the work undertaken in Nigeria by this Corporation the closest co-operation is maintained with the Secretariat and the various Departments of Government. The Corporation has been particularly closely associated in its work with the Regional Production Development Boards.

In partnership with the Government the Corporation is undertaking farming and settlement scheme in the Niger Province at Mokwa called the Niger Agricultural Project Limited and the Corporation is completing negotiations to operate a fish trawling and cold storage undertaking which will provide deep sea fish at the main ports and inland. It is also investigating the possibility of setting up a saw-milling and timber business in co-operation with Nigerian interests and is undertaking the survey for the proposed railway extension to Maiduguri. The Corporation is examining, together with the Government, the possibility of establishing joint pilot sack and textile factories and a cement factory. Further schemes are being examined in association with the Regional Production Development Boards.

The Niger Agricultural Project was approved in principle in March, 1949 by both the Nigerian Government and the Board of the Corporation. The enterprise will make use of a capital of £450,000 to be provided jointly by Government and the Corporation. Between May and October the necessary plant, machinery and staff were assembled and initial administrative buildings constructed. By the end of the year over 1,600 acres had been cleared and a tenth of this had been ploughed ready for the planting of guinea corn, groundnuts and tobacco. The staff employed included seven expatriates and 1,200 Nigerian workers. It is proposed that an area of about 31,000 acres of practically uninhabited savanna bush should be cleared and cultivated. The scheme will include a central experimental and training farm of 2,500 acres and ten self-supporting settler villages for Nigerians. The crops in each village will be cultivated in co-partnership with the aid of tractor-drawn machinery. Seeds and manure will be provided and crop rotation is planned. The settler agriculturists will share with the Company in the profits of the enterprise. The object is to develop agricultural production in a way which will combine modern agricultural methods with the traditional skill of African cultivation. The scheme is proceeding according to plan and its progress and management are satisfactory.

Government Departments have been closely associated with the enterprise and have assisted in the provision of communications, water, survey and medical necessities and the Native Authority in the area has been active in supporting the scheme and in securing local labour for clearance.

Commerce and Industries

This has been the first full year in which the Department has operated in its present form and steps have been taken to fill the senior posts in order that the Department may become one of the chief instruments for the economic development of the country. Regionalisation of the Department will be undertaken as soon as possible in order to impart greater vigour and speed into economic development and to give new opportunities for closer collaboration with the Regional Houses and Development Boards.

The work so far achieved by the Department is only an indication of the future development which may be expected as the organisation becomes established and experiments and investigations produce practical schemes.

The Pioneer Oil Mills which have been set up are considered to have proved their worth and the plans for their utilisation are entering a transitional stage between a pilot scheme and an industrial enterprise of considerable dimensions. The scheme is financed by the Eastern Regional Production Development Board and the members of the Board are anxious to see it carried out on a much wider scale. Orders have been placed for an additional fifty mills and plans have been made for the constructional and maintenance organisation to be taken over by a practically self-contained establishment. The Western Regional Production Development Board has provided funds for the erection of an experimental group of eight mills and a few may be set up in the Kabba Province of the Northern Region.

The Dairies Scheme has made good progress within the limitations imposed by the lack of qualified staff and suitable machinery. During the past two years the number of cream buying units has increased from twenty-three to fifty-three: some of them are as far as a hundred miles and more from the central dairies. The production of butter, cheese and clarified butter fat continues to increase—for example, butter production has risen by 37 per cent over the corresponding period last year. There are, however, serious difficulties to be overcome before it becomes possible to put into effect the plans for the construction of an entirely new central dairy, and for more efficient distribution. In this connexion valuable information was collected as the result of a visit paid to Kenya by the Officer in charge of the dairies.

The Clarified Butter Fat Scheme which has been operated in Sokoto, Niger and Ilorin Provinces has not proved a success and has been wound up. Lessons have been learnt, however, and further experiments will be instituted.

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The Fisheries Scheme is one in which development is inevitably slow, but there have been encouraging signs in the increasing number of people who are asking for assistance and making suggestions for new experiments. There has been some increase in staff; a branch has been opened in the Eastern Region and there are hopes of making a start in the North.

Following upon an exploratory tour by a canoe team for sea fishing, teams are being established at various points on the coast; and two canoe-fishing enterprises have been started by private individuals with the help of loans from the Eastern Regional Development Board.

The Department's fishing vessel has been completed and should be available to start experimental trips very soon.

The Textile Development Scheme has continued to make good progress, the most notable feature having been the swiftly growing interest shown in production from power looms. Two private companies, one in Lagos and another in Kano, obtained loans in order to establish mills; these are in the course of erection and should begin production this year; and on a two-shift system it is estimated that they will each produce three quarters of a million yards of sheeting, shirting and drills per annum. The Department has obtained the machinery for these mills and is providing expert supervision for construction and operation. Textile Officers are training overlookers and operatives and the work of some of the Textile Centres is being extended for this purpose.

The Textile Centres continue to perform a very useful function and there are now three in the West, three in the North and one in the East. Trainees are still coming forward in considerable numbers and some Centres have waiting lists.

A small laboratory has been established at Aba under the supervision of the Dye Chemist. He is carrying out research work into vegetable dyestuffs and on the application of other dyestuffs to Nigerian fibres. Demonstrations in several areas have aroused the interest of local dyers and weavers, and in due course advice will be available to Nigerian producers on the bleaching and finishing of their goods.

Investigations into the utilisation of local fibres were continued and have now reached a stage where efforts are being made to obtain the services of an expert to carry out experiments in the mechanised processing of selected fibres.

Other schemes under investigation are Groundnut Oil Mills in the North, Fruit Processing in the West and East and the prospect of a Canning Industry allied to a variety of other schemes.

The other principal objective of the Department is centred in the Trade Section which is designed to give all possible assistance to the Nigerian businessman to trade more efficiently and more extensively. The present services, although admittedly meagre in comparison with

the needs of the small trader, have been improved as far as possible, and have proved to be very popular. New offices were opened in Kano and Aba. The Department is beginning to establish a system of commercial contacts which will extend to practically every part of the world in which the Nigerian trader is likely to be interested. The value of the service will be greatly increased once the Trade section of the Nigeria Office in London has been established.

In the Supply section, the Department has continued its exertions to ensure that Nigeria has the fullest opportunities for trade with other countries subject only to the necessity for strict economy in the expenditure of hard currencies. With very few exceptions there has been a continued improvement in the supply of consumer goods, and Norwegian Stockfish is now the only important line that is in seriously short supply. The restrictions on the export of locally woven cloth were removed and the Nigerian exporter is now subjected to a minimum limitation.

The Director and an Officer from the Secretariat attended the Colonial Office Supplies Conference in June as representatives of Nigeria and used this valuable opportunity to make our essential needs clear to His Majesty's Government and to British manufacturers.

Transport and Oil Control were abolished in May and the only remaining restriction is over the sale of American and Canadian kitcars.

Co-operative Societies

The main effort of the Co-operative Department in 1949 has been directed towards the consolidation of the co-operative cocoa marketing organisation in the Western Provinces, the expansion in the number of other forms of co-operative societies has not therefore been on so marked a scale as in previous years. However, there has been an increase in the number of Thrift and Credit Societies particularly in the Calabar Province.

Cocoa marketing remains, as it always has been, the most important side of co-operative activity in Nigeria and the main task of the Department in 1949 was centred upon reorganising the internal administration of the Association of Nigerian Co-operative Exporters, which acts as an exporting agent for all co-operative cocoa marketing societies and unions in the four Yoruba Provinces in the Western Region. There was in consequence a considerable increase in the tonnage of cocoa sold by the Association of Nigerian Co-operative Exporters, which made a profit of over £8,000 on its operations during the 1948-49 cocoa season. This was in contrast with a loss of nearly £4,000 in 1947-48. The main difficulty of the Association is the inability of the Management Committees, consisting mainly of illiterate farmers, to master the intricacies of such an extensive and complex concern: in the past this has led to inefficient and extravagant administration and to lack of vigilance. With the steep rise in the price of cocoa, the latter defect has exposed their literate employees to temptations which too many of them have been unable to resist.

Management Committees have to some extent responded to the insistence of the Department upon the need for closer contact and greater prudence in the conduct of their affairs and this has resulted in an improvement in the trading and financial position of the Association though there is still much room for improvement in the management of the Co-operative Marketing Unions in the Abeokuta and Ijebu Provinces.

There were modest increases in the tonnages of cocoa marketed co-operatively in the Benin, Owerri and Ogoja Provinces but these were more than offset by a decrease of tonnage in the Cameroons Province due to the continued inability of the Department to spare senior supervisory staff for this area.

Although the total co-operative crop of nearly 13,000 tons represented just under 12 per cent of the total Nigerian crop, the effects of the wide extension of co-operative marketing upon the price paid to farmers generally and upon the quality of cocoa produced are considerably greater than the comparatively small percentage might suggest.

Co-operative Thrift and Loan Societies continued to increase slowly in numbers, membership and total savings, but it seems probable that, except in the Northern Provinces, this side of the movement is reaching its limit of expansion in membership and that succeeding years will bring only an annual automatic increase in savings. Membership of this type of Society is composed chiefly of salary-earners. It is to be regretted that members of those societies take little interest either in their own societies or in extending the co-operative movement amongst other classes of Nigerian Society.

The most notable expansion of co-operative activity has taken place in the Calabar Province where an increase of ninety in the number of Thrift and Credit Societies and of 3,500 in membership has resulted, for the second year in succession, in the doubling of their Share Capital and Thrift Savings. The Thrift and Credit movement in this area has now amassed total assets of just over £28,000—a fact which is the more remarkable in that it has been achieved entirely from the members' own resources without any external financial assistance. Women play a prominent part in the movement in this area, over one fifth of the Societies being composed exclusively of women. Just under half the Societies are affiliated to the Calabar Provincial Co-operative Thrift and Credit Union, a secondary society whose function it is to borrow the surplus funds of the wealthier societies affiliated to it in order to finance by means of loans the younger societies still struggling to accumulate the capital they cannot yet provide from their own resources. The Union has lent over £1,600 to Societies and no loan is overdue.

Of other types of Societies, the Consumers Societies increased their activities slightly but expansion remains sluggish owing to the difficulty in obtaining imported consumer goods. The rural societies are growing slowly but there are definite signs of recession in regard to

the urban societies which are subject to intense competition from local petty traders.

The Craftsmen's Societies have continued their production of commodities of various types though there has been a serious drop in the volume of business done by the Ikot Ekpene Co-operative Raffia Marketing Society Limited due to forces over which the society had no control, the chief of these being the fall in the United Kingdom market for mats since other types of floor covering are now more easily and more cheaply obtainable.

The Agege Farmers Co-operative Society which manufactures bottled fruit drinks again had a successful year and is contemplating the erection of new and more extensive plant and premises.

Customs and Excise

The Apapa Brewery commenced operations during the year and the Excise work of the Department previously confined to the Ibadan Cigarette Factory has thereby been extended.

The Tariff Advisory Committee has completed its first full year of work. It has proved most helpful and the readiness with which the unofficial members of the committee have given Government the benefit of their special experience is greatly appreciated.

Customs procedure has been under continuous review: many books and forms have been abolished or simplified in design: the process of entry passing has been completely changed, and a modest start has been made with machine checking.

Progress in the provision of adequate shipping facilities by way of Transit Sheds, King's Warehouses, Fences, etc., has been disappointing. New buildings include a Baggage Shed at Apapa, a Transshipment Shed and an extension to one Transit Shed at Lagos, and at Bota a start has been made with a port installation.

The present high level of duties and the continuance of currency and other controls are an invitation to smuggling. Effective prevention is extremely difficult in a country like Nigeria, where preventive patrols operate only on the Idiroko and Cameroons sections of the land boundary; and one Revenue Cutter alone is available to patrol the coast between Port Harcourt and Victoria.

The cadre of officers and assistant inspectors of Customs and Excise has been reorganised and separate establishments of "technical" and "clerical" officers have been created. The latter will function in the Headquarters and Customs Houses on purely clerical work.

Thanks to the efforts of the Comptroller, His Majesty's Customs and Excise in the United Kingdom have agreed to accept Nigerians as students at the Departmental Training Centres in London. Two Nigerian Officers have completed a course; two others are now taking the course and two more are booked to attend in 1950.

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Plans for the establishment of a Nigerian Departmental Training Centre are going ahead, and one experienced officer from the United Kingdom Department has recently arrived for this work.

Education

Mr C. W. M. Cox, C.M.G. (now Sir Christopher Cox), Adviser on Education to the Secretary of State for the Colonies, visited Nigeria in the early part of the year. He spent three months in the Territory, visiting every Region in company with a senior officer of the Education Department. His valuable advice was greatly appreciated.

The new Education Ordinance, the fruit of so much consultation and legislative deliberation, has proved to be a valuable encouragement in guiding the popular zeal for education towards the goal set out in Sessional Paper No. 20 of 1947. The first year of the new grants-in-aid system promulgated by the Ordinance has proved that on the whole the new arrangements will work smoothly, will enlist the support of voluntary agencies and lead to better planning and systematic development. The innovation in the Ordinance of the assumed local contribution has gone some way towards dispelling the dangerous illusion that the Central Government can finance the total cost of a rapidly expanding educational system. It has been found necessary to provide increases in the supervisory staff of both the Education Department and the voluntary agencies; in spite of these increases the pressure of work on the Provincial Education Officers has been very great.

The Regional Boards of Education and the reorganised Central Board of Education are now operating successfully in their respective fields while considerable progress has been made in the establishment of Local Education Committees, notably in the Northern and Western Regions and in the Colony. In the Eastern Provinces the formation of local Education Committees and Authorities has been postponed as it is considered desirable to wait for the formation of the local Government bodies with which the local education committees must be closely associated.

Steady progress has been made during the year in the development of secondary school education. In the Northern Provinces Zaria Secondary School has completed its move from Kaduna and in 1950 will have twelve classes plus a post-School Certificate class. The nucleus of the next Government secondary school is now in the old buildings at Kaduna Junction. A Roman Catholic secondary school for boys has been opened at Kaduna and the secondary school for girls operated by the same Mission has moved to new buildings at Kakuri. The Sudan United Mission school at Gindiri and the Offa Grammar School are being raised to secondary status.

In the Eastern Region development of Government secondary schools is slow but it is proceeding, and building for the expansion of Umuahia Government College has begun. Sites for the projected Government girls' secondary school, Enugu, and the boys' school at Afikpo, have been chosen. The Roman Catholic Mission has new

buildings for girls' secondary schools at Onitsha and near Uyo. Plans for the Union Secondary School for girls, to serve most of the Protestant Missions, are being developed. Nearly 7,000 pupils are attending the government-assisted secondary schools which are mostly of the non-local boarding type, selecting pupils from a wide area by competitive entrance examination, but there exists a strong popular demand for an extension of this system by the establishment of schools of a more localised type which would offer cheaper education through the absence of boarding fees. The direction of this powerful urge for secondary education, which is largely economic in origin, into educational activity which will be truly beneficial both to the individual and to society is a problem of the first importance.

In the Western Region the staffing situation in secondary schools is still difficult but it is expected that in two or three years it will improve with the output from University College, Ibadan. A site for the new Government girls' secondary school at Ede has been chosen.

The C.M.S. Girls' School, Lagos, will move its secondary department to Ibadan and the new buildings are in course of erection at Yaba for the Methodist Girls' High School. King's College and Queen's College have both introduced a "double stream" by the admission of two classes at the Form I stage.

The standard demanded by the University College, Ibadan, will of necessity have its effect on secondary schools, and discussions took place during the year on the introduction of Sixth Form work on the British model. It is encouraging to find that most schools are anxious to undertake such advanced work as early as possible, though for obvious reasons connected with staffing, equipment and building, only a few selected schools can do so for some years to come.

Teacher training facilities have increased in all Regions. In the North unfortunately insufficient candidates are coming forward owing to the very large demand from all departments for educated boys. Until the output from secondary schools has been increased, it seems that the numbers available for teacher training will fall short of the capacity of the centres. A new Higher Elementary Training Centre was opened at Katsina, producing forty teachers a year for Native Administration Schools.

In the Eastern Provinces, the Uyo Training Centre for men is being rebuilt and extended. It is hoped that the eagerly awaited and long delayed Women's Training Centre, Enugu, may open with half its buildings but an entry of 100 students in January 1951.

The application of the new Ordinance has resulted in the re-planning of the primary school system. Developments during the year include the extension of the primary schools in the Northern Provinces, the encouragement of parent-teacher associations in the Western Provinces, and the systematic growth of schools in the Colony area.

The Government Clerical Training School was opened at Oshogbo in April to assist in raising the standards of the work and professional conduct of the Government Clerical Service by training and further educating potential entrants to the Service, by providing opportunities for more advanced and specialist training and study for members of the Service, and by impressing upon all students at the school at all times the high standard of professional conduct expected of a public servant and the great responsibilities which go with membership of the public service. The school, which is residential, is at present accommodated in the former Royal Air Force buildings, which were rapidly converted by the Public Works Department. The first students, among whom, unfortunately, there were no women, made good progress and completed the course in February. Students who are successful and suitable will be offered appointments in the Clerical Service, their ten months at the school being counted as two years service for incremental purposes. The school is also giving a six months' course to thirty-two Native Authority employees. It is intended to expand the school until it is able to train all potential entrants to the Clerical Service and to provide more advanced and specialist courses for members of that Service.

In the realm of Technical Education good progress has been maintained with the building programme and preparations for the building of handicraft centres are well advanced. The Technical Institute, Yaba, now has 427 students enrolled in various courses, while the Trade Centre at Yaba is training eighty-two apprentices in such subjects as carpentry, motor engineering, sheet metal working, etc. Kaduna Trade Centre has 103 apprentices training as carpenters, mechanics and bricklayers. The bricklayers, under the charge of their instructor, undertook the task of building a museum at Jos. The Enugu Trade Centre came into being as the Ex-Servicemen's Trade Training School ended its activities. Since 1947, 610 ex-Servicemen entered the school and 455 completed their training; of these 348 obtained gradings as artisans in the various trades. Buildings have been begun for two handicraft centres in Lagos to be constructed and staffed by the Technical section: these will provide for practical work in wood and metal for boys from the senior primary schools, who will attend these centres once a week.

The Domestic Science Centre, Lagos, now in the charge of a Woman Education Officer, provides practical training in Homecraft for nearly 800 school girls besides special classes for teachers and welfare workers. A committee of African ladies has been appointed to advise on the provision of evening classes. Two more such centres are planned to serve the Yaba, Ebute Metta and Apapa areas.

Twenty-five campaigns in Adult Education are now progressing under the aegis of the Department. These are supported by the Native Authorities, who in some cases have voted considerable sums, and by the Voluntary Agencies. In the Northern Region an experienced

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officer has been appointed to direct the campaigns ; Katsina still leads the way and it is noted that the movement is progressing rapidly amongst the Bi Rom on the Plateau. In all Regions there is need for the extension of literacy classes into real community development. In some areas, notably in the Colony and in the Eastern Region, there is considerable response from women, who are indeed in some areas requesting classes in infant care, sewing and knitting. In the urban districts Adult Education does not progress so well, although in the Lagos and Colony area the number of attendances is increasing, largely as the result of voluntary effort. There is, however, a growing demand for evening classes in various subjects. Ninety booklets in six languages are now published and in the last nine months 204,000 booklets in the four main languages have been sold. Assistance is given to the production of six vernacular news-sheets. The great problem is still the distribution of low-priced literature in rural areas.

The Extra-Mural Studies Delegacy of Oxford gave courses of lectures in all regions. These were highly appreciated and met a popular demand. The Extra-Mural Department of University College, Ibadan, is now planning its future campaigns and there is no doubt that the influence of this Department on the youth of Nigeria will be considerable.

In the sphere of Higher Education a Report on "A Technical College Organisation for Nigeria" has been prepared by Dr F. J. Harlow, Principal of Chelsea Polytechnic, London, and Mr W. H. Thorp of the Nigeria Education Department. The report makes detailed recommendations for the provision of Higher Education complementary to that provided by the University College, Ibadan, in conformity with the general policy enunciated in the reports of the Elliot Commission and the Inter-University Council Delegacy. Government is now considering the proposals and their financial implications.

Electricity Undertakings

✓ A Bill to provide for the creation of an Electricity Corporation of Nigeria is on the agenda for this meeting of the Legislative Council. Preliminary financial investigations have been undertaken and a Consultant Accountant from the United Kingdom has completed a second brief visit. The acute shortage of skilled Accountants threatened at one stage to bring matters to a standstill, but an urgent request to the Crown Agents resulted in secondment of five Accountants for the period of six months to enable work to continue. If the Bill is favourably received by this Council, the transfer can be completed early in the coming Financial Year.

The staff position continues to be difficult and it is evident that suitably experienced and qualified Engineers are not attracted by the salaries and terms of employment offered. The Electrical Engineer-in-Chief personally interviewed many candidates in the United

Kingdom and there is no doubt that the men now applying are definitely of a lower engineering grade and are unsuitable. As a long term policy ten young graduate engineers fresh from Universities have recently been recruited, but until they are trained they cannot be considered as reinforcements.

Plant in all undertakings is in urgent need of expert maintenance and unless professional engineers with considerable experience are recruited very soon, the continuity of supply is in danger. The establishment is now 20 per cent. below strength. Twenty-one officers have left the service since July, 1947 and a further five are expected to leave in the near future. The position therefore is indeed serious.

Construction Engineers are providing equally difficult to obtain. There are twenty-eight new temporary posts for the following schemes in the 1950-51 programme :—

- (1) Power Station Extensions and Distribution system at Port Harcourt, Kano, Ibadan and Abeokuta.
- (2) Change-over of high voltage distribution system from 3,300 to 6,600 volts in Lagos.
- (3) The Hydro-Electric Scheme at Njoke River.
- (4) Distribution system at Buea and Bukuru.
- (5) Underground cable laying at Enugu and Kaduna.

The desirability of letting out to contract the complete electrification of large townships has been accepted and the preparatory work, which is considerable, is now in hand. Before firms can quote on a uniform basis the most detailed specifications are required. A Consulting Engineer therefore was invited to Nigeria in November and obtained the requirements for preparing all the necessary plans, specifications and legal documents. It is hoped that firms will shortly be invited to tender.

Delivery of generating plant and materials has improved considerably and most components can now be obtained within two years. The delivery of boiler plant and structural steelwork, however, is still subject to several years delay.

Plans for the new 75,000 kw. Power Station at Ijora for Lagos are now well in hand. This will be one of the largest and most up to date steam power stations in Africa, north of the equator. Orders for the first two turbo-alternators have now been placed and deliveries in twenty-two months have been promised by manufacturers. These turbo-alternators will each be of 12,500 kw. capacity, generating at 11,000 volts, and will embody all the latest scientific design details. Two further generating sets each of 25,000 kw. will follow as the load develops. Four large boilers each capable of producing 75,000 lbs of steam per hour are also on order, but delivery in this instance is not as good, and they cannot be expected to arrive before November 1952.

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These will operate with either Nigerian Coal, or Bunker oil fuel, and will produce steam at 400 lbs per square inch at a temperature of 800°F.

Plans for a new power station at Enugu have been completed and all necessary materials have been ordered. This station will eventually be of 20,000 kw. capacity, and two 5,000 kw. turbo-alternators with boilers comprise the first stage. The station is designed to meet the rapidly growing demand of Enugu Town, the mechanisation programme at the Collieries, and possible mining and textile developments. Long distance transmission of energy at 66,000 volts to remote districts is also under consideration.

Work on the Njoke River Hydro-Electric Scheme has started. Civil engineering work has been put out to local contract while plant and materials are now arriving. This scheme will supply power to Buea, Bota, Tiko and Victoria.

The hydro-electric possibilities of the Gurara Falls have been very carefully investigated and while the flood conditions are excellent for the large scale generation of cheap electricity, the dry weather flow which lasts for some months reduces the potential output to less than 1,000 kw. The scheme does not lend itself to water storage, and it has therefore been abandoned for the time being.

Investigations into the hydro-electric possibilities of Shiroro Gorge are continuing. An aerial survey of the gorge has been completed, and a site for the construction of a large gravity dam has been selected. The scheme on the whole appears most promising and it is estimated that an all year round output of 10,000 kw. will be available. The rock formation in the vicinity of the dam has been investigated by geologists, and a Consulting Engineer, expert in the construction of large-scale dams, was brought out from the United Kingdom to draw up a tentative estimate for the cost of the civil works. When final estimates have been prepared the economics of the scheme will be further examined in conjunction with possible industrial load development. It is estimated that during the flood season something in the nature of 200,000 kw. of power will be running to waste over the dam and investigations are now in hand with a view to utilising this power for industrial purposes, the question of the production of cheap fertiliser by the Nitrogen Fixation process being one of the schemes now under consideration. ✓

Forestry

Two Nigerians have completed their course of training at the Imperial Forestry Institute at Oxford and have been promoted to the rank of Assistant Conservators. Two specially selected Nigerians from the technical field staff commenced a similar course at Oxford in October, 1949. Another Nigerian is reading a botany degree at Nottingham University and two others a general science degree at University College, Ibadan. The progressive Nigerianisation of the officer staff of the Forestry Department is therefore well provided for.

Technical development has been most marked in the Western Region. This Region is favoured by nature with well distributed high forests of economic value and a large but not excessive population, which together lead to practical possibilities of reservation; in addition there has been long standing co-operation between the people and the timber firms and this has built up a valuable and efficient timber trade. Soon after the end of the war this trade entered upon a new, intensive, mechanised and managed phase. In Benin the transition from the selective felling of a few species to intensive felling controlled by annual area felled and linked with full scale natural regeneration operations is now practically complete in the reserve forests. The large modern plywood mill and the new saw mill erected at Sapele by the largest operating firm are models of their kind. While the work in other areas has not reached the same level as in Benin, steady progress is being made throughout and forestry has taken its place as a profitable and permanent element of this Region's economy.

In the Eastern Region the dense population between the Niger and the Cross River and the demands of agriculture allow no room for forestry and the Region must rely on the extensive and sparsely populated reserve high forests in the bend of the Cross River and in the Cameroons. Unfortunately these forests are of comparatively poor timber value and difficult of access, but the situation is now quite clear and all restrictions outside the forest reserve have been removed. This has proved satisfactory to the farmers in the area concerned and also to the Department which can now give exclusive attention to the reserve forests, but the problem now before it is that of developing the work in a manner which will provide revenue for the Region. Investment of capital on a large scale will be necessary to develop the forestry possibilities in this area.

The Northern Region is one of poor savannah woodland, much distorted by the annual grass fires. This woodland has no export value but with the increasing population its local value will become of considerable importance. The problem in this Region is not one of setting aside adequate woodlands but of converting the woodlands to use sufficiently profitable to finance improvement operations.

The export market is becoming interested in a greater variety of Nigerian timbers. In 1945-46 over 80 per cent of the exports were made up of six species only and a list of twelve species covering 94 per cent of the total exports. In 1948-49 the six species made up only 57 per cent of the total, and 91 per cent of the total comprised twenty species. The timber exports for last financial year were for the first time valued at more than a million pounds and there is every indication that this will be maintained in the present financial year.

The internal demand for sawn timber is largely satisfied by pit-sawyers but there is a growing tendency in the Western Region towards the development of small locally owned sawmills, which may well supplant the pitsaw. This is a development much to be encouraged.

Geological Survey

In addition to the Headquarters office, laboratory services and museum at Kaduna Junction, two branch offices have been maintained throughout the year at Jos and Enugu, the former serves the day to day geological needs of the tin mining industry and the latter has been used as a centre for continued exploration of the coals and lignites. Field parties have carried out widespread investigations in all three Regions and in the Cameroons. Close and cordial contact has been maintained with the geological branches of companies engaged in the search for and winning minerals.

The principal lead-zinc ore bodies of Ogoja Province and the Benue valley have been examined and a general study of the Cretaceous stratigraphy has been made. In collaboration with the mining companies concerned and with members of the staff of the Royal School of Mines, London, the departmental laboratory has attempted, with some success, to develop a geochemical technique of prospecting for lead-zinc ore bodies by the detection of minute traces of those metals in waters, soil and vegetation.

The investigation of the lignites of the Western Provinces and the lateral extension of the coals of the Enugu area, commenced in the previous year, has been pursued and preliminary examination by boreholes and shafts has been carried out on low-grade coals in Bauchi Province. Concurrently with the latter work, the limestones of the Gongola valley were examined.

The geological survey of the Ife-Ilesha goldfield has been concluded and a report will shortly be published. General geological mapping in Kabba Province has been continued with special economic reference to limestone, iron ore and the pegmatites.

The activities of the Department in connection with projected water supplies continue to be of great importance and in addition to serving the numerous day to day requests for advice, a comprehensive geohydrological survey has been conducted in the Biu area. The Geographer attached to the Department carried out soil conservation studies in both the Plateau and Onitsha Provinces.

Inland Revenue

The revised estimate of Revenue from Income Tax for the current year is £4,430,000, an increase of £340,000 over the original draft estimate. Several factors have contributed to cause this increase. A number of penalty cases which were before the Courts have now been settled and certain new factors have produced unexpectedly high profits. There has already been an increase in the number and value of Government and commercial concerns. In addition, the cessation of Income Tax relief in respect of wives not resident in Nigeria and the delayed settlement of taxation of ex-enemy property in the hands of the Custodian of Ex-enemy Property have produced further Revenue.

Income Tax is expected to yield £4,000,000 in 1950-51. It is considered possible to maintain the estimate at this figure in spite of certain indications that some reduction in trading profits may be expected. If this reduction occurs the effect should not be shown materially in the Revenue for the coming year because a number of the larger trading concerns are assessed on the trading years which end in August or September, before any regression in trade appeared. There will also be a continuation of some of the favourable factors already mentioned. The double Income Tax convention with the United Kingdom is expected to effect a reduction in Revenue but the Inter-Colonial Double Income Tax convention which it is hoped will be effective in the coming financial year should benefit Nigerian Income Tax Revenue.

The difficulty of obtaining an adequate number of qualified officers for the Inland Revenue Department still causes concern and although there are indications that some temporary measures of assistance may be forthcoming in the near future the staff will continue for some time to come to be deficient both in numbers and in experience. Four African members of the Department are at present holding scholarships with a view to their obtaining accountancy qualifications: two are in the United Kingdom and two are serving apprenticeships with Messrs Casselton Elliot and Company which will enable them to sit for a qualifying examination.

Towards the end of 1949-50 a building in Lagos became available for occupation by part of this Department. This enabled Government to meet requests received from the public and from members of Legislative Council for an office to be opened in a locality which is easily accessible to the general population of Lagos.

The Expenditure estimates for 1950-51 show a substantial increase, but in a Revenue collecting department of this nature it is essential that sufficient funds should be provided to enable all available qualified assistants to be engaged and for the officers to undertake the essential touring and other duties which the work of the Department involves.

Judicial

Proposals for the creation of new Judicial Divisions and Magisterial Districts made in 1947 and approved by the Secretary of State in 1948 have not yet been given full effect. This is because of the continued shortage of Judges and Magistrates. Four Judges were appointed during the year, but in the same period two have retired, one of them the Senior Puisne Judge. Their places have not yet been filled; when they are, the number of Judges will still be one short of the approved establishment. Judges have moreover been required to sit on five Commissions of Inquiry during the year. In these circumstances, while the new Divisions of Benin and Port Harcourt have been opened and kept open and a Judge has been posted to Kano, it has not been possible to maintain a Judge at Jos or three Judges

in Lagos continuously throughout the year, although for most of the time two Magistrates have been acting as Judges, and there has always been at least one so acting.

The appointment of Magistrates to act as Judges, and the promotion to the Judicial Bench of a Magistrate and the Chief Registrar (in whose place a Magistrate has had to act), together with the retirement of six Magistrates, have nullified the effect of the appointment of four new permanent Magistrates and two temporary ones ; and the establishment of Magistrates is six below strength. The number of Magistrates on temporary non-pensionable appointment, now fourteen, is still high ; some of these officers are over-age for permanent appointment, but the majority are as yet debarred from such appointment because they have not had the required number of years' professional experience.

Though Magistrates have been posted to the new Courts at Kaduna and Sapele, it has been impossible to provide any for Uyo or Makurdi, or to give the assistance which has been requested from time to time for Magistrates posted to certain stations in the Southern Provinces, for example Port Harcourt and Calabar ; and many Magistrates have done or are doing extended tours of duty without taking leave.

In Ibadan, a local barrister has been appointed Coroner, to relieve the Magistrate of the work of conducting Inquests. In Lagos, following the precedent set in June and July, 1948, two experienced members of the Bar have accepted temporary appointments in order to help dispose of arrears of criminal work, which had again been mounting up.

The Grade III Magistrates in Lagos are doing useful work, and the Juvenile Court continues to be busy, taking up much of the spare time both of its lay members and of the professional Magistrate who presides in it.

Courses of instruction in England for Court Registrars have been devised with the assistance of the Colonial Office, and the first member of the clerical staff of the Department to be sent to the United Kingdom for training left in December and will be away for a year. He is to be joined by another officer in the middle of this year.

Labour

The Department has carried out its normal duties which include the enforcement of labour legislation, the constant review of conditions of employment in all areas and occupations, the guidance of trade unions, the prevention of trade disputes and assistance in the orderly settlement of those disputes which cannot be prevented, the operation of employment exchanges, trade testing, the assessment of workmen's compensation claims in the case of Government employees, the production of the Department of Labour Quarterly Review and special work in connection with wage fixing machinery and Labour Advisory

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Boards. In addition the Department has undertaken the control of the recruitment of Nigerians for employment in foreign territories and the protection of the interests of such Nigerians in those territories.

Regional Wage Committees have been established to advise on changes affecting wage-rates in their respective areas and a Standing Advisory Committee on Overtime continues to function in respect of Government employees. In the main, the larger private employers follow the lead of Government with regard to wages and conditions of service.

Although there are still a number of vacancies there has been a slight improvement in the staff position. New offices have been opened and the whole country has been divided into eleven areas each covering one or more Provinces.

Arrangements were begun during the year for the merging of the resettlement organisation with the employment exchanges. Labour Officers and Exchange Managers took over the duties formerly performed by Area Resettlement Officers. Trade testing facilities have been provided in Lagos and in the Provinces. The object of the tests is to assess the skill and knowledge of craftsmen in their various trades and thereby provide the employment exchanges and employers with reliable guides regarding the abilities of persons seeking employment. During the year a Labour Advisory Board commenced enquiries into the building and civil engineering trades in Lagos and into the timber industry in the Western Provinces. The 1946 inquiry into the rubber industry in Benin was reopened owing to the changed conditions which now prevail in the area. The recommendations of the Labour Advisory Board with regard to the catering and ancillary trades, the retail trade and domestic service in Lagos, which were submitted to the Government in 1948, were further examined in 1949. Following the recommendations of the Board legislation was enacted during the year fixing minimum wages and conditions of labour for stevedore and dock labour in the port of Lagos.

The trade union movements have had several set-backs during the year. Early in January the Trades Union Congress was split and an opposing body was set up under the title of the Nigerian National Federation of Labour. Fruitless efforts were made to reconcile the two groups. During the year a number of short strikes took place in Government Departments, particularly in the Railway. The Government appointed a Commission of Inquiry into the causes of labour unrest on the Railway, but unfortunately the unions decided to boycott the inquiry. After a little more than twelve months of operation the two Junior Service Whitley Councils have ceased to operate. In each case the Staff side, dissatisfied with the rate of progress and with the extent of improvements secured, withdrew from Council meetings.

Owing to the split in the trade union movement the annual Summer Schools for trade unionists was not held. Regional weekend schools were organised and were well attended in Lagos, Ibadan and Enugu. The Trade Union Officer began a course of twelve monthly lessons on trade unionism on the same lines as that run by Ruskin College, Oxford, for Colonial Trade Unionists. 154 trade unionists are taking the course, representing fifty-eight trade unions. During the year trade unions registered in the country were supplied with illustrative examples of the management of trade unions accounts. A letter was also sent to each trade union offering the assistance of the Trade Union Officer in operating an efficient method of keeping accounts. More than twenty unions have already taken advantage of this offer. The delay in implementing the overseas scheme for training Nigerian trade unionists has now been overcome and six Nigerian trade unionists will leave for the United Kingdom early this year. The tin mining trade unions have amalgamated and were registered in 1949 as one trade union and there has been an application from the tin mining employers to register as an association; this will be the first employers organisation in the country to be registered as a trade union.

Of the seventy industrial disputes which occurred during the year thirty-six resulted in strike action and involved some 46,698 workers. The four longest strikes lasted for periods varying from twenty-seven to thirty days, while the others were from a few hours to several days duration, the average being six days. Approximately 500,000 man days were lost by these stoppages. In February there was a dispute brought about by a demand by some three hundred employees of the Public Works Department at Kaduna for a one hundred per cent increase in wages. They stopped work on the 7th of February and rejected the offer of an increase of 2d per day. The strikers resorted to picketing and molestation of their co-workers who were not on strike and the police had to be called in to maintain order. A special committee, representative of the interests concerned, investigated the causes and circumstances of the dispute and settlement was reached. A striker, who had been arrested on a criminal charge, jumped from a moving police van in attempting to escape, and sustained fatal injuries.

The dispute between the Railway Station Staff Union and the Nigerian Railway Administration arose in the main because of the dissatisfaction of the Staff Union with the results of one of the previous arbitrations. The Union called a country-wide strike which paralysed the whole railway system from the 17th to the 20th of July. The strike was, however, called off and work resumed on the 21st of July. At the negotiations which followed agreement was reached on many points but the Union was disappointed with the Railway Administration's refusal to discuss nine points in the previous arbitration award with which they were dissatisfied. A Commission of Inquiry was appointed—now popularly known as "The Brooke Commission"—but the Railway Unions represented by the Nigerian Union of Railway-

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[Labour]

derated) objected to two of the African members of the Commission and because Government refused to change the membership of the Union staged at twenty-four hour strike of railway workers in Lagos. This did not produce the desired effect and the Union finally refused to give evidence before the Commission.

During the year a careful examination was made of the Workmen's Compensation Ordinance with a view to bringing this Ordinance into line with modern standards and a Draft Ordinance embodying certain amendments is now being studied by the Government. Investigations and discussions have been taking place with a view to the preparation of a Factories Ordinance and a Draft Bill is now under consideration.

Land

With its second full year of separate existence the Land Department has been able to complete the regionalisation of the Department. But the available staff, both senior and junior, is still very inadequate for the Department to carry on what should be the full range of its long established duties.

In the Colony during 1949 three notices of intention to acquire land under the Public Lands Acquisition Ordinance were published, all for new police stations and barracks at Ikorodu, Agege and Mushin. A large number of claims under earlier acquisitions were settled and negotiations regarding other outstanding claims are proceeding. Judgment was delivered in November by the West African Court of Appeal, to which both the Government and claimants appealed, reducing the compensation awarded by the Supreme Court from £52,505 to £30,600 for 1,089 acres acquired at Victoria Beach for reclamation and subsequent development as a housing estate for the general public. Both parties have lodged an appeal to the Privy Council. The question of the enforcement of improvement covenants in Crown Leases has been reviewed and in a number of cases where lessees had made little or no attempt to comply with the covenants, action for Court declarations of forfeiture was taken and successfully concluded. In a number of cases where lessees were in breach of their covenants but had nevertheless made some *bona fide* attempts to comply, a penal rent was imposed. A number of properties were purchased by Government in the open market, the most important being those used for the Labour Exchange, Alakoro, the Parcels Office, Broad Street, and part of the Military Headquarters, Apapa. The action instituted by the Head of the Oshodi Chieftaincy Family against the Governor for declaration that the Epetedo Lands Ordinance be set aside was dismissed by the Supreme Court. The plaintiff has appealed to the West African Court of Appeal. Implementation of the provisions of the Ordinance continue. Preparatory steps have been taken to put into force the provisions of the Glover Settlement Ordinance. It has been decided in this instance that the whole area cannot be dealt with at once and will have to be covered block by block. The whole area of Crown Land covered by the

Apapa Town Planning Scheme is to be leased to the Lagos Development Board and the deed is in course of preparation. Regulations have been drafted for the Lagos Executive Development Board to govern sub-leases of plots within the area of the scheme. The Government residential area, Ikoyi, has been further extended by the layout of the remaining land available.

The Eastern Region branch was established at Enugu in August, 1947 and the plans to regionalise the administration of Crown land with an appropriate expansion of the Registry has meant the creating of a new post of Assistant Registrar who has relieved the Assistant Commissioner of Lands of much routine, but no Lands Officer has yet been posted to the Department and the Assistant Commissioner of Lands has been unable to undertake the field work in connexion with African tenures, which is so desirable in view of its bearing on agricultural and development projects. Even the junior staff is inadequate for existing duties connected with the routine administration of Crown land and much of it is still carried out by Provincial Administration. Nineteen acquisitions covering 5,700 acres were in various stages of the normal procedure at the end of the year. These covered a variety of public purposes, such as land for Government stations, hospitals, agricultural centres and aerodromes. Two areas of land at Bamenda in the Cameroons covering 44.3 acres were set aside for the use of Government under the Land and Native Rights Ordinance. The general revision of rent schedules under the Crown Lands Ordinance, which came into operation last year, has meant a two-thirds increase in rents due. There is no doubt that previous rates had become out of accord with current values and this is shown by the fact that in few instances have the new rates been challenged. Arrangements are nearly complete for passing over the administration of Crown Land at Port Harcourt to the Town Planning Authority. Certain powers will be delegated to the Planning Authority and rents from Crown Lands will accrue to the Authority with effect from the 1st of April, 1948. An Inspector of Lands has been seconded to the Authority for the purpose of supervising and training the necessary staff. It is proposed to make similar arrangements in respect of Crown Land at Aba, Umuahia and Enugu.

After long consideration the provisions of the Increase of Rent (Restriction) Ordinance were applied to premises on Crown Land erected by Crown Lessees. It is proposed that a Committee shall be appointed for the purpose of making recommendations for fixing rents under the provisions of Section 5 of the Ordinance.

Action by Government to divest itself of certain land under the provisions of the Niger Lands Transfer (Amendment) Ordinance is proceeding. The bulk of the preliminary work has been done. A number of divesting orders under Section 10 of the Ordinance will shortly be made.

[H.E. the Governor]

[Land, Legal, Marine]

As in the East the Western Section of the Department has been severely handicapped by lack of staff. It seems probable now, however, that the long vacant post of Land Officer will shortly be filled and there is the hope that routine will no longer stand in the way of more important work, some of which has already been undertaken. At the request of the Resident, Ondo Province, who was anxious to obtain an authoritative statement on land tenure as a guide to both Courts and the Administration, an enquiry into the subject has been conducted and a draft report written. This is now being examined by the Native Authorities who were invited to criticise it or to make corrections so that the final report could be accepted as an accurate record. The Department prepared a fairly extensive draft amendment to the Native Authority Ordinance at the Chief Commissioner's request to settle the long argued question of Native Authority title to land they already occupy for administrative purposes and to give them formal powers of acquisition similar to those enjoyed by Government. The draft has been widely discussed and will, it is hoped, be shortly laid before the Western House of Assembly.

The lack of inspectorate staff has prevented adequate supervision in Crown layouts and reduced the extent to which the Department should be relieving the Administration of duties in connexion with land.

Legal

The strength of the Department was increased during the year under review by four new appointments of Crown Counsel, two of whom are Africans; but with the elevation of Mr C. W. Reece, Senior Crown Counsel, to the Supreme Court Bench, one vacancy still remains unfilled.

The most outstanding event, in relation to the staff of the Department, was the conferring of the honour of Knighthood on the Attorney-General, an award rarely bestowed on serving Law Officers. It should also be mentioned that the Solicitor-General has been honoured by the appointment as King's Counsel.

The work of the Department continues steadily to increase and it has not yet been found possible to provide Crown Counsel at as many criminal assizes as is desirable in the interests of the efficient administration of criminal justice.

The volume of legislation shows a slight decrease in comparison with the previous year.

As Honourable Members are aware, the Revised Edition of the Laws came into force on the 1st of January, 1950.

Marine

The shortage of fully qualified engineers in the Marine Department is still acute. One African will shortly sit for the Chief Engineer's

examination and six others are in the United Kingdom preparing for the Board of Trade's Second Class Certificate, but it will still be some time before they are qualified.

The shortage of staff, in addition to handicapping the service in carrying out its many duties, made it necessary to lay up the 4,000 tons dredgers "Oyo" and "Lady Bourdillon". The new 2,000 tons dredger the "Ibadan" arrived in August and, after undertaking maintenance dredging in Lagos harbour, proceeded to carry out experimental dredging on Escravos Bar in December. The reduction in the draft at this bar during the year gave cause for anxiety as the closure of the bar to shipping would have had serious effects on the evacuation of produce. Two experts on exposed bar dredging were specially engaged and it is hoped by their advice to maintain the channel at the necessary depth.

The Opobo Bar is now too shallow for deep sea vessels. The report of Government's Consulting Engineers has been received and shows that there is no practical means of maintaining the Opobo channel open other than by major works of the scale of the Lagos harbour moles. Expenditure on a work of this size could not be contemplated and there was no alternative but to close Opobo as an Official Port of Entry as from 31st of December, 1949.

The erosion at Victoria beach continues but is no more than in recent years. The model of the Lagos harbour and foreshores that has been built at the hydraulic laboratory in the University of Delft, Holland, has been in operation for some months. In this model, which measures some seventy feet by forty, it is possible to reproduce the actions that lead to erosion and the movement of sand at a greatly increased speed, so that what occurs in nature over some years takes place in the model in a few days. The observations have not reached a stage at which definite conclusions can be made but valuable information and guidance, from which practical schemes can be developed, should be available before long.

In January, 1950, the contract for the Apapa Wharf Extension was awarded to one of the five firms that had submitted tenders. The present Apapa Wharf will be continued across the mouth of the Porto Novo Creek for a distance of 2,500 feet, to give five more berths for ocean going vessels. The land behind the extension will be reclaimed and the whole Wharf area replanned and provided with the most up-to-date mechanical port equipment and buildings. This major engineering project will cost about two and three quarter million pounds.

Two experts on port and harbour operation and maintenance have given advice on the administration of Nigerian ports. Their recommendations, including a proposal that a new Ports Authority should be formed to maintain and administer the ports of Nigeria in place of the divided control at present exercised by a number of Government departments, are still being examined,

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[Marine]

In Lagos and Port Harcourt pilotage is compulsory and is performed by Marine Officers. The year 1949 provided a record for the number of ships handled, 3,119 at Lagos and 594 at Port Harcourt. There was an increase in shipping activity at the other Nigerian ports, particularly at Tiko.

Two new oil fired tugs arrived at Lagos during the year. They should prove a great asset to the harbour facilities because they are both fitted with apparatus for salvage and fire-fighting and so will be able to assist in these directions in addition to thier normal duties of berthing and unberthing ships.

Long delays in the delivery of much needed new touring launches have caused great inconvenience to officers whose work lies in creek and river districts and severely handicapped the Administration. At long last the position is beginning to improve: four shallow draft launches arrived during the year; two of them are semi-touring launches for harbour use, but the delivery of seven new eighty feet touring launches is expected at the end of April. The Marine Department has built one shallow draft launch for use at Obubra on the Cross River and a fumigation barge, the "Galen", has been reconstructed as a medical launch for use in the Rivers Province.

Marketing Boards

Undoubtedly one of the most outstanding developments in the economic field in Nigeria in 1949 was the successful establishment of three new Nigerian Marketing Boards for oil, oilseeds and cotton. These Boards—the Nigeria Groundnut Marketing Board, the Nigeria Oil Palm Produce Marketing Board and the Nigeria Cotton Marketing Board—came into statutory existence in April under arrangements not identical but similar to those of the Nigeria Cocoa Marketing Board which, it will be recalled, was established in September, 1947.

The essential unity of purpose underlying all four Boards is emphasised by the facts that they have the same Chairman (Sir Sydney Phillipson, C.M.G., Commissioner on Special Duties) and a common official membership, and that for their day-to-day operations they use the Department of Marketing and Exports as their executive and the Nigerian Produce Marketing Company Limited as their selling organisation.

The prime purposes for which these Boards have been set up are, firstly, to ensure orderly marketing and maximum possible stability of prices for the produce which they handle; and, secondly, to provide funds for research and for use in the Development of the producing industry and for the economic benefit of the people in the areas of production.

The new Boards' marketing arrangements, like those of the Nigeria Cocoa Marketing Board, followed closely the lines of the purchase schemes developed during the war years under the aegis of the West

African Produce Control Board. The Boards make their purchases through duly appointed licensed buying agents. For each crop season (or marketing year in the case of palm produce), a basic buying price is fixed. Minimum buying prices at upcountry stations are determined by the deduction of transport costs from the basic price and these minimum buying prices are gazetted and widely published. Some variations from this main principle are worthy of note. A flat rate system operates in the case of cotton, benniseed and, to a certain extent, for Rivers Area groundnuts; under the Kano Area groundnut marketing scheme subsidies are paid at certain distant buying stations in order to prevent the buying price to the producer falling below a prescribed level.

These arrangements are designed to secure orderly marketing and give the producer the benefit of absolute price stability for a year or crop season. Within the limits set by the Boards, purchases are made under ordinary commercial arrangements. Competition amongst buying agents often results in the payments of more than the gazetted minimum buying prices—to the benefit of the producer.

As regards long term price stability, the Boards' main task is to protect the producer against the worst effects of violent fluctuations in the overseas selling price. Their policy is to build up reserves in good years which, when bad years come, can be used to "cushion the fall" of Nigerian prices. If they are successful in this great task they will have given not only security to the producer but also a large measure of stability to the Nigerian economy as a whole.

During the year, the newly formed Marketing Boards for oil, oilseeds and cotton entered into three year contracts with the Ministry of Food and the Raw Cotton Commission. Under these contracts, the United Kingdom will purchase the whole of Nigerian exportable surplus of groundnuts, benniseed, palm oil, palm kernels, cotton seed and cotton lint. The prices for each year or crop will be negotiated annually but the contracts specify minimum guaranteed prices for each year or crop.

The conclusion of these important contracts makes easier the task of the new Boards in ensuring stability of prices over the next three years.

In view of the increased prices obtained from sales to the Ministry of Food, the Nigeria Groundnut Marketing Board and the Nigeria Oil Palm Produce Marketing Board were able to pay higher prices for groundnuts and benniseed in the 1949-50 season and for palm oil and palm kernels in 1949. The Nigeria Oil Palm Produce Marketing Board has since announced that the same prices as in 1949 will be paid in 1950 for oil palm produce. Coupled with this announcement was the warning that with the downward trend of oil and oilseeds selling prices which is already apparent and likely to be continued, a reduction in the present level of Nigerian prices after 1950 could be expected.

In contrast to the new Boards, the Nigeria Cocoa Marketing Board has not been able to benefit from the security of bulk contracts

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[Marketing Boards]

but has to sell its cocoa on a fluctuating world market. The experience of the 1948-49 season gives a vivid example of how the Board acts as a stabilising influence. In October, 1948, the world market price for cocoa was about £200 per ton. By January, 1949 it had fallen to a good deal less than half that figure. Thanks to the operations of the Board, the Nigerian cocoa farmers—and indeed the economy of the whole cocoa producing areas—were protected against the harmful effects of such violent fluctuations. The Board paid a basic price of £120 per ton for Grade I cocoa throughout the season. At the end of the season, the Board had made a small profit but during 1949 it had in fact subsidized Nigerian prices to the extent of £1,600,000.

In view of the fall in world market prices, the Board reduced its buying price to £100 per ton for Grade I cocoa in the 1949-50 season—the minimum under the guarantee which the Nigeria Cocoa Marketing Board has given for this and the following season.

As a result of their far-seeing price policies, the Boards are accumulating substantial reserves for use for price stabilisation purposes when world prices fall. In total these reserves amounted to over £40 million at the end of 1949.

The Nigeria Cocoa Marketing Board has continued its policy of paying artificially high premia for the higher grades of cocoa as an inducement to the farmer to improve the quality of his product. The results have fully justified the Board's action. The percentage of the total production represented by Grade I purchases rose from 23 per cent in the 1946-47 season to 47 per cent under the Board in the 1947-48 season. In the 1948-49 season, 76 per cent was of Grade I quality. The Board has announced that, as from the opening of the 1950-51 season it will only purchase Grades I and II. This represents a remarkable achievement which has been noted with approval by cocoa consumers and on the world's cocoa markets.

The Nigeria Oil Palm Produce Marketing Board has followed the same policy with palm oil and in its 1950 marketing schemes is introducing further measures designed to improve the quality of Nigerian palm oil. The Board is fully aware of the need for such an improvement for, when world supply conditions again become normal, Nigerian palm oil will have to compete with the hitherto higher grade oil produced under plantation methods in the Congo and the East Indies.

Equally important progress has been made by the Boards in their second main task—Research and Development. During 1949 the Nigeria Cocoa Marketing Board has set aside considerable sums for the endowment of free places for sons and daughters of cocoa farmers at the Ibadan University College, for the improvement of communications in cocoa producing areas, for an economic survey of cocoa areas, for measures to combat the swollen shoot disease and for agricultural research schemes.

The Nigeria Cotton Marketing Board has financed the setting up of a Cotton Development Team to increase and improve the production of seed cotton.

Under the Nigeria Oil Palm Produce Marketing and Nigeria Groundnut Marketing Ordinances, separate Regional Production Development Boards have been established to consider and operate approved schemes for the economic benefit of the producing industries and areas of productions. In this field, the function of the Marketing Boards is limited to the making of grants to these Regional Production Development Boards. Recognising the importance of development, the Nigeria Oil Palm Produce Marketing Board and the Nigeria Groundnut Marketing Board have made initial allocations to the Regional Production Development Boards totalling more than four million pounds. These large initial grants have enabled the Regional Production Development Boards to tackle boldly their important tasks.

In research matters, for which the Marketing Boards are directly responsible, the Nigeria Oil Palm Produce Marketing Board has agreed to meet cost over the next five years of the Oil Palm Research Station at Benin, which is estimated at nearly £500,000. For its part, the Nigeria Groundnut Marketing Board has paid for the cost of groundnut fumigation.

Further information regarding the operations of these Boards is given later in this address where the work of the Department of Marketing and Exports is reviewed.

The results so far achieved show that the Marketing Boards have made a most encouraging start and laid firmly the foundations of a structure which it is hoped will be Nigeria's best bulwark against the worst effects of any future slump in the world prices of its main export products.

Marketing and Exports

This Department it will be recalled was established on the 1st of September, 1948, primarily to act as the executive of the four Marketing Boards and to it was transferred from the Department of Agriculture the Produce Inspection Service. It should be emphasised that Produce Inspection is a service of Government and not of the Marketing Boards. In addition the Department acts as the adviser to Government on all export produce affairs.

The following information regarding the various export products should be of interest.

The total 1948-49 cocoa crop amounted to 107,000 tons as compared with 75,000 tons in the previous season. It was the most productive for many years and the most noticeable feature was the agreeable improvement which took place in quality. This gratifying development is attributable in large measure to the Nigeria Cocoa Marketing Board's price policy of placing a substantial premium on

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[Marketing and Exports]

the higher grades. As a result of this the tonnage of Grade I cocoa marketed during the 1948-49 season amounted to 76 per cent of the total crop as compared with 47 per cent in the previous season. The work of the Produce Inspection Service contributed materially to this improvement in quality.

During the year there was a marked drop in world prices for cocoa and, with the opening of the 1949-50 season on the 23rd of September, the revised producer prices already announced by the Nigeria Cocoa Marketing Board came into effect. The 1949-50 prices as compared with the previous season's prices are as follows:—

	Standard weight cocoa Main crop per ton		Light crop cocoa per ton	
	1948-49	1949-50	1948-49	1949-50
	£	£	£	£
Grade I	120	100	115	95
„ II	115	95	110	90
„ III	105	75	100	70
„ IV	90	—	85	—

In pursuance of its policy for the improvement of the quality of Nigerian cocoa, the Nigeria Cocoa Marketing Board has ceased to purchase Grade IV cocoa and has announced that after the present 1949-50 season Grade III cocoa will not be purchased.

Swollen Shoot disease is still a serious menace. When cutting out was resumed in February 1949 it was soon discovered that the disease was spreading more rapidly than was previously estimated. Emergency measures were instituted to intensify the cutting out campaign. The cost of these measures, including the payment of subsidies to farmers whose trees were cut was met by the Cocoa Marketing Board.

The approximate total tonnage of palm kernels for export during 1949 was 360,000 tons compared with 355,000 tons in the previous year. In January the basic price was increased from £21 to £26 per ton (naked ex-scale port of shipment). There had been a hold-up in anticipation of the rise of price with consequent heavy purchasing when the increase came into effect. Evacuation to port and shipment proceeded smoothly throughout the year though some difficulties were experienced at Opobo where stocks accumulated owing to the lack of suitable craft to transfer the kernels to Port Harcourt. The quality of palm kernels as shown by Produce Inspection was maintained at a satisfactory level.

Purchases of palm oil for export in 1949 amounted to 160,000 tons compared with 150,000 tons in 1948. In January 1949 basic prices were increased as follows:—

		<i>Naked ex-scale delivered</i>					
		<i>Bulk Oil Plant, per ton</i>					
		1948			1949		
		£	s	d	£	s	d
Grade I .. ..	.. ..	32	5	0	42	15	0
Grade II .. ..	.. ..	30	0	0	37	2	6
Grade III .. ..	.. ..	28	10	0	33	0	0
Grade IV .. ..	.. ..	27	7	6	29	12	6
Grade V .. ..	.. ..	26	5	0	26	5	0

It will be seen that the 1949 prices put larger premia on the higher grades. This policy which is on the lines of that followed by the Nigeria Cocoa Marketing Board was introduced by the Nigeria Oil Palm Produce Marketing Board as an inducement to the production of high quality oil.

The Produce Inspection Service tests palm oil for impurities only ; grading according to free fatty acid content, is carried out by the licensed buying agents. The 1950 marketing arrangements have been designed to increase the incentive to correct grading at the time of purchase and to provide for the purchase at a premium of a special grade oil of under 4½% F.F.A. The object is to improve the quality of Nigerian palm oil exported. The only difficulties regarding evacuation and shipment occurred at Opobo and at the buying stations on the Eastern line. The railway was at times unable to move stocks and road evacuation from Aba to Port Harcourt was arranged to relieve the congestion.

The total tonnages of groundnuts purchased for export were as follows :—

		1947-48 Season	1948-49 Season
		(tons)	(tons)
Kano Area .. ..	.. ..	315,000	315,000
Rivers Area .. ..	.. ..	15,000	13,000
Total .. ..	.. ..	330,000	328,000

After delays in the early part of the year through shortage of suitable rolling stock, the rate of railment of Kano groundnuts has improved. In November 1948 at the beginning of the 1948-49 season, 155,000 tons of the previous season's crop awaited railment at Kano and stocks of that crop were finally cleared in August 1949. 136,000 tons of the 1948-49 crop were carried over at the beginning of the new season in November 1949 but at the present rate of railment it is expected that these stocks will be cleared early in 1950 and that all stocks, both old crop and new crop, will be evacuated before the beginning of the 1950-51 season. Only Kano Area groundnuts are subject to inspection, which takes place at time of railment. The standard is based on maximum allowance of impurities. The quality was satisfactory. In January, 1949 it was found that stocks of 1947-48 crop groundnuts were seriously infested with the Trogoderm beetle (*Trogoderma Granarium*). This beetle is a common pest of corn but had not previously attacked groundnuts to any

noticeable extent. Fortunately a unit of the West African Pest Infestation Survey was operating in Kano and was able to recommend suitable control measures. These included fumigation of badly infested stocks by methyl bromide in specially adapted stores, spraying groundnuts stored in pyramids with an aqueous suspension of D.D.T., and treatment of stores with gammexane smoke. Supplies of methyl bromide were flown from the United Kingdom to Kano in a specially chartered aircraft. Priority of railment was accorded to infested stocks. These control measures were operated by the Department of Marketing and Exports and their cost was borne by the Nigeria Groundnut Marketing Board. It is satisfactory to be able to record that the energetic steps taken to combat the pest achieved considerable success and that the total loss in weight as a result of *Trogoderma* depredations amounted to only 187 tons, a very small proportion indeed of the total 1947-48 crop of over 300,000 tons. The fumigation measures introduced to meet the emergency have been continued as routine disinfestation procedure. So far no serious *Trogoderma* infestation has been reported in the 1949-50 crop.

A notable increase in the production of benniseed was recorded. Of the 1948-49 crop, 15,671 tons were purchased for export as compared with 9,300 tons of 1947-48 crop.

The 1948-49 exports of cotton lint amounted to 47,904 bales as compared with 18,442 bales in 1947-48. This sharp increase was due partly to decreased local competition and partly to the introduction of a flat rate price of four pence per pound for Grade I seed cotton at all markets and buying stations. This crop was purchased by the British Cotton Growers Association on behalf of the Raw Cotton Commission. The operations of the Nigeria Cotton Marketing Board commenced with the 1949-50 marketing season, when the same price was maintained as for 1948-49.

With the improvement in world market prices, particularly after the devaluation of sterling, purchases of rubber for export increased, but in spite of the efforts of the Produce Inspection Service Nigerian rubber still leaves much to be desired as regards quality.

Rama fibre, which is found in many parts of the Northern Provinces, is an acceptable substitute for jute. Arrangements were made for production to be stimulated and for the crop to be inspected and marketed under Government arrangements. The intention was either to sell the fibre to the Board of Trade Jute Control in the United Kingdom or to store it for eventual use in the sack factory which it is hoped to establish, but purchases so far have been disappointingly small.

Whilst the export of hides was limited to the United Kingdom skins were freely exportable and a considerable quantity was sent to the United States of America.

Reports from overseas buyers indicate that Nigerian timber has fallen short of the necessary standards of quality and the need for some

form of inspection has been recognised for some time. After consultation with the Timber Advisory Board and representatives of the timber trade, Government introduced a Timber Inspection Scheme which came into operation on the 1st of November, 1949. Inspection is carried out by trained Timber Examiners of the Produce Inspection Branch of the Department of Marketing and Exports. The scheme is limited to the issue of a certificate of quality, at the request of the shipper. No obligation is placed on the shipper to have his timber inspected, and shippers who can satisfy their overseas connections without inspection are free to do so. It is believed, however, that many shippers welcome a facility which has the effect of increasing enquiries from overseas. It is also considered that the interests of the Nigerian timber trade in general, and of the small shipper in particular, will be materially advanced now that it is known to the trade overseas that an official certificate of quality can be obtained. The scheme has been given wide publicity overseas through trade channels and, while it is as yet too early to judge of its success, the numbers of enquiries received from overseas buyer and the requests for certificates of quality have been most encouraging.

Medical

The work of the Medical Department has progressed steadily during the past year but it has been handicapped in all its branches, operative, preventive and training, by a severe shortage of professional staff.

In the sphere of training the outstanding event of the year was the closing of the Medical School at Yaba and its resurgence as a Faculty of the University College, at Ibadan. For the lower grades, Preliminary Training Schools now exist in all the Regions and Schools of Pharmacy at Yaba and Zaria. Each Region now has facilities for the training of Health staff and the training of staff for sleeping sickness and fever is undertaken at Makurdi and Kaduna.

Extensions to hospitals were carried out in many places including Ibadan, Onitsha, Abakaliki, Kaduna and Maiduguri. New or additional maternity centres were completed at Ondo, Shagamu, Owerri, Kano and Kaduna, while the hospitals at Ilorin and Offa were taken over by the Government from the Native Administration.

There were several epidemics during the year; the most severe was one of cerebro-spinal meningitis in the North, mostly in Sokoto and Katsina Provinces. A special team was mobilised to deal with this. Nearly 8,000 deaths occurred out of a total of approximately 42,000 cases. Smallpox is still widespread and there was an outbreak in the Lagos area due mainly to the unfortunate attitude of many of the inhabitants to the disease and opposition to vaccination.

Rural Health Centres were completed at Ilaro and Auchi in the Western Region. That at Ilaro has been opened and is proving popular. The one at Auchi will be started as soon as staff is available. Maternity and Infant Welfare Centres continue to be one of the most popular facilities offered by the Department.

*[H.E. the Governor]**[Medical]*

There has been increasing co-operation between Government and Voluntary Agencies in the provision of medical facilities. A new hospital for the Baptist Mission is nearing completion at Eka and the Seventh Day Adventists hospital at Efa has been extended. New hospitals or extensions of hospitals which will be run by Voluntary Agencies with the assistance of Government are planned at Uromi, Amibo, Eket and Bansa.

Survey and research have been carried out by the Field Units, the Sleeping Sickness Surveys, the West African Institute for Trypanosomiasis Research, the Malaria Service, the Leprosy Service and by a Research Team from Liverpool University into filariasis.

The Sleeping Sickness Survey has continued to carry out treatment and clearance work. In general trypanosomiasis was found to affect well under one per cent of the large number of individuals examined in the field. The majority of cases treated and still in the more central Provinces of Benue, Plateau and Zaria, where the special dispensary system is concentrated.

Two additional Field Units have begun work and have undertaken more detailed surveys of smaller population samples in selected rural areas. These surveys have revealed in some cases high incidences of a variety of parasitic, infective and nutritional diseases, any real alleviation of which will require a combination of mass treatment and effective propaganda in hygienic and agricultural improvements.

The Research Unit of the British Empire Leprosy Relief Association reports success in the treatment of leprosy with sulphone drugs and they are experimenting with a form of treatment which it is hoped will reduce the cost. Other new drugs are also on trial. It is hoped soon to start at Ibadan a West African Institute for Leprosy Research. Valuable preliminary research was carried out in Alaro between March and October by the Senior Malariologist and other members of the Malaria Service into the control of malaria by mosquito eradication by means of the spraying of houses with gammexane. The results were encouraging and a further campaign on a larger scale is planned for 1950.

Meteorological

The Meteorological service was under the control of the Air Ministry from 1941 until the 30th of September, 1947, during which time a very considerable expansion of the service occurred. During 1947, at the request of the West African Governments, an Assistant Director of the Meteorological Office visited West Africa and made a report giving recommendations for the organisation of a Meteorological service for British West Africa. The organisation provided for Regional Headquarters at Accra and a local organisation in each territory. The Meteorological service was to be administered by the Director of Public Works. The organisation was reviewed in August, 1948, and it was agreed that the meteorological service should become a separate department of Government, though subject to the technical direction of the Director at Regional Headquarters, Accra. This was made

[H.E. the Governor]

[Meteorological]

effective from last April. A proposal has now been put forward to the West African Governments to move the Regional Headquarters to Nigeria. This is being considered.

The Meteorological service consists of a Headquarters at Ikeja, forecasting offices at Kano and Ikeja and twenty-five reporting stations distributed throughout the country. There are also a number of temperature and rainfall stations. The forecasting offices at Kano and Ikeja receive wireless broadcasts of weather reports covering a great part of Africa and parts of Southern Europe and prepare weather maps at three-hourly intervals ; on the basis of these maps forecasts of the weather to be experienced during flight are issued to all aircraft departing from Nigeria, and aircraft in flight are warned of adverse weather in their path. Thirty-six new observers were recruited and underwent a three months training course during the year but this did little more than cover the loss of staff due to promotions and resignations. Four observers were selected for training as Assistant Aerodrome Control Officers.

Permanent quarters and offices have now been completed at Jos, Port Harcourt, Tiko and Ibi and a site and plans have been approved for a permanent office in Lagos but construction has not yet commenced. An average of 214 flight forecasts were supplied each month at Kano and 160 at Ikeja and an average of 213 and 66 landing forecasts were supplied each month to these two aerodromes respectively. These flight forecasts covered routes Algiers, Tunis and Castel Benito in the north, Leopoldville and Stanleyville in the south and Dakar in the west. A 'Preliminary Note on the Climate of Nigeria' was produced in January, 1949, and distributed to all departments likely to be interested. The information contained therein was much appreciated.

Mines

The senior staff of the Department is still eight below the authorised establishment of twenty officers. The slight improvement which occurred during 1948 was offset by the resignation of three officers during the year under review. Two of these resignations were due to inadequate salaries and the other because the officer wished to return to commercial mining. This is a very serious handicap and, although no important development works were held up, the principal duties of the Department, among which I would mention safety inspections, investigation into illegal mining and illegal traffic in minerals and that of advising on and enforcing restoration conditions on mined land, could not be discharged satisfactorily. The first Nigerian to be sent to the United Kingdom for training as a mining engineer has completed the examinations of the second year of the honours degree course at the University of Glasgow. The second Nigerian sent to the United Kingdom for similar training was successful in passing the first year examinations at the School of Metalliferous Mining in Cornwall. During the year a third Nigerian was awarded a scholarship for similar higher training and will proceed to the United Kingdom this year.

[H.E. the Governor]

[Mines]

The production of cassiterite ore amounted to 12,175 tons compared with 12,741 tons in 1948. Although no new large mining areas were discovered, the number of applications for mining land in the known tin bearing areas was considerably greater than in previous years. The exploration of the deep lead and tin deposits indicated as extending under the basalt flows on the Plateau continues to interest some operators; but the method by which such deposits are to be most efficiently extracted has not yet been solved.

For the first time for nearly eight years, free market dealings in tin were resumed by the London Metal Exchange on the 15th November 1949. At the same time the Ministry of Supply discontinued the bulk purchase of tin ore.

Columbite production amounted to 887 tons ore, a reduction of 209 tons compared with that for 1948. The decrease is largely due to the completion of the re-treatment of most of the old dumps from tin ore dressing plants. Small quantities of tantalite and wolfram were also produced.

A little over 200 tons of lead ore and some fifty tons of zinc ore were exported during the year. Work on the lead/zinc deposits at Nyeba, Ogoja Province, by the Mines Development Syndicate (W.A.) Limited, has been concentrated on the opening up of the Nyeba mine by underground development and power drilling to prove the extension of the ore bodies in depth. Geological reconnaissance and prospecting have also been actively carried out with encouraging results on other lead/zinc prospects in the Province by geologists employed by the same company. The Amalgamated Tin Mines of Nigeria Limited also commenced prospecting operations on lead/zinc deposits near Ishiogo, Ogoja Province.

Despite the increase in price of gold during the year to £12 8s 0d per ounce troy, the production of gold amounted to 2,825 ounces troy, a decrease of about 470 ounces on that for 1948. This was due to the continued high price for tin which has, as in the past, a direct bearing on gold production. On account of the continued difficulty in obtaining the services of a sufficient number of trained mining engineers, tin operators were again unable to spare engineers for gold prospecting.

The investigations by the Shell D'Arcy Exploration parties into the possibility of an economic oilfield in the Eastern Provinces have continued throughout the year. The programme carried out has been prospecting by geological and geophysical methods, principally in Owerri Province.

The Cameroons Mining Corporation, through its technical managers, A. O. Nigeria Limited, carried out geological reconnaissance and prospecting of the Cameroons under United Kingdom Trusteeship. As no minerals of economic value were found in that part of the territory administered as part of Bornu Province, further prospecting in this area was abandoned during the year. In the other parts of the

territory there are indications of mineralisation, but so far they have not been discovered in quantities of economic value. Further geological reconnaissance and scout prospecting are continuing in these areas.

Police

Mr T. V. W. Finlay, C.M.G., the Commissioner of Police, went on leave preparatory to retiring on the 27th of September and Mr I. H. E. J. Stourton, O.B.E., Commissioner of Police, Uganda, has been appointed to succeed him but has not yet taken up duty.

Five hundred and eighty recruits for the Southern Provinces passed out of the Southern Training School between the 1st of January and the 31st of September, 1949, an increase of 293 over the same period for the previous year. The training of recruits has been temporarily impeded by the transfer of the Southern Training School from Enugu to the new training buildings at Ikeja, to be named the Southern Police College. The staff of the College is now working out the considerable administrative problems involved in opening the new College and once these have been overcome training should be easier and more efficient, and the recruits' conditions and facilities for work and recreation will be greatly improved. For the first time recruits will mess communally in dining halls and will be accommodated in dormitory blocks. When the Nigerian Police Force has been brought up to strength recruits from the Native Administration Police Forces in the Western Provinces will also be trained at Ikeja.

In the Northern Provinces it has been difficult in the past to secure suitable recruits with the necessary standard of education but an improvement has been brought about by a recruiting drive initiated by the Commandant of the Northern Police College. The move into the new buildings of the Northern Police College should take place shortly and training facilities will then be available for recruits from Native Administration Police Forces as well as from the Nigerian Forces. The establishment of superior police officers is still considerably under strength although the position has recently improved. It still appears difficult to recruit suitable expatriate officers on the terms at present offered. Nineteen Nigerian officers now hold superior police officer rank. In September the new rank of Senior Superintendent of Police was created to recognise the increased responsibility of officers commanding more important police provinces. Two courses were held during the year for potential sub-inspectors and competition for this rank is very keen. The Commissioner of Police has also been able to select a number of inspectors to act in superior posts and the smartness and bearing of these officers has favourably impressed members of the Public Service Selection Board. Seventeen superior police officers attended courses or attachments to the United Kingdom Forces while on leave. Three officers are at present attending the Devonshire Course. Six Nigerian Assistant Superintendents of Police promoted from the rank of Inspector have been granted study leave to attend a course in the United Kingdom.

[H.E. the Governor]

[Police]

One Inspector who held a Government scholarship returned from the United Kingdom after being called to the Bar and was promoted to Assistant Superintendent. The buildings vacated by the Southern Training School in Enugu, the old buildings of the Northern Police College and a special school adjacent to the Southern Police College will be used for refresher courses as soon as the strength of the Force is up to establishment. Staff courses for selected men from all Regions were held during the year including a general photographic course for men wishing to train as photographers, a refresher course for experienced photographers on the use and maintenance of the new Flexaret II camera which is being introduced into the Force, and a fingerprint course.

On the 1st of April, 1949, the Clerical Branch was merged with the remainder of the Force and became Headquarters Province. All clerks will wear uniform and in due course be trained in elementary police duties. Later it will be possible for suitable officers at certain stages of their career to transfer from clerical to general duties or vice versa. The construction of a card index and central registry of all arms in the country was commenced in June, 1949 and it is hoped to complete it by April, 1950. The total number of sets of fingerprints now filed in the bureau is 190,580.

During 1949 Motor Traffic Units were inaugurated in the Northern and Western Provinces; the Eastern Provinces unit will commence work as soon as a Superior Police Officer can be made available to take command. Good work has been done by these units on the main roads of their regions, though much remains to be done to improve the standard of driving of the public. Work has continued steadily during the year with the object of keeping adequate supervision and control of motor vehicles and accurate records while avoiding unnecessarily intricate and irritating controls. Since the 1st of January, 1949, all commercial vehicles have to report every six months for inspection by police officers and may not use the highway until a certificate of roadworthiness has been obtained. This year also the finger prints of all professional drivers have been recorded. The objects are to reduce the number of accidents caused by unsafe vehicles and to prevent impersonation by drivers at driving tests. Vigorous action is being taken by the Railway Police against crime on the railway system. A "666" system in Lagos on the lines of the "999" wireless vehicle system in the United Kingdom continues to enjoy the confidence of the public and its value to the Senior Superintendent of Police is such that a possible extension of the scheme is being considered. The present wireless vehicles are not as robust as could be wished and a more satisfactory type is being sought.

Approximately 38,348 cases were dealt with by the Nigeria Police in 1949 compared with 34,343 in 1948. This shows an appreciable increase which is mostly accounted for under the various classes of stealing, unlawful possession, wounding and offences

against the person, bribery and corruption. 1949 showed an increase in the number and seriousness of breaches of the peace. The causes were mostly local politics or industrial disputes.

A disturbing number of cases of dishonesty, forgery and fraudulent false accounting have been reported from various Government Departments, the main contributory factor being lack of supervision. A similar state of affairs seems to prevail in ordinary business. There have been numerous reports of unsatisfactory overseas trade transactions which are often cases of obtaining goods by false pretences. In most cases the offenders cannot be prosecuted because the complainants are not in Nigeria. So serious and widespread have these cases become that the Criminal Investigation Department have consulted the Department of Commerce and Industries with a view to the publication of a trade black list in the interest of Nigeria as a whole.

In many parts of the country counterfeit one pound West African currency notes have appeared, some of them so good that at first it was thought that they were imported from Europe, but it was eventually proved that they had been made by a number of African photographers mostly in the Eastern Provinces. 716 counterfeit notes from sixty-eight different plates have been reported; thirty-seven persons have been charged and convicted for making these notes and it would appear that production has recently decreased.

A disturbance necessitating strong police intervention occurred at Isua in Ondo Province during mid-February. Political friction and resentment was apparently the cause and a resultant refusal to pay tax led to the disturbance which included an attack by a mob of the Afin of the Olisua. A considerable force of Nigeria Police, under the command of three Superior Police Officers, was on the scene within a few hours and it was found necessary to use tear smoke and batons to deal with a rioting crowd. This effectively restored order and a total of sixty-four tax-defaulters and rioters were arrested and dealt with by Court without further incident occurring. A riot occurred in the village of Torugbene in Forcados Division during the month of February. This was due to a dispute between two sections of the community. The Police proceeded to the scene and as a result of investigations thirty-three persons are awaiting trial on a charge of riot and one on a charge of murder. Disturbances in Ijebu Remo area during the latter part of 1948 necessitated a contingent of Nigeria Police remaining in that area until the end of February 1949. At Ngwa in Aba Division women demonstrated against Native Councillors over rules in connection with the tethering of livestock. Vigorous police patrolling prevented a breach of the peace.

The Police Adviser to the Secretary of State, Mr W. C. Johnson, C.B.E., visited Nigeria in March and April and toured extensively. He had cause to criticise deficiencies in housing and equipment and his reports have already enabled the Force to benefit, particularly in the matter of equipment. A bicycle allowance for all members of the rank and file in possession of a bicycle was approved during the year.

Two new appliances have been delivered to the Lagos Fire Brigade. The strength of the Brigade is now eighty-nine. 121 calls were received during the year of which nine were false. The Police Band toured in the Warri and Benin Provinces in January and February and in May and June in the Northern Provinces, and proved very popular with all sections of the public.

The discipline of the Police Force which has had many difficult tasks to face has been excellent.

Posts and Telegraphs

There has been an improvement in the Senior Service staff position in the Accounts branch. It is less satisfactory in the Postal Services branch, but the shortage of trained technicians in the Engineering branch is a very serious handicap to all plans for the development of the service. Within a total Engineering establishment of thirty-seven officers there are still twelve vacant posts. There have been increases in staff in nearly every grade of the Junior Service.

Training in the Technical School, where instruction has also been provided for police candidates, has advanced, but complete training in the Postal Schools is not yet possible. Nine officers are undergoing instruction in the British Postal Administration.

The expansion of the Postal Services continues. There are now 134 Post Offices in the country and 441 Postal Agencies. During the year Post Offices affording full public service were opened at Gudi, Ifo, Auchi, Ikirun and Issele-Uku, replacing former Postal Agencies and a temporary Post Office was opened in a reconstructed Army mobile wireless van at Idumagbo in Lagos. The parcel traffic is still increasing, particularly to and from the United Kingdom. House-to-house delivery of correspondence in urban areas has been improved and rural postmen were introduced into forty-nine districts. The recent revision of the internal air services has resulted in an increase of the frequency of despatch over nearly all routes and an improvement in the internal mail services has been effected over one launch and eight motor routes.

New telephone exchange with trunk facilities have been opened at Gusau, Funtua and Ifo and public call boxes with trunk facilities at Ado Ekiti, Ikerre Ekiti and Issele-Uku. New switchboards to replace the old and over-loaded boards at Ibadan, Enugu, Calabar and Onitsha have been received. The first two are now being installed but those for Calabar and Onitsha await the erection of new buildings to house them. A third extension to the Lagos exchange has been completed bringing the total capacity to 1,600 subscribers. No further extension to this exchange is possible and further expansion must await the installation of the new automatic exchange now on order. Equipment for the Port Harcourt automatic exchange has been received. The installation work, which is in hand, was held up by late delivery of the air condition equipment and associated power plant. New exchanges in the Colony area are being installed at Ikeja, Oshodi and Ikoyi. The number of applicants for telephones on the waiting lists in the larger

exchange areas increased during the year. Little can be done to reduce these lists until larger exchanges have been installed and additional underground cable laid. Equipment and cable which were ordered over two years ago are now arriving.

The Oshogbo-Akure trunk line has been reconstructed and new trunk lines have been completed between the following places:—Zaria-Funtua-Gusau, Uyo-Abak, Akure-Ikerre-Ado Ekiti, Aba-Owerri, Ifo-Ilaro, Onitsha-Ogidi, Warri-Ughelli and Oshogbo-Ede. Work is in progress in providing trunk lines on the following routes:—Kano-Katsina, Gusau-Sokoto and Port Harcourt-Degema. The installation of the three channel carrier telephone equipment is still held up on account of a shortage of skilled staff to undertake the work. New telephone circuits were opened to Ado Ekiti, Ifo and Abak and a wireless circuit to Nsukka. A telegraph circuit between Warri and Ughelli is nearing completion.

New Radio Distribution Services were opened at Ijebu-Ode and Kaduna and the work on the Enugu and Katsina installations is nearing completion. Village community listening radio receivers have been set up at Badagry, Ikorodu, Shagamu, Ilaro and Epe. Radio telephone and telegraph links between Ebute Metta, Zaria and Enugu have been installed for the Railway Administration and a radio telephone link between Lagos and Port Harcourt has been provided for the Marine Department. Equipment for wireless communication between Lagos and ships of the Marine Department when at sea has also been erected.

The Post Office Savings Bank deposits increased during the year from £2,386,000 to the record figure of £2,989,000 and there has been an increase in money order and postal order business. Universal Postal Union commemorative stamps to the values of 1d, 3d, 6d and 1s were on sale from the 10th October, 1949. Air letter forms bearing printed 1d postage stamps were introduced on the 1st of October for use on the internal mail services and a similar O.H.M.S. airgram form has also been made available.

Printing

The outstanding achievement by the Printing Department during last year was the completion of the printing of the Revised Edition of the Laws in time for it to be laid on the table of the House in November. This was an event of which all members of the Printing Department can be justly proud, when it is realised that all the printing and binding was performed by the regular African staff without any addition to their number. When it was known that the machinery would not arrive in time for the work to be done at the Kaduna branch, as was originally intended, the minimum of essential machinery from the parent press was installed in a temporary building at Apapa for the exclusive printing of the Laws. As the sheets were printed at Apapa they were brought to Lagos to be folded, sewn, bound and finished. Printing of the Laws was not confined only to the eleven bound volumes; hundreds of copies

of each separate chapter and subsidiary legislation were also printed. These individual copies should prove invaluable to Departments and members of the public whose interest is confined to particular Ordinances.

With the expansion of Departments the demand for printing continues to grow. During the past twelve months over twelve million forms of varying sizes and descriptions were printed. The public's interest in the affairs of Government and in the debates in the Legislative Council is reflected in the increasing demand for Government publications. For example, 450 copies of the 1947 Budget Session were printed and there are 16 copies still in stock. The debates of the 1948 Budget Session had to be printed in two volumes and there was a great demand for the first printing, with the result that it was out of print within a week of publication and a further 500 copies were immediately reprinted, making a total of 1,136 copies. The demand for the debate of the Third Budget Session 1949 was such that the edition of 1,100 copies was out of print within a few weeks after publication.

The Northern Regional Press at Kaduna continues to be strained to the utmost in its endeavour to meet all the calls on printing in that Region. The building has been extended but as certain machinery which has been ordered for some time has not yet arrived it has not been possible to carry out the proposed extension of plant and equipment. The Regional Press at Enugu, although in an unfinished state, was occupied in November for the purpose of installing machinery and other essential equipment in readiness to undertake the printing necessary for this present Session of Legislative Council. This modern building has been designed to provide ideal working conditions for the staff and to meet the needs of the Eastern Provinces for many years to come. The canteen and ladies rest room should prove welcome amenities. The new press building at Ibadan which will be identical with the one at Enugu is nearing completion.

The typewriter repair depot at Apapa has been working to capacity and in spite of delays in the delivery of spare parts a total of 693 typewriters were repaired and put into service during 1949. There is a world-wide demand for new typewriters and orders are still unfulfilled. No typewriter was supplied during the year to meet the 1949-50 indents. The new machines which were received were in respect of orders placed in 1947.

Public Relations

In the field of public relations the most important development during the year was the advent of "Radio Nigeria". When the Legislative Council met at Ibadan in March, arrangements were made for a daily summary of the proceedings to be broadcast by means of transmitting apparatus improvised by the Posts and Telegraphs Department. The experiment was so successful and aroused such evident public satisfaction, that it was decided to broadcast regular programmes from Lagos. Reception has not been

good in all areas or at all times of day, but the station has attracted a large number of listeners and has done pioneering work which will be of value when the permanent national transmitter is installed and a full-scale broadcasting service established.

1949 also saw the formation of the Department's own Film Production Unit, staffed partly by Nigerians recently returned from a special course of instruction at the Colonial Film Unit School at Accra. Films will be produced for display both in Nigeria and overseas.

The crews of the mobile cinema vans suffered from frequent mechanical breakdowns, but films were shown to audiences totalling nearly a million people.

The Photographic Section, which is another new venture, has had a busy year. The calls made on it by various Government Departments have left it so far with little time for the preparation of "picture stories" for export, but it is hoped that before the end of 1950 the Section will be completing one story each week for distribution overseas.

The second pamphlet in the series "Leg. Co. at Work", containing an account of the proceedings at the Budget Session held at Ibadan, was published in August and has been in great popular demand. In the North a 26-page pamphlet in Hausa, dealing with the Budget Session of the Northern House of Assembly, was equally well received. The Ibadan Regional Office now produces its own monthly newspaper, "The Western News", and Enugu will follow this example as soon as new printing equipment has been installed there.

At headquarters more than four thousand press releases were issued during the year and the weekly press conferences were again well attended. The Department's activities continue to be notable for their variety and among projects recently undertaken may be mentioned a travelling exhibition of the paintings of Mr Ben Enwonwu, a second "Regional Public Relations Week" at Ibadan, a free postal course in the rudiments of journalism organised by Mrs Howard at Enugu and the management of Community Centre which is being built at Kaduna.

Public Works

The volume of work undertaken by the Public Works Department continues to grow although the staff position remained unsatisfactory. The maintenance costs of roads have increased by more than £120,000 and new buildings to the value of £660,926 have been completed. While the Development Plan is adding to the permanent assets of the country the maintenance bill will continue to increase.

The building programme of extensions and new construction has included, among the larger items, hospitals at Onitsha, Abakaliki, Kaduna and Maiduguri; trade centres at Yaba and Kaduna and the Technical Institute at Yaba; Women's Elementary Training Centres

at Enugu and Kano; Leprosy Settlements at Onitsha and Uzuakoli and the Central Leprosy Unit at Oji River; Secretariat Extensions and Houses of Assembly at Kaduna and Ibadan; the House of Assembly and the Printing Office at Enugu; Extension of the Printing Works at Kaduna; the Posts and Telegraphs Headquarters at Lagos; Police Training Centres at Kaduna and Ikeja; Police Barracks in Lagos and Ibadan; the Oil Palm Research Station, Benin; a Customs Building at Bota; Trypanosomiasis Research buildings at Kaduna and Vom; Provincial Offices at Jos and Akure; the second part of the Secondary School at Zaria; Workshops at Kaduna; the Agricultural School at Samaru; and numerous Senior and Junior Service quarters. At twenty-five important centres Catering Rest Houses have been completed and are now open, and at eleven aerodromes buildings are in hand for Civil Aviation Radio Operation.

Steady progress has been made on improving trunk roads. A total of 835 miles now have a bituminous surface. Work has continued on the preparation of surveys, plans and detailed designs for a number of large bridges. As steelwork is now being delivered it is hoped that progress will improve, but shortage of technical staff has again been a limiting factor.

The Stores and Workshop organisation of the Department has been improved and new workshops and extensions to those already existing at Provincial centres are in hand at Makurdi, Kaduna, Jos, Port Harcourt, Ibadan and Akure. Receipts from all sources were valued at £1,875,145 and issues of £1,592,293 indicate the magnitude of the task of the Storekeepers.

The sawmills and woodworking shops at Ijora were working to capacity during the year, but were handicapped by serious breakdowns to plant caused by lack of adequate replacements during the war years. Early delivery of new plant is expected and with this installed, it will be possible to supply not only Departmental needs, but also those of the Railway, other Departments and Native Administrations. In spite of the breakdowns, the output of sawn timber reached 621,000 cubic feet.

Urban Water Supply schemes still show little progress, due primarily to the staff position. A secondary cause of delay is the time taken in planning and estimating and the subsequent need for consideration by local authorities of the financial arrangements, since it is incumbent on them to meet part of the capital and all of the operating costs. Water is now being delivered to the town at Minna and the scheme is complete except for a few minor details. With the arrival of material a good start has been made with the extensions to the Lagos supply which, when completed, will deliver about ten million gallons per day, about double the present capacity. Work on the Sokoto supply is proceeding while part of the proposed schemes at Jos and Ogbomosho have been completed. The Warri and

Abakaliki schemes still await pumping plant to complete the work in hand. Schemes have been submitted for consideration to the Local Authorities of Maiduguri, Makurdi, Ilesha, Owode and Offa. A contract has been made for the construction of the Ilorin Water Supply and work has now started.

Better success has attended the Rural Water Supply scheme and the number of water points completed greatly surpasses those in any previous year. This improvement is due to the hard work being put in by all concerned under at times very trying conditions and despite lack of equipment and transport, which is only now beginning to arrive. With this improvement in supplies the progress in coming years should be even greater than that now reported. Progress in drilling has been unspectacular and there was even at one time a threat that work would have to close down because of the non-arrival of casing and the depletion of expert drilling staff. A project which may have far reaching effects is a contract for the drilling of three deep boreholes in Bornu Province. These holes may reach a depth of 4,000 feet each at which depth, it is hoped, water under artesian head may be encountered. No particular difficulties were experienced during the year in maintaining the existing Government and Native Administration operated supplies, apart from the fact that most supplies now require extending to meet the ever increasing demands for which many of them were not designed.

A slight improvement in the staff position has occurred. The permanent engineering staff was 62 per cent and the permanent architectural staff was 72 per cent of the authorised establishment at the end of 1949, compared with 59 per cent and 50 per cent in 1948, while temporary engineers were 36 per cent and temporary architectural staff 66 per cent of the authorised establishment. The recruitment salaries were increased during the year but time alone will show whether this inducement and future prospects are sufficient to make the staff remain. The additional burden thrust upon the already understaffed permanent establishment has been ably and loyally borne but the shortage cannot continue indefinitely without serious detriment to the progress of the Development Plan.

Railway

The revised estimates for the year which ends on 31st March, 1950, indicate that revenue will be £80,000 less than the sum of £6,484,150 which it had been hoped to earn and that on the other hand, expenditure, excluding depreciation of investments, might be expected to show a saving of £103,000 on the original estimate. Unfortunately however there has in the past year been a severe fall in the value of investments and the Railway has to face depreciation to the extent of £250,000. There exists the recently formed Investments Depreciation Account with a reserve of £104,000 but the balance of £146,000 must be borne by Railway revenue; consequently, the net result of the year's working (1949-50) will probably be a loss of £125,000.

*[H.E. the Governor]**[Railway]*

This is the more unfortunate in that a number of increases in Railway rates were made at the beginning of the year with the intention of providing a small surplus to be used to augment the Reserve Fund, the total of which still stands at £1,000,000. It has been stated on many occasions that this Reserve is totally inadequate as a safeguard against future recession in rail traffic. At the present rate of spending a target of £3,500,000 should be aimed at, but the prospects of reaching it are poor indeed. The vigilant control of expenditure which is now enforced is essential if a crisis in the Railway's finances is to be avoided in two or three years time.

Turning to the prospects for 1950-51, the General Manager's draft estimates forecast a total revenue of £6,461,100, an increase of £57,200 over the revised estimate for the present year. This small increase is made possible in spite of a falling off in groundnut tonnages in consequence of the poor 1949 crop. Wagons will however be released for other traffic and, as more wagons are still arriving, the loss of groundnuts should be offset, it is hoped, by increased tonnages of coal, cotton, kola nuts, palm kernels and cocoa.

Expenditure, estimated at £6,633,020 is £103,820 higher than the revised estimate for the present year, but while this increase may not appear considerable it must be noted that the Railway will benefit as from 1st April by the reduction in interest rates payable to Government on capital, to the extent of £150,000. Moreover the large sum provided in 1949-50 for the replacement of assets not chargeable to the Renewals Fund, amounting to £289,550, has been reduced in 1950-51 to £126,480, a further saving of approximately £163,000. Thus, the increase on Operating Account is much greater than appears from the first sentence of this paragraph. It is actually £482,290 and an analysis of this increase shows that approximately three-quarters of it is due to the higher cost of wages and salaries and one-quarter to increased consumption of stores and to the extension of Police services.

The Railway's operation in 1950-51 is therefore expected to result in a net loss of £176,920, after making full provision for depreciation of works and equipment and for interest on capital.

The high rate of capital and renewals expenditure will continue. The greater part of the demand for locomotives and rolling stock has been satisfied but there is a large number of major civil engineering works to be undertaken. The Five-year Programme for the augmentation and renewal of the Railway's capital equipment was estimated in 1947 as likely to cost £8,500,000 and of this more than £4,500,000 has already been spent. Of the funds so far utilised the Railway itself has provided more than one-half from the Renewals Fund and from surpluses and the remainder, amounting to a little over £2,000,000, has been borrowed on a short term basis from the Joint Colonial Fund. It had been hoped to repay these borrowings, and any further which might be necessary, from surpluses earned over the next

ten years but the deficits estimated for the years 1949-50 and 1950-51 indicate that these hopes are receding and that it may be necessary to resort to permanent borrowing unless greater economy of maintenance, an increase in works output and efficiency of operation can be achieved.

Approval has been given to carry out a survey of Bornu Province for an extension of the railway from Nguru to Maiduguri. Thirty years ago Lord Lugard contemplated further extensions to the Nigerian Railway and this was one of his propositions which, he went on to state, would open up the vast plains of Bornu, the soil of which is said to be equal to that of the Egyptian Sudan for cotton cultivation, and would secure the trade of the whole Tchad Basin as far as the Egyptian Sudan. This objective still exists at the present time and, in addition, it has been shown that Bornu can grow other crops of importance equal to, if not greater than cotton, namely grain, groundnuts and rice. In addition this area can maintain sheep, goats and cattle.

There were three possibilities of railway extension into this Province which have at one time or another been seriously contemplated. They are :—

- (a) from Lafia, some sixty miles north of Makurdi, a distance of over 400 miles,
- (b) from Rahama, a distance of some 300 miles, and
- (c) from Nguru, a distance of some 200 miles through Gashua and Damaturu.

The route from Nguru (c) has been chosen not only because it is the shortest but because this extension will, throughout its full distance, traverse country which is almost completely flat. This will greatly simplify and speed up the work of construction. Furthermore, the area between Gashua and Damaturu, which at present is served only by a light dry season road, is to a large extent undeveloped.

The alternative route from Rahama would pass through difficult terrain and so would be costly to construct ; in addition it would be necessary to convert the present Bauchi Light Railway to 3 ft. 6 in. gauge. Quite apart from this, the route would to a large extent duplicate the existing all season road from Jos through Bauchi to Potiskum.

In regard to route (a) from Lafia, this would pass through even more difficult country and would for a greater part of its length run almost parallel with an existing transport route, the River Benue.

With the long awaited arrival of new locomotives and wagons it was possible, for the month of October, to reach the monthly target railment figure of 40,000 tons of groundnuts ; the actual figure was 42,317 tons. Unfortunately in November and December the Railway was short of coal on account of the coal strike and this restricted railings.

[H.E. the Governor]

[Railway]

At the same time there was abnormally low water in the River Niger which resulted in a considerably reduced evacuation of groundnuts *via* Baro.

The outlook for the coming year in regard to groundnuts is disappointing in view of the considerable reduction in the 1949 crop. Whilst it is now probable that Kano will be cleared of all groundnuts by the end of next summer the reduced crop means that during the following month or two the Railway may have no groundnuts to move. The shortfall in revenue on this account is likely to amount to about £480,000 and this shows the extent to which the Nigerian Railway finances are dependent upon the vagaries of a seasonal crop.

With the arrival of additional third class coaches it has been possible to provide for improved passenger train services throughout the railway. An additional Limited train now runs each week between Lagos and the North and another between Enugu and the North. Additional local and semi-local passenger trains were introduced between Iddo, Lafenwa, Ibadan and Offa, with corresponding increases in branch line trains. Unfortunately these, too, were upset by the shortage of coal during the colliery strike. Still further improvements are planned as further coaches become available. The new third class coaches are provided with upholstered seats and other improvements.

Four new 32-seater passenger buses have now arrived and are being put into operation for the conveyance of passengers by the Railway Motor Department on the Gusau-Sokoto road.

The large building and expansion programme has severely taxed the Civil Engineering section, but the relaying of the line between Jebba and Minna, including several re-alignments between Zungeru and Minna, has been completed and the major work of regirdering the Akerri Bridge is well in hand. Relaying between Zaria and Kano, using pre-assembly methods has made excellent progress and it is hoped to complete fifty miles before the end of the year which, considering that the work has to be carried out without interference to the passage of trains, is a creditable rate of progress.

Technical staff is still lamentably short of what should be available for the works on hand and progress on smaller building projects has been very slow and often costly on account of the lack of efficient supervision. In regard to some of the major items of reconstruction, it was possible to obtain the assistance of the Crown Agents who sent out a survey party to plan the necessary re-modelling and it is hoped that it will soon be possible to commence work upon this extensive undertaking.

Regional Production Development Boards and Regional Development Boards

The Regional Production Development Boards formed under the various Marketing Board Ordinances have the aims of developing the groundnut, benniseed, oil palm produce and sunflower industries and

of increasing the prosperity of the areas of production. The Regional Development Boards, commonly called the Loans Boards, established under the Regional Development Board Ordinance, grant loans for local industries and communal enterprise. All these Boards have substantial African majorities and were formed during 1949.

The Northern Regional Production Development Board has approved the allocation of funds amounting to £752,000 on development schemes of major importance. These included a scheme for the wide-spread distribution of fertilisers, a scheme for the cultivation of rice with mechanical aids at Sokoto, two Native Authority Land Resettlement schemes at Shendam and Kontagora, and the establishment of a pool of agricultural equipment at Samaru. The Northern Regional Development Board has approved expenditure of £63,400 on various schemes, including a palm oil mill to be erected at Ayangba in Kabba Province and six groundnut oil expressing mills. In addition the Board granted a loan of £35,100 to the Kano Citizens Trading Company for the erection of a weaving mill in Kano.

The Eastern Regional Production Development Board has given its attention to matters of policy and planning in connexion with the pioneer palm oil mill expansion scheme, for which the Board decided to accept responsibility in future. An order has been placed for a further fifty mills of the size at present being operated and constructed in the Region and for two double sized mills for experimental purposes, at a cost of approximately £320,000. Storage and housing accommodation is estimated to cost a further sum of £80,000. At its last meeting the Board considered, among other schemes the setting up of two Palm Plantations, a cattle-ranching project in the Northern Ogoja Province, a cashew-nut plantation near Enugu and the financing of research into the possibilities of the copra industry and rice production in areas which have hitherto been unproductive. The Eastern Regional Development Board has considered applications for loans totalling £47,222 for the development of various enterprises, including the Bamenda-Calabar Cross River Settlement Scheme, a deep sea fishing industry, piggeries and agricultural development schemes, saw milling and motor repair workshops. The Board approved expenditure totalling £34,150. A general statement of the purchases for which the Board can make grants and loans and the form of development which it is anxious to encourage has been widely circulated in the Region.

The Western Regional Development Board and the Western Regional Production Development Board have started operations on a modest scale. The former has granted twelve loans to a total of £30,108, in addition to ten totalling £28,715 which were granted or approved by the Nigeria Local Development Board for enterprises in the Western Provinces. The Production Board has plans for setting up eight pioneer oil-mills in the Western Provinces, two of which are nearing completion in Warri Province and further measures for the

[H.E. the Governor]

[Reg. Prod. Dev. Bds. and Reg. Dev. Bds.]

assistance of oil palm industry are under consideration. Attention is also being given to proposals for land utilisation, one of the principal objects of which will be the production of local foodstuffs; these, however, are as yet only in the embryonic stage.

The Colony Development Board came into existence on the 14th of May. It assumed the function formerly exercised by the Nigerian Local Development Board in Lagos and the Colony Districts. The Board began its operations by means of a grant of £50,000 and acquired from the Nigerian Local Development Board rights and interests in loans amounting to about £34,000. It also assumed the responsibility for making loans of £37,000 approved by the Nigerian Local Development Board before its dissolution. Since its inception the Board has disbursed £14,250 for the financing of such enterprises as textile mills, potteries, furniture factories and undertakings for food preparation. It has before it at present applications for funds for a variety of other enterprises.

Statistics

The Department of Statistics is still in an early stage of development because until recently it suffered from a severe lack of trained staff. Until June 1949 only one trained statistician had been appointed, but since the arrival of the first substantive Government Statistician in June, four statisticians have been appointed and the Department is now in a position to plan for the future and deal with the duties assigned to it. During the early part of the year the principal tasks undertaken were the publication of the Monthly Trade Summary, the Annual Trade Report, food price statistics, migration statistics and the collection of special information to meet particular requests. Later in the year as opportunity arose for examining the existing data and of the means employed in its preparation, it was found that in some cases methods in use cause much delay and frequently the basic information was inadequate. It is realised that the Trade Summaries are still published too late to achieve their full value, and to meet this difficulty a printed trade summary is being prepared in roneoed form and will be published in this manner until such a time as it is possible to issue a fuller printed version at greater speed. Reorganisation within the Department has brought internal work up to date and delays in publication are now due largely to other causes.

The Department is planning to produce a statistical digest which will cover external trade, public finance, transportation, communications, prices and various miscellaneous matters. Until it is possible to organise the preparation and publication of a booklet, cyclostyled sheets will be issued covering these main headings. The information provided should prove of value to the economist or administrator.

Preparations are being made for two major projects. The first is a census of the population of Nigeria, associated with which is the census of Lagos, which was undertaken at the end of last month. This will

not only give useful experience for the proposed larger census but will also be able to provide electoral rolls for use in connection with the proposed Lagos Local Government Ordinance. The planning of a census of Lagos alone called for much thought and ingenuity but the planning of a national census of Nigeria calls for the use of many new methods if results are to achieve substantial accuracy and great care will be needed to overcome the objection of most of the people to answering questions of the nature required.

The second major project is a census of agriculture. This will form part of a world agricultural census for which a request has been made by the United Nations. No census of agriculture has ever been taken in this country. It is not possible, as in many other countries, to send a questionnaire to every farmer and so the first stage will be to divide the country into areas within which agricultural conditions are similar, and then to make an intensive survey in certain parts of each area. By this means it should be possible to obtain reasonably reliable data which should give a picture of production within the country. It is hoped that the field work for this census will be completed by the end of 1950.

The Department is also engaged in many other tasks, all of which are important to the development of Nigeria. Cost of living index numbers are constantly being called for. This task alone necessitates an extensive study of conditions in the country as well as the collection of information on the prices of food, clothing and household goods, rents and other necessary expenditure. Statistics of births, deaths and incidence of sickness are required, not only for medical purposes but also for an assessment of the rate of change of the population. The Department is also endeavouring to set up an advisory service to provide assistance to other Departments and to take over tasks which call for the use of the statistical machines with which the Department is equipped. Steps are being taken to train Nigerian staff to undertake responsible duties within the Department.

Survey

The Survey Department is now passing through a transitional stage of reorganisation involving considerable expansion and decentralisation of staff and work. It is hoped that this will enable the Department to assist other Government Departments and the public to the fullest extent and to remove an impediment to the satisfactory economic development of the country arising from an inadequately staffed Survey Department. The Department will be fully regionalised as from the 1st of April, 1950. The first sub-regional office has been opened at Benin and eight more are expected to be opened in the Western and Northern Provinces during the 1950-51 financial year, but at the moment the financial situation in the Eastern Provinces does not permit of similar expansion,

The enlargement of the Junior Field Survey Staff has been accomplished by the establishment of Departmental Training Centres at Kaduna and Enugu and it is expected that about fifty trained survey assistants will pass out of these two Centres during the present year. It has been found necessary to accept a wastage of nearly 30 per cent during training in view of the importance of obtaining men suited to such an arduous career. In order to deal with increasing work expected of the Department it is hoped to be able to treble the field staff between last year and 1951. The number of outstanding surveys for development projects and layout still exceeds 1,000. There has been a growing volume of applications for mining surveys in the Northern Provinces. In March a monthly record of requests for the survey of 114 new areas was received and by October the number awaiting survey had reached 881, but with the posting of field staff from the Kaduna and Enugu Training Centres the number employed in the mines field has increased from six to twenty-six and the arrears of requests for surveys are at last being reduced.

In a technical field covering the survey and mapping of ground the work of the Department has been revolutionised by the introduction of aerial survey methods which produce dramatic savings in time and costs compared with the traditional ground methods. For example, the mapping of the large town of Oshogbo has been completed by air photography in four weeks by two trained men. In contrast the services of several highly skilled surveyors would have been required for some months to complete the mapping by ordinary ground methods.

The air photography of Nigeria is undertaken by the Survey Department which operates a specially modified Dove aircraft chartered from W.A.A.C. and operated by the R.A.F. The latter is responsible for a scheme of small scale photography of the whole country from which maps are produced within a few months of the aerial photography by the Directorate of Colonial Surveys in London. The production of contoured maps from aerial photography is a lengthy process and must inevitably be spread over a number of years. During 1949 the R.A.F. photographed about 18,000 square miles of territory and from these photographs the Directorate of Colonial Surveys mapped a total of 6,000 square miles in the Kontagora area and 8,000 square miles in the Sokoto area. Apart from the provision of much needed topographical maps the air survey organisation enables the Colonial Survey Department to concentrate on cadastral surveys which have now become a matter of urgency. In addition to the R.A.F. photography, which is financed from Colonial Development funds, the Survey Department undertakes, with Nigerian funds, large scale photography and mapping of selected areas for Government; in addition the Department is prepared to undertake unofficial work on payment and has already earned about £2,000 for Revenue from such sources. In this connexion some photography was carried out in the latter part of November on behalf of the Gold Coast Government. Projects of particular interest

undertaken during the year included the air photography of the river crossings along the proposed extension of the Nigerian Railway from Nguru to Maiduguri. Altogether the Department has completed 12,000 square miles of photography in the first season of flying operations extending over six months.

With the easing of the paper supply situation steps have been taken to replenish stocks of maps. In 1949 the output of printed maps was four times that of any previous year and amounted to approximately 200,000 maps. Arrangements for the sale and distribution of maps have been extended and it is now possible to obtain them from Survey Offices and C.M.S. Bookshops throughout the country. This has been undertaken in spite of the handicaps of cramped space and shortages of staff and it is hoped that within the next two years to overcome some of these difficulties.

The serious shortage of Senior Service Officers in the Survey Department continues. While there are still eight vacancies out of a total establishment of twenty-three Senior Service Surveyors there are signs that the recruitment situation is improving. Of the fifteen Senior Service Surveyors at present available in the Department four are Nigerian and in addition fifteen Junior Service Surveyors are on Senior Service courses in the United Kingdom. Four Junior Service technical officers are completing courses in map production at the Ordnance Survey offices in England. One Junior Service Surveyor taking the Intermediate Science course at Ibadan was awarded a scholarship by the College Authorities on the results of his first year's work.

Veterinary

The professional staff in the Veterinary Department continues to decrease in number. This is a great handicap to the wide programme of activity which the Department could otherwise undertake.

Successful results have been achieved in research into the local production and testing of a vaccine against Rinderpest prepared from a rabbit adapted virus. A field test amongst the highly susceptible non-zebu cattle of the Eastern and Western Regions of Nigeria was most encouraging. The production of biological products for disease control has increased in quantity and variety to meet local and some export demand.

Experimental work with Antrycide, the much publicised trypanocidal drug has so far had disappointing results in that the curative action varied with different strains of the "Sleeping Sickness" of animals. Research has been undertaken in the mineral deficiencies of grasses and other livestock fodder and on their effect on the growth rate of animals. The control of the diseases of livestock in the field is largely confined to prophylactic immunisation against the major epizootic conditions and measures to limit extensions from outbreaks.

[H.E. the Governor]

[Veterinary]

Six of the ten veterinary immunisation centres to be built under the ten-year development plan have now been completed and the others are under construction.

Livestock improvement continues by demonstration in health husbandry, reduction of undesirable stud animals, conservation of feeding stuffs and the augmentation of water supplies. Livestock improvement centres have been set up in several places in the Northern Region for the study of various indigenous types of zebu cattle and a horse breeding centre has been established by the Katsina Native Authority. In the Western Region a centre is under construction at which investigations will be made into dwarf shorthorn breed of cattle of the coastal areas. The existing centres in the Cameroons and Plateau areas are of increasing interest to stock owners. Meat production and distribution received increasing attention with the aim of reducing the wastage of carcass meat during the movement of cattle. Hides and skins now rank very high in value as an export commodity and the work to improve the quality continues. A mobile demonstration and exhibition van has proved of good propaganda value in this respect. In the Eastern Region where a few years ago there was considerable opposition to flaying, the skin being considered as an edible portion of the carcass, the value of the hides produced suitable for export is estimated to have exceeded £50,000 in 1949.

The training of certificated technical assistants for the Junior Service for field or laboratory work continues at the departmental residential Veterinary School. Eleven veterinary assistants completed their course of training; three of them after a three-year course have accepted employment in the Department and the eight others after a single year's course returned to their employment with the Native Authority which had sponsored their education. It has not been possible to recruit the full establishment of teaching staff which has again been depleted. A field Training Centre was opened at Zaria for practical instruction in new methods for various Native Authority employees. The Livestock Mission report is still being given consideration. The members of the Mission were impressed with the qualifications and personal characteristics of a Shuwa Arab studying veterinary science at the Assistant Veterinary Officer's Course at Vom and he was offered a place at the Veterinary School of Liverpool University. He was granted a Government Scholarship and is now in the United Kingdom.

Washington

The following is a list of the names of the persons who have been appointed to the various positions of the Executive Department of the Government of the United States, under the administration of President Andrew Jackson, from the year 1829 to the year 1836. The names are arranged in alphabetical order, and are given in full, with the date of their appointment, and the name of the President under whom they were appointed. The names are given in full, with the date of their appointment, and the name of the President under whom they were appointed. The names are given in full, with the date of their appointment, and the name of the President under whom they were appointed.

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Debates in the Legislative Council of Nigeria

Friday, 3rd March, 1950

Pursuant to notice the Honourable the Members of the Legislative Council met in the Chamber of the Eastern House of Assembly, Enugu, at 9.30 a.m. on Friday, the 3rd of March, 1950.

PRESENT

OFFICIAL MEMBERS

- His Excellency the Governor,
Sir John S. Macpherson, K.C.M.G.
- The Chief Secretary to the Government,
The Honourable H. M. Foot, C.M.G., O.B.E.
- The Chief Commissioner, Western Provinces,
His Honour Sir Chandos Hoskyns-Abrahall, C.M.G.
- The Chief Commissioner, Northern Provinces,
His Honour Captain Sir Eric Thompstone, K.B.E.,
C.M.G., M.C.
- The Chief Commissioner, Eastern Provinces,
His Honour Commander J. G. Pyke-Nott, C.M.G., R.N.
- The Acting Attorney-General,
The Honourable A. Ridehalgh, K.C.
- The Financial Secretary,
The Honourable E. Himsworth.
- The Director of Medical Services,
Dr the Honourable G. B. Walker, C.B.E.
- The Development Secretary,
The Honourable C. J. Pleass, C.M.G.
- The Director of Education,
The Honourable R. A. McL. Davidson, C.M.G.
- The Director of Agriculture,
The Honourable A. G. Beattie.
- The Director of Public Works,
The Honourable R. W. Taylor.
- The Commissioner of Labour,
The Honourable A. H. Couzens.
- The Commissioner of the Colony,
The Honourable E. A. Carr.
- The Senior Resident, Kano Province,
The Honourable B. E. Sharwood-Smith, E.D.
- The Secretary, Eastern Provinces,
Commander the Honourable S. E. Johnson, R.N.
- The Senior Resident, Oyo Province,
The Honourable P. V. Main,

UNOFFICIAL MEMBERS

- The Member for the Colony,
The Rev. and Honourable T. A. J. Ogunbiyi, O.B.E.
- The First Member for the Western Provinces,
The Honourable A. Obisesan, O.B.E.
- The Second Member for the Western Provinces,
The Honourable T. A. Odutola, O.B.E.
- The First Lagos Member,
Dr the Honourable I. Olorun-Nimbe.
- The Emir of Gwandu,
The Honourable Yahaya, C.M.G., C.B.E.
- The Emir of Katsina,
Alhaji the Honourable Usuman Nagogo, C.B.E.
- The Oni of Ife,
The Honourable Sir Adesoji Aderemi, K.B.E., C.M.G.
- The Atta of Igbirra,
Alhaji the Honourable Ibrahim.
- The Emir of Abuja,
The Honourable Sulemanu.
- The First Member for the Northern Provinces,
The Honourable Bello Kano.
- The First Member for the Eastern Provinces,
The Honourable C. D. Onyeama.
- The Second Member for the Northern Provinces,
The Honourable Abubakar Tafawa Balewa.
- The Second Member for the Eastern Provinces,
The Honourable H. Buowari Brown, O.B.E.
- The Third Member for the Northern Provinces,
The Honourable Iro Katsina.
- The Third Member for the Eastern Provinces,
The Honourable A. Ikoku, O.B.E.
- The Fourth Member for the Northern Provinces,
The Honourable Aliyu, Makaman Bida.
- The Fourth Member for the Eastern Provinces,
Dr the Honourable F. A. Ibiam, O.B.E.
- The Second Lagos Member,
Dr the Honourable N. Azikiwe.
- The Fifth Member for the Northern Provinces,
The Honourable Yahaya Ilorin.
- The Fifth Member for the Eastern Provinces,
The Honourable N. Essien.
- The Third Lagos Member,
The Honourable Adeleke Adedoyin.
- The Member for Calabar,
The Honourable E. E. E. Anwan.
- The Third Nominated Member,
The Honourable N. B. Edwards.
- The Fourth Member for the Western Provinces,
The Honourable A. Soetan.

ABSENT

UNOFFICIAL MEMBERS

The Oba of Benin,
 The Honourable Akenzua II, C.M.G.
 The First Nominated Member,
 The Honourable P. J. Rogers.
 The Third Member for the Western Provinces,
 The Honourable G. I. Obaseki.
 The Second Nominated Member,
 Major the Honourable J. West, M.C., E.D.

PRAYERS

His Excellency the Governor opened the proceedings of the Council with prayers.

CONFIRMATION OF MINUTES

The minutes of the meeting held on the 2nd March, 1950, having been printed and circulated to the Honourable Members, were taken as read and confirmed.

NOTICE OF QUESTIONS AND MOTIONS

The Member for the Colony (The Rev. & Hon. T. A. J. Ogunbiyi, O.B.E.):

I would like to give notice of the following motion:—

“ Be it resolved:

“ That this truly and well constituted assembly, to wit,
 “ the Legislative Council of Nigeria, views with
 “ grave concern the unprecedented, dastardly
 “ attempt on the life of the Chief Secretary to the
 “ Government of Nigeria, the Honourable H. M.
 “ Foot, C.M.G., O.B.E., at the Lagos Secretariat on
 “ 18th February, 1950.”

This Council expresses deeply felt sympathy with the Chief Secretary and hereby congratulates him for his miraculous escape from assassination in cold blood.

QUESTIONS

The Third Member for the Eastern Provinces (The Hon. A. Ikoku, O.B.E.):

44. To ask the Honourable the Director of Public Works:—

(a) Can he confirm the statement that the Government Women's Training Centre at Enugu will be ready for 100 students and the staff to begin work there in January, 1951?

(b) Will he give assurance that the remaining instalment of buildings will be ready in time for the Institution to carry its full complement of 200 students by January, 1952?

(c) When will the buildings for the sister Institution projected at Ilesha be ready?

[D.P.W.]

[Answer]

*Answer—***The Hon. the Director of Public Works :**

(a) and (b) Yes, Sir, unless unforeseen circumstances supervene to hinder the progress of the work.

(c) A contract has recently been let for the construction of the Women's Training Centre at Ilesha, the time allowed being seventy-eight weeks.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

65. To ask the Honourable the Chief Secretary to the Government:—

(a) How many Scholarships will be awarded this year by Government?

(b) Can the nature of the awards be indicated, and where tenable?

*Answer—***The Hon. the Chief Secretary to the Government :**

(a) Of the total number of 475 awards for which provision was made under the Nigerianisation Commission Report during the three-year period 1949-51, 184 awards had been made by the 31st December, 1949. In addition there had been thirty-one awards to Poor Commoners at University College, Ibadan, and nineteen ex-Yaba Medical Students had been granted bursary terms. Trades Union Scholarships have been offered to six Trades Union officials, and three scholarships were awarded in January, 1950. Briefly, therefore, 234 awards of various types were made by the end of the calendar year 1949, and nine have been made or are in process of being made so far in 1950.

The balance of awards available during 1950-51 numbers 291 and is divided into the following categories:—

Education and General Degree Courses	...	40
Professional Courses	... ..	67
Technical Courses	... ..	98
Courses for Women	... ..	15
Non-Government	... ..	16
Study Leave	... ..	55

The actual number of awards to be made during 1950 is dependent upon the number of suitable and qualified candidates who apply. Provided that the number of such candidates is sufficient, it may be assumed that approximately 145 awards will be made during 1950, and the balance during 1951.

In addition, it is anticipated that four awards will be made to Student Mental Nurses and fifty to Secondary Schools within Nigeria.

(b) The nature of the awards has already been indicated in a general way, but the exact number in each category will depend to a large extent on the quality of the candidates for different awards and the kind of training applied for. With regard to the institutions where the scholarships will be tenable, this depends on the availability of vacancies. In general, full use will be made of the facilities offered by the University College, Ibadan: of the

[C.S.G.]

[Answer]

remaining awards, the large majority will be tenable in the United Kingdom, and up to five awards will be tenable at Colleges and Institutions in the United States provided that vacancies can be obtained.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

79. To ask the Honourable the Financial Secretary:—

For the aggregate loss of Revenue by the Government of Nigeria due to theft within the last ten years and the Departments concerned?

Answer—

The Hon. the Financial Secretary:

During the past nine financial years and the current financial year to the end of February, 1950, the total known net loss of revenue due to theft (excluding suspected losses concerning which investigation is still proceeding) amounts to £16,059 11s 7d.

In these losses the following Departments were concerned:—

Agriculture	Marine
Accountant-General	Medical
Administrator-General	Public Works Department
Customs	Posts and Telegraphs
Commerce and Industries	Police
Electricity	Prisons
Inland Revenue	Public Relations
Forestry	Provincial Administration
Survey	

Supplementary Questions to No. 79 by the Third Lagos Member (The Honourable Adeleke Adedoyin):

Have any of these losses been recovered and if so, how much?

Answer—

The Hon. the Financial Secretary:

I should require notice of that question. I should say some of the losses have been recovered but I cannot say at this stage how much.

The Third Lagos Member (The Hon. Adeleke Adedoyin):

What measures have been taken by the Government to guard against such losses in the future?

Answer—

The Hon. the Financial Secretary:

Additional security measures, Sir, have been taken by the Accountant-General and improvements in the administrative system have been effected. I would, however, Sir, point out that in the last resort the only security that a Government has against actual losses in its funds is the integrity of the officer employed.

Supplementary Question to No. 79 by the First Lagos Member (Dr the Honourable I. Olorun-Nimbe):

In view of the fact that Government had in the past a Public Officers Guarantee Fund, will Government not consider the re-introduction of such guarantee to get the people to pay the money when such losses occur?

Answer—

The Hon. the Financial Secretary :

Government would be prepared, Sir, to consider the introduction of a Guarantee Fund.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

88. To ask the Honourable the Development Secretary:—

When will the present road from Ife to Ondo be replaced by a more modern and less dangerous one under the Development Scheme?

Answer—

The Hon. the Development Secretary :

The Ife-Ondo road is not included in the road programme under the existing Ten-Year Development Plan. This Plan will shortly be reviewed by the Regional Development Committee and the Committee will no doubt consider the claims of the Ife-Ondo road in relation to other roads in the present programme.

MOTIONS

The Hon. the Financial Secretary :

Sir, I rise to move the Motion standing in my name which reads as follows:

“ Be it resolved :

“ That the Director of Agriculture is authorised to
 “ expend on investigations into the Economics of
 “ the Cocoa Industry the sum of £10,000 and on
 “ the Oil Palm Research Station the sum of
 “ £158,250 and that the Public Relations Officer is
 “ authorised to expend on marketing publicity the
 “ sum of £14,580, as set out in Appendix U to the
 “ Estimates of Nigeria for 1950-51, such expenditure
 “ to be made in anticipation of reimbursement from
 “ funds made available by the Nigeria Produce
 “ Marketing Boards.”

This resolution, Sir, which is similar in terms to a Resolution moved by my predecessor last March, relates to three of the ten schemes for the benefit of Nigerian primary produce producers for which money is made available by the Nigeria Produce Marketing Boards to be spent through the agency of the Department of Agriculture.

Seven of the schemes, which are listed on page 313 of the Draft Estimates, are being, or will be, carried out under the directions of the Regional Authorities in the Northern, Western and Eastern

[F.S.]

[Motions]

Regions: expenditure on these schemes has already been approved by the respective Regional Houses. The other three, the subject of the present Resolution, are being, or will be, carried out under the direction of the Director of Agriculture and the Public Relations Officer, expenditure being met in the first instance out of Nigerian funds pending reimbursement.

The investigation into the Economics of the Cocoa Industry has been planned in consultation with a high level committee of agricultural economists established for the purpose in the United Kingdom; the total estimated cost of the research survey, which may last two or three years, is £25,000. The figure of estimated expenditure originally envisaged for 1950-51 was £7,268, to be subdivided as shown on page 316 of the Draft Estimates. As there is still some doubt as to the precise organisation which will be required for the survey and as this must depend in part on the recommendations of the officer in charge, who has still to be appointed, the Chairman of the Cocoa Marketing Board has requested that the details of the schedule should not appear in the final and approved Estimates but that there should be a one line vote only, the amount of that vote being £10,000, a token estimate of what may be spent during the year 1950-51. The resolution which I have read out provides for this necessary change.

Expenditure on the Oil Palm Research Station has in the past been borne on the Estimates of Development and Welfare Expenditure. In 1950-51, the total cost of this valuable institution will be reimbursed by the Nigeria Oil Palm Produce Marketing Board, and this Council is now invited to authorise the Director of Agriculture to spend a further £158,250, in anticipation of reimbursement by the Board.

The last scheme is planned to provide suitable publicity on behalf of the Boards to help producers and the public in general to understand the significance of the Marketing Board system and the long-term advantages of stable produce prices; and to educate the producers in the use of improved production measures to raise quality and reduce the effects of disease and pest infestation. Honourable Members will, I am sure, appreciate that without adequate publicity among the producers, the best research and development schemes would become moribund. Sir, I beg to move.

The Hon. the Development Secretary:

Sir, I beg to second.

His Excellency:

The question is in terms of the Motion.

Motion adopted.

The Hon. the Financial Secretary:

Sir, I rise to move a second resolution standing in my name which appears on the Order Paper of the day concerning the Regional

General Revenue balance. Your Excellency and Honourable Members will recall that at the Budget Session of last year a similar Motion was passed to provide that the unexpended balances of their votes left with the Regions at the end of the financial year should not be returned to the Central Government, but should instead be credited to special Regional General Revenue Balance accounts in the name of each Region. From these accounts the amounts standing to the credit of each Region can then be drawn upon from time to time, with the approval of the Finance Committee of Legislative Council, in order to supplement the funds otherwise at the disposal of the Region concerned. Under this procedure supplementary provisions amounting to £200,000 in the case of the Northern Region, £45,000 in the case of the Western Region, and £80,000 in the case of the Eastern Region, have been made during the current financial year.

Honourable Members may well enquire why, when this Council has already voted a fixed sum for the service of a particular region, that sum will not become the property for all time of the Region concerned and not be subject to a further resolution concerning the balance unexpended at the end of the year. The principal reason for this is that, on the accepted tenets of Government accounting, money is appropriated for the service of a particular year; and in the Appropriation Ordinance, Council makes this clear. If that service is not completed before the end of the year, then the money voted must lapse into the general revenue since a major condition on which the money was voted has not been fulfilled. The same principle applies with all the Departments of Government: it has its roots in the very foundations of constitutional government, since it provides that the Government of the day may not render itself independent of the Legislature by voting sums to be available for its recurrent services without limitation as to time. Government must come annually to the Legislature for supply and must outline fully the reasons for and scope of the services which the supply is designed to meet.

It is not yet possible to give even approximate figures of the balances which will be left at the end of the financial year 1949-50 in respect of each Region and the resolution has therefore been framed in general terms.

Honourable Members will, I trust, be prepared to agree to extend for a further period of one year the operation of a procedure which has proved so helpful to the Regions and which, by increasing the financial independence of the Region, is in such close conformity with the accepted trend of constitutional development in this country.

The Hon. the Development Secretary:

Sir, I beg to second.

[Hon. A. Ikoku]

[Motions]

The Third Member for the Eastern Provinces (The Hon. A. Ikoku, O.B.E.):

With respect to section B of the Resolution, I should like to ask for information as to the time limit, if any, before this transfer of what is, in fact, a regional account could take place. Is it intended that the transfer should take place after 31st March of every year or that there should be a time limit before the transfer takes place. I refer specifically to section 2 of the Resolution, the last paragraph.

The Hon. the Financial Secretary:

The transfer, Sir, will take place to Regions as from the 1st day of the following financial year—that is as from the 1st April this year. The transfer is in respect of outstanding balances which have not been spent on or before the 31st March. Such unexpended balances will then be transferred to the Regions as from the 1st day of the forthcoming financial year.

The Third Member for the Eastern Provinces (The Hon. A. Ikoku, O.B.E.):

Does that in effect, Sir, not nullify the creation of Regional balances? If you have a regional balance by the 31st March which is transferred to General Revenue on the 1st April have you in effect any regional balance?

The Hon. the Financial Secretary:

It is perfectly true. The whole object of this Resolution is just to nullify regional balances at midnight on the 31st March. There are regional balances and we do not want to keep them in central funds and so immediately after midnight on the 31st March they will be transferable to the Regions.

His Excellency:

If no other Honourable Member wishes to speak—The question is in terms of Motion.

Motion adopted.

BILLS**(Second Reading)**

THE EASTERN REGIONAL LOCAL GOVERNMENT ORDINANCE, 1950

His Honour the Chief Commissioner, Eastern Provinces:

Your Excellency, I rise to move the second reading of a Bill entitled "An Ordinance to make provision for Local Government in the Eastern Provinces and for purposes connected therewith."

The Secretary, Eastern Provinces:

Sir, I beg to second.

The Second Member for the Northern Provinces (The Hon. Abubakar Tafawa Balewa):

Your Excellency, I feel I must speak on the principle of this Bill and that, Sir, I should congratulate all those Eastern Nigerian Members who co-operated and worked so hard to explain to the masses of the Eastern people the aims of the Local Government in the Eastern Provinces, as proposed in the Bill.

Your Excellency, I always maintain that reforms in Local Government should precede any constitutional reforms. I am glad to see that the Eastern Region have now got the opportunity to present to this House something which can be said to be peculiarly its own and I have no doubt that the West and the North will allow the East to have its way as in the same way the East allows the North and the West to have their way.

It is a pity, Sir, that the other two Regions did not take, or did not make, the same move in this direction as the East and it is also lamentable, Sir, that the Government did not suggest or did not advise the two Regions to make such a move. Since the time Sir I have found myself in the Northern House of Assembly I have taken up this question of the necessity for reform in the Northern Native Administrative system. In my humble opinion, Sir, although it is the people who will say that such a system is good or bad for us I still think that Government has a responsibility in giving advice and even of making suggestions I will say, Sir, if Nigeria will be asked to revise its constitution which is said to be working so well, the Regions the West and the North, Sir, could be advised to revise their Native Administrative systems which are old-fashioned and not working so well. Things in this country, Your Excellency, are moving very fast and no Region will dare remain behind. We in the North are very anxious to have reforms in our Native Administrative system. Such reforms cannot and will not be on similar lines with those of the East because it is our desire in the North always wherever possible to try to build on the foundations which we have already got.

Your Excellency, once more I would like to congratulate the Eastern Region for producing such a Bill.

The Fourth Member for the Western Provinces (The Hon. A. Soetan):

Your Excellency, my Honourable Friend the Second Member for the Northern Provinces has already stated what we in the West also wish to do, namely to congratulate our Eastern friends for the efforts they have put forth and for the achievement that they have made in producing such important reform for their Local Government. There is no doubt that they must have encountered great difficulties in explaining the scheme to their brethren and the fact that their efforts had been crowned with success is praiseworthy.

[Hon. A. Soetan]

[Eastern Regional Local Govt. Ordinance]

So far as the West is concerned, we can assure the East that we shall not stand in the way of their reform. My Honourable friend from the North has also thrown the hint that the North and the West should follow suit, because sooner or later at this meeting the Lagos Members will also present their Local Government reform. I shall not say anything much about that just now. I shall only say "wait and see."

Your Excellency, I congratulate the East and I say, Sir, that they will have our support.

The Third Lagos Member (The Hon. Adeleke Adedoyin) :

Your Excellency, I rise to join the last speakers in congratulating the Eastern Region for having brought up this elaborate and very succinct document concerning their Local Government. As has been said, this form of Government, of Local Government, which the Easterners would like for themselves is the type that they think will suit them, and there is no reason why any other Region should stand in their way. I believe, in the same way, when the time comes, nobody will stand in the way of the people of Lagos, when the Lagos Local Government Bill comes before this House.

I congratulate all the people of the Eastern Provinces for the good work they have done in producing this Bill.

His Honour the Chief Commissioner, Western Provinces :

Sir, I should like to join also my congratulations on behalf of the West towards the East on the Resolution which they have proposed to this House. I have listened to a couple of remarks made by an Honourable Member which I feel quite impossible to leave unchallenged. The first was an implication that it was the duty of Government to give advice to Native Authorities as regards their system of administration, the implication being that Government had failed in this obvious duty. I should like to say here and now that in so far as the Western Provinces are concerned that advice has been given again and again over the course of years, and that advice will continue to be given by the representatives of Government.

Another implication in the remarks of the same Honourable Member was that whereas reforms in Native Administration were proceeding in the Eastern Provinces no such reforms were being contemplated, considered or introduced in either the Northern Region or the Western Region. I am not competent to speak on the subject of the Northern Region, but I wish to state here and now that in the Western Region reform is proceeding as fast as possible and has been proceeding for the last considerable number of years.

I support the Motion.

The Fourth Member for the Eastern Provinces (Dr the Hon. F. A. Ibiam, O.B.E.) :

Your Excellency, I should like to say a few words on this Bill. I am very happy, Sir, to have the pleasure of knowing that this

[Dr the Hon. F. A. Ibiyam]

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Bill will be accepted by this House. The history of this Bill has been eloquently stated by the Honourable the Chief Commissioner for the Eastern Provinces. We in the East for many years have been convinced that our present system of Native Administration was far from being perfect and, in fact, it has not been acceptable to us for some time. When we knew that we were in a position to ask for many things and in a proper way it would be possible for us to get them, we made overtures to the Government that we were not satisfied with the present system of Government in the Eastern Provinces. We suggested that a reform was very necessary and at once. We were in the happy position of having the help of the Chief Commissioner, Eastern Provinces, who was sympathetic and considerate and he fought for this Bill. We had what I might call formal meetings with him to discuss this matter at length in various forms and finally it was agreed that we might meet together and produce a formula as to what we wished for the Eastern Provinces. In due course, Sir, we did meet and we made a draft of a proposed scheme for this Bill for the Eastern Provinces, and finally, Sir, we made a draft legislation as you see it now. We feel that this has been the product of co-operation, as my friend has said in the Eastern Regional House, a co-operation between the Government on the one side and the people on the other side, co-operation between the official members and the unofficial members. We have two or three outstanding people on the official side who have worked assiduously towards the completion of this legislation and we unofficial members are most grateful to them.

We did one or two things that we thought we might do and I was unfortunate to be the humble person who suggested that in order that the people of the Eastern Provinces might understand the meaning of what we were trying to ask from Government, it was best if we toured the principal headquarters of the Provinces and told our people exactly what we are driving at. That request was granted to us, Sir, and we made a tour of the Eastern Provinces. We went out with joy in our hearts, hoping to put across to our people what we were asking from Government, particularly for our own benefit. But we met with some difficulties. It had gone out that we were emissaries of the Government, that we were trying to forestall the review of the Nigerian Constitution, and instead of going to meet our brothers with a handshake we found that we had to put our backs to the wall and fight rather in a way we did not like; but we fought, Sir, and I am glad that we won. Local Government, Sir, we believe is the machinery—the school to study and learn the management and intricacies of self-government; it is a point where the individual, the people themselves, are able to take matters into their own hands, discuss them and make decisions and execute them, and we feel that if we cannot do that locally

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we cannot see how we can carry out the bigger issues. We were very pleased, Sir, that during the Ibadan Constitutional Conference certain Members did congratulate us. This was not done directly as we had hoped but in a round about way, and as my friend suggested he was able to extract congratulations anyway no matter how camouflaged. We are glad, Sir, that today we are discussing this problem of Local Government in the Eastern Provinces. We want to be able to talk to our people about the finances of their country, so that they will know when taxes are collected how they will be used; so that they would be able to say we want a secondary school here or there; and could rule that all our boys and girls have a school career; they would be able to say we offer so many scholarships to our deserving brothers and sisters to go out and study various subjects; when we are able to do that with nobody telling us that this money cannot be used in that way or in this way, when we are able to do that, we will feel that we are rising and that we shall be competent to look after our own country. I am glad to see that other Members of this House are agreeing with us—that we have done the right thing to ask for a reform in Local Government.

I thank you, Sir.

The Second Member for the Eastern Provinces (The Hon. H. Buowari Brown, O.B.E.):

Your Excellency, my previous speaker referred to the trouble we took to get this Bill for this House. I feel it cannot be omitted and it would be a very shameful omission if the father of the scheme is not mentioned, and that is Sir Bernard Carr. It was that able statesman and father of the East who made it possible for us to undertake this task. I should also associate the names of Mr Gibbons and Mr Beaumont, Mr Briggs and other officials such as Mr Stevens. All the officials who participated in this scheme worked with true hearts. They were determined to help us through our difficulties. They realised the necessity for a system for a better form of Local Government, for which we have been crying for many years. I remember thirty years ago agitating for a change in the Native Administrative system. At the time we had no Native Court Ordinance or real Native Administration scheme as we now have. We had Native Councils. It may be remembered that while we were in Ibadan a member of the Conference referred to the Native Courts as being extremely corrupt—yes—but I said bribery and corruption were not confined or peculiar to Native Courts. I am a member of the Native Court and I am sorry that we should be so badly painted. This is an attempt now to alter the position and we hope that Government will give us all the support necessary and that the other Regional Houses, as they have promised, will not in any way hamper our progress in getting this Bill through, so that the reform we are asking for will be soon accomplished.

Your Excellency, I think we should thank the Government for many reasons, particularly for allowing us to tour round the Eastern Provinces and making it possible for us to explain the real significance of this Bill. We were opposed in many places and sometimes almost came into blows at certain centres, but we were adamant, determined to get through, and we did get through, and we hope the Bill will go through easily in this House.

The First Member for the Eastern Provinces (The Hon. C. D. Onyeama):

Your Excellency, I rise to speak, naturally, in support of the Bill, but as I do not think that I may be in the Select Committee which will be appointed to go into the details of the Bill, I think it proper that I should give a few indications of statements which have been made to me by people in this Division. I may say at the opening, Sir, that when I state these views it must not be thought that I subscribe to them at all. On the contrary I disagree almost entirely with all the views I shall now express.

The first one deals with section 31 of the Bill and deals with the term of office of the councillors. It states that "unless otherwise stated in the instrument, the term of office of elected councillors shall be three years, and one-third, as near as may be, of the whole number of the elected councillors of any Council or in the case of the area of a Council being divided into wards, of each ward, being those who have been elected councillors for the longest time without re-election, shall retire in every year on the 25th day of March and their places shall be filled by newly elected councillors who shall come into office on that day:

Provided that an instrument may provide that for the purposes of any election of any council under the provisions of this Ordinance Council shall determine by lot which of the councillors who have been elected councillors for the longest time without re-election shall retire in accordance with the provisions of this section.

No person appointed to be a councillor under the provisions of this Ordinance shall be appointed for a term of office for more than three years.

No person shall be elected or appointed to be a councillor without his consent."

I am instructed to say that the people prefer to have councillors holding office perpetually. I disagree, but I put the view across as a view expressed to me.

The next point deals with the disqualification of councillors. Certain views have been expressed that there should be no disqualification, that anyone living in the ward should have the right to sit as a councillor. Again I disagree but I leave these matters to the committee who will deal with them as views which have been expressed to me by certain people in the Division. Should I fail in expressing these views it might be said again that I do not represent the people I claim to represent here.

The Fifth Member for the Eastern Provinces (The Hon. Nyong Essien):

Your Excellency, I rise to associate myself with the sentiments expressed by my Eastern colleagues, to accept the congratulations of the North and the West for our having succeeded to produce a Bill on the Eastern Local Government. The Honourable the Second Unofficial Member for the North so frankly and fearlessly accused Government of having failed to advise the North on these lines. I agree with him to a certain extent, but I have to ask myself this question—"who is the Government?" And I answer that question thus: "Government is not the officials but the people; officials are servants of the Government." We in the East believe in agitation. We do not in the least believe in the religion of "Yesmanism". We agitate for, we knock for, and we ask for our rights; and we try all our best to climb up a pinnacle of success, in so far as all amenities for our people are concerned, because if one decries oneself, people decry one. If you do not say "I am" none can say "thou art". Thus we in the East believe in making our identity felt and known.

The effect of co-operation between officials and non-officials, between those wrongly known as Government and the people who are actually the Government cannot be over-estimated. As such, I advise the North that they keep awake, look around them and claim their own. The East is ready to support the North and the West, because without the one the other cannot get on. When we started to agitate for Local Government and toured around, according to references made by previous speakers, some of us were challenged by all those people who did not understand what Local Government means. I personally was confronted with a crowd of youths who challenged me by saying: "You, even you too, go around telling the people about Local Government, and leave the Central Government Constitution unreviewed?" Of course, I smiled, because that was a complete misunderstanding. We carried on and we have succeeded. This Bill now is the fruit of our agitation; this is the result of our toil; this is the reward for our labour. I feel that we should congratulate ourselves for having so persisted, and succeeded at last.

Well, Sir, Local Government so far serves as a background to Central Government for the beauty of a picture depends on its background. No Central Government can succeed in its operation without a sound background of Local Government. As such, Sir, we realised that Local Government should first of all prepare the way for Central Government. I am happy we have started the ball of Local Government in the East and set it rolling towards the North and the West who, I am sure, will soon join us on the field towards success. We thank them all for having admitted that without Local Government, Central Government proves a failure. Our full support is theirs.

The Second Lagos Member (Dr the Hon. N. Azikiwe) :

Your Excellency, I agree with the view that this Bill is an experiment in Local Government in West Africa, and I would add that it is also an opportunity for taxpayers in the Eastern Provinces to participate actively in the management of their own affairs; therefore, the Bill is progressive. I would also associate myself with the views expressed by the previous speakers on the excellent features of this Bill and the part it has to play in the future political history of this country.

There are a few points I would like to raise and perhaps an explanation will be forthcoming when the Honourable Mover winds up. I notice that in Clause 3 the Regional Authority is defined as " Chief Commissioner or the Chief Commissioner together with such person, persons or body of persons ". I hope that it is realised that the reason why this Bill is before the Council is because the will of the people has to be respected; and I hope that we are not trying to substitute a form or type of Government whereby after the representatives of the people have given their views on certain issues it is left to one man alone to vitiate. On this point I would require an explanation.

Again in Clause 20 I notice certain disqualifications. I would say that I agree that there should be some disqualification of electors in any form of Government, but I am submitting that two sub-clauses of this clause should be viewed in a more liberal light. For example, Clause 20 (b) says that a person can be disqualified from being elected or appointed or co-opted, or, being a member of a council, shall cease to be qualified to be a member of such council, if he

" (b) has within five years before the day of election been convicted in any part of His Majesty's Dominions or in any territory under His Majesty's protection or in any territory in which His Majesty has from time to time jurisdiction, and has been sentenced to death or to imprisonment (by whatever name called) for a term exceeding three months, without the option of a fine and has not received a free pardon."

Now, I do not view with pleasure the conviction of individuals who have committed an offence, but when looked at from the point of view of the exercise of political right, I feel that an individual who has committed an offence and has been punished and has served his term of punishment should not be twice placed in jeopardy. I am not quite sure that this is the practice elsewhere, at least in Britain, because if that is the practice there, some members of Parliament and some distinguished Britons who are members of the Cabinet would not have been elected to Parliament or appointed to be members of the Cabinet. I submit, therefore, that we should review this particular section because an individual who has

committed an offence and has served his term of imprisonment should not be disqualified from exercising a political right because when it comes to the paying of taxes there is no distinction as to who has been convicted or not.

The other is section 20 (g), that is the disqualification of one who has been disqualified from practising as a legal or medical practitioner by order of any competent authority. I agree that if a legal practitioner or medical practitioner violates the code of his profession he should be punished by the competent authority, but I do not see why such individuals should be deprived of their political rights in the absence of more tangible evidence.

Then there is Clause 64 in respect of corrupt practice. I feel that it is timely and it is also in accord with the practice in progressive countries; but I submit for consideration the inclusion of another example of illegal and corrupt practice as is done in England and certain parts of the Empire and that is false publication. I remember an important election case at Accra where corrupt and illegal practice did not include false publication, and this claim was struck out of an election petition. In England, it is an offence and I feel that false publication can sway an election one way or the other and should be made an offence in this country.

Then comes Clause 87. It is necessary to empower authorities but I feel that it is too much to empower councils to order strangers to leave their area. It is true that some of the reasons given may be sound but it is a restriction of freedom of movement on individuals in their own country. I can understand people being denied freedom of movement in an alien territory but not in their own country. Otherwise, it will amount to a denial of basic human right. I feel that the above remarks are equally applicable in Clause 99 sub-clause 48. Clause 101, sub-clause (1) (ii) gives council powers to order the compulsory cultivation of crops. Ditto for Clause 99 sub-clause (29). I am of the opinion that people should not be forced to cultivate crops. As a matter of fact, in 1948 when the Agriculture Bill was presented to this House the Honourable the Director of Agriculture gave a satisfactory explanation when this point of compulsory cultivation was raised.

Clause 96 provides that councils may publish newspapers: that is welcome. I hope that publishers of such periodicals will see that the money of taxpayers is put to a useful purpose, and the periodicals are run at a profit, otherwise it will be a waste of the taxpayer's money. I agree that information services should be provided as it is an essential function of the modern state.

I am happy to notice that in Clause 196 the Governor, with the approval of the Secretary of State, may transfer to the Council any Crown Land. This is welcome and it is a generous gesture because some of us have criticised the Crown Land Ordinance since the word "Crown" has no definition in our Interpretation Ordinance.

With these few remarks I would say that the introduction of this Bill appears to be an acceptance of the fact that elected representatives of the people are the local authority for purposes of local government and not necessarily an individual, and that the people should be encouraged to associate themselves in the management of their own affairs. Because of this, I feel that the Bill is a progressive one and should receive the support of any individual who looks forward to self-government in this country.

Therefore, I support the Bill.

The Third Member for the Eastern Provinces (The Hon. A. Ikoku, O.B.E.):

I am sorry that we from the Eastern Provinces should speak at all because we have brought the Bill into the House and would have contented ourselves to hearing the House do the talking. This is a day we have looked forward to in the history of the Eastern Region and, speaking for my Region, we are very happy indeed that this day at last has come. Here we are making not only Nigerian history but also the history of our Region and this Bill before the House, if it is passed, as I have no doubt it will be judging from the speeches I have listened to, will indeed make probably the biggest contribution towards our advance, towards the common good of everybody and I do hope that our constitutional historians in days to come will be able to look back to the 30th day of March, 1950 as a red-letter day for the Eastern Provinces and by inference for Nigeria.

I want to thank the Honourable Members from various Regions for their extremely friendly attitude. I have been very struck with that and in the name of my Region I want to say we are very grateful. Their attitude has been very friendly indeed and it has assured us that this Bill will have an easy passage.

I want to make three points. The first is—we asked for reform of our native administration system and the responsibility of reform is squarely upon the shoulders of the unofficial members. People have come to me and asked me why I should subscribe my name to this odious Government plan to keep us back. I have explained in private and I want to explain here in public. We asked for reform, we pressed for reform and we were fortunate in having the ears of a father who fought for reform and indeed, Your Excellency, you remember that when Sir Bernard's time for retirement came we manoeuvred to keep him here for another tour, for this reform, and when it was impossible to keep him we very nearly asked Government to promise us that his successor would push this reform forward. The reform is ours—I am speaking for Eastern Nigeria—and we take full responsibility for the reform. It is Government sponsored but it did not originate from Government and I should like to make that point quite clear.

[Hon. A. Ikoku]

[Eastern Regional Local Govt. Ordinance]

The second point is that we in the Eastern House have said and we do like to say here that this Bill before the House is a monument of co-operation. It has been co-operation at all levels. Co-operation, as my friend the fourth member for the Eastern Provinces said, between the officials and the unofficials, and co-operation between the House of Assembly and the general public. The names of particular officers have been mentioned to Your Excellency and I do hope Your Excellency will not forget.

Finally, Sir, I should like to say that this Bill is an indication of the good sense of the common man of the Eastern Provinces and we do beseech Nigeria not to judge us by what the papers say. We have a solid background of good sense. It is necessary, however paradoxical it may sound, for the government to develop some degree of deafness, in the interest of the governed. Nobody could have imagined from the misinformed press and platform propaganda against this bill that it would have been pressed on with. If Government listened to everything that is said or written they would run the whole ship of state amok. When we toured round the Eastern Provinces—I won't mention any names Your Excellency—at one spot we were told that we were Government stooges and we had stooped so low as to take bribes from Government and were going about doing our best to postpone the good days of this country. They told us to our face that we had left undone the things we ought to have done and were doing the things we ought not to have done and indeed there was no health in us. We took it in good fashion. We can forgive one or two enthusiasts when their enthusiasm runs away with their discretion but right at the Ibadan General Conference—wonderful to relate—members of this school of thought, as my friend has said, were good enough to try to compliment us on our Local Government Reform. We took the compliment but we do want to point out that there is a school of thought which keeps contradicting itself while posing as saviours of our race. This Bill is an indication of the good sense of the ordinary man and woman in the Eastern Provinces and a measure of the defeat of these grand liberators. It is accepted universally and indeed applications have come from various towns asking for their people to be trained rapidly as future local government agents. We believe in eventual self-government for this country and I personally hope it will happen within this century. But if it is to happen and happen truly and well, its foundations must be securely laid and local government is that foundation. This I said in August, 1948, at the Legislative Council but I do beg leave of the House to say it again—that local government is true democratic self-government. We have met together this month to beseech this Council to join hands in laying the foundation of self-government for Eastern Nigeria. When I say East I do not say that the East craves for self-government away from the rest of Nigeria. You must have your foundation, then you go on to your walls, the walls of the Nigerian Constitution; then you must put on your roof, the

[Hon. A. Ikoku]

[Eastern Regional Local Govt. Ordinance]

roof is your Parliament. I do hope in God's good time we shall be able to stretch our hands to Britain on the other side and say "you have helped us to build solidly and well; you must remain friends with us". That is my view. I am a schoolmaster and I believe in gradualism. We have to go step by step. If the tempo is too slow, Your Excellency, we grumble and quarrel with Government. If the tempo is too fast we apply the brakes. There is plenty of good sense in the Eastern Provinces, Your Excellency. We want good statesmen and not politicians.

Thank you.

His Honour the Chief Commissioner, Eastern Provinces:

Your Excellency, there has been great eloquence in this debate but not a great deal which calls for any reply from me. The first thing that I shall do before replying to one or two points that have been raised is on behalf of the Eastern Region to thank all Honourable Members of this House, that is, particularly the other Regions and the Colony for their support, sympathy and understanding of our Eastern Regional Bill.

The First Member for the Eastern Region raised some views which had been put to him in Udi Division, but as Sir, the Honourable Member and my friend does not support those views himself I think it is unnecessary for me here and now to make any comments.

The Honourable the Second Member for Lagos raised several questions. The first was Clause 3, Sir, and the position of the Regional Authority. I can give the Honourable Member complete assurance on this subject. The reason that it was necessary to specify that the Regional Authority shall be the Chief Commissioner of the Eastern Provinces or the Chief Commissioner of the Eastern Provinces together with such persons or body of persons as the Governor may determine and exercise the functions conferred upon the Regional Authority under the provisions of this Ordinance, is because at this moment and until the Constitution is revised the Chief Commissioner is the authority. The moment the Constitution is revised and provides for the Chief Commissioner to have a Council, then the Regional Authority will be the Chief Commissioner and his Council. It is necessary at this stage to give the Chief Commissioner the power so that this Ordinance, when it is passed into Law, can be made effective.

The next clause which the Honourable Member mentioned was 20 (b), with which I will also couple (g). The object in this Eastern Regional Local Government Bill is to place power and responsibility on the councillors of the different Local Government Councils, who will always be able to seek the advice of the administrative staff and of the technical staff that is available, but on their shoulders will rest fairly and squarely the full responsibility. It is imperative at the inception of this Ordinance that the councillors should be persons of integrity, of known and established integrity, and it is for that

reason that these disqualifications have been entered in the Bill. I feel sure that the Honourable Member would agree with me that if persons of bad reputation were eligible and when I say bad reputation I mean persons who have been convicted as stated in section (b), that if it was possible for these people to be elected to a council and to continue in their fashion of the past, then in the early stages the Eastern Regional Local Government might be wrecked.

The Second Lagos Member (Dr the Hon. N. Azikiwe) :

On a point of information, Sir. I wonder if the Honourable the Chief Commissioner, Eastern Provinces, would apply the same argument in the case of England?

His Honour the Chief Commissioner, Eastern Provinces :

If I might reply—Local Government in this form has been established in the United Kingdom over a vast number of years. It is only in an early stage in the Eastern Region and it is necessary to provide every safeguard that persons who have been convicted in the past are not eligible to serve on the Council in positions of responsibility. That is a safeguard in the interests of the electorate. It is the practice elsewhere and in the United Kingdom, I understand, for persons disqualified from practising as legal or medical practitioners by order of any competent authority to be disqualified from sitting on a Local Government Council, and that same disqualification has been included in our Eastern Regional Bill.

The next clause which the Honourable Member referred to was Clause 64. That deals, Sir, with corrupt practices. Clause 64 is, I understand, taken from other Ordinances that are already in force in Nigeria and also, Sir, it reproduces, more or less, completely the practice in the United Kingdom. I would like to add again for the benefit of the Honourable Member that in introducing this system into the Eastern Region it has to be remembered that a great number of persons, the vast majority of people, have had no previous experience of this system. It is vitally important in their interest to ensure from the outset that corruption is kept to a very minimum.

Then the Honourable Member referred to the restrictive powers in Clause 87, whereby a council may order any person who is not a member of a Native Community and who fails to produce reasonable proof to the Council that his means and legitimate labour are sufficient for the adequate support of himself and his dependants, to leave such area within such time after the order has been communicated to him, not being less than fourteen days, as the Council may direct.

Provided that any person so ordered to leave such area may within fourteen days of the order being communicated to him appeal against the order to a Magistrate's Court. I am submitting, Sir, that in any Local Government it is not unreasonable for that Local

Government to have power to repatriate a person who is living in its area without visible means of support. In other words, the area to which he belongs is the area that is responsible for his maintenance.

Clause 87 (i) gives the Local Government Councils that power.

The Honourable Member next referred to Clause 99 sub-clause 29 and Clause 101, both of which I think it will be possible for me to deal with together. It is not unreasonable, Sir, at the present stage of social development in the Eastern Region to require a person if necessary to cultivate land to such an extent that will secure adequate food for such a person and those dependent upon him. It is the duty of every citizen to maintain as far as possible his dependants. The Local Government is here given permissive power to see that that is in fact done, that those responsibilities are shouldered in the Local Government areas. Clause 101 provides the Local Government Councils subject to approval by instrument under the hand of the Regional Authority to control the land which is in their Local Government area. It is wise in the way that it has been drafted and it provides control which is essentially that of a Local Government.

And finally, the Honourable Member referred to Clause 196, but that I see, Your Excellency, was in connection with the transfer of Crown Land and the Honourable Member, I think, welcomed that.

Finally, Sir, being an old member of the Western Provinces, I would like to join with His Honour the Chief Commissioner of the Western Provinces in confirming that reforms in the Local Government in the Western Provinces are going ahead and have been going ahead for many years. As I said in introducing this Bill, the principle everywhere, Sir, is the same, sound and progressive Local Government, but the fashion in achieving that principle varies in different parts. We are satisfied in the East, Sir, that the fashion that we have followed will suit the East.

Finally, Sir, I should like to join the Honourable Members of the Eastern Region in recognition of Sir Bernard Carr's work and the work and the foresight of Brigadier Gibbons.

His Excellency:

The question is that a Bill for "An Ordinance to make provision for Local Government in the Eastern Provinces and for purposes connected therewith" be read a second time.

Bill read a second time.

His Honour the Chief Commissioner, Eastern Provinces:

Your Excellency, I rise to move that this Bill be now referred to a Select Committee of this House.

The Hon. the Secretary, Eastern Provinces :

Sir, I beg to second.

Agreed.

His Excellency :

The Bill is referred to a Select Committee, the composition of which will be announced at a later stage.

THE LAGOS LOCAL GOVERNMENT ORDINANCE, 1950**The Hon. the Commissioner of the Colony :**

Your Excellency, I rise to move the second reading of a Bill entitled " An Ordinance to make provision for Local Government in Lagos and for purposes connected therewith."

The Hon. the Chief Secretary to the Government :

Sir, I rise to second.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

Your Excellency, as you are well aware, it would appear that I am out this morning for somebody's blood; this is not surprising because all surgeons are blood-thirsty! But there may not be any blood-letting, provided a satisfactory reply would be forthcoming. I would like to ask by way of information. During the meeting of the last Eastern Local Government Bill the Chief Commissioner pointed out that the reason why the Chief Commissioner is now the head of the Local Authority is because we have a revised Constitution in progress. We are doing one now and if that came into being it would mean that it would be revised—there would be a Chief Commissioner in Council. That is precisely our objection in Lagos to this present Bill. This question of sanctioning authority: if we are assured, Sir, that a reasonable explanation will be forthcoming, then I think, Sir, we will have no quarrel at all with the present Bill.

The Hon. the Chief Secretary to the Government :

I may be able to help on that matter. If I might deal now with the particular point raised it might help the subsequent discussion.

The Honourable Member has indeed put his finger on a very important point—that until we know what exact form the future constitutional arrangements will take in relation to Lagos it is impossible to say who and what the Sanctioning Authority should be. It is left to the Governor in Council to decide what that Sanctioning Authority should be when the time comes. It would be wasting the time of this Council at this stage to consider the various constitutional permutations and commutations which might possibly be introduced. There is, as Honourable Members know, a proposal that Lagos should be included in the Western Provinces. There are other views on this subject and it will depend, as I am sure the Member will agree, on the decision on that point as to where the Sanctioning Authority should lie. I am sure he will

agree that until these constitutional matters have been finally settled it would have been a great mistake to endeavour to stipulate exactly what the Sanctioning Authority should be. Therefore, it was necessary, as it was in the case of the Eastern Provinces Bill, to leave that matter open. It was stipulated, however, that the decision should be taken by the Governor in Council. I believe the Honourable Member and others will realise that no other course was possible at this stage. I hope that this explanation will help the Honourable Member and others to recognise that there is nothing sinister in leaving this matter for later discussion. It was unavoidable to do so in the stage which we have reached in our constitutional review.

The Second Lagos Member (Dr the Hon. N. Azikiwe) :

Your Excellency, I rise to support this Bill and to endorse the sentiments expressed by the Honourable the Commissioner of the Colony in the first reading of the Bill. I will not go into detail but I would also like to endorse the views of the Honourable the First Lagos Member about the expression "Sanctioning Authority". We are under the impression that if Lagos were to enjoy local government then the representatives of Lagos should be the final authority, subject of course to the Central Government.

Clause 9 denies an ex-convict the right to have his name on the voting list. I feel that this is not satisfactory. After all, in any Government, Local or Central, once the taxpayer pays his taxes or agrees to any form of taxation, direct or indirect, that taxpayer is entitled to exercise voting power and this is why I am raising this objection, although I feel that any person who commits an offence should be punished. Clause 16 (e) also disqualifies candidates for election on the same grounds. And I am opposing these two clauses.

Clause 29 (2) defines corrupt practice and again does not include false publication. I am submitting that if corrupt and illegal practice as defined in the Laws of England is checked up, it will be found that false publication is included. It should be included in this Bill.

These are the only objections I have at the present stage. Possibly when we go into Select Committee we might have an opportunity to go into details. Otherwise, I agree that this Bill is "a liberal, bold and progressive" legislation because it entitles the people of Lagos to participate actively in their own affairs. Sir, I support the Bill.

The Hon. the Chief Secretary to the Government :

On a further point of explanation, Sir, the Honourable Member who has just spoken, said he recognised that certain essential controls must be exercised by higher authority.

The Second Lagos Member (Dr the Hon. N. Azikiwe) :

I had in mind the reserve powers of the Governor.

The Hon. the Chief Secretary to the Government :

It is a widely accepted fact that Central Government must retain certain powers in relation to Local Government, in this or any other part of the world. The Sanctioning Authority is intended to be the agent of the Central Government, if indeed it is not the Central Government itself. It would certainly not be some person or body which had no relation to the Central Government.

The Third Lagos Member (The Hon. Adeleke Adedoyin) :

Your Excellency, I rise to support this Bill in view of the explanation given by the Chief Secretary concerning these terms—Sanctioning Authority and Confirming Authority. The Chief Secretary has said, and rightly so, that the Sanctioning Authority and, I believe, the Confirming Authority also could be the Central Government itself, or its agents. We do not agree that any agent should be appointed to come and dictate to us how we shall spend our money and what we shall spend it on. The Central Government should do so directly.

Clause 150 gives His Excellency the Governor in Council power to dissolve the Lagos Town Council if it proves to be a bad one and to appoint a committee to carry on its duties meanwhile. We all agree to that; but we certainly do not agree to the proposition that an individual person, for which provision is made, to be called upon by the Central Government to function as a dictator in the matter not only of the estimates of the Lagos Town Council, but also in the making of its bye-laws. For instance, Clause 83 says :

“ On consideration of the estimates so submitted, the Sanctioning Authority may :

- (a) approve, or disapprove, such estimates as a whole ; or
- (b) disapprove of any item, or items, contained therein, and shall notify the council accordingly.”

It goes further, Sir, to say at paragraph (4) of the same clause that :

“ Where the Sanctioning Authority has disapproved the estimates as a whole, or has disapproved of any item or items in the estimates, and subsequently approves such estimates, or such item or items (as originally submitted or subsequently amended or varied), then such estimates or such item or items, shall be deemed to be, and to have been approved from the beginning of the financial year to which such estimates, or item or items, relate.”

In other words, the Lagos Town Council must prepare and submit its estimates to this Authority, who may be a single person and not a member of the Council. This single person has the power to disapprove of any portion of the estimates and, not only that, to disapprove of all the estimates, and furthermore, he has the statutory power to substitute his own different estimates for those prepared

by the Council. I submit, Sir, that such a state of affairs is not progress at all but a retrogression.

Section 85 goes further to confirm what I have just said that:

“ Save as hereinafter provided, the council shall be bound by the estimates as finally approved by the Sanctioning Authority, and shall not, without the sanction of the Sanctioning Authority, incur expenditure unless it is covered by an item in such estimates.”

Who is this Sanctioning Authority? Is it a ‘jack in the box’? The same thing applies, Sir, to Clause 132, sub-section (2) which says:

“ No by-laws shall come into force until they have been confirmed by the confirming authority (who before confirming may amend the same) and published in the Gazette.”

Clause 135 says:

“ For the purposes of sections 132 and 134 of this Ordinance, the Governor in Council shall by order appoint any authority or person to be the authority or person by whom by-laws or regulations made by the council are to be confirmed and shall in such order direct the manner in which such by-laws or regulations may be confirmed.”

The two sections refer to the Confirming Authority. The Sanctioning Authority clause deals with the overriding power on the estimates, both expenditure as well as revenue of the Lagos Town Council. The same thing applies here; the Lagos Town Council in its by-laws is fettered completely by the powers delegated to another person, now known as the Confirming Authority. Where then is the freedom? Where is the responsibility? And where also is the discretion of the Lagos Town Council? Yet we talk loudly of democracy; I do not know of any democracy where you have a single person who can dictate and whose dictation will be overriding over and above the resolution of a democratically elected body, and, therefore, Sir, unless we understand that the Sanctioning Authority or the Confirming Authority will be His Excellency-in-Council—apart from any Government official, or, somebody elected by the electors, or some people appointed by the Lagos Town Council, I should say we are moving the hands of the clock backwards, and as such, if these points are taken into consideration and the wish of the people of Lagos whom we represent on this Council is granted, there is no objection to this Bill passing into Law without any hue and cry.

I would say, Sir, in joining the mover of the motion of this Bill, that I must congratulate all those who are responsible for bringing it up, and one thing I would add is that I have to congratulate His Excellency the Governor for having so graciously changed his mind. Some time ago when the draft submitted by the sub-committee of the Lagos Town Council concerning this Bill was brought before

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him, he agreed with all the recommendations excepting the qualifications of voters—the universal adult suffrage—but now it appears that His Excellency has been graciously pleased to grant all that we requested of the Central Government in that proposal, and I am really very proud indeed to see that our recommendations have been incorporated in this Bill *in toto* and, furthermore, my pride goes higher still in that I was the Chairman of the committee.

With these few remarks, I support wholeheartedly the Bill as presented before us, subject to the points that I have raised being rectified.

The Hon. the Chief Secretary to the Government :

I am sorry to rise again on a point of explanation. Not unnaturally this point has given rise to doubts. I have tried to explain why, when we were drafting this Bill, we found it impossible to stipulate at that stage what the Sanctioning Authority should be. The reason was very simple. The reason was that we did not know the form which our constitutional arrangements will take in the future. Had we known, we should have avoided using this confusing phrase of the Sanctioning Authority. We should have stipulated exactly what the Authority was to be. But it will not take more than a moment's thought to realise that if, for instance, the proposals which were made and supported, I think I am right in saying, by two of the Regional Conferences and by the Lagos and Colony Conference, were accepted whereby Lagos would be included for legislative and administrative purposes in the West, the Sanctioning Authority would probably be the Lieutenant-Governor of the West in Council. That question is still undecided, and it was for that reason and that reason only that the composition of the Sanctioning Authority was left open. I am sorry that this has inevitably led to some misunderstanding.

I would ask you therefore, in considering the Bill, to regard the Sanctioning Authority as the Government: and I would also go further and say that there is no intention at all that a single individual should exercise this authority for more than a short interim period. The intention is as soon as possible to arrange for the powers to be exercised by a body with strong Nigerian representation upon it.

The Third Lagos Member (The Hon. Adeleke Adedoyin) :

I would like to refer to the last speaker, the Chief Secretary, to Clause 2. Interpretation means:

“sanctioning authority” means the authority or person appointed by the Governor in Council for the purposes of the provisions of this Ordinance in which the expression occurs;”

The Hon. the Chief Secretary to the Government :

Yes, but the Chief Commissioner, Eastern Provinces has explained the circumstances in which, at this stage, it is necessary

to appoint a government officer, because there is not yet a Lieutenant-Governor's Council, as recommended by the general conference. It is proposed that this Bill shall come into effect before the constitutional changes are made and, therefore, whatever the proposals which emerge from the constitutional review, they will not be in effect when the elections take place for the Lagos Town Council in the summer of this year. Therefore, it may be necessary for an interim period for a Government representative to exercise these powers on behalf of the Governor, and on the instructions of the Government, but it is the intention under our new constitutional arrangements that these powers shall not be exercised by any one officer but by a body on which Nigerians are well represented.

The First Member for the Eastern Provinces (The Hon. C. D. Onyeama):

There are two points. The first one refers to Clause 9, sub-section (2). It says:

“Notwithstanding the previous provisions of this section, no person shall be registered as a voter, or being registered shall be entitled to vote at the election of a councillor who

(a) has been convicted of treason, or has within the previous ten years been convicted of felony or any offence involving dishonesty or,

(b) is a lunatic so found under any written law for the time being in force in Nigeria.”

As I understand, Sir, a person convicted of treason suffers only one penalty—the penalty of death, and I myself fail to see how there can be any question of anybody convicted being registered as a voter. I think something has to be done about that.

The other point is this. I am in full agreement with these disqualifications being imposed on councillors but I fail to see the justification for disqualification on voters. You have two sets of these disqualifications—one in Clause 9 and the other in Clause 16, and from my way of understanding there seems to be some confusion between the one and the other. If you look at sub-clause (2) of Clause 9 again, you will see that after “treason” it says:

“or has within the previous ten years been convicted of felony or any offence involving dishonesty.”

Then in Clause 16 sub-clause (1) (e) it says:

“has within five years before the day of election or since his election been convicted in any part of His Majesty's Dominions of any offence and ordered to be imprisoned for a period of not less than three months without the option of a fine.”

You have the more stringent conditions for the voter and the less for the councillor. The two appear to me to be in conflict and

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since every councillor must also be a voter there is still a little more confusion in my mind and I think there is a real difficulty, because unless you get these two points clear I fail to see how you are going to constitute your Council properly. I myself oppose the disqualification of the voter but I strongly support the disqualification of the councillor. I think, Sir, that finally the disqualification of the councillor is a little too easy, that is to say he suffers no disqualification and I think the relevant clause should be altered.

Council adjourned at 11.30 a.m.

Council resumed at 11.50 a.m.

The Fourth Member for the Eastern Provinces (Dr the Hon. F. A. Ibiam, O.B.E.):

Your Excellency, I have studied this Bill for Lagos. I believe that it has come too late. When we were considering a Bill, an Ordinance for Port Harcourt, I thought that Port Harcourt was the second town in Nigeria to have an Ordinance for setting up a municipality, but I was shocked to know that Port Harcourt was actually the first town to have this privilege, and then I asked why there had not been an Ordinance setting up Lagos Local Government, and learnt that the present Lagos Town Council had been functioning without a proper Ordinance. I am glad, therefore, Sir, to know that this matter has been taken in hand and that today we are considering this Bill. For my part I think it is necessary that certain towns in this country should have a municipal government; towns like Calabar, Enugu, Aba, Onitsha, Ibadan and Kaduna. These towns, to my way of thinking, should have Local Government for themselves. It is the only way that we can individually look after small things and, therefore, be able to look after the bigger things.

Lagos is particularly deserving of a Bill of this type which other Honourable Members have said is acceptable and progressive. It would give any member in Lagos the right to exercise his political right and to take an active part in the management of that town. I should have thought, Sir, that when this Bill was being drafted, as we did in the Eastern Provinces, that it would have been put forward to a Select body appointed by an authority so that this Bill, when it comes before us, would have been prepared by the people directly concerned.

The present members of Town Council should have had the opportunity of scrutinising this Bill, and should have taken part in putting down step by step how the proceedings should be conducted, and before it comes to this Council they should have had the opportunity of going through the Bill clause by clause and stating their views and amending them, so that when it comes here there will be no need of attacking one another. That was the step we took in formulating the Eastern Provinces Local Government Bill. We have already thrashed out the amendments in Regional

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Houses, and that is why, Your Excellency, most of us spoke about the Bill in principle and not alluded to specific amendments clause by clause. These amendments are already printed and when we are in Select Committee we will be able to put them through this House and, therefore, I am sorry to know that the present Town Council have not had the opportunity of having studied their own Local Government Bill.

There is one point I would like to have information on and that is the suggestion by the Honourable Member for Lagos. He asks that in Clause 29 there should be an inclusion under "corrupt practice" and he suggested that false publication should come under here. I agree with him entirely. It would save the face of many a local paper from putting down statements, of which they are not sure, whether they are correct or not. I am very glad he has proposed this amendment. The idea of Local Government is to place everything in the hands of the people themselves and Lagos will be having the whole responsibility on their shoulders. There must be a Sanctioning Authority but so long as this Sanctioning Authority is not an individual—a dictator—who takes the law into his own hands, then I welcome a Sanctioning Authority anywhere. Even if we had our own African Government by the people for the people, there must be a Sanctioning Authority to put a brake to certain things which are considered not of interest to the people as a whole.

Sir, I support this Bill.

The Second Member for the Western Provinces (The Hon. T. A. Odotola, O.B.E.):

Your Excellency, I rise to associate myself with the other members who have spoken in support of this Bill. The Bill has been brought before the Western House of Assembly to be discussed and it has received the support of that House and we have asked that Your Excellency be informed that the Bill received our support.

There are one or two points which other members have mentioned and which I would like to touch and one of them is the restriction on qualification to membership. I do not think it will be in the best interest of this country if there is no restriction on qualification to membership. If a man is aware that his bad behaviour will be in way to having his political rights, he would think twice before going astray. If we say that there should be no condition attached to the qualification of membership, it means that everybody could go in his own way whether right and wrong and then have the same political rights as those who are behaving themselves. I support that section of the Bill.

As I said before, this Bill has come before the Western House of Assembly and has received its support. One member mentioned something about the progress of Local Government in Western

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Provinces. We in the Western Provinces can assure this House that we are making good progress in this direction. I know it is difficult for other areas to know about how far we have gone, but I think the time will soon come when it shall be made known to them.

Your Excellency, I support the Bill.

The Fourth Member for the Western Provinces (The Hon. A. Soetan):

Your Excellency, I also rise like the other speakers to support this Bill. This Bill, Your Excellency, has not come too soon. Lagos has been overdue for Municipality and the plan is a very bold and progressive one. I agree, Sir, with the speakers who have some misgivings on certain points in the Bill, *e.g.*, Sanctioning Authority and Confirming Authority and I am sure everyone is now satisfied after listening to the explanation of the Honourable the Chief Secretary on these points.

I am not a very good English scholar but I observe, Sir, that there is some defective English in the draft of the Bill. For instance, Clause 5 reads:

“ The mayor shall, unless he resigns or becomes disqualified for being a member of the council, continue in office until his successor becomes entitled to act as mayor ”.

It should be disqualified “ from ” being a member. This appears in several parts—(and I hope you will pardon my impertinence.) In one instance I think it occurred in Clause 39, more than seven or nine times: it should be “ is disqualified from acting ”—and so on. I think it must be a typographical error. I can not think those who drafted the Bill intended “ disqualified for ” instead of “ disqualified from ”.

There is one interesting point raised by the First Eastern Member that anyone who had been convicted of treason is disqualified, the penalty for such an offence being death—it is possible that death sentence might have been commuted to imprisonment and the period served. It is also possible that the convict might have received the “ King’s pardon ”. At any rate, I think he has called attention to a point which has escaped the minds of those who drafted the Bill.

This, as in the case of the Eastern Bill, is a Lagos affair and we in the West shall not oppose the Bill. At any rate this Bill, I repeat, is a bold and progressive step in the right direction.

Sir, I support the Bill.

His Excellency:

If no other member wishes to address the Council I shall ask the Commissioner of the Colony as mover of the motion to reply.

The Hon. the Commissioner of the Colony :

Your Excellency, as the mover of this Bill, my thanks are due to the Regional Representatives for their favourable reception of the Bill. The principles involved are obviously not at stake. The questions to be settled are rather, if I may say so, Sir, matters of detail. In replying to this debate I have received considerable help from His Honour the Chief Commissioner of the Eastern Provinces, who answered many points of principle in the same way that I would have had I not spoken second, and also the Honourable the Chief Secretary for the explanation regarding the identity and form of the Sanctioning Authority over questions involving the future constitution. So all that is left for me is to answer the few points of detail which have been brought forward by various members.

There seems to be some anxiety amongst Honourable Members regarding disqualification of voters and councillors. The object of those clauses regarding disqualification taken from the Local Government Acts in other Local Government Ordinances of the Colonies, was purely for the purpose of avoiding the contingency which might arise by returning to a council people with a bad record. Those are not the type of persons we require in Lagos to find their place on the register of voters or, for that matter, in the council. In the United Kingdom a sentence of imprisonment attaches to it a further punishment; that of political stigma. Unfortunately, Sir, that does not operate in Nigeria, but the Second Lagos Member also mentioned the question of false publications. He was supported by an Honourable Member from the Eastern Provinces. That is a matter of considerable interest and I can assure Honourable Members that they will receive attention when the matter is dealt with in select committee.

The Honourable the Third Lagos Member raised again the question of the Confirming Authority and attached to it various names such as 'jack in the box' popping up here and there, to bar the activities of the council. He seemed to be associating him with some sinister purpose. I can assure the Honourable Member that that is not so. I had in view myself that this body, which will be constituted on same lines as a Sanctioning Authority, will be very reasonable, provided, of course, the proposals of the Council are equally reasonable, but Lagos is a peculiar place—there seems to be no disagreement on that. The Government makes very large contributions to the revenue of the Council and in due course when the Council is ready and willing to take them over, it will transfer considerable assets to the Council. Control at the centre is a recognised principle of Local Government, not only in Nigeria, but throughout the Empire, and if I may say so, the world. In Lagos there are, what I might call, Nigerian interests involved. I am not speaking from a constitutional point of view. Lagos is, in fact, the seat or the centre of Central Government. It is the focal point of vast commercial interests, transport interests, shipping interests,

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which are not Lagos's alone and for that reason only, again, I repeat I am not speaking constitutionally, I am speaking purely locally, in the interests of the people of Lagos, and it is those interests which to a certain extent must have protection of this Sanctioning Authority.

The other few little matters include the statement by the First Member from the Eastern Provinces who raised the question of the death penalty for treason. I agree with him that we do not want corpses on the electoral roll or on the council, but with due respect to my learned friend the Honourable the Attorney-General I think he may have forgotten there is such a thing as the prerogative of mercy which if exercised may still make a man liable to disqualification.

He raised another point which involves the question of the period of disqualification. In one section it is ten years, in another five, and states there is conflict and confusion. There is confusion in my own mind at this moment. I think that that is probably a typographical error which will be dealt with in select committee. I thank him for pointing it out.

Also, the Fourth Member for the Western Provinces raised the question of the use of the word "from" or "for". I do not claim any higher degree of literacy than the Fourth Member, but I think "for" is technically correct—I am advised that the use of the word "for" is technically correct.

His Excellency :

The question is that a Bill for "An Ordinance to make provision for Local Government in Lagos and for purposes connected therewith" be read a second time.

Bill read a second time.

The Hon. the Commissioner of the Colony :

I beg to move that the Bill be now referred to Select Committee.

The Hon. the Chief Secretary to the Government :

I beg to second.

His Excellency :

The question is that the Bill be referred to Select Committee.

Agreed.

His Excellency :

The Bill is referred to a Select Committee, the composition of which will be announced at a later stage.

THE ELECTRICITY CORPORATION OF NIGERIA ORDINANCE, 1950

The Hon. the Development Secretary :

Sir, I rise to move the second reading of a Bill entitled " An Ordinance to provide for the establishment of a Corporation to be known as the Electricity Corporation of Nigeria, for the transfer to the Corporation of the Electricity Undertakings owned by the Government, for the functions of the Corporation, and for purposes connected with the matters aforesaid."

The Hon. the Director of Public Works :

Sir, I beg to second.

His Excellency :

The question is that the Bill be read a second time.

Agreed.

Bill read a second time.

The Hon. the Development Secretary :

I beg to move that the Bill be now referred to Select Committee.

The Hon. the Director of Public Works :

I beg to second.

His Excellency :

The question is that the Bill be referred to Select Committee.

Agreed.

His Excellency :

The Bill is referred to a Select Committee and once more I shall defer until a later stage an announcement as to the composition of it.

That concludes the formal business on the Order Paper.

ADJOURNMENT

Council adjourned at 12.30 p.m.

Debates in the Legislative Council of Nigeria

Saturday, 4th March, 1950

Pursuant to notice the Honourable the Members of the Legislative Council met in the Chamber of the Eastern House of Assembly, Enugu, at 9.30 a.m. on Saturday, the 4th of March, 1950.

PRESENT

OFFICIAL MEMBERS

- His Excellency the Governor,
Sir John S. Macpherson, K.C.M.G.
- The Chief Secretary to the Government,
The Honourable H. M. Foot, C.M.G., O.B.E.
- The Chief Commissioner, Western Provinces,
His Honour Sir Chandos Hoskyns-Abrahall, C.M.G.
- The Chief Commissioner, Northern Provinces,
His Honour Captain Sir Eric Thompstone, K.B.E., C.M.G.,
M.C.
- The Chief Commissioner, Eastern Provinces,
His Honour Commander J. G. Pyke-Nott, C.M.G., R.N.
- The Acting Attorney-General,
The Honourable A. Ridehalgh, K.C.
- The Financial Secretary,
The Honourable E. Himsworth.
- The Director of Medical Services,
Dr the Honourable G. B. Walker, C.B.E.
- The Development Secretary,
The Honourable C. J. Pleass, C.M.G.
- The Director of Education,
The Honourable R. A. McL. Davidson, C.M.G.
- The Director of Agriculture,
The Honourable A. G. Beattie.
- The Director of Public Works,
The Honourable R. W. Taylor.
- The Commissioner of Labour,
The Honourable A. H. Couzens.
- The Commissioner of the Colony,
The Honourable E. A. Carr.
- The Senior Resident, Kano Province,
The Honourable B. E. Sharwood-Smith, B.D.

The Secretary, Eastern Provinces,
Commander the Honourable S. E. Johnson, R.N.
The Senior Resident, Oyo Province,
The Honourable P. V. Main.

UNOFFICIAL MEMBERS

The Member for the Colony,
The Rev. and Honourable T. A. J. Ogunbiyi, O.B.E.
The First Member for the Western Provinces,
The Honourable A. Obisesan, O.B.E.
The Second Member for the Western Provinces,
The Honourable T. A. Odutola, O.B.E.
The First Lagos Member,
Dr the Honourable I. Olorun-Nimbe.
The Emir of Gwandu,
The Honourable Yahaya, C.M.G., C.B.E.
The Emir of Katsina,
Alhaji the Honourable Usuman Nagogo, C.B.E.
The Oni of Ife,
The Honourable Sir Adesoji Aderemi, K.B.E., C.M.G.
The Atta of Igbirra,
Alhaji the Honourable Ibrahim.
The Emir of Abuja,
The Honourable Sulemanu.
The First Member for the Northern Provinces,
The Honourable Bello Kano.
The First Member for the Eastern Provinces,
The Honourable C. D. Onyeama.
The Second Member for the Northern Provinces,
The Honourable Abubakar Tafawa Balewa.
The Second Member for the Eastern Provinces,
The Honourable H. Buowari Brown, O.B.E.
The Third Member for the Northern Provinces,
The Honourable Iro Katsina.
The Third Member for the Eastern Provinces,
The Honourable A. Ikoku, O.B.E.
The Fourth Member for the Northern Provinces,
The Honourable Aliyu, Makaman Bida.
The Fourth Member for the Eastern Provinces,
Dr the Honourable F. A. Ibiam, O.B.E.
The Second Lagos Member,
Dr the Honourable N. Azikiwe.
The Fifth Member for the Northern Provinces,
The Honourable Yahaya Ilorin.
The Fifth Member for the Eastern Provinces,
The Honourable N. Essien.

The Third Lagos Member,
The Honourable Adeleke Adedoyin.
The Member for Calabar,
The Honourable E. E. E. Anwan.
The Third Nominated Member,
The Honourable N. B. Edwards.
The Fourth Member for the Western Provinces,
The Honourable A. Soetan.

ABSENT

UNOFFICIAL MEMBERS

The Oba of Benin,
The Honourable Akenzua II, C.M.G.
The First Nominated Member,
The Honourable P. J. Rogers.
The Third Member for the Western Provinces,
The Honourable G. I. Obaseki.
The Second Nominated Member,
Major the Honourable J. West, M.C., E.D.

PRAYERS

His Excellency the Governor opened the proceedings of the Council with prayers.

CONFIRMATION OF MINUTES

The minutes of the meeting held on the 3rd of March, 1950, having been printed and circulated to the Honourable Members, were taken as read and confirmed.

PAPERS LAID

The Hon. the Chief Secretary to the Government :

Your Excellency, I beg to lay on the table of the House the following papers :—

- Sessional Paper No. 18 of 1949—Annual Report on Antiquities for the year 1948.
- Sessional Paper No. 1 of 1950—Annual Report of the Public Works Department for the financial year 1947-48.
- Sessional Paper No. 3 of 1950—Annual Report of the Department of Commerce and Industries, 1948.
- Report of the Joint Standing Committee on Finance of the Northern Regional Council for the period December, 1949 to February, 1950.

NOTICE OF MOTIONS

The Third Lagos Member (The Hon. Adeleke Adedoyin) :

Your Excellency, I rise to give notice of the following motion to be placed before this honourable House sometime during this session :—

“ WHEREAS it is the declared policy of His Majesty’s
 “ Imperial Government in Great Britain to lead the
 “ Colonies to self-government within the shortest period
 “ possible:

“ WHEREAS His Majesty’s Government in Nigeria in
 “ accordance with the said policy has devised a
 “ Nigerianisation Scheme whereby Nigerians will be
 “ trained to take over administrative and executive posts
 “ in the Nigerian Government in due course:

“ AND WHEREAS Nigerianisation of the Government services
 “ in the present circumstances is neither possible nor
 “ practicable:

“ NOW THEREFORE BE IT RESOLVED:

“ In order to make Nigerianisation scheme a success
 “ with a view to quickening our onward march
 “ towards self-government, all posts to be
 “ occupied by expatriate officers as new appoint-
 “ ments should be filled mainly by expatriates of
 “ between forty and fifty years of age.”

QUESTIONS

The Fourth Member for the Eastern Provinces (Dr the Hon. F. A. Ibiam, O.B.E.):

41. To ask the Honourable the Development Secretary:—

(a) What is the total number of Development Officers in the Eastern Provinces of Nigeria?

(b) How many are posted in the following Provinces (i) Calabar, (ii) Cameroons, (iii) Ogoja, (iv) Onitsha, (v) Owerri, and (vi) Rivers?

(c) How many are (i) Expatriate Officers, and (ii) non-Expatriate Officers in each of the Provinces mentioned in (b) above?

Answer—

The Hon. the Development Secretary:

(a) Eighteen.

(b) and (c)

	Calabar	Cameroons	Ogoja	Onitsha	Owerri	Rivers	
Expatriate	5	1	1	4	2	2	=15
Non-Expatriate	—	1	—	2	—	—	= 3
							—
							18
							—

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

48. To ask the Honourable the Financial Secretary:—

For the total cost, with details thereof, of the General Constitutional Conference at Ibadan to the tax-payer?

[F.S.]

[Answer]

*Answer—***The Hon. the Financial Secretary :**

£7,384 19s 7d to date made up as follows:—

	£	s	d
Allowances	5,948	5	0
Transport	1,302	3	2
Hospitality	134	11	6
	<hr/>		
	£7,384	19	8

The rail and air expenses involved in bringing some of the members of the Conference to Ibadan are not yet known, as it takes time for the vouchers to be cleared.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

58. To ask the Honourable the Chief Secretary to the Government:—

What is the distinction between a Motor-Mechanic and a Driver-Mechanic?

Can indication be given, in a tabular form, of the contrast between the work of one as against the other?

*Answer—***The Hon. the Chief Secretary to the Government :**

As the reply is rather long and detailed I have arranged to send the information to the Honourable Member by letter.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

82. To ask the Honourable the Chief Secretary to the Government:—

(a) Whether Government is interested in the way that the Departments to whom loans or grants-in-aid are given for the construction and maintenance of Roads spend those grants?

(b) If the answer is in the affirmative, could the Government not compel the Lagos Town Council to utilise some of the money or monies so granted for the proper repairs of the Road leading to the Victoria Beach in Lagos?

*Answer—***The Hon. the Chief Secretary to the Government :**

(a) Yes, Sir.

(b) Loans and grants-in-aid have been made to the Lagos Town Council over the past five years under a scheme of expenditure for the improvement of roads and drains in the Township, drawn up by the Council with the approval of the Government. The general aim of the programme is to bring all existing surfaced roads to a reasonably good condition, and the re-surfacing of part of the road leading to Victoria Beach was included in the programme. As the Honourable Member is doubtless aware, it will not be possible, owing to shortage of staff and materials, to complete the road and

[C. S. G.]

[Answer]

drainage improvement programme by the end of the five-year period which finishes on 31st March, 1950, and the monies provided by Government will, therefore, not then have been fully expended by the Council. It has, however, been provided that any unexpended part of these monies shall be made available to the Council for expenditure in accordance with the agreed programme subsequent to the expiry of the five-year period. The re-surfacing of the remaining portion of the Victoria Beach road will, therefore, be undertaken at some future date, but since the Council has allotted the item a relatively low degree of priority, the date at which the work will be started cannot yet be stated. Routine maintenance of the road in question is, however, being effected by a permanent gang of road labourers.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

89. To ask the Honourable the Chief Secretary to the Government:—

For a reply to the Supplementary Question to Question No. 450 by the First Lagos Member at the Ibadan Budget Session of the Legislative Council in March, 1949.

Answer—

The Hon. the Chief Secretary to the Government:

The expression is not intended to be precise, otherwise a specific academic qualification would have been laid down. The emphasis is on the practical background. The good secondary education is required to ensure that the officer shall have spent several years at a secondary school and have made normal progress at his studies.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

I regret to say, Your Excellency, that I cannot accept the answer to that question as given by the Honourable Chief Secretary to the Government.

His Excellency:

Is the Honourable Member asking a Supplementary question?

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

No, Your Excellency, because the Chief Secretary gave a reply in March last year that he would get in touch with the Honourable the Director of Education and the General Manager of the Railway before he could answer the question. If that were so, Sir, I think it should be possible for him to answer the question satisfactorily. I reject the answer to the question pending the receipt of a more satisfactory one.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

94. To ask the Honourable the Chief Secretary to the Government:—

Whether it is the intention of the Director of Commerce and Industries to employ local talents in and out of the Government Service in his Department?

[Dr the Hon. I. Olorun-Nimbe]

[Question]

If the answer is in the affirmative, how many Nigerians have been appointed or are being appointed in the Department into the Senior Service?

Answer—

The Hon. the Chief Secretary to the Government:

Yes, Sir. Paragraph 7 of the "Proposals for the Expansion of the Department of Commerce and Industries", copies of which were distributed to all Unofficial Members of the Legislative Council under cover of Memorandum for Finance Committee No. 146/1949-50, reads as follows:—

"The emphasis throughout is to develop industry and trade in such a way that Nigerians themselves will play an increasingly important part in the commercial life of the country. That is the main objective, and it is the general wish that it should be pursued with vigour and with the utmost possible speed. Subject only to these considerations, the aim is to provide as many opportunities as possible for the employment of Nigerians on the staff of the Department and in the industrial schemes. Needless to say, in all cases where Nigerians are available with the necessary qualifications they will be employed".

Two Nigerians have been substantively appointed to Senior Service posts in the Department; a third has been appointed in a temporary capacity and a fourth in an acting capacity. Offers of appointment to three more Nigerians are likely to be made in the near future.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

117. To ask the Honourable the Chief Secretary to the Government:—

How many Expatriate Officers have been recruited into the Senior Service since 1st April, 1949 to date? What are the corresponding figures for Nigerians during the same period? What is the ratio between them?

Answer—

The Hon. the Chief Secretary to the Government:

(a) The number of expatriate officers recruited to the Senior Service since 1st April, 1949, is 321.

(b) The number of Nigerians recruited during the same period is 133.

(c) The ratio is thus approximately two and a half to one.

The Second Member for the Eastern Provinces (The Hon. H. Buowari Brown, O.B.E.):

123. To ask the Honourable the Chief Secretary to the Government:—

(a) How soon may the four new Touring Launches approved for the Rivers Province be expected and what has caused such long delay?

[Hon. H. Buowari Brown]

[Question]

(b) Is Government not aware of the fact that most of the launches now at Port Harcourt, etc., are practically unserviceable and this consequently hinders the work of Administrative Officers in the Rivers Province and Heads of Departments desirous of visiting and inspecting, etc., towns and villages in the area?

(c) What is Government doing about the disputes in Marine Department so as to avert a probable strike or go-slow strike which is already noticeable at Port Harcourt and other Marine Dockyards and River Stations?

Answer—

The Hon. the Chief Secretary to the Government :

(a) One new Touring Launch has already been sent to the Rivers Province, and at least three others may be expected within a few weeks as they arrive from the United Kingdom. Supply difficulties in the United Kingdom are the main reason for the delay.

(b) Yes, Sir, but this unsatisfactory position will be remedied by the early arrival of these new launches.

(c) Conciliation proceeded last month between the management and the Nigerian Marine African Workers' Union.

The Second Member for the Eastern Provinces (The Hon. H. Buowari Brown, O.B.E.):

127. To ask the Honourable the Chief Secretary to the Government:—

As it has been decided quite definitely not to dredge Opobo Bar (because of the excessive costs) will Government kindly consider the question of dredging the Andoni Flats to render same more suitable for navigation by larger River Crafts to connect Opobo (formerly a very important and flourishing Port of Entry) with Port Harcourt and Bonny, etc. etc.?

Answer—

The Hon. the Chief Secretary to the Government :

Communications between Opobo and Port Harcourt are under examination by Government, and recently the Andoni Flats were surveyed by an expert from the Westminster Dredging Company. His report is awaited.

BILLS

(First Reading)

1950-51 APPROPRIATION ORDINANCE, 1950

The Hon. the Financial Secretary :

Your Excellency, I beg to move the first reading of a Bill entitled:—

“ An Ordinance to appropriate the sum of forty-one million, four hundred and fifty thousand and forty-seven pounds to the service of the year ending on the thirty-first day of March, one thousand nine hundred and fifty-one.”

[F.S.]

[Appropriation Ordinance]

The Economic and Financial state of Nigeria is good. I link the words "Economics" and "Finance" because I believe that it is impossible to discuss the finances of a country away from their relevant context which is the economy of that country. It is the state of a country's economy which largely determines its wealth, which in turn resolves the resources which will provide the spending power of a nation. In reviewing the financial state of the country, I feel, therefore, it is appropriate to open with some remarks on the prevailing economic situation.

The outstanding feature of the year which has just closed has been the high level of economic activity in the country. Nigeria today is prosperous and the basis of that prosperity is to be found in the good crops of primary products grown in this country in recent years, and the high prices which they brought on world markets. We have been fortunate in that there have been no natural disasters to ruin the crops. Large scale pests have been absent, and yields have been good. The export of groundnuts during 1949 was 350,000 tons, of palm kernels 352,000 tons and of palm oil 160,000 tons. Cocoa, one of our major dollar earning exports, reached 102,000 tons while hides and skins amounted to 12,200 tons. The chief mineral of Nigeria, tin, provided 11,900 tons of concentrates for export. We were, moreover, fortunate in finding the outside world hungry for Nigerian products and ready to pay high prices for our exports. The Marketing Boards were able to pay to the producer for the best grades of produce—£100 per ton for cocoa, £21 per ton for groundnuts, £42 per ton for palm oil, while the price received for tin at the end of the year was £600 per ton. It is true these high prices had a double-edged effect. They may have induced farmers in some areas to concentrate on exportable crops at the expense of indigenous foods required for the daily sustenance of the local inhabitants. This would be defensible provided that cheap imports of the types of foods which are normally consumed in Nigeria were available, for we would then be selling high priced exports for lower priced imports. But such cheap supplies are not available, and a shift from guinea corn to groundnuts would have little to commend it. A handful of money is of no value to the hungry man who can find no food to purchase. What is required is not that the farmer shall produce less local foodstuffs and more exportable produce, but that he shall produce more of both.

Nevertheless our large exports have earned considerable amounts of foreign exchange, and placed increased purchasing power in the hands of the community. It is not surprising, therefore, to find that imports of goods from overseas in 1949 touched £56,000,000, a record for ordinary commercial imports in time of peace. The high volume of import and export trade has naturally been reflected in other spheres of our activity. An increasing number of ships have come to our ports making the total tonnage for the year

2,000,000 tons; the number of commercial road vehicles licensed during the year shows an increase of 22 per cent over the previous year, while the railway carried more freight than ever before, reaching a total of 1,328,000 tons.

In the industrial sphere results are not so startling. Industrial schemes take a long period to produce results and it may be some years before the full benefits of the projects now being considered achieve their maximum capacity. It is, however, encouraging to note that during the past year the mill at Sapele was brought into full operation, and now has an output of 9,293 cubic metres of plywood and 93,288 cubic feet of veneer per annum. At the end of the year eight palm oil mills were completed and running, giving an annual output of 224 tons of palm oil per year, while a further six were under construction.

While it is a matter of considerable satisfaction to dilate on the extent of our material prosperity, it would be wrong to convey the impression that we can now sit back, eat, drink and be merry. While the economic picture is attractive, it is not as good as it ought to have been. Costs are still too high. The abundant business which has come our way has been a means of forcing up the rising price spiral and increasing the cost of living, creating demands for more wages, the chief effect of which is to force prices up still higher and render nugatory the real value of the increase. I have referred to the danger of farmers substituting export crops for the production of foodstuffs for home consumption a practice which, if carried to extremes, can only bring in its wake famine conditions. Honourable Members will also note with apprehension that over 500,000 man-days were lost in 1949 owing to strikes, many of them, I am informed quite irresponsible. This is over 1,000 man-years and represents in terms of national wealth which might have accrued to the country, an enormous amount which can never be recovered. The right to strike is a very valuable privilege and no one would want to advocate its withdrawal. But it is a weapon which should only be used sparingly and with the greatest reluctance. The losses which strikes bring with them are not confined to the parties to the particular dispute; they affect every inhabitant in the country. Nigeria is poorer today than it would have been had there been fewer strikes in 1949. I should have thought that with the highly developed arbitration and conciliation machinery which obtains in this country it would be unnecessary to resort to strikes. I would bring these facts to the notice of every responsible labour leader and employer of labour because I feel that the results of strikes on the community at large have not been fully appreciated in the past.

The confidence engendered by the relatively high level of prosperity in the country has enabled a considerable operation in respect of the public debt to be carried through with complete

[F.S.]

[Appropriation Ordinance]

success during the past financial year. Following the policy recommended by my predecessor last year, two loans were redeemed during the year. The 1949/79 loan amounting to £6,363,226 and the 1950/60 5 per cent loan of £4,263,373 were dealt with in a joint operation: £3,000,000 of the stock involved being converted, and the balance of £7,626,599 redeemed. The conversion loan was issued at par, redeemable in 1975/77 and bears interest at 3 per cent. The timing of this loan was, from the Government's point of view, extremely fortunate, since it preceded by only a short interval the fall in "gilt-edged" security prices with a corresponding rise in interest rates. Present conditions, and indications of future market rates, are such that it is improbable that such advantageous terms will again be available for some time to come.

A loan of £2,700,000 was negotiated with the Cocoa Marketing Board during the course of the year. This type of loan was a new venture in that it had certain features which were quite different from the normal loan operations previously undertaken by the Nigerian Government. The loan is for forty years with interest payable at two and seven-eighths per cent. The loan is repayable in eighty equated half-year instalments in respect of principal and interest spread over a period of forty years. The Board may, however, on giving twelve months' notice call in the loan. A most desirable feature of this type of loan operation is that the interest rate is a little lower than that prevailing at the present time in the London money market. It is very doubtful whether the Government could, at the time of writing this memorandum, borrow either medium or long term in the London market even at $3\frac{1}{2}$ per cent par terms. Another feature of the loan is that it is liquidated at a given rate over a stipulated period. By the payment of eighty equated half-yearly instalments in respect of principal and interest, the loan will, at the end of forty years from the date of issue, be retired in full, and Government will be left with no residual liability on account of principal uncovered by accumulations in the normal 1 per cent Statutory Sinking Fund.

In assessing the best methods for raising new loans, the desirability of approaching the Marketing Boards with a view to employing a portion of the balances in their hands must, in these circumstances, be carefully considered. Briefly, the Marketing Boards are anxious to invest a proportion of their balances in Nigeria: these balances can be borrowed by the Government of Nigeria at rates more advantageous than those presently obtaining in the London money market.

The Public Debt of Nigeria at the present time stands at £17,138,000 of which £14,438,000 is funded. This figure excludes advances against loans not yet raised which have been made and

[F.S.]

[Appropriation Ordinance]

which have already been spent. I shall refer to these advances later on.

Our Public Debt is, in common with all sound financial systems, supported by certain Statutory Sinking Funds. The Sinking Funds now amount to £3,026,604 and the Supplementary Sinking Fund to £212,000, making a grand total of £3,238,604. Further details of the various loans comprising the Public Debt and of the Statutory Sinking Funds will be found in the memorandum which accompanies the estimates. Last year it was suggested to Honourable Members that provision should be made for annual loan charge contributions to Sinking Funds on a scale which would enable loans to be redeemed at the earliest possible date of maturity. It was argued that provision should invariably be made whereby the loan could be redeemed at the earliest possible date, because if interest rates were favourable at such date it might be desirable to pay off the loan and raise new loan money at a lower rate of interest. In the past year this question has received further consideration and it seems likely that the merits of this course have perhaps been overstated. In the first place, the situation could normally be met, as it was met during the last year, by a redemption *cum* conversion operation. Again, if provision is going to be made to meet all loans on the earliest date of redemption a heavier burden than is necessary by way of loan charges will be laid on the annual budget, with a resultant unnecessary reduction in availabilities from current revenue for general purposes. Another important factor is that in the circumstances of the London Money Market, the present is not a propitious time for overseas borrowing and therefore, where possible, current revenue should be used. In the light of these considerations, I have made no provision during the forthcoming year for a further contribution to the Supplementary Sinking Fund.

The remarks which I have just made on the Public Debt do not, however, give a full picture of the extent of public indebtedness. In recent years we have made considerable advances to meet capital expenditure pending the raising of loans. Honourable Members will recall that the Development Loan Ordinance No. 3 of 1946 made provision for raising a sum not exceeding £8 million for the purpose of financing the Ten Year Development Plan. No issue has yet been floated in the London market under this Ordinance. Pending such a flotation, however, sums which have been made available by way of advances for capital projects will, it is estimated, amount to £6,218,000 at the 31st March, 1950. These advances have been made from the surplus cash balances of the Nigerian Government, but, in view of the mounting level of ordinary expenditure and the resultant reduction in the annual revenue surplus, it is obvious that such advances cannot continue to be made indefinitely. The Budget for the forthcoming year will make provision for loan works (which do not include capital

[F.S.]

[Appropriation Ordinance]

works chargeable to the Colonial Development and Welfare Fund) amounting to £4,559,420. At 31st March, 1951, total advances against future loans will have reached £10,261,749. Against this, however, must be set the £2,700,000 loan which was paid over to Government by the Cocoa Marketing Board on 1st January, 1950. The balance of total advances to be covered by future loans will therefore be £7,561,749. It is probable that some, if not all, of these advances, will be retired against new loans in the course of the next financial year or two. It is desirable, however, for the present, to limit new loan issues to the minimum amount required to ensure maintenance of adequate cash balances.

There are two possible sources from which loans could be raised. First there is the London Money Market. As I have already said, money is difficult to get and can only be got at high rates of interest. A few months ago the rate of interest on undated gilt-edged stocks stood about 4.05 per cent although at the time of writing the position has improved to a little more than 3½ per cent. There may be a further improvement during the forthcoming year: no one can say. The second source is the Marketing Boards whose Chairman, Sir Sydney Phillipson has indicated that the Boards might be prepared to lend Government up to £5,300,000 on terms similar to those attaching to the £2,700,000 loan raised from the same source this year. There are two significant disadvantages in such a loan. First, that being repayable in equated half-yearly instalments over forty years, they impose a heavier annual charge for repayment of principal than would attach to a straightforward loan on the London market carrying the normal Sinking Fund charge of 1 per cent annually. Secondly, the loan is redeemable at short notice—twelve months' notice by the Board. Against this, however, the Board would agree not to call in the loan until it had exhausted its other assets, which today are considerable. It is unlikely that the Board would call in its last £8,000,000 without having taken all possible steps to safeguard this hard kernel of its reserves, and consequently the chances of the Nigerian Government being embarrassed by having to seek financial accommodation at short notice due to the Board calling in its loans, are very small.

There are, of course, compensating advantages in raising loans from the Marketing Boards. The interest on such loans is, because of the repayment conditions, smaller than we could expect to have to pay on a loan floated elsewhere. Moreover, no brokers' fees are payable in respect of the raising of the loan, such as would be charged on an issue in the London market. It is possible that a sum of the order of £6,000,000 will be needed to meet our loan requirements during the financial year 1950-51. Details of loans designed to raise this sum or such part of it as may be found necessary, will be brought before this Council as and when the need arises, and, subject to the terms prevailing in the London Money

[F.S.]

[Appropriation Ordinance]

Market on which such loans can be raised in the respective fields, it may be that loans from the Marketing Boards will be preferred to those raised in the open market.

The annual Public Debt charges for the financial year 1950-51 are estimated at £874,930. This is less than the sum provided in the previous financial year by £1,135,810, which is accounted for by the redemption and conversion of the two loans which reached maturity last year, and deletion of provision for a contribution to the Statutory Sinking Fund. However, these figures will be increased in future years as loans to finance capital expenditure both under the Ten Year Development Plan and otherwise, are raised.

In Appendix I to the Estimates, loan commitments for the forthcoming financial year are set out in full. These show the schemes to which Government is already committed, but we cannot stand on these projects alone, and there is a number of other schemes under discussion. In addition, £3,000,000 will be required for loan redemption purposes in 1955. Loan works under the Ten Year Plan will amount to £15,908,000. There are also development projects which have been begun or will be begun during the forthcoming year which are estimated to cost £3,750,000. Moreover, there are other schemes under consideration which, if undertaken, will cost another £2,640,000. Honourable Members will therefore appreciate that the country will be called upon to meet large loan expenditure over future years, exclusive of Railway loans, which are expected to total £3,250,000. While such loan expenditure should increase the economic potential of the country—and in the long run Government Revenue—I must emphasise that loan commitments will bring increased debt charges on the annual budget. Such charges are prior charges—that means they have to be met whether the revenue is high or low. It is desirable that I should make this point now, because in discussing future loans, Honourable Members will remember to give due weight to the fact that every loan brings in its wake an inescapable residual burden of annual debt charges on the budget.

In concluding my remarks on the Public Debt position of the Colony, I should also mention that there is a limit to the amount of loans which any country can raise. The willingness of investors in other countries to lend their money to Nigeria is primarily conditioned by the confidence which such investors have in our country that their capital and interest will be safe. The ability of any country to meet its debt charges depends, among other things on the amount of the Public Debt. The amount of debt which a country can carry may be measured roughly by its annual revenue, and I estimate that the upper ceiling for Nigeria's Debt today would be one and a half times its ordinary annual revenue (that is public income, exclusive of receipts in respect of export duties

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and gifts like those we are receiving from the Colonial Development and Welfare Fund). This would amount to about £35 million. Honourable Members will appreciate that by the time the Ten Year Development Plan ends, we shall be well on our way to that ceiling. Furthermore, it must not be forgotten that this figure of £35 million is not constant. If there were to be a serious reduction in the public income, the "loan potential" would have to be revised downwards. However, I hope that, as a result of the development schemes we have in mind, the income of Nigeria will, over a period of years, steadily increase, and that this increase will be reflected in higher Government revenues, which in turn will permit loans in excess of the figure I have indicated.

In keeping with the high level of economic activity which has prevailed during 1949-50, the revenues of the country have remained buoyant. Including a grant of £3,057,840 from the Colonial Development and Welfare Fund, and a transfer of £310,000 from Regional General Revenue Balances, the revised estimated total revenue of the Colony is £30,170,460, a record in the history of Nigeria. Ordinary Revenue is £26,799,120 or £2,331,100 more than was anticipated when the Budget was framed. The total revenue from Customs and Excise is expected to reach the record total of £16,551,500. The proceeds of direct taxation also show encouraging results. These taxes have brought in £334,000 more than was expected. During the year the revenue benefited to the extent of £236,432 from the Nigerian share of the profit of the West African Currency Board.

The revised estimate of total expenditure for the year which has just closed is £29,889,640, which includes £310,000 re-allocated to the Regions out of their Revenue Balances. There have been some heavy items of expenditure which were not foreseen when the estimates for 1949-50 were framed. One item which calls for special comment is the purchase of the royalties which have hitherto been paid to the United Africa Company as heirs of the Royal Niger Company Chartered and Limited. These royalties were purchased for a lump sum of £1 million which was approved by the Finance Committee at its Meeting held in January last. The sum represents approximately six and a half years' purchase price on the basis of the prevailing prices for non-ferrous metals. In making this purchase, the money for which has been found out of current revenue, the Colony will be relieved in future years of an annual charge on its budget and the money will be available for purposes more in keeping with the general development of Nigeria. I shall, in due course, be moving an amendment in the Select Committee on the Estimates to delete the provision made in the 1950-51 Draft Estimates for payment of the United Africa Company's share of the royalties. Other major items which have been met from current revenue during the past year include £450,000 for Public Works, £150,000 on Village Reconstruction

and £25,000 on the Northern Regions Scholarship Fund. Honourable Members will be interested to learn that of the estimated 1949-50 expenditure, 20 per cent has been on social services.

With the total estimated revenue of £30,170,460 and a total expenditure of £29,889,640 the revised estimates of the surplus for the financial year 1949-50 will be £280,820.

Before proceeding to the estimates for the forthcoming year, I should mention some changes which have been made in the format of the estimates. Honourable Members will notice that the Colliery at Enugu has now its own estimates which are submitted under separate cover. The Colliery will, in future, stand on its own feet. It will be a separate accounting entity and although for some time it will have to rely on financial assistance from the Government, it will in future, we hope, cover its own expenditure from its own income.

Departmental estimates for the forthcoming year show that expenditure will be £30,136,350 while revenue is expected to reach £30,372,260 leaving an estimated surplus at the year end of £235,910. This surplus does not take account of the saving effected by purchasing the United Africa Company's Mineral Royalties and Mining rights, but Honourable Members will, in the Select Committee on the Estimates, be invited to approve certain additional expenditure that will leave the estimated surplus little changed.

On the revenue side, the two main sources of income are customs duties and direct taxes. The term "direct taxes" includes direct taxes levied by the Native Authorities, but since only a small portion of these taxes accrues to the Central Revenues, I will not spend further time on them. The other portions of direct tax are those which are popularly known as "Income Tax" and "Company Tax". As regards income tax, I do not anticipate that receipts from tax on individual incomes will continue to rise in the forthcoming year. The company tax is even less capable of close assessment. The tax is, of course, assessed on the income earned by companies during the year preceding that of assessment and, while there is evidence that commodities have been coming forward in large volume during 1949, it is too early to say how the trading position has been affected by the devaluation of sterling. On the one hand, it is well known that costs have risen during the past year, that companies are meeting with consumer resistance in some lines, and some stocks may have to be liquidated at less than cost price. On the other hand there is still an unsatisfied demand for certain commodities which are still in short supply. I think that while it would be unduly pessimistic to anticipate a marked falling off in profits, nevertheless the halcyon days of easy business which followed the war are probably drawing to a close and it would be unwise to expect more than a levelling off in company tax receipts in the forthcoming year.

[F.S.]

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There will, however, be a fall in receipts from this tax due to adjustments with the United Kingdom Government in respect of our double taxation agreement. Hitherto, it has been agreed that no portion of the profits made by firms incorporated in the United Kingdom, from merchandise imported into Nigeria, should be attributed to the United Kingdom office of the firm, although clearly imports of such merchandise into Nigeria from the United Kingdom were the results of commercial effort made both by the United Kingdom and Nigerian branch of the firm. Agreement on these lines had been made possible by virtue of the fact that Nigeria was able to argue that the economy of Nigeria was such that in relation to the United Kingdom it was an exchange of primary produce for merchandise. Since the profits of primary produce are always attributable to the countries in which sale takes place, the normal application of the rules would have meant that Nigeria would have had to forego all taxation on its exports of primary products, and in addition on that part of its imports of merchandise which were attributable to the export branch of the Nigerian firm incorporated in England.

When the Marketing Boards were set up, however, they were interposed between the Nigerian and United Kingdom branches of the firms incorporated in the United Kingdom, so that *all* sales of produce by the Nigerian branch were concluded in Nigeria and *all* the profits on such sales remained in Nigeria and as such paid the whole of Nigerian tax. The United Kingdom Inland Revenue therefore lost its taxes not only on the profit of some United Kingdom exports, but on United Kingdom imports of produce from Nigeria, in respect of those firms incorporated in the United Kingdom and having a branch organisation in Nigeria. Nigeria has been able to maintain this advantage for three years but all good things come to an end sooner or later and the United Kingdom tax authorities now insist, not without justification, that either Nigeria ceases to levy company tax on profits accruing from the sale of produce to the Marketing Boards by United Kingdom incorporated companies or Nigeria agrees that the United Kingdom is entitled to its share (for the purpose of taxation) of the profits on merchandise exported by the English branches to their Nigerian branches. Of the two courses, Nigeria had more to retain by adopting the second, which was accordingly done; the estimated cost to Nigerian Revenue in a full financial year, in present conditions, will not exceed £250,000.

Our main source of revenue comes from duties levied by way of Customs and Excise. In spite of the pessimism expressed a year ago concerning the future of trading, the volume of imports into Nigeria increased to an all-time record. The amount of revenue collected from customs duties increased accordingly and receipts under this sub-head in 1949-50 are, as already mentioned, estimated to reach £11,500,000 a record in the history of this

Territory. In attempting to assess what the figure should be for the forthcoming year, it should be noted that some firms are overstocked in some lines, particularly textiles, and I expect imports of these commodities to fall away during the year. On the other hand there are many other commodities in short supply and increased imports would be forthcoming if supplies became available. While I think it would be unwise to expect any increase in the revenue from import duties during 1950-51, nevertheless I do not anticipate there will be any falling off under this item. What is lost on textiles will, I believe, be made up on other manufactured commodities and, therefore, I have adopted a figure of £11,500,000 as the probable revenue to be expected.

Export duties, on the other hand, which were well maintained in the past financial year, may drop during the forthcoming financial year. Honourable Members are probably aware that, owing to the considerably lower rainfall experienced during the last season, both the cocoa crop and the groundnut crop are expected to be less than last year. There will not, therefore, be the volume of these commodities on the move and consequently the amount to be derived from these duties I place at £3,500,000 for the year.

The excise duties on beer and those on local cigarettes have been maintained, and in the course of the forthcoming year should show a slight increase. I expect that excise duties will amount to £1,300,000.

Customs duties and direct taxes account for over three-quarters of the revenue. I do not anticipate any appreciable change in the remaining items of revenue which should bring in some £5,411,000.

The Nigerian Estimates and the allocation of Revenue to the Regions amount to an estimated total of £25,972,230, representing a net increase of £2,210,840. The Regional allocations have been fixed at £8,048,000 which represents an increase of over £900,000 on the previous year.

The various departmental increases will be better dealt with in the Select Committee, but there are some items of expenditure which, I feel, call for special comment at this stage. The first is the provision of £2,250,000 for the Revenue Equalisation Fund. The object of this Fund is to ensure that reserves are available to cushion against a fall in revenue and to ensure that provision is made to meet the recurrent costs of the Ten Year Development Plan when the financial aid which is now being provided from the Colonial Development and Welfare Fund comes to an end. The policy of providing during the years of plenty against the years of depression is a practice which, I believe, was initiated many thousands of years ago in another part of Africa when, in the land of Egypt, a man called Joseph was Secretary for Economic Affairs to King Pharaoh. The wisdom of the policy, which was proved on that occasion, is still good economics in this day and generation.

[F.S.]

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At the end of the financial year 1950-51 the total amount which will be standing to the credit of the Revenue Equalisation Fund will be £4,750,000.

The second item which might call for comment is a net increase of £54,000 in our payments for Military and Defence, reflecting an increase in our contribution to His Majesty's Government to £750,000 per annum. I should add that the cost of the Nigerian Regiment is much more than this figure suggests; the balance of the expenditure being borne by His Majesty's Government.

Another large item of expenditure next year will be £120,000 on behalf of the West African Airways Corporation. This large subsidy is Nigeria's contribution towards the losses of that concern. The Corporation has been running at an increased loss owing to the fact that as a result of the accident to one of the Doves on the 2nd May, 1949, the load carrying capacity had to be considerably curtailed to even more uneconomic levels. These aircraft will, it is hoped, in due course be replaced by machines which are more adapted to local conditions and, consequently, more economic. Meanwhile our present fleet is fulfilling a very useful purpose and, clearly, we could not afford to scrap this costly capital investment. The mileage flown in internal routes during the past year is estimated to be more than 800,000 miles. In a country the size of Nigeria, an adequate system of communications is of vital importance and I am convinced that the high costs of the air services are such as should be legitimately met from revenue at this stage of their development. It will, however, be some years before our air services become, in the commercial sense, a paying proposition.

Considerable expenditure is proposed in respect of capital works undertaken by the Marine, Posts and Telegraphs and Public Works Departments, and additional expenditure of some £90,000 is provided for the expansion of the Department of Commerce and Industries.

His Excellency :

I am bound to call the attention of the Honourable Member to the fact that he has exhausted his ration of forty-five minutes.

The Hon. the Chief Secretary to the Government :

I move that the Honourable Gentleman be given another hour, Sir.

The Hon. the Acting Attorney-General :

I beg to second.

The Third Lagos Member (The Hon. Adeleke Adedoyin) :

Your Excellency, I do not think that request is valid. He can only have half an hour but I beg to amend that,

The Hon. the Financial Secretary :

In the interests of the Honourable Members I shall try not to exceed twenty minutes.

The Hon. the Chief Secretary to the Government :

I accept the amendment to my motion, Sir.

His Excellency :

The question is whether the Honourable Member be given an additional half hour.

Motion carried.

The Hon. the Financial Secretary :

My predecessor spoke last year of the intention of Government to attempt to stabilise expenditure. I am sure that was, and still is, a sound and necessary policy. In a country like Nigeria, where the needs of all areas and all peoples are infinite, there must always be a conflict between those services which are favoured with Government assistance and the less fortunate which have to wait. This is the eternal problem which besets those who dispense the finances of any country. While our financial resources have, since the war, enabled us to extend Government activities in many directions, I would point out that the pace of new commitments will have to slow down considerably if we are to remain a solvent country. This does not mean that development must stop: it must not, and it will not stop. It is a cardinal point that Nigerian financial policy should be directed to serve the broader policy of development thereby aiming at continuous improvements of the standard of living and of the economic resources of our country. Nevertheless, there will probably have to be a more careful selection in future of the items calling for new expenditure and this process will involve a very realistic apportioning of the resources at our command.

In the course of the forthcoming year there will also be large expenditure on development from loan funds, over and above that envisaged in the Ten Year Plan of Development and Welfare. This expenditure is estimated to exceed one and a half million pounds. The major scheme which will be commenced from Loan Expenditure is the Apapa Wharf Extension Scheme, which will cost in all, over two and a half million pounds and will take just over five years to complete. The contracts for the scheme have already been placed, and, when finished, our main port of Lagos should be brought up to date and be capable of handling efficiently and expeditiously the increased volume of traffic resulting from the economic development of Nigeria.

I expect that the budget will be balanced during the forthcoming year by revenue from existing sources.

In view of the estimated budgetary position, it has not been thought desirable to impose any additional taxation this year. In

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my opinion, it is doubtful whether taxation from existing sources could be increased to produce any great amount, other than that imposed by the Direct Taxation Ordinance, any increase in which would, of course, benefit Regional and Native Administration Revenues and not Central Government Revenues. In this connection I would call attention to the report on the Financial Procedure under the New Constitution published in 1946. On page 86 paragraph IV, Sir Sydney Phillipson stressed the importance of the capitation share of Direct Tax as a source of Regional Revenue. Now that the period during which the capitation share was fixed is coming to an end, the time may be opportune for Regional Administrations in consultation with Native Authorities to consider the desirability of increasing the Direct Tax and reapportioning as between Regional Administrations and the Native Authorities.

If revenue must be increased, it must be by closer collection and above all, by a quickening of economic activity which raises the national income and which is reflected in the revenue from the present rate of taxation. It may well be that when the cost of the new Constitutional reforms has been revealed it will be found that some additional revenue will be necessary, but it would probably be better that this should come, not from increasing the rates of existing taxes, but from new and hitherto untapped sources. The level of taxation, however, should be carefully watched for other reasons. There is no great virtue in high taxation, especially when, as in this country, it is derived from one or two sources only, and mainly from regressive indirect taxes. High rates of indirect taxation in a country such as Nigeria tend to increase cost of production, which may eventually make it difficult for us to compete in overseas markets with our products. Moreover, high indirect taxation, coupled with high Government expenditure, has inflationary tendencies, and we are all only too conscious in this country of the bad effects of ever rising prices.

In the course of the next financial year, the items of revenue and expenditure with which I have dealt at some length, are not the only problems to which Government will have to address itself. A major examination of the Ten Year Plan is being undertaken. Honourable Members will recall that when that plan was drafted five years ago, it was estimated that the total cost would be fifty-five million pounds. We all know how costs have risen since that time and if all the schemes which were then proposed were to be carried out, the cost of the plan as then devised would now be in the region of ninety million pounds. The original cost was to be met as to sixteen million pounds from loans, twenty-three million pounds from contributions from the Colonial Development and Welfare Fund, and sixteen million pounds from recurrent revenue. None of these sources for financing the plan can be increased so as to meet the new costs of the original plan and it is therefore certain that the plan will

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have to be recosted to bring it into line with the finance which is available and the capacity of the country to pay for it. This task will, it is hoped, be completed during the next year. I cannot, at this stage, give indications of the lines on which the scheme for recosting will take, but full details will be presented to Honourable Members next year. It is, however, desirable that Honourable Members should know that the development envisaged by that plan will not cease during the year but that the final plan will, of necessity, wear a look somewhat different from that which was intended when the plan was first formulated in 1945. It would be wrong, however, to think of the development of Nigeria only in terms of the Ten Year Development Plan. Other projects which were not included in the original plan have since been formulated which may demand precedence over some of the original schemes included in the Plan. In reviewing the Ten Year Development Plan it will be necessary to take into consideration projects of this nature, since the resources available to this country, both from local and those overseas sources—for example the amount of loans which can be raised in the London Money Market—are not unlimited. The problem of economics and intelligent finance is to determine how the limited resources at our disposal shall be allocated not so as to cater for sectional interests and pressure groups, but so as to bring the maximum return in the interests of Nigeria as a whole. We cannot have everything we want and in assessing our future development the main question will be to determine what projects are required most and the priority in which the various schemes should be undertaken. Moreover, it should be remembered, especially in the matter of loans, that there are other Nigerian organisations in addition to the Government which require access to the overseas market for loans. Finance will be required by the Railway and, at a later period perhaps, by the Colliery and the Electricity Board. The needs of these organisations will mean additional pressure on the amounts available for Nigeria in the London Money Market, and it may be that these can only be met by reducing the loan claims of the Nigerian Government. These questions will require further consideration, but it is well to mention them at this time for they are basic principles to which due weight will have to be given when the Ten Year Development Plan is overhauled.

In view of the limited capital resources at our disposal, it is the policy of Government to welcome other agencies with resources which could be used for the economic development of Nigeria. The Colonial Development Corporation has already brought capital and technical assistance to the country for the Niger Development project, it has agreed to finance the Apapa Development Scheme of the Lagos Development Board and it has other schemes under consideration. The Regional Production Development Boards, as their plans mature, should also be an important source of capital

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investment. It is, however, from private capital that the major development of Nigeria must come and we welcome private enterprise which will invest capital in this country on terms which are beneficial both to the country and the investors. It may also be that the Economic Co-operation Administration or those responsible for the administration of the policy announced in President Truman's "Fourth Point" will throw a kindly glance toward the undeveloped areas of Nigeria. We should not, however, sit with folded arms and cast covetous eyes on those who are prepared to dispense their largesse without asking anything in return. If we were ever the beneficiaries of their kindness, we would appreciate our good fortune, but we must learn that if this country is to grow rich, prosperous and successful, the key to the opportunities around us lies, in the main, in our own hands. There is no royal or easy road to a better standard of living in Nigeria. We are a poor country, not endowed with the material resources which can ensure a quick passage to a prosperous future. But we can do a lot better with the means at our disposal if only we all have the will to make better use of the resources already in our hands. What is required of all the inhabitants of this country (of all classes and all races) is harder work, and a keener application to our respective jobs. The picture of a people applying themselves with vigour and determination to the ordinary common tasks of the daily round and striving to make the best use of the resources at their command, will be the best advertisement for attracting that capital and technical aid which we need so much for the future economic expansion of Nigeria.

Looking to the future, I am of the opinion that the prospects for the financial position of Nigeria are encouraging. I would not, however, like my remarks to be interpreted in a sense of easy optimism. The financial status of any country is, as I have already indicated, determined by its economic strength, and the economy of this country is, at present, vulnerable on two fronts. First, the whole of our economic and financial edifice is underpinned by agriculture. It is the agricultural products which provide the food for internal consumption and exports to pay for the larger part of our imports. Should there be excessive drought, or widespread pest, our agriculture could suffer untold harm over a short period. It would reduce the revenue and the activities of this Government which have hitherto only been possible because agriculture has for some years been in a healthy state. Secondly, the wealth of this country is dependent in a large measure on the prices prevailing in world markets for her exports. Owing to the devastation created in food producing areas in other parts of the world as a result of the war, prices for our products have remained high. There has been little difficulty in selling what we produced. But it is probable that the honeymoon is over. In future, as other areas get back

into production, there is not going to be so pressing a demand for Nigeria's agricultural produce and nothing is more likely than that the prices of these products will, over the next few years, fall. Such a fall, if not countered by other means, will reduce our national income and our revenue, and the pace of our future development.

It is true that we have anticipated a falling away in prices, and the various Marketing Boards have, with commendable foresight, made provision to meet the days when the farmers' income will be a lot less than it is today. We have, to the best of our ability, guarded against a falling off in revenue by means of our Revenue Equalisation Fund. We should, as a result of extensive post-war development, be able to expect that the new economic life which is brought into being will make its contribution to the revenue of the land. Should a recession in the demand for Nigerian exports come, we have set up buffers to cushion the immediate shock. I do not, however, see such a recession coming during the forthcoming year. Money will not be so easy to get as hitherto, but that is probably an advantage rather than a disadvantage. I think that there will still be a market for all that Nigeria can produce so that our economic and financial position during the next twelve months should be assured. There is, however, one way to make assurance doubly certain and that is to resolve that we will meet a declining price level in the world, and the possibility of a declining revenue at home, by increasing the quality and quantum of production in all walks of life here and now in this country, and to translate that resolve into action. That is the answer to any recession which the future might bring: it is also the essential prerequisite to the fulfilment of any hopes and plans which we might have for making the future of Nigeria correspond to its great promise.

Sir, I beg to move.

The Hon. the Development Secretary:

Sir, I beg to second.

His Excellency:

The question is that the Bill be read a first time.

Bill read a first time.

The Hon. the Financial Secretary:

Sir, I beg to give notice that at a later date during this meeting I will move the second reading of the Bill which has just been read a first time.

THE MINERAL OILS (AMENDMENT) ORDINANCE, 1950

The Hon. the Acting Attorney-General:

Your Excellency, I rise to move the first reading of a Bill entitled:—

“ An Ordinance to amend the Mineral Oils Ordinance,”

[*Ag. Att.-General*][*Mineral Oils Ordinance*]

Sir, I ask the indulgence of the House as I am suffering from a sore throat.

Sir, although the submarine areas beneath the territorial waters—that is within the three-mile limit—are within the jurisdiction of this Government, they are not at present within the purview of the Mineral Oils Ordinance. That Ordinance regulates the right to search for, win and work mineral oils, and it is obvious that it should apply to the sea bed within the three-mile limit. The purpose of this Bill is to remedy that omission. Sir, I beg to move.

The Hon. the Chief Secretary to the Government :

I beg to second.

His Excellency :

The question is that the Bill be read a first time.

Bill read a first time.

The Hon. the Acting Attorney-General :

Your Excellency, I rise to give notice that at a later date during this meeting I will move the second reading of the Bill which has just been read a first time.

**THE NATIVE CHILDREN (CUSTODY AND REFORMATION) (AMENDMENT)
ORDINANCE, 1950**

The Hon. the Acting Attorney-General :

Your Excellency, I rise to move the first reading of a Bill intituled:—

“ An Ordinance further to amend the Native Children (Custody and Reformation) Ordinance.”

Sir, the principal Ordinance makes provision for the welfare of young offenders and the object of this amendment is to give the Courts power to secure contribution to the upkeep of young offenders by parents, step-parents and so forth by whose neglect the young offenders have come into collision with the law. Sir, I beg to move.

The Hon. the Commissioner of the Colony :

I beg to second.

His Excellency :

The question is that the Bill be read a first time.

Bill read a first time.

The Hon. the Acting Attorney-General :

Sir, I rise to give notice that at a later date during this meeting I will move the second reading of the Bill which has just been read a first time,

[Dev. Sect.]

[W.A. Cocoa Research Institute
(Nigeria Status) Ordinance]THE WEST AFRICAN COCOA RESEARCH INSTITUTE (NIGERIA STATUS)
ORDINANCE, 1950**The Hon. the Development Secretary:**

I rise to move the first reading of a Bill entitled:—

“An Ordinance to provide for the Status and the Functions, including the Powers and Duties, within Nigeria of the West African Cocoa Research Institute and the West African Cocoa Research Institute Managing Committee which were established in the Gold Coast by a West African Cocoa Research Institute Ordinance, 1947, of the Gold Coast, and for purposes connected therewith.”

The object of this Bill, Sir, is to confer upon the Managing Committee of the West African Cocoa Research Institute the status in Nigeria and also some of the powers which it has in the Gold Coast. In the Bill, Sir, frequent reference is made to the Gold Coast Ordinance and a copy of that Ordinance has been supplied to all Honourable Members.

As all Honourable Members are aware, Sir, the West African Cocoa Research Institute is established at Tafo in the Gold Coast but research on cocoa, and the diseases of cocoa, is carried on by members of the staff of the Institute, not only at Tafo but at places in Nigeria, while, of course the results of the research conducted at Tafo are available and applied in Nigeria. Furthermore, Sir, the cost of maintaining the Institute in the Gold Coast is defrayed from contributions received from the Cocoa Marketing Boards of Nigeria and of the Gold Coast. For these reasons it is thought desirable that the Managing Committee should have the same status in Nigeria as it has in the Gold Coast, and I think that all Honourable Members will agree with that.

I do not think I need say any more, Sir, except that perhaps members may be interested to know that the four Members who are appointed by Your Excellency to represent Nigeria on the Managing Committee, are:—

The Honourable the Director of Agriculture
The Honourable A. Obisesan
Mr A. E. Sanda, and
The Development Secretary

(all of whom are members of the Cocoa Marketing Board.)

Sir, I beg to move.

The Hon. the Senior Resident, Oyo Province:

I beg to second.

*Bill read a first time.***The Hon. the Development Secretary:**

Sir, I rise to give notice that at a later date during this meeting I will move the second reading of the Bill which has just been read a first time,

THE CINEMATOGRAPH (AMENDMENT) ORDINANCE, 1950

The Hon. the Director of Education :

Sir, I rise to move the first reading of a Bill entitled:—

“ An Ordinance to amend the Cinematograph Ordinance, 1933.”

This is a very simple Bill, Sir, designed to close a gap in the existing censorship arrangements. As Honourable Members are aware, Committees of the Cinematograph Censorship Board are required, under the existing law, to view any film intended for exhibition in the Territory and to pass or reject it. I may mention in passing that these Committees are precluded from acting as “ arbiters of elegance ” and as a consequence frequently find themselves in the unhappy position of having to pass for exhibition films which are rapid and lacking in taste. But they can, and do, ban what is grossly offensive or obscene or calculated to injure the feelings of the general public. Posters likewise come within the purview of these Committees but as these posters are in the main attempts to portray the glamorous young ladies of Hollywood, it is seldom that they incur the Censors' displeasure. Film slides on the other hand are much more likely to portray offensive matter, and as these have hitherto not been liable to censorship, the purpose of this Bill is to rectify that omission by including slides in the definition of the word “ poster ”.

Sir, I beg to move.

The Hon. the Senior Resident, Kano Province :

I beg to second.

Bill read a first time.

The Hon. the Director of Education :

Sir, I beg to give notice that at a later date during this meeting I will move the second reading of the Bill which has just been read a first time.

The Hon. the Chief Secretary to the Government :

Sir, may I propose that we break for ten minutes and resume the debate thereafter.

His Excellency :

If it is the wish of the House I propose that we break for ten minutes.

Proposal accepted.

Council adjourned at 10.50 a.m.

Council resumed at 11.15 a.m.

THE CRIMINAL CODE (AMENDMENT) ORDINANCE, 1950

The Hon. the Acting Attorney-General :

Your Excellency, I rise to move the first reading of a Bill intituled:—

“ An Ordinance further to amend the Criminal Code Ordinance.”

The amendment deals with section 125 (A) of the Criminal Code which makes it an offence to make a false statement to a public officer. A prosecution under that section, as the law now stands, requires

[*Ag. Att.-General*][*Criminal Code (Amend.) Ordinance*]

the authority of either a police officer not below the rank of Superintendent or, where an administrative officer is in charge of the police, the authority of that administrative officer. It is not always possible or convenient, I would say, to get the authority of these persons, and the effect of the proposed amendment is to allow a Superior Police Officer as defined in the Police Ordinance to authorise prosecutions. That means that any officer above the rank of Cadet will be enabled to give the authority for prosecution if this amendment passes into law.

Sir, I beg to move.

The Hon. the Commissioner of the Colony :

Sir, I beg to second.

Bill read a first time.

The Hon. the Acting Attorney-General :

Sir, I beg to give notice that at a later date during this meeting I will move the second reading of the Bill which has just been read a first time.

THE ORDINANCES AUTHENTICATION ORDINANCE, 1950

The Hon. the Acting Attorney-General :

Your Excellency, I rise to move the first reading of a Bill intituled :—

“ An Ordinance to make provision for the Authentication and Recording of Ordinances.”

All I need to say, I think, Sir, about this Bill is that although it is fairly lengthy it is a formal Bill and it has been made necessary by reason of the changes in the form of legislation due to the 1946 Constitution.

Sir, I beg to move.

The Hon. the Chief Secretary to the Government :

I beg to second.

Bill read a first time.

The Hon. the Acting Attorney-General :

Sir, I rise to give notice that at a later date during this meeting I will move the second reading of the Bill which has just been read a first time.

THE CRIMINAL CODE (DISAFFECTION) (AMENDMENT) ORDINANCE, 1950

The Hon. the Acting Attorney-General :

Sir, I rise to move the first reading of a Bill intituled :—

“ An Ordinance further to amend the Criminal Code Ordinance.”

The purpose of this Bill, Sir, is to add to the Criminal Code a section to make adequate provision for the punishment of persons attempting to undermine the discipline and loyalty of members of the Armed Forces, members of the Police Force and Prison Officers. The proposed new clause, which will be added to the Criminal Code if this Bill passes in law, is based on English law. This Bill has

been misrepresented in the Press. It has been suggested that it is some attempt by this Government to stifle honest criticism. That is a complete misrepresentation. This Bill is directed, and only directed, at attempts by evilly disposed persons to seduce members of His Majesty's Forces or the Police or Prison Officers from their duty and loyalty.

Sir, I beg to move.

The Hon. the Chief Secretary to the Government :

I beg to second.

Bill read a first time.

The Hon. the Acting Attorney-General :

Sir, I beg to give notice that at a later date during this meeting I will move the second reading of the Bill which has just been read a first time.

THE NON-EUROPEAN OFFICERS' PENSIONS (1949 STATION
STAFF STRIKE) ORDINANCE, 1950

The Hon. the Chief Secretary to the Government :

Sir, I beg to move the first reading of a Bill entitled:—

“ An Ordinance to provide that the break in service in the case of certain Railway Servants of the Station Staff arising out of a strike which occurred in the month of July in the year one thousand, nine hundred and forty-nine, may be disregarded and that such period may be counted for continuity of service under the provisions of the Pensions Law.”

At a meeting of this Council which took place in November last I moved the first reading of this Bill, but before a decision was taken the Honourable the First Member for the Eastern Provinces suggested that the Bill should first be considered in the Regional Houses, and, if I may say so, I think he was quite right. That action has now been taken and this Bill has been referred to and considered by all the Regional Houses. Since I explained the main purpose and reason for this Bill on a previous occasion, I think it is unnecessary for me to weary the Council by going over the ground again.

I would merely remind the Council shortly that a strike took place of the Railway Staff in July last year. Government had immediately to decide—no notice of a strike and no warning had been given—Government had immediately to decide what action to take. Government considered that many of the men had been misled; they did not understand the issues involved. Government therefore decided that it was fair and right in the interests not only of the men but of the community in general that they should be encouraged to return to work. Notices were consequently issued to all the men along the whole length of the railway, warning

[C.S.G.]

[Non-European Officers' Pensions
(1949 Station Staff Strike) Ordinance]

them to return to work within three days and that if they did not do so they would suffer the consequences. The men returned to work within that period and that result was, I suggest, a highly satisfactory one from everyone's point of view. During the three-day period discussions took place with representatives of the Union concerned, and the Union was told that if the men complied with the direction which had been given, Government would use its best endeavours to ensure that they would not suffer in respect of their pension rights. This Bill is therefore brought to this Council in implementation of the undertaking which we as a Government gave to the men at that time. We made it amply clear at these discussions that the decision could not be taken by Government: the decision could only be taken by this Legislative Council.

In dealing with trade disputes I am sure that every member of the Council will agree that it is of the utmost importance that good faith should be maintained on both sides. When an agreement has been reached—when an undertaking has been given—certainly both sides should do their utmost to carry it out. The decision must lie with this Council whether the action proposed is to be taken or not, but as far as Government is concerned we very strongly urge this Council that the Bill should be passed. I would refer Members to the fuller comment which I made in November last, which is available in the Hansard which has been distributed, and of course I shall be glad to answer any questions which may arise on the second reading. Sir, I move the first reading of the Bill.

The Hon. the Acting Attorney-General:

Sir, I beg to second.

Bill read a first time.

The Hon. the Chief Secretary to the Government:

Sir, I rise to give notice that at a later date during this meeting I will move the second reading of the Bill which has just been read a first time.

THE INTERPRETATION (AMENDMENT) ORDINANCE, 1950

The Hon. the Acting Attorney-General:

Your Excellency, I rise to move the first reading of a Bill intituled:—

“ An Ordinance to amend the Interpretation Ordinance.”

The amendment proposed by this Bill will become necessary upon the passing into law of the Eastern Provinces Local Government Bill. The second clause inserts a definition of the expression “ local government council ” in the Interpretation Ordinance and the third clause makes certain necessary amendments to section 21 of the principal Ordinance. Section 21 of the principal Ordinance provides that any act for which payment is required need not be

[*Ag. Att.-General*][*Interpretation (Amend.) Ordinance*]

performed until payment is made, and the object of the third clause is to make that provision applicable in the case of councils created under the Eastern Provinces Local Government Ordinance.

Sir, I beg to move.

The Hon. the Commissioner of the Colony :

I beg to second.

Bill read a first time.

The Hon. the Acting Attorney-General :

Sir, I beg to give notice that at a later date during this meeting I will move the second reading of the Bill which has just been read a first time.

THE NIGERIA TOWN AND COUNTRY PLANNING (AMENDMENT)
ORDINANCE, 1950

The Hon. the Development Secretary :

Sir, I rise to move the first reading of a Bill entitled :—

“ An Ordinance to amend the Nigeria Town and Country Planning Ordinance (Chapter 155). ”

This, Sir, is an amending Bill and it seeks to make one change of considerable importance in the principal Ordinance and certain minor changes in regard to financial control. Under the Ordinance as it stands, Sir, a Planning Authority is at the moment subject to the control of the Governor-in-Council, in matters many of which are not of sufficient moment to merit the attention of that Council. Experience has shown that the provisions of the Ordinance prescribe a degree of centralised control which has hindered the attainment of the objects for which the Ordinance was enacted. There is an unwillingness to prepare planning schemes and to appoint planning authorities which derives directly from that centralised control.

The position, Sir, would be remedied if the powers now reserved to the Governor-in-Council could be exercised by Regional Authorities. The law, however, provides no means for the Governor-in-Council to delegate authority.

It is, therefore, proposed, Sir, to delete in the principal Ordinance the words “ Governor-in-Council ” in fifteen sections and the words “ Financial Secretary ” in one, and replace them by the word “ Governor ”. Under the Interpretation Ordinance, Your Excellency may then exercise your authority to delegate your powers.

In respect of Clauses 3 and 4 of the Bill, I need only say, Sir, that in the Ordinance as it stands, a Planning Authority has no power to incur expenditure save in accordance with the approved annual estimates. The amendment will give Your Excellency power to approve departures from those estimates where they are necessary.

Sir, I beg to move.

The Hon. the Director of Public Works :

I beg to second.

Bill read a first time.

The Hon. the Development Secretary :

I rise to give notice that at a later date during this meeting I will move the second reading of the Bill which has just been read a first time.

THE CIVIL AVIATION (BIRTHS, DEATHS AND MISSING PERSONS)
ORDINANCE, 1950

The Hon. the Director of Medical Services :

Sir, I rise to move the first reading of a Bill entitled:—

“ An Ordinance to provide for the Registration of Births and Deaths in Civil Aircraft Registered in Nigeria.”

This is a purely formal Bill, the purposes of which are self-evident, and I therefore do not think it necessary that I should add to the Objects and Reasons given on page 4.

Sir, I beg to move.

The Hon. the Acting Attorney-General :

Sir, I beg to second.

Bill read a first time.

The Hon. the Director of Medical Services :

I rise to give notice that at a later date during this meeting I will move the second reading of the Bill which has just been read a first time.

THE PUBLICATIONS ORDINANCE, 1950

The Hon. the Chief Secretary to the Government :

I rise to move the first reading of a Bill entitled:—

“ An Ordinance to provide for the preservation of copies of Books printed in Nigeria.”

In doing so I would like to pay my tribute to the originator of this Bill, who is not on the Government benches—the Fourth Member for the Eastern Provinces. He it was who pressed in this Council on more than one occasion that the action now proposed should be taken, and I am glad that I can act as his agent in this matter today. The hand is the hand of Esau but the voice is the voice of the Fourth Member for the Eastern Provinces.

The Bill is a simple one, Sir, but nevertheless I think an important one. It provides that every person who publishes a book should be required to send two copies to the Chief Secretary and two copies to the Library of the University College at Ibadan, and that he shall be liable to pay a fine of £5 if he does not do so. I am glad that our legal draughtsmen have as usual cast their net wide and in

[C.S.G.]

[Publications Ordinance]

the definition they have exhausted their ingenuity in the definition of documents for submission to these two authorities. I was particularly glad to see in section 2 of the Bill that a sheet of music is included. I like to think that, sometime in the future of Nigeria when we have produced a Nigerian Beethoven and when he has completed some great work of musical genius he will rise from his piano exhausted with his finished score—and that he will not forget that two copies must be sent to the Chief Secretary and two copies to the University at Ibadan.

I should also like to say that I have the highest opinion—and I am sure I shall be supported in this by the Honourable Members who are members of the University College Council. I have the highest opinion of the work which is being done in Ibadan in the formation of a national library. I believe that there will be many and very obvious benefits to Nigeria from the University College but high amongst them will be the benefit of having a national library of which we can be proud. I have taken some interest over the past year or so in the early efforts of the University authorities to lay the foundations of a first-rate library and I believe they have done admirable work. Although I might fail to preserve adequately the flow of first editions which will now descend upon me, I am quite sure that the University College will keep theirs in a way which will earn the gratitude of future generations of Nigerians. I fully support the purposes of the Bill.

I remember meeting a young Nigerian—I think he was the first Nigerian I met—when he was a student in London. He is I think one of the most brilliant Nigerians of his generation, who has distinguished himself in Scottish and English Universities. He is an outstanding research scholar, and I was very glad when he told me that his first intention, after many years of study overseas, was to write the history of Nigeria during the last century. I was delighted that the subject of his thesis was not some remote and foreign subject, but that he was coming back to work in his own country. He was recently given the opportunity to come to Nigeria to obtain the material for his historical research. When he had visited many centres in this country he told me how appalled he was that many of the documents covering the history of this country only fifty, sixty or seventy years ago had been lost and even now there is quite inadequate care being taken of such documents.

In the future we can look to a different situation and those who come after us in a hundred or a thousand years—the historians and the archaeologists—will not need to search among the ruins of the central Secretariat or to dig for fragments in the caves of Abeokuta or Onitsha—all they will have to do is to walk into the National Library. If they are interested in the pedestrian achievements of the Government they will be able to turn to the Official Gazette, if they are interested in the strength and vigour of Nigerian comments

and criticisms in the 1950's they will be able to read the Hansard of this Council. If they are interested in getting some impression of the difficulties which Government and the Legislature had to face in this era, they will only have to turn over the pages of the daily press.

I think, therefore, it is reasonable in passing this Bill, as I hope we shall pass it, to pause to reflect that our activities in these days of anxiety, and pressure and great achievements will be the subject of interest to those who come after us. We are now providing some of the means for them to understand and study the problems which confront us in these days and the difficulties which we have had to overcome. That reflection will I trust lead us to bring to our difficult tasks an even greater sense of responsibility.

I beg to move, Sir, the first reading of the Bill.

The Hon. the Acting Attorney-General :

I beg to second.

The Member for the Colony (The Rev. & Hon. T. A. J. Ogunbiyi, O.B.E.) :

Your Excellency, I should like a point clarified about this title. Is it "copies of books printed only in Nigeria"? Suppose I were to get a book printed in England or any part of Europe about Nigeria will it come under this Bill?

His Excellency :

It would not be applicable.

The Hon. the Chief Secretary to the Government :

Sir, I should be very glad to consider the point at the second reading of the Bill.

Bill read a first time.

The Hon. the Chief Secretary to the Government :

Sir, I rise to give notice that at a later date during this meeting I will move the second reading of the Bill which has just been read a first time.

THE PRISONS (AMENDMENT) ORDINANCE, 1950

The Hon. the Acting Attorney-General :

Your Excellency, I am informed that the next item on the Order Paper, the next Bill, has not been to the Regional Houses and there is no certificate of formality or urgency in respect of it. I would therefore move under Standing Order 34 that this Bill be withdrawn to allow of it going to Regional Houses for consideration.

His Excellency :

Is it the wish of this Council that this Bill be treated in the manner proposed?

Agreed.

His Excellency :

This Bill is, by permission, withdrawn.

THE LAND REGISTRATION (AMENDMENT) ORDINANCE, 1950**His Honour the Chief Commissioner, Western Provinces :**

Your Excellency, I very much regret that I feel I must ask the indulgence of the House to defer the first reading of this Bill until a later date during this session. The fact is that certain submissions and criticisms have very recently arisen, so recently that I, personally, have had no opportunity of making any study of them at all, and I feel that it would be improper and unfair to this House if I were to proceed with the first reading until Government has had an opportunity of studying these recent submissions and criticisms.

His Excellency :

I take it this involves a motion to withdraw.

His Honour the Chief Commissioner, Western Provinces :

A motion to withdraw until a later date of this present session.

His Excellency :

The question is that the Bill be withdrawn, for consideration at a later date.

Agreed.

His Excellency :

The Bill is, by permission, withdrawn.

The Third Lagos Member (The Hon. Adeleke Adedoyin) :

I would ask Your Excellency's indulgence in referring to the Standing Rule referred to by the Acting Attorney-General. I wonder, Sir, if this rule were adhered to strictly the first Bill read for the first time in this House this morning, may not stand. The Appropriation Bill.

The Hon. the Chief Secretary to the Government :

I think that if the Honourable Member will study his Standing Orders he will find that specific provision is made whereby the Appropriation Bill is not taken to the Regional Houses.

His Excellency :

That completes the business for the day. We shall meet again on Monday at 9.30 a.m. Before we disperse I would ask the Honourable Members that over the weekend consideration may be given to the hours we might work during the coming week. As always I shall consult the wishes and convenience of the House, but if I may make a suggestion for thought over the weekend, it is that we should be thinking in terms of fairly long hours—not necessarily all at one stretch. Members will assist by being ready to advise on the hour at which we shall commence the afternoon session if, as I hope, we shall decide to sit twice in one day. Until 9.30 on Monday morning.

ADJOURNMENT

Council adjourned at 11.45 a.m.

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Debates in the Legislative Council of Nigeria

Monday, 6th March, 1950

Pursuant to notice the Honourable the Members of the Legislative Council met in the Chamber of the Eastern House of Assembly, Enugu, at 9.30 a.m. on Monday, the 6th of March, 1950.

PRESENT

OFFICIAL MEMBERS

- His Excellency the Governor,
Sir John S. Macpherson, K.C.M.G.
- The Chief Secretary to the Government,
The Honourable H. M. Foot, C.M.G., O.B.E.
- The Chief Commissioner, Western Provinces,
His Honour Sir Chandos Hoskyns-Abrahall, C.M.G.
- The Chief Commissioner, Northern Provinces,
His Honour Captain Sir Eric Thompstone, K.B.E.,
C.M.G., M.C.
- The Chief Commissioner, Eastern Provinces,
His Honour Commander J. G. Pyke-Nott, C.M.G., R.N.
- The Acting Attorney-General,
The Honourable A. Ridehalgh, K.C.
- The Financial Secretary,
The Honourable E. Himsworth.
- The Director of Medical Services,
Dr the Honourable G. B. Walker, C.B.E.
- The Development Secretary,
The Honourable C. J. Pleass, C.M.G.
- The Director of Education,
The Honourable R. A. McL. Davidson, C.M.G.
- The Director of Agriculture,
The Honourable A. G. Beattie.
- The Director of Public Works,
The Honourable R. W. Taylor.
- The Commissioner of Labour,
The Honourable A. H. Couzens.
- The Commissioner of the Colony,
The Honourable E. A. Carr.
- The Senior Resident, Kano Province,
The Honourable B. E. Sharwood-Smith, E.D.

- The Secretary, Eastern Provinces,
Commander the Honourable S. E. Johnson, R.N.
- The Senior Resident, Oyo Province,
The Honourable P. V. Main.

UNOFFICIAL MEMBERS

- The Member for the Colony,
The Rev. and Honourable T. A. J. Ogunbiyi, O.B.E.
- The First Member for the Western Provinces,
The Honourable A. Obisesan, O.B.E.
- The Second Member for the Western Provinces,
The Honourable T. A. Odutola, O.B.E.
- The First Lagos Member,
Dr the Honourable I. Olorun-Nimbe.
- The Emir of Gwandu,
The Honourable Yahaya, C.M.G., C.B.E.
- The Emir of Katsina,
Alhaji the Honourable Usman Nagogo, C.B.E.
- The Oni of Ife,
The Honourable Sir Adesoji Aderemi, K.B.E., C.M.G.
- The Atta of Igbirra,
Alhaji the Honourable Ibrahima.
- The Emir of Abuja,
The Honourable Sulemanu.
- The First Member for the Northern Provinces,
The Honourable Bello Kano.
- The First Member for the Eastern Provinces,
The Honourable C. D. Onyeama.
- The Second Member for the Northern Provinces,
The Honourable Abubakar Tafawa Balewa.
- The Second Member for the Eastern Provinces,
The Honourable H. Buowari Brown, O.B.E.
- The Third Member for the Northern Provinces,
The Honourable Iro Katsina.
- The Third Member for the Eastern Provinces,
The Honourable A. Ikoku, O.B.E.
- The Fourth Member for the Northern Provinces,
The Honourable Aliyu, Makaman Bida.
- The Fourth Member for the Eastern Provinces,
Dr the Honourable F. A. Ibiam, O.B.E.
- The Second Lagos Member,
Dr the Honourable N. Azikiwe.
- The Fifth Member for the Northern Provinces,
The Honourable Yahaya Ilorin.
- The Fifth Member for the Eastern Provinces,
The Honourable N. Essien.

- The Third Lagos Member,
The Honourable Adeleke Adedoyin.
- The Member for Calabar,
The Honourable E. E. E. Anwan.
- The Fourth Member for the Western Provinces,
The Honourable A. Soetan.

ABSENT

UNOFFICIAL MEMBERS

- The Oba of Benin,
The Honourable Akenzua II, C.M.G.
- The First Nominated Member,
The Honourable P. J. Rogers.
- The Third Member for the Western Provinces,
The Honourable G. I. Obaseki.
- The Second Nominated Member,
Major the Honourable J. West, M.C., E.D.
- The Third Nominated Member,
The Honourable N. B. Edwards.

PRAYERS

His Excellency the Governor opened the proceedings of the Council with prayers.

CONFIRMATION OF MINUTES

The minutes of the meeting held on the 4th of March, 1950, having been printed and circulated to the Honourable Members, were taken as read and confirmed.

ANNOUNCEMENTS

His Excellency:

Honourable Members will recall that on Friday Council decided that three long and comprehensive Bills should be referred to Select Committees and that I promised to announce the proposed membership at a later date. I shall now read out the names proposed for the three Select Committees.

The first is for the Eastern Regional Local Government Bill. The members proposed are: The Fourth Member for the Western Provinces, the Third Lagos Member, the Fifth Member for the Eastern Provinces, the Fourth Member for the Eastern Provinces, the Fourth Member for the Northern Provinces, the Third Member for the Eastern Provinces, the Second Member for the Eastern Provinces, the Secretary, Eastern Provinces, the Acting Attorney-General and the Chief Commissioner, Eastern Provinces, who shall be Chairman.

The second is for the Lagos Local Government Bill. The members proposed are: The Third Nominated Member, the

Member for Calabar, the Third Lagos Member, the Second Lagos Member, the First Member for the Northern Provinces, the First Lagos Member, the Second Member for the Western Provinces, the First Member for the Western Provinces, the Member for the Colony, the Financial Secretary, the Acting Attorney-General and the Commissioner of the Colony, who shall be Chairman.

The third is for the Bill setting up an Electricity Corporation. The members proposed are: The Second Nominated Member, the Second Lagos Member, the Second Member for the Northern Provinces, the First Member for the Eastern Provinces, the Second Member for the Western Provinces, the Director of Public Works, the Acting Attorney-General and the Development Secretary, who shall be Chairman.

NOTICE OF MOTIONS

The Hon. the Chief Secretary to the Government:

I rise to give notice that on a subsequent occasion I shall move the following Motion:

“ That a Select Committee of this Council should be set up to
 “ consider the recommendations of the General Constitu-
 “ tional Conference, together with the comments thereon
 “ made by the Regional Houses.”

QUESTIONS

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

46. To ask the Honourable the Chief Secretary to the Government:—

- (i) What is meant by the L.E.D.B?
- (ii) What is the composition of the L.E.D.B. and by whom were the members appointed?
- (iii) How many of its members have been directly appointed by the electorate of Lagos?
- (iv) What is the total complement of the Senior Service Officials of the L.E.D.B.? What are their names, qualifications, experience and the emoluments they enjoy?
- (v) How long has the L.E.D.B. been in existence?
- (vi) Can a statement be furnished indicating briefly a record of its achievements and the total cost of such achievements to the tax-payer?
- (vii) Is it true that the L.E.D.B. is terribly short of Engineers? If the answer is in the affirmative, why is the Chairman of the L.E.D.B. now making frantic efforts to draft members of the already depleted Staff to the Lagos Town Council?
- (viii) When will the present Board be dissolved in order to make it more democratically constituted?

Answer—

The Hon. the Chief Secretary to the Government :

- (i) The Lagos Executive Development Board.
- (ii) The following composition is provided by statute :
- Commissioner of the Colony.
 - Deputy Director of Medical Services.
 - Deputy Director of Public Works.
 - Harbour Master.
 - Two Members of the Lagos Town Council.
 - Town Clerk.
 - One person nominated by the Chamber of Commerce.
 - Three African Members appointed by the Governor by notice in the Gazette,
- and the following additional members have been appointed by the Governor in Council for a limited term :
- Deputy Financial Secretary.
 - A. O. Erogbogbo.
 - Chief Obanikoro.
 - W. Fowler.
- (iii) No members are directly appointed by the electorate of Lagos.
- (iv) The Senior Service Officials of the Lagos Executive Development Board are as follows :—
- Chief Executive Officer.*—G. D. McAndrew, O.B.E., M.I.C.E., M.I.Struct.E., Chartered Civil Engineer and Chartered Structural Engineer. Salary £3,000.
 - Chief Engineer.*—E. G. Robins, M.I.C.E., A.M.I.Struct.E., A.M.I.Mun.E., Chartered Civil Structural and Municipal Engineer, A.M.T.P.I. Salary £2,000.
 - Engineers.*—R. G. M. Bathgate, B.Sc. (Eng.) Salary £1,500.
K. G. C. Buchanan, B.Sc. (Eng.) Salary £800.
 - Architect.*—B. R. Matthew, L.R.I.B.A. Salary £1,300.
 - Town Planning Officer.*—C. L. Waide (seconded from Lands Department). Salary £1,300.
 - Assistant Town Planning Officer.*—N. S. Miller, A.M.I.Mun.E., A.M.T.P.I. Salary £1,000.
 - Valuation Officer.*—L. M. de Ville, A.R.I.C.S. Salary £1,000.
 - Acquisition Officer.*—N. W. J. Turnbull, M.B.E. Salary £800.
 - Secretary.*—E. A. Tavener, M.C., B.A. (Cantab.) (seconded from Lands Department). Salary £1,300.
 - Financial Officer.*—P. Tamini, A.C.A., Chartered Accountant. Salary £1,500.
 - Inspector of Works.*—H. F. Vaughan. Salary £735.
G. Walkden. Salary £735.
 - Foreman of Works.*—C. A. Shepperd. Salary £675.
 - Personal Assistant to Chief Executive Officer.*—J. Freedman, A.R.I.C.S., Chartered Surveyor. Salary £1,000.

(v) The Lagos Executive Development Board was established under the provisions of the Lagos Town Planning Ordinance, Cap. 103, which was enacted in December, 1928.

(vi) The first achievements of the Lagos Executive Development Board were the eradication of conditions favourable to the spread of plague. It has framed and executed nine schemes of slum clearance affecting sixty acres in the Idumagbo Area and elsewhere in the Island; it has planned the development of 700 acres at Yaba and Ebute Metta. It is at present engaged in the planned development of more than 1,000 acres at Apapa in addition to numerous minor projects. The only cost to the taxpayer has been the original free grant of £197,036 made in 1929 from the 1930 five per cent loan.

(vii) No, Sir. The Engineering staff of the Lagos Executive Development Board is now up to strength.

(viii) It is not intended to dissolve the Board until the work for which it was created has been completed.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

47. To ask the Honourable the Chief Secretary to the Government:—

(a) Whether the Customs and the Survey Departments are aware of the Nigerianisation policy of the Government of Nigeria?

(b) If the answer is in the affirmative, what efforts, if any, have the Departments made to implement Government policy in that regard?

Answer—

The Hon. the Chief Secretary to the Government:

(a) Yes, Sir.

(b) In the Customs Department, out of an establishment of eighteen Collectors of Customs and Excise there are now six African officers. With regard to training, two Nigerian officers are at present undertaking training courses in the United Kingdom, and two others are due to sail within the next two months. Successful completion of the course enhances an officer's prospects of promotion if he shows himself to be otherwise suitable.

In the Survey Department, out of an establishment of eighteen Surveyors (Scale A), there are already four African officers, and the establishment of two Assistant Chief Draughtsmen (Scale C) is filled by two African officers. There are at present five Junior Service Surveyors under training in the United Kingdom with a view to their eventual promotion to the Senior Service and it is hoped to send four more such officers for training in 1951.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

52. To ask the Honourable the Chief Secretary to the Government:—

(i) Whether he is aware of a publication in the Daily Service of Wednesday the 7th day of December, 1949, captioned "Disgraceful

[Dr the Hon. I. Olorun-Nimbe]

[Question]

Incident." in which a Railway Police Officer No. 8504 was alleged to have kicked a young girl aged eighteen years until she fainted and was carried to the Hospital in a taxi No. A6577?

(ii) Will he indicate any line of action taken by Government on this matter?

Answer—

The Hon. the Chief Secretary to the Government :

(i) Yes, Sir.

(ii) The matter is to be dealt with by the Courts, and as it is at present *sub judice* I shall make no further comment at this stage.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

55. To ask the Honourable the Director of Public Works:—

Whether he is in a position to make a definite pronouncement regarding the condition of the following roads in Sokoto Province:—

- (a) The road from the Market to Rigian-Dorowa.
- (b) The road from Sultan's Palace to Market Railway Station, Government Offices and Seural.
- (c) The road from Kwani to Mercantile Houses.
- (d) The road from Kofa to the Slaughter House.

Answer—

The Hon. the Director of Public Works :

A recent inspection showed that the roads are in the following condition:—

- (a) Satisfactory.
- (b) Moderate.
- (c) Moderate.
- (d) Poor.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

56. To ask the Honourable the Chief Secretary to the Government:—

(a) Whether a former Police Inspector who was awarded a Government Scholarship is now in the Department as a fully qualified Barrister-at-Law?

(b) If the answer is in the affirmative, what were his emoluments before he proceeded to the United Kingdom?

What status and emoluments does he now enjoy in the Civil Service of Nigeria?

Answer—

The Hon. the Chief Secretary to the Government :

(a) Yes.

(b) £240 per annum.

Assistant Superintendent of Police at a salary of £510 per annum.

[Dr the Hon. I. Olorun-Nimbe]

[Supplementary Question]

Supplementary Question to No. 56 by the First Lagos Member (Dr the Honourable I. Olorun-Nimbe):

In view of the fact that there is a Nigerian in the Administrator-General's Office now with identical qualifications with the official under reference, will Government be prepared to promote this official to the Senior Service?

Answer—

The Hon. the Chief Secretary to the Government :

I should surely expect to have notice of that question. I am unaware of the circumstances off-hand to which the Honourable Member refers, but promotion, of course, does depend upon the existence of vacancies, and I am unable to say whether vacancies exist at the moment or not.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

59. To ask the Honourable the Chief Secretary to the Government:—

How many Senior Assessment Officers are there in the Inland Revenue Department and how many of them are Nigerians?

Answer—

The Hon. the Chief Secretary to the Government :

There are two posts of Senior Assessment Officer in the Inland Revenue Department but neither of these posts is filled at present.

Supplementary Question to No. 59 by the Third Lagos Member (The Honourable Adedeke Adedoyin):

Are there no Africans in that department who are capable of holding the post?

Answer—

The Hon. the Chief Secretary to the Government :

I should require notice of that question too.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

60. To ask the Honourable the Chief Secretary to the Government:—

(a) Why a Magistrate in the Civil Service on being elevated to the post of Puisne Judge from Scale A goes to £1,950 whereas a Medical Officer in Scale A on being promoted to the Specialist Grade receives only £1,300 plus £400 expatriation pay?

(b) Is it to be implied that the Status of the Medical, Surgical Ophthalmic, or Gynaecological Specialist is inferior to that of the Puisne Judge?

Answer—

The Hon. the Chief Secretary to the Government :

(a) I am not sure that I understand the question and I can only say in reply that when an officer is promoted to a post he obviously

[C.S.G.]

[Answer]

must be paid the salary attached to that post. The salary of a Puisne Judge is £1,950 a year and the salary of a Medical Officer in the specialist grade is £1,300 plus £400 expatriation allowance if he is entitled to that allowance.

(b) The question is one of rates of salary rather than status: and the salary of a Puisne Judge has been fixed at a higher rate than that of Medical Officers in the specialist grade. It might be added however that under present arrangements most Medical Officers in the specialist grade also receive fees for private practice.

Supplementary Question to No. 60 by the Fourth Member for the Western Provinces (The Honourable A. Soetan):

Is it considered that Puisne Judges are members of the Civil Service of Nigeria?

Answer—

The Hon. the Chief Secretary to the Government:

Yes, I consider that they are members of the Civil Service.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

61. To ask the Honourable the Chief Secretary to the Government:—

For the reason or reasons for the substantial increases in the pay of certain Expatriate Officials in the Regions in anticipation of a Constitution which has not yet become operative?

Answer—

The Hon. the Chief Secretary to the Government:

In the past the principal posts in Regional Secretariats have been filled by temporary secondment from the staff of the Provincial Administration. This system has certain disadvantages and it was recently decided that a new system should be introduced whereby these posts should be filled by appointment of the best man available on a more permanent basis, the main object being to achieve greater continuity in the direction of Regional affairs. At the centre such continuity has been achieved in the past by permanent appointment to the principal posts in the central Secretariat and with the increased pressure and complexity of the work at Regional Headquarters it is most important that similar continuity should be achieved in the Regions. The purpose is to ensure that the Chief Commissioners shall have a team of senior official advisers carefully selected and appointed on a permanent basis who can work together for a number of years. Many recent developments made this change of system desirable including the greater attention which must in future be given to Regional finance and the sustained effort which is required in carrying out development policy, including particularly the policy to be given effect by Regional Boards such as the Regional Production Development Boards and the Regional Loan Development Boards. The forthcoming constitutional changes will obviously throw a greatly increased strain on Regional Secretariats and that factor was an important consideration which was taken into account when the

[C.S.G.]

[Answer]

new system was introduced but it was by no means the only consideration as the Honourable Member appears to suggest in his question.

The strengthening of Regional Secretariats and the achievement of greater continuity than has been possible in the past are objects which, I believe, are recognised and approved by Regional Houses which have voted the funds necessary to provide for the chief Regional Secretariat posts in somewhat higher grades.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

68. To ask the Honourable the Chief Secretary to the Government:—

For the Academic qualifications, experience and the emoluments of Instructors attached to the Departmental Training Centre in the Customs and Excise Department.

Answer—

The Hon. the Chief Secretary to the Government:

Only one instructor has been appointed. He holds the School Certificate, entered the United Kingdom department in which he served fourteen years, by open competitive examination, and passed the departmental technical examination for promotion to Surveyor. His salary is £780 plus £250 in Scale B.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

72. To ask the Honourable the Chief Secretary to the Government:—

Whether in view of the extreme popularity of Government Catering Rest Houses in some of the larger towns in Nigeria—Ibadan, Lagos, Benin, Enugu, etc.—will Government not consider the advisability of procurng recreational facilities in them.

Answer—

The Hon. the Chief Secretary to the Government:

I am not sure what recreational facilities the Honourable Member has in mind. Efforts have been made to render the Catering Rest Houses reasonably comfortable and attractive and I am very glad that the Honourable Member speaks so well of them. They are, however, intended for travellers and not for permanent residents and I do not think that it would be possible to justify any heavy expenditure on the additional recreational facilities.

Supplementary Question to No. 72 by the Second Member for the Eastern Provinces (The Honourable H. Buovari Brown, O.B.E.):

In view of the fact that members of this Council or of Regional Assemblies attending meetings from time to time are accommodated at Catering Rest Houses, is it not possible for Government to consider expenditure on extra recreational facilities?

[C.S.G.]

[Answer]

*Answer—***The Hon. the Chief Secretary to the Government :**

Government will certainly be prepared to consider additional expenditure for amenities and facilities at Catering Rest Houses, but I am not quite sure what facilities the Honourable Member has in mind. If, however, suggestions are made we shall be very glad to consider them.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

85. To ask the Honourable the Chief Secretary to the Government:—

How many Senior Meteorological Observers are being sent to the United Kingdom during the current year with a view to acquiring more qualifications and experience for Senior Service Posts?

*Answer—***The Hon. the Chief Secretary to the Government :**

The two posts of Senior Meteorological Observer created in the current estimates (1949-50) have not yet been filled. If the draft estimates (1950-51) are approved, the number of such posts will be increased in order to permit of an officer of this grade being appointed in each main station.

Selection of suitable Junior Service officers for training with a view to eventual promotion to the Senior Service is not, of course, confined to those who occupy the Senior grades of the Junior Service. It is hoped that in 1950 two junior officers of the Meteorological Service will proceed to University College, Ibadan, and there read up to the Intermediate B.Sc., after which they would be considered for further training in the United Kingdom. Successful completion of this training would qualify them for consideration for promotion to the Senior Service.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

87. To ask the Honourable the Chief Secretary to the Government:—

For detailed information of the comparative duties of the Technical and Clerical branches of the Customs and Excise Department?

*Answer—***The Hon. the Chief Secretary to the Government :**

The duties performed by the Technical Branch comprise:—

(a) Dealing with shipping work and documents—Manifests, Bills of Lading, Registry of Shipping and Seamen, Ships' articles, signing on and off of ships' officers and crew, Receiver of Wreck, etc.

(b) Detailed checking of documents—invoices, entries, certificates of short landing, age of spirits, origin of goods, etc.

(c) The examination of merchandise for verification of values, quantities, source of manufacture, ingredients, value, and in some cases chemical composition.

(d) The prevention of smuggling, summary trial of and imposition of fines on smugglers.

(e) Gauging casks of wine and spirits.

(f) Control of distillation of alcohol and fermentation in brewing.

(g) Control of tobacco manufacture.

The duties performed by the Clerical Branch are as follows:—

(a) (i) Correspondence.

(b) (ii) Entry Receiving.

(c) (iii) Cashier.

(d) (iv) Bill of Entry Despatching.

(e) (v) Arms and Ammunition Ledger Keeping and Licences.

(f) (vi) Overtime Record Keeping.

(g) (vii) Warehouse Ledger Keeping.

(h) (viii) Manifest Sorting.

(i) (ix) Collection of Marine Dues (Harbour, Berthage and Light).

(j) (x) Transhipment Records.

(k) (xi) Transit Trade Records.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

91. To ask the Honourable the Chief Secretary to the Government:—

Apropos the reply given to Question No. 68 by the First Lagos Member at the Ibadan Budget Session of the Legislative Council in March, 1949, who did the work of the Chief Computer when that officer was on leave, and whether such a relief performed the work most satisfactorily? Did he at any time draw any acting allowance?

Answer—

The Hon. the Chief Secretary to the Government:

The post of Chief Computer was created on the 1st of April, 1948; the person appointed first arrived in Nigeria in October, 1948, and has not yet been on leave. Prior to his arrival the work of the Computing Section of the Department was supervised by other Senior Service members of the Department, who did not draw acting allowances.

Supplementary Question to No. 91 by the First Lagos Member (Dr the Honourable I. Olorun-Nimbe):

Could the names of the Senior Service officers be given and the salary attached to the post?

Answer—

The Hon. the Chief Secretary to the Government:

Yes, Sir, but only after further investigation.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

93. To ask the Honourable the Chief Secretary to the Government:—

[Dr the Hon. I. Olorun-Nimbe]

[Question]

What are the academic qualifications and experience of the Administrative Assistant in the Customs Department?

Answer—

The Hon. the Chief Secretary to the Government :

- (a) School Certificate.
- (b) Graduated from No. 2 Flying School, Digby.
- (c) Graduated Army Staff College, Quetta.
- (d) Cotton Inspector, Kassala Cotton Company, Sudan.
- (e) Retired from His Majesty's Armed Forces as Lt.-Colonel.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

95. To ask the Honourable the Commissioner of Labour:—

(a) What is the policy of his Department for the training of Nigerians overseas to enable them to become qualified as Labour Officers?

(b) For the academic qualifications and experience of Administrative Assistant in his Department?

Answer—

The Hon. the Commissioner of Labour :

(a) Junior Service officers who, in the course of their careers, show promise of eventually becoming qualified for promotion to Senior Service posts in the Department are recommended by the Departmental Selection Board to the Central Public Service Board for scholarship awards to enable them to undertake training courses in the United Kingdom. As far as possible advantage is taken of such assistance as the Ministry of Labour and National Service is able to offer in this matter. Certain difficulties are experienced by the Ministry in arranging suitable courses for these officers, but this fact does not prevent the promotion of those who, in the course of their local training and experience within the Department, prove themselves to be sufficiently qualified, and otherwise suitable. Overseas training is very desirable, but is not an essential.

(b) There has so far been no Administrative Assistant in this Department, but provision is made for one in the Draft Estimates for 1950-51. The person to be appointed must be well educated, at least up to Matriculation standard, of good address, and must possess a thorough knowledge of General Orders, Financial Instructions, Colonial Regulations and Store Rules, and of the Government Circulars that are issued from time to time. He should have a considerable knowledge of office organisation and routine, and be capable of dealing expeditiously with matters of non-routine nature concerning the general conditions of service of the Junior and Senior Service officers. He must have a special knowledge and understanding of the work of the Department.

Supplementary Question to No. 95 (a) by the First Lagos Member (Dr the Honourable I. Olorun-Nimbe):

If overseas training is very desirable, but not an essential, might I persuade the Honourable the Commissioner of Labour to stop recruiting expatriate officers into this Department in order to make use of local talent?

[Com. of Labour]

[Answer]

*Answer—***The Hon. the Commissioner of Labour :**

Sir, most of the officers recruited for the Department are Nigerians, and we have within the Department schemes and facilities for training them which we are developing and of which we make the greatest possible use, and I hope the Nigerian members of the Department will increase as rapidly as possible. There is no reason known to me why a perfectly efficient Labour Officer should not be trained in Nigeria.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

I am not satisfied and I shall take the matter up in detail in Select Committee.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

100. To ask the Honourable the Chief Secretary to the Government:—

How many Nigerians will be sent for training in England during the current year from the Marine Department with a view to becoming fully qualified as Marine Engineers?

*Answer—***The Hon. the Chief Secretary to the Government :**

Subject to the approval of the Central Public Service Board two Nigerians will be sent to England for Refresher Courses prior to sitting the examination for First Class Engineer. When they pass this examination they will then be fully qualified Marine Engineers. Six more, at present in England, are taking Refresher Courses prior to sitting the examination for Second Class Engineer and a further six are expected to qualify in the near future, when they also will proceed to England. The training which enables these Nigerians to qualify for examination is carried out in Nigeria.

The Fourth Member for the Eastern Provinces (Dr the Hon. F. A. Ibiam, O.B.E.):

101. To ask the Honourable the Chief Secretary to the Government:—

(a) How many Expatriate (Lady) Stenographers have been employed by the Government of Nigeria during the period from 1945-1949 inclusive, giving the numbers employed year by year?

(b) What is the total salary, including expatriation pay, involved in the employment of these Stenographers?

(c) How many of them have since left the Nigerian Service during this same period, 1945-1949?

(d) What are the reasons for leaving the Nigerian Service?

*Answer—***The Hon. the Chief Secretary to the Government :**

(a) The following new appointments have been made in the years mentioned in the question;

[C.S.G.]

[Answer]

<i>Year</i>						
1945	...	...	...	...	...	4
1946	...	...	...	...	...	13
1947	...	...	...	...	...	7
1948	...	...	...	...	...	12
1949	...	...	...	...	...	12

(b) Temporary Expatriate Secretary-Typists are employed on agreement for one tour at a time and are paid £450 per annum basic salary and £150 per annum expatriation pay.

(c) 23.

(d) Twenty-two have resigned or failed to renew their agreement. The appointment of one officer was terminated.

Supplementary Questions to No. 101 by the First Member for the Eastern Provinces (The Hon. C. D. Onyeama):

How many scholarships are contemplated for the training of non-expatriate staff as Secretary-typists?

Answer—

The Hon. the Chief Secretary to the Government :

I am afraid that I am unable to give a specific answer off-hand. I myself have been particularly keen for a long time past that we should enable Nigerians to qualify as stenographers. But there are certain difficulties. It does require as a basic qualification for higher training an absolutely first-rate knowledge of English, and amongst the applicants who have come forward many of them have not been able to qualify under that test. But if I understand the Honourable Member rightly and he is pressing that there should be a determined effort to train more Nigerians in stenography, I certainly agree with him.

The First Member for the Eastern Provinces (The Hon. C. D. Onyeama):

Do I understand that there are no scholarships existing at present?

Answer—

The Hon. the Chief Secretary to the Government :

I am not quite sure. We did consider a batch of Nigerians for training in stenography in the United Kingdom but I regret that I am unable to say definitely whether that scheme has been finally approved.

Supplementary Question to No. 101 by the Fourth Member for the Eastern Provinces (Dr the Hon. F. A. Ibiam, O.B.E.):

Will Government undertake to find out whether this has been finally approved?

Answer—

The Hon. the Chief Secretary to the Government :

Yes, Sir; it is just that I do not want to make a statement now without being absolutely sure.

[Dr the Hon. F. A. Ibiam]

[Question]

The Fourth Member for the Eastern Provinces (Dr the Hon. F. A. Ibiam, O.B.E.):

103. To ask the Honourable the Chief Secretary to the Government:—

(a) Will Government be pleased to make a statement as to the criteria by which a Postal Agency is established in any given place?

(b) What is the remuneration of (i) a Postal Agent, and (ii) a Mail Runner between a Postal Agency and a Post Office?

(c) Who is responsible for these remunerations?

Answer—

The Hon. the Chief Secretary to the Government:

(a) It is the Government's policy to establish as many Postal Agencies as possible in centres where a sufficient demand exists but where a potential business does not warrant the opening of a post office with whole time professional staff.

(b) (i) The remuneration of a Postal Agent is based on the volume of business transacted, subject to a minimum payment of £12 per annum to private persons and Native Administration employees, and £6 per annum to employees of the Railway and other Government Departments.

(ii) The remuneration of a Mail Runner is at the local rate for daily paid special labour, Grade II.

(c) Government, through the Posts and Telegraphs Department.

Full information on Postal Agencies is contained in an Appendix which was attached to the Proceedings in Select Committee on the Estimates, March, 1949, copies of which were distributed recently.

Supplementary Questions to No. 103 (b) by the Fourth Member for the Eastern Provinces (Dr the Honourable F. A. Ibiam, O.B.E.):

Does Government consider that £12 is a really adequate remuneration for the services of a Postal Agent, taking into consideration that he has to make his premises available and is entitled to rent from Government?

Answer—

The Hon. the Chief Secretary to the Government:

I myself have no personal knowledge. It is of course understood that this £12 is in addition to the wages which the individual receives from the Native Authority and it is not intended that that should be his sole remuneration. It is an additional allowance over what he receives in wages. I feel I cannot express an opinion from personal knowledge whether that amount is adequate or not.

The Fourth Member for the Eastern Provinces (Dr the Hon. F. A. Ibiam, O.B.E.):

It is quite understood that Postal Agents do make the complaint that this remuneration of £12 is not adequate and it would be reassuring if Government would give an undertaking to put this matter right. Often the remuneration of a mail runner is quite in excess of that of a Postal Agent considering that he has the burden of the work.

Answer—

The Hon. the Chief Secretary to the Government :

I could not give an undertaking off-hand. I suggest that the Honourable Member should raise that matter with the Director of Posts and Telegraphs when he attends Select Committee. I can give an undertaking that this suggestion will be investigated.

The Second Member for the Eastern Provinces (The Hon. H. Buowari Brown, O.B.E.):

113. To ask the Honourable the Chief Secretary to the Government:—

(a) How soon can a more reliable and efficient Wireless installation be provided to replace the existing unsatisfactory one for the Brass Division?

(b) Is it realised fully by Government that it is absolutely necessary that this isolated area ought to be connected with at least Port Harcourt, the Provincial Headquarters of the Rivers Province, by a more suitable Wireless installation for sundry obvious reasons?

(c) Is Government considering a Wireless installation for Ogoni Division pending extension of the telegraph line from Port Harcourt to Bori?

Answer—

The Hon. the Chief Secretary to the Government :

(a) In twelve months' time. An indent for the necessary equipment and auxiliary power plant has been forwarded to the United Kingdom.

(b) Yes, Sir. The existing Wireless station, which was constructed by the Posts and Telegraphs Department from the only source of supply available at that time—ex-Service material, was installed as a temporary measure pending receipt of the modern equipment on indent.

(c) Yes, Sir. It is expected that the installation will be completed in six months' time.

Supplementary Question to No. 113 (b) by the Second Member for the Eastern Provinces (The Hon. H. Buowari Brown, O.B.E.):

Is it not possible for Government to speed up this very necessary work? I have no reason to believe that it is really likely that the twelve months given here will bring this necessary expansion and I want some assurance on this point.

Answer—

The Hon. the Chief Secretary to the Government :

I think the only assurance I can give the Honourable Member is that Government is most anxious that this work should proceed as soon as possible. The indents have been placed and as soon as the material arrives the work will proceed.

[Dr the Hon. I. Olorun-Nimbe]

[Question]

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

115. To ask the Honourable the Director of Medical Services:—

How many lorries are there in the Sleeping Sickness Service of the Medical Department? What are they used for?

*Answer—***The Hon. the Director of Medical Services:**

The Nigerian Sleeping Sickness Service has twelve lorries, which are used for the transport of stores and staff.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

131. To ask the Honourable the Chief Secretary to the Government:—

How many Government Departments are there, and how many of them issue Annual Reports? Which Departments do not issue such reports and why?

*Answer—***The Hon. the Chief Secretary to the Government:**

(a) There are, in addition to the Nigerian Railway and the Colliery, 32 Departments properly so called being the following:—

Accountant-General	Labour (and Resettlement)
Administrator-General	Land
Agriculture	Legal
Audit	Marine
Aviation	Marketing and Exports
Chemistry	Medical
Commerce and Industries	Meteorological Services
Co-operative	Mines
Customs and Excise	Police
Education	Posts and Telegraphs
Electricity	Prisons
Forestry	Public Relations
Geological Survey	Public Works
Government Printer	Statistics
Inland Revenue	Survey
Judicial	Veterinary.

(b) All these Departments issue Annual Reports, with the exception of the Government Printer, the Legal Department, and Meteorological Services.

(c) The activities of the Government Printer and the Legal Department are indicated in the Annual Statement presented to the Legislative Council by His Excellency the Governor, and this Statement to this extent takes the place of Annual Reports.

(d) The Department of Meteorological Services has just started independent existence and its first Annual Report, for 1949, is in course of preparation.

Supplementary Question to No. 131 by the First Lagos Member (Dr the Honourable I. Olorun-Nimbe):

Does the Welfare Department issue any report at all?

Answer—

The Hon. the Chief Secretary to the Government :

I am told that the Social Welfare Department does not issue a separate report at the moment, but a report on its activities is included in the General Development Report.

* * * * *

His Excellency :

Before we go on to the next item, I said towards the end of last week that I should be glad to have advice from Honourable Members regarding the hours of work for this week, at least. I do not know whether Honourable Members have given consideration to this or whether suggestions will be forthcoming.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

Last year we decided at Ibadan that the hours of work should be from 10 a.m. to 2 p.m. I can very well remember that before that we had some sessions in the afternoon and some Members of this House were falling asleep during the deliberations of this House. The Chairman, of course, was not immune from this. In the interests of efficiency, Sir, and having regard to the fact that a number of papers that should have been in the possession of Honourable Members were not in their possession before we came here, I think, Sir, it would be in the interests of everybody concerned if we only met from 9 a.m. to 10 a.m. oh, I mean from 10 to 2 in the forenoon. I think Honourable Members have strong feelings about this.

His Excellency :

Does the Honourable Member suggest that the Chair was sleeping during the last meeting at Ibadan? If he does, I must ask him to withdraw that statement.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

That was my impression, Sir.

His Excellency :

I must ask the Honourable Member to withdraw that statement.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

Very good, Sir, I will.

The Second Member for the Eastern Provinces (The Hon. H. Buowari Brown, O.B.E.) :

I support the suggestion of the First Lagos Member that we sit once. All the Government offices here close at 2 o'clock, and I think if we work from 10 a.m. to 2 p.m. we will get through the work without being exhausted by sitting in the afternoon, when the sun is very hot and it is rather tiresome.

The Third Lagos Member (The Hon. Adeleke Adedoyin) :

Your Excellency, I support the idea of working from 10 a.m. to 2 p.m. for the simple reason that a lot of work we have to do has

*[Hon. A. Adedoyin]**[Legco. Hours of Work]*

got to be done in the house and, as stated by the First Lagos Member, so many papers do not reach us in time as they used to reach us in years past; I would dissociate myself from the remark that the Chairman of Legislative Council at Ibadan, or any other place, was found to be suffering from sleeping sickness.

The Hon. the Chief Secretary to the Government :

I might say, Sir, that I have had personal conversations about hours of work with a few Members and I found that I was in disagreement with most of those to whom I spoke. I myself consider that we do better work if we have shorter sessions and have two sessions in the day. If we sit in the morning and come back in the comparative cool of the afternoon and evening I believe that we do more work and better work. If we were to work from 9.30 to 1 and then from 4 to 6, as we did on previous occasions in Kaduna and Ibadan, I think that would be a better arrangement, but I defer to the wishes of the House if I have no support.

The First Member for the Eastern Provinces (The Hon. C. D. Onyeama):

This morning I heard on the radio that the French Chamber sat through the night. I am certain, Sir, that we would not be willing to tackle our duties with less eagerness than the French, and I suggest that we sit from 9.30 to 1 and from 5 to 7, otherwise there is no hope of getting through the work for about seven weeks.

The First Member for the Northern Provinces (The Hon. Bello Kano):

Sir, I rise to support what the Chief Secretary has suggested.

The Fifth Member for the Eastern Provinces (The Hon. Nyong Essien):

Your Excellency, I support one session a day. We are here in the interest of the whole country and that interest excels all private interests. As such we should take time; we should be allowed to take time. It takes a hireling to rush over his master's work. If we cannot get through the work during this session we can adjourn it until after Easter and then carry on. Time belongs to the country, work belongs to the country and the workers are also the property of the country, and the best interests of the country rank above all. One session, Sir, from 9 to 2.

The Second Member for the Western Provinces (The Hon. T. A. Odotola, O.B.E.):

Your Excellency, I would rise to amend the statement made by the last speaker. I would say that we should meet from 9.30 to 2. I agree that in the United Kingdom people meet in the night, but the climate in this country is quite different from that in United Kingdom. Nobody is more anxious to get on with the work than myself, but at the same time we have got to think of our health first before anything else. I think 9.30 to 2 would be the best.

The Hon. the Chief Secretary to the Government :

May I make a suggestion, Sir. I think if in the next day or two we started fairly early—at 9.30 and sit for a long morning—we could then see what progress we are making and that would give us a guide for the debates which are to follow the Select Committee on the budget. We are to sit this week on the second reading of the Appropriation Bill, and the other debates will take place a fortnight or so from now. If we sit this week from 9.30 and go through to 1.30 or 2, we can later revise our hours in the light of experience. For the purpose of these three or four days it might be as well if we started at 9.30 and went through to 1.30. That might be a suitable temporary compromise.

His Excellency :

I think it will be convenient if I first put the question whether we meet for two sessions or one. I will put it as an amendment. The question is that we should sit for two sessions instead of one.

The Noes have it.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

Sir, I press for a division.

His Excellency :

I think the decision is in accord with the wishes of the Honourable Member. For the next few days we will have one session. The question is that we begin our work at 9.30.

The Ayes have it.

We are at full liberty to change our plans if events prove it necessary. I am obliged to the Honourable Members.

BILLS**(Second Reading)****THE 1950-51 APPROPRIATION ORDINANCE, 1950****The Hon. the Financial Secretary :**

Sir, I rise to move the second reading of a Bill entitled :—

“ An Ordinance to appropriate the sum of forty-one million, four hundred and fifty thousand and forty-seven pounds to the service of the year ending on the thirty-first day of March, one thousand nine hundred and fifty-one.”

The Hon. the Development Secretary :

Sir, I beg to second.

His Excellency :

Honourable Members, I seem to be talking a little more than usual this morning, but before the debate begins I should like to make one or two remarks. As Honourable Members are aware, it

is our practice in this Council to allow very wide latitude in the ground covered by the debate on the budget; indeed, it is not easy to rule that any matter is irrelevant in a debate which covers so wide a field. But, as has been mentioned already this morning, we have much urgent and important work before us in addition to the budget. I shall content myself with offering two reminders to Honourable Members. The first is that the true purpose of the debate on the second reading of the Appropriation Bill is to discuss the general financial principles of the budget, leaving for Select Committee matters of detail. Secondly, I hope that all Honourable Members will constantly bear in mind that it is out of order to anticipate the subject matter of a Motion of which notice has already been given or of other business on the Order Paper.

The debate is now open.

The Member for the Colony (The Rev. & Hon. T. A. J. Ogunbiyi, O.B.E.):

May it please Your Excellency. It is once again my pride and privilege to open another Budget Session Debate of this Council. As at Ibadan last year I feel in duty bound to thank Your Excellency for the impressive outspoken truth which characterized your speech from that Throne last Thursday, in weighty words, which we believe every Government Department will endorse by action, wherever and whenever occasion demands it. If rumour is true already the stone of sarcastic propaganda is thrown on the surface of public mentality and the ripple is going round that Your Excellency's speech contained rapid effusions only to threaten but not to do any harm to irresponsibles who would dare defy this Government in causing disorder everywhere in Nigeria.

It will be remembered that last year I pleaded in Ibadan that Your Excellency's first Budget Speech, and that of our highly respected Financial Secretary who is now the Governor of Barbados, or the salient points in them directly affecting the public should be translated into the Yoruba, Hausa and Ibo languages for free distribution among the vernacular reading populace of Nigeria. The suggestion was given a warm reception by this Council but nothing was done until today. Hence I am reluctant to repeat my suggestion and request that Your Excellency's memorable speech of the 2nd instant from that Throne be published. But I think an explanation is due to this august Assembly from the Chief Secretary to the Government why no attention has been given to our unanimous request for one year.

Your Excellency, I believe I am voicing the sentiments of the Unofficial Members of this Council in congratulating the Honourable the Financial Secretary on his first Budget Address to this Council since his assumption of duty in succession to his predecessor. There is no doubt that his appointment is justified as those of us who meet with him from month to month since his arrival feel in

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the way and manner he disposes of every item or figures we worry him about. He has endeared himself to the hearts of all Nigerians by announcing that taxation will not be increased this year, and so say all of us, God Bless Him. Your Excellency, I hope the Honourable the Financial Secretary has come to stay with us until he is offered a Governorship somewhere in the King's extensive Dominions.

Your Excellency, it is becoming more and more evident that the atmosphere of Nigeria is becoming increasingly polluted to a menace stage. Our boys and girls leaving school are on the average criminally minded. It is a topic of common conversation among them that their aim is to get into any office where they could bag large sums of money and if they are prosecuted and convicted for stealing they would go and serve easy terms in prison and later return to enjoy what they have suffered for. On the other hand there are those who are of the opinion that the freedom of Nigeria from foreign domination will only be expedited by the wholesale massacre of the European Government officials. These are days of serious thoughts for all Europeans in Nigeria. Whatever position they hold they should all be on the alert and be careful what falls from their lips to any African employees against any superior officers above them.

It is also a clarion call to the Government to give more money to at least three Departments for expansion, namely the Education Department, the Public Relations Office and the Welfare Department. The Education Department should revise the curricula of our schools and spend money granted by the Government on religious and moral lessons by special and competent teachers or lecturers, because it is the lecturers who are responsible for what we are going to experience in Nigeria today. The Public Relations Office, as I often advocate, should get vernacular literature edited for the general public with topics on loyalty to the Government, one's own country and to God. The Welfare Department should widen its range from town to town and village to village to educate the minds of the young and old, literate and illiterate, about the benefits derivable from the Government and our duties towards it in return. That was the way we were brought up when we were young and I believe it is the departure from this that is giving us what we are experiencing today.

Your Excellency, the population of our Prison Department is growing daily. When I last visited the Lagos Prison I went with the Administrative Secretary and I felt suddenly depressed and hurt by the sight of so many striplings among those kept waiting before our arrival at Ikoyi. Unlike my previous visits to the Lagos Prison there was no reply to our usual request "Any complaints?" When I spoke in Yoruba to a gang being led in for midday rest that they could rely on us and speak out if there was anything they

wanted us to report to Government, one of them shouted back in the same language that "if we did we would be severely punished". What a shame. When people could not be allowed in prison to make representations to us, what then is the necessity for visitors visiting the Prison? A visit to one of the cells shocked me because I saw no blanket I was accustomed to see in days gone by. I think the Honourable the Development Officer will join me when the Motion tabled by the First Eastern Member is debated concerning the long detention of prisoners awaiting trial. More money should be voted to make lawyers available to relieve the congestion or on the contrary that the months spent by prisoners awaiting trial when convicted should be deducted from their penalty or term of service in Prison.

Your Excellency, there is starvation in Nigeria, not because of want of rain, not because of lack of fertility of our soil but simply because our people will not go back to their God given land. Prices of staple foodstuffs have gone up—hence repeated strikes of workmen in every Department of Government Establishments. This is why I always have railing accusation against the Agricultural Department. Instead of that Department asking for money or more money to encourage cultivation of our land by the unemployed and ex-Servicemen on the waiting lists of the Labour Department to plant our staple food of cassava, yams, rice and other cereals it is seeking by Bills to be introduced for cocoa and palm oil industries. When the Honourable the Director of Agriculture is prepared to submit a scheme to the Government and wants some money to get our land cultivated with staple food requirements other than groundnuts, cocoa and citrus plans then we shall acclaim him as the Joseph of Nigeria. Talking about groundnuts reminds me of my boyhood days when I was caught eating them in a corner and I was severely punished because of the belief that I was doing myself dangerous harm which would give me nettle rash and dim my eyesight. Since then I was cautious and it is only at Government House dinners or gatherings or other social meetings I had groundnuts: they are not a staple food. Your Excellency, help us to get the Honourable the Director of Agriculture to save the land and the country from dying of starvation, malnutrition, and to help the country to stop the cry of incremental salaries. Until this is done I am positive that strikes will continue and there will be cries for more money.

We are thankful for the efficiency of our Police Department a practical demonstration of which we have seen much since our arrival here where some of us came with bated breath. I should like to see more money voted for this Department for the maintenance of order and peace and the protection of every Nigerian. The transfer of the Police Training College from Enugu to Ikeja, just behind my premises, is very welcome. Captain Williams is in command there and we should give him all the money he wants

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for the upkeep of that school on account of prices of foodstuffs soaring high daily.

It was during our travels by train to this place that I realized the magnitude of the responsibility of the General Manager of the Railway and of all working with him for the upkeep of the road and the safety of the passengers. We were detained at Ilorin for over fourteen hours on the 27th of February during which I had experience of the sense of duty of engine drivers, station masters, all Africans, and of the European foremen of works. All these made me decide to give the General Manager all the help I can to get all the money he asks for in the Estimates in the hope that he will in turn give his loyal employees, European and African, modest financial encouragement.

Your Excellency, in conclusion, assassinations of European officials is in the air and we are heartened and thankful for the heroic spirit in which you all face it. Please let money be voted to stem its current; and I pray that Your Excellency and your highly respected Consort and all your officials and their wives will, in due time, retire from Nigeria unassassinated. God be with you all and God preserve you all. Thank you, Your Excellency.

I support the Appropriation Bill.

The First Member for the Eastern Provinces (The Hon. C. D. Onyeama):

Your Excellency, on this occasion it gives us all in the Eastern Region much pleasure and pride to welcome to the centre of the East all these Honourable Members from other Regions. It is, as Your Excellency has pointed out, sometimes very difficult to know what is not relevant to a speech on the budget, but it is more difficult still to avoid the temptation of referring to Regional matters when we should, strictly speaking, be referring to Central matters only. There is always the temptation as far as the Central Legislature is concerned. On this occasion I ask to be pardoned if I make the error of bringing into the Central Legislature matters which are, strictly speaking, pertinent to the Region.

After reading the speech of the Honourable the Financial Secretary, I was struck by two things. It occurred to me that Government envisaged two methods of raising loans on the public debt, the first being the Marketing Boards and the second the London Market. It did not seem that there was any provision made whereby gilt-edged securities secured by the Nigerian Government would be available to Nigerian investors. It may be that Government had an unfortunate experience in the Nigerian Saving Certificates campaign, but if that is so, no word has yet been said about it, and it may be that in replying to the speech on the budget we might have information as to whether Government found that it was not a proper method of raising loans,

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Now the whole tenor of the speech of the Honourable the Financial Secretary was one of guarded optimism, but if we are to accept that there is some measure of prosperity in the country, then we must also accept that there is available in the country some money which could be diverted to loans. In a nutshell, I think that there should be some opportunity for Nigerians to invest money in Government bonds and securities.

The next point is on the question of a contribution to the Statutory Sinking Fund. The Honourable the Financial Secretary said that he did not fully agree with the policy enunciated by his predecessor on the matter of contributing a certain amount each year in order that the loans would be paid off when they fell due. He felt that if we had to pay all the loans off when they fell due it would involve the country in unnecessary recurrent expenditure from year to year. It is not clear to me, Your Excellency, whether Government now proposes to depart from the policy which was announced last year by the Honourable the Financial Secretary, for dealing with the redemption of the 1949-79 loan and the 1950-60 5 per cent loan and the conversion of stock. There are indications in official memoranda to suggest that it is improbable that such an advantageous situation will continue for some time to come; is it now proposed to depart from that policy because it is financially unsound? It is necessary to decide whether it is the intention of Government to pay off public debts as soon as they fall due or put off payment until the last possible moment. If we are going to adopt the first course, that is, paying off the money as soon as it falls due, then I suggest, with respect, that we must make some contribution in order that we will be able, when the time comes, to pay off this money. If, on the other hand, we are going to put off payment until the last possible moment, surely the question will arise whether there is more advantage in paying interest on these loans or in saving some money and paying it into the Sinking Fund to meet the immediate demand when the money falls due. In the main body of the speech it was pointed out that these public charges are a prior charge. If that is the case, I would have thought myself that every endeavour should be made to pay them off as soon as possible, and I regret that it has not been possible to make any contribution to the Statutory Sinking Fund. I am, myself, not very familiar with these problems, but I would put what has occurred to me to the Honourable the Financial Secretary for his consideration.

The next point mentioned in the speech is the payment of one million pounds to the United Africa Company. We approved this in Finance Committee in order that the former payment of royalties would cease. I am sure that the Honourable the Financial Secretary will recollect how extremely bitter some Members were on this question. As a matter of fact, one Honourable Member did suggest that when the cheque was sent to the United Africa Company a very rude letter should accompany the cheque, but it was pointed

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out that that was not proper. In any event, we do hope that this payment will be a timely warning to the Government and that all existing contracts or agreements between the people and the firms should be scrutinised very closely in order that no firm will in future attempt to reap where it has not sown.

The next point, Sir, to which I will refer was not contained in the speech on the budget and concerns matters in the Estimates, the first one being the vote for local transport and travelling. In the course of this financial year the question arose about the revision of the payment of travelling allowances to Government officials. At that time the present holder of the post of the Honourable the Financial Secretary had not come to the country and the deputy was then acting for him. All the Members present at the meeting expressed the view that no increase in the existing rates should be allowed, but that if any increase were allowed it should certainly not cover hotel expenses. At that time it was pointed out to us that there was nothing we could do, because in the Estimates for local transport and travelling there had been included expenses which would pay for hotel accommodation under the provision of General Orders. We then gave some sort of informal notice that during this year's Select Committee on the budget we would certainly ask for revision of General Orders, so that the hotel expenses of civil servants would not be a charge on the Nigerian Government. As I myself will not be here when the matter goes to Select Committee, I seize the opportunity to remind Members that we agreed on this, and they will hold the fort as strongly as possible and see that General Orders are amended accordingly.

The next question, Sir, is the vexed question of expatriation pay. I myself have always been a very strong opponent of this payment. I have never been able to see that it serves any useful purpose. To my mind it is based on fallacious reasoning, and if there is anything I can do to stop it, I will certainly do it. I mention it, Sir, because when members of the Junior Service say that members of the Senior Service who are expatriate officers are overpaid, they have in mind that an expatriate officer would draw in expatriation pay something which would pay the salaries of about half a dozen Junior Service officers in a year. It may be that Senior Service expatriate officers are not overpaid. I do not suggest that they are, Sir, but I would certainly say that they are not underpaid, and that any question of an overall revision of the Senior Service emoluments should not be brought up. I would oppose it, as I have done in the past. Now I can see the arguments which exist for an overall increase in salaries in the Service, because the cost of living has risen rapidly and because Government does not seem to be able to check it. At one time there was a Commission of Inquiry which was supposed to go into the question of Conditional Sales. The part which conditional sales plays in boosting up the cost of living

is well known, but I have not seen any noticeable change in conditional sales since that Commission, nor have I seen any diminution in the rise in the cost of living. Prices continue to rise, and so long as prices rise a man's purchasing power diminishes. A man who gets £5 a month at a time when a shirt costs 10s would certainly be earning less if he gets £5 when a shirt costs £1. It is the duty of Government to see that the cost of living is kept at a level which will ensure that the money which the civil servant is paid does represent real purchasing power.

I do not propose to detain this House with a long list of complaints from various Departments regarding salaries, or from various townships and towns in the Region. There has been a complaint made about the closing of certain schools in Aba from a body calling itself the Education Mission. I do not know the rights and wrong of the case, but I am certain that in the Board of Education, having African membership, the matter must have been gone into very closely and it may well be that there was some justification for the schools being closed. Be that as it may, it might be reassuring to the gentlemen concerned if the Director of Education would be good enough to make some statement about the closing of these schools.

Then again, Sir, a complaint has been brought to me by warders in the Prisons Department, who have felt that the disparity in payment between them and the Police is unjustified. They say that before the Harragin Revision of Salaries they drew salaries which in their view were commensurate with their duties and which compared quite favourably with Police salaries. They say that the revision has put them back and they would ask Government to consider the whole question of Warders' salaries. A general rise or a general revision of salaries would have much to commend it, but I must say that unless Government is prepared to pay in accordance with rising prices, a mere increase for its own sake is valueless.

The next point, Sir, which has been raised by the Honourable the Leader of the Unofficial Side, is the question of the removal of the Police School to some area just behind his kitchen. I would remind him that almost everything in this world cuts in two directions. People in the Eastern Provinces have been very worried about the removal of the Police School. At one time a body of people and myself went to see the Assistant Commissioner of Police and he told us there was nothing he could do. But now we know where the school is, maybe we will make overtures to my Honourable Friend and he might agree that it should be moved back to the East away from behind his kitchen.

Your Excellency, I myself do not think that we have reason to be complacent about our financial position. Already, as has been

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pointed out by the Honourable the Financial Secretary, we depend mostly on agriculture which is itself subject to the vagaries of nature, draught, or any other Act of God, which might be enough to wreck the country. I would stress, Sir, that it is a very urgent need that the economy of this country be attached to agriculture and something else. There must be something else; otherwise we might find ourselves skating on very thin ice. The Development Plan must be revised, and I am almost certain that when it has run its second course of life it may still have to be continued. Some people doubt whether there is a Development Plan. Some say that it exists only between the pages of the Estimates. Some areas say that they have seen no sign of it, but let us only hope that in the second stage something will be done to bring home to the people that there is in fact a Development Plan in existence.

Talking about development, I am constrained to say that there seems to be no qualification of any description for a Development Officer. Anyone seems to be good enough. I have in mind a particular case where some officer was found unsuitable for one Government Department. He was immediately taken on as a Development Officer. This does not engender much confidence in the whole plan of development if all and sundry are good enough to be Development Officers. Every officer comes into the country as an expert, but we sometimes wonder why there are so many experts in this country and so little done.

The last point, Your Excellency, on which I should like to talk is the question of assassination, which has been referred to by the Honourable Leader. We all very much regret it, and I am certain that no-one looks upon assassination as an instrument of policy; but in every country you are bound to find one or two extremists. We should not imagine that because these extremists exist, the whole country is therefore a potential hotbed of agitation. I am certain it is the experience of Government that it is not the majority of the people, but only a very small minority who think in terms of assassination. I am certain that these are very few and far between, and there is certainly no question of officers not retiring because of assassination. These things will die a natural death.

His Excellency :

I have little doubt that it would cause some consternation if I put the question at this stage. It looks as if the debate will not be continued this morning and, as there is no further business on our Order Paper, I somewhat ruefully adjourn the sitting until 9.30 tomorrow morning.

ADJOURNMENT

Council adjourned at 10.50 a.m.

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Debates in the Legislative Council of Nigeria

Tuesday, 7th March, 1950

Pursuant to notice the Honourable the Members of the Legislative Council met in the Chamber of the Eastern House of Assembly, Enugu, at 9.30 a.m. on Tuesday, the 7th of March, 1950.

PRESENT

OFFICIAL MEMBERS

- His Excellency the Governor,
Sir John S. Macpherson, K.C.M.G.
- The Chief Secretary to the Government,
The Honourable H. M. Foot, C.M.G., O.B.E.
- The Chief Commissioner, Western Provinces,
His Honour Sir Chandos Hoskyns-Abrahall, C.M.G.
- The Chief Commissioner, Northern Provinces,
His Honour Captain Sir Eric Thompstone, K.B.E., C.M.G.,
M.C.
- The Chief Commissioner, Eastern Provinces,
His Honour Commander J. G. Pyke-Nott, C.M.G., R.N.
- The Acting Attorney-General,
The Honourable A. Ridehalgh, K.C.
- The Financial Secretary,
The Honourable E. Himsworth.
- The Director of Medical Services,
Dr the Honourable G. B. Walker, C.B.E.
- The Development Secretary,
The Honourable C. J. Pleass, C.M.G.
- The Director of Education,
The Honourable R. A. McL. Davidson, C.M.G.
- The Director of Agriculture,
The Honourable A. G. Beattie.
- The Director of Public Works,
The Honourable R. W. Taylor.
- The Commissioner of Labour,
The Honourable A. H. Couzens.
- The Commissioner of the Colony,
The Honourable E. A. Carr.
- The Senior Resident, Kano Province,
The Honourable B. E. Sharwood-Smith, E.D.
- The Secretary, Eastern Provinces,
Commander the Honourable S. E. Johnson, R.N.
- The Senior Resident, Oyo Province,
The Honourable P. V. Main.

UNOFFICIAL MEMBERS

- The Member for the Colony,
The Rev. and Honourable T. A. J. Ogunbiyi, o.B.E.
- The First Member for the Western Provinces,
The Honourable A. Obisesan, o.B.E.
- The Second Member for the Western Provinces,
The Honourable T. A. Odotola, o.B.E.
- The First Lagos Member,
Dr the Honourable I. Olorun-Nimbe.
- The Emir of Gwandu,
The Honourable Yahaya, C.M.G., C.B.E.
- The Emir of Katsina,
Alhaji the Honourable Usuman Nagogo, C.B.E.
- The Oni of Ife,
The Honourable Sir Adesoji Aderemi, K.B.E., C.M.G.
- The Atta of Igbirra,
Alhaji the Honourable Ibrahim.
- The Emir of Abuja,
The Honourable Sulemanu.
- The First Member for the Northern Provinces,
The Honourable Bello Kano.
- The First Member for the Eastern Provinces,
The Honourable C. D. Onyeama.
- The Second Member for the Northern Provinces,
The Honourable Abubakar Tafawa Balewa.
- The Second Member for the Eastern Provinces,
The Honourable H. Buowari Brown, o.B.E.
- The Third Member for the Northern Provinces,
The Honourable Iro Katsina.
- The Third Member for the Eastern Provinces,
The Honourable A. Ikoku, o.B.E.
- The Fourth Member for the Northern Provinces,
The Honourable Aliyu, Makaman Bida.
- The Fourth Member for the Eastern Provinces,
Dr the Honourable F. A. Ibiam, o.B.E.
- The Second Lagos Member,
Dr the Honourable N. Azikiwe.
- The Fifth Member for the Northern Provinces,
The Honourable Yahaya Ilorin.
- The Fifth Member for the Eastern Provinces,
The Honourable N. Essien.
- The Third Lagos Member,
The Honourable Adeleke Adedoyin.
- The Member for Calabar,
The Honourable E. E. E. Anwan.
- The Third Nominated Member,
The Honourable N. B. Edwards.
- The Fourth Member for the Western Provinces,
The Honourable A. Soetan.

ABSENT

UNOFFICIAL MEMBERS

The Oba of Benin,
 The Honourable Akenzua II, C.M.G.
 The First Nominated Member,
 The Honourable P. J. Rogers.
 The Third Member for the Western Provinces,
 The Honourable G. I. Obaseki.
 The Second Nominated Member,
 Major the Honourable J. West, M.C., E.D.

PRAYERS

His Excellency the Governor opened the proceedings of the Council with prayers.

CONFIRMATION OF MINUTES

The minutes of the meeting held on the 6th of March, 1950, having been printed and circulated to the Honourable Members, were taken as read and confirmed.

PETITIONS

The Second Lagos Member (Dr the Hon. N. Azikiwe) :

Your Excellency, last March I presented this Honourable House with two petitions: one from the Elders of Amaeze Village, at Nsukka, and the other from Francis Eugene da Silva. The first petitioners alleged that their land was acquired for public purposes for which they were not compensated, and asked this House to make investigation so that adequate compensation should be paid to them with retrospective effect.

The other petition was from a civil servant who alleged that he was relieved of his post as a result of conviction for a statutory offence and that, as a result, he lost his job and his pension rights. He prayed that this House should reconsider his case. When this House met in Lagos, last November, my Honourable Friend, the First Lagos Member, raised certain questions with respect to the second petition. The reply was to the effect that although petitions were laid on the table yet the mover did not request that it be referred to a select committee.

If I am in order, Sir, I move that these two petitions be referred to a select committee for the action of this House, since they were addressed to the Council.

The Third Lagos Member (The Hon. Adeleke Adedoyin) :

Sir, I rise to second.

His Excellency :

I put the question that the petitions be dealt with in the manner proposed in the motion, that is, by reference to select committee.

Agreed.

PAPERS LAID

The Hon. the Chief Secretary to the Government :

Your Excellency, I have the honour to lay on the table the following papers :—

Sessional Paper No. 2 of 1950—Annual Report on the Medical Services for the year 1948.

Sessional Paper No. 7 of 1950—Annual Report on Civil Aviation for 1948-49.

QUESTIONS

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

51. To ask the Honourable the Chief Secretary to the Government :—

(i) How many Commissioners on Special Duties are there in Nigeria?

(ii) What are their respective qualifications and experience, and what are their emoluments?

(iii) For how long are their appointments tenable and why?

(iv) Is it a fact that one of the Commissioners visited the United Kingdom as often as six times during the year 1949? If the answer is in the affirmative, what were the purposes of the visits, the cost to the tax-payer, and the benefits accruing to Nigeria therefrom?

Answer—

The Hon. the Chief Secretary to the Government :

(i) Three.

(ii) Brief particulars of the respective qualifications and experience of these officers are set out below :—

(a) Sir Sydney Phillipson, C.M.G., has held a number of important administrative and financial posts in the Colonial Service. He became Deputy Financial Secretary, Ceylon, in 1940, Financial Secretary, Uganda, in 1941, and Financial Secretary, Nigeria, 1945. He undertook a special enquiry into financial relations between Government and the Native Administration in Nigeria in 1946 and has since undertaken a number of enquiries into important problems.

(b) Mr F. E. V. Smith, C.M.G., entered the Colonial Service in 1927. He had previously served for three years in the Ministry of Agriculture in the United Kingdom. Mr Smith has wide experience of Agricultural and trade matters. He was Chairman of the Import, Export and Prices Board and Food Controller in Jamaica, from 1939 to 1942, and Commissioner of Commerce and Industries in that Colony from 1942 until 1944. He became Principal Assistant Secretary (Development), Nigeria, in 1944; Development Secretary in 1945; and Commissioner on Special Duties and Chairman of the Cameroons Development Corporation in 1947.

(c) Dr C. Raeburn, C.B.E., D.Sc., M.I.M.M., F.G.S., entered the Colonial Service as a geologist in the Geological

[C.S.G.]

[Answer]

Survey Department, Nigeria, in 1920. He became Assistant Director in 1929, and was transferred to Cyprus as Water Engineer in 1943. He was appointed Director of the Geological Survey Department in Nigeria in 1947, and Commissioner on Special Duties in September, 1949.

The emoluments of all the Commissioners on Special Duties are £2,500 a year. In the case of the Chairman of the Cameroons Development Corporation, however, a gratuity of £500 a year, in addition, is payable by the Corporation. In the case of Sir Sydney Phillipson £500 is paid directly by the Marketing Boards as an allowance and the Marketing Boards also refund to the Government nine-tenths of the remaining £2,000 as that proportion reflects fairly the time Sir Sydney Phillipson devotes to the work of these Boards as distinct from his other activities; the proportion is subject to adjustment from time to time. In the case of Dr Raeburn the full amount of £2,500 is borne by Government funds.

- (iii) (a) Sir Sydney Phillipson was appointed in the first instance for a period represented by two normal tours of duty, that is, approximately three years, as it was felt that valuable use could be made of his services for at least that period both as Chairman of the newly established Produce Marketing Boards and as one able to undertake, as required by the Government, investigations of important administrative and financial problems.
- (b) Mr F. E. V. Smith's appointment was in the first instance for a period of three years from the 1st of January, 1947, and has recently been extended for two further years as from the 1st of January, 1950. The Cameroons Development Corporation is still in its early stages and it was considered desirable that the present Chairman should continue in that post for a further period.
- (c) Dr C. Raeburn's appointment was made in the first instance for a period of three years as from the 7th of September, 1949. It was considered that an officer with special knowledge and experience should be appointed to advise the Government on mineral development. Dr Raeburn also undertakes the Chairmanship of the Colliery Board of Management.
- (iv) No, Sir, but both Sir Sydney Phillipson and Mr Smith have to make visits to the United Kingdom from time to time in connection with the work of the Marketing Boards and the Cameroons Development Corporation respectively. The cost of such visits is not met from Government funds.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

53. To ask the Honourable the Director of Public Works:—

(a) Can a comprehensive report of a recent nature on the Lagos-Ikorodu Road be made?

(b) Would the Honourable the Director admit that a modicum of technical error had occurred somewhere?

Answer—

The Hon. the Director of Public Works :

LAGOS-IKORODU ROAD

(a) Length 16 miles approximately.

Earthworks.—Roadway completed 10½ miles.

Roadway nearing completion 3 miles.

Roadway under construction 2½ miles.

Tarring.—Bituminous Surfacing completed 7 miles.

Bridging.—No. of Bridges required 6 No.

Total length 790 feet.

Bridges completed 3 No. (210 feet).

Bridges under construction 3 No. (580 feet).

Bridge No. 8/3 of 170 feet length should be completed in April; and Bridges Nos. 9/1 and 10/3 of 160 and 250 feet length respectively should be completed in September.

Culverts.—8 miles completed.

(b) The engineering difficulties of construction in the area concerned were realised, but they have proved even worse than anticipated. Most of this area is under flood water in the rains and half the road has to be constructed on a bank six feet to ten feet high. Owing to the existence of ground water at a depth of only a few inches even in much of the dry season, the period of construction of banking is limited to some four or five months per annum.

So far as bridging is concerned the depth to reach stability for support of piers and abutments is considerable, as even at fifty feet or sixty feet below the surface the soil at many of the rivers consists only of a mixture of mud and decayed vegetation.

From the purely engineering point of view, it would have been better to avoid any direct road to Ijebu Ode Province, which inevitably must cross this swampy area, but all difficulties however great can be overcome at a cost and it possibly bears remembering that the saving in mileage of thirty miles or so on the road to Ibadan, leads to such an economy in the cost of motor fuel, wear of vehicles, and time of travelling as would warrant a capital expenditure far in excess of that anticipated.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

54. To ask the Honourable the Director of Public Works :—

What is the condition of the Roads between Offa, Illa-Orangun and Oshogbo?

Answer—

The Hon. the Director of Public Works :

The road between Offa and Ikirun is in fair condition but is loose and corrugated. The standard of maintenance is limited by the funds which the Native Administration can provide.

[D.P.W.]

[Answer]

The road from Illa Orangun to Ikirun is in good condition.

The road from Ikirun to Oshogbo is in reasonably good condition considering that traffic now exceeds 100 vehicles per day.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

63. To ask the Honourable the Commissioner of Labour:—

(a) How many Nigerians were trained in the United Kingdom as prospective Labour Officers within the last three years with a view to augmenting the already depleted staff in the Department?

(b) How many will be sent this year and for how long?

Answer—

The Hon. the Commissioner of Labour:

(a) Two Assistant Labour Officers, Grade I, were awarded scholarships in 1947 to undertake labour courses in the United Kingdom. Owing to difficulties encountered by the Ministry of Labour and National Service in placing these candidates, they were unable to proceed to the United Kingdom until April, 1949, by which time they had both been promoted to the Senior Service, one as a Labour Officer and the other as a Labour Inspector.

One member of the Junior Service was selected to undergo a Technical Training Course in 1949 but again owing to difficulties in placing him, he will not be able to start the course until March, 1950.

(b) It is not possible to say how many Nigerians will be sent to the United Kingdom during 1950 to undergo training which might qualify them for Senior Service posts in the Labour Department. The selection is a matter for the Central Public Service Board.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

66. To ask the Honourable the Chief Secretary to the Government:—

In view of the fact that the Geological Survey Department is carrying out a programme of geological investigation and development of mineral resources in Nigeria, how many Nigerians are being trained under the C.D.W. Vote in British Universities in order to take Honours Degrees in Geology?

Answer—

The Hon. the Chief Secretary to the Government:

None at present but a Nigerian has been awarded a Government Scholarship to enable him to enter a British University in October, 1950, to take an Honours Degree Course in Geology.

Supplementary Question to No. 66 by the Third Lagos Member (The Honourable Adeleke Adedoyin):

Your Excellency, is this not a go-slow process in Nigerianisation?

[C.S.G.]

[Answer]

*Answer—***The Hon. the Chief Secretary to the Government :**

No, Sir. The Council has approved unanimously recommendations of the Nigerianisation Commission. The awards of scholarships and training courses are made in accordance with those approved recommendations and answers have already been given in this Council at this meeting which indicate that the policy is being energetically pursued. There is no question whatever of holding back on the policy which has been approved by this Council and by Your Excellency, and which is being carried out to the full.

Supplementary Question to No. 66 by the First Lagos Member (Dr the Honourable I. Olorun-Nimbe):

In view of the explanation given by the Honourable the Chief Secretary, could a review of the Nigerianisation scheme be made at an early date?

*Answer—***The Hon. the Chief Secretary to the Government :**

The proposition was that the scheme should be reviewed before the end of the third year period. We are now approximately half-way through the three year period and therefore the time for review is not far ahead. In the meantime I feel, therefore, we should push ahead with the policy that has been approved.

Supplementary Question to No. 66 by the Third Lagos Member (The Honourable Adeleke Adedoyin):

Is the Honourable Gentleman aware that the Nigerianisation scheme is not being followed in this (*i.e.*, the Geological) Department?

*Answer—***The Hon. the Chief Secretary to the Government :**

No, Sir. I am not prepared to accept that. The number of awards under the different categories which were recommended by the Nigerianisation Commission are being followed. It is not possible to allot to a small department like the Geological Survey a number of scholarships out of proportion to the awards allotted to other and larger departments. If, for instance, a number of awards were to be allotted to this department it would be necessary to cut down the number of engineering awards which are allotted. Certain figures were approved. We are working to those figures and as you will see from the reply a Government scholarship has been awarded to a member of this department.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

69. To ask the Honourable the Director of Medical Services:—

For detailed information regarding the provision of study leave or scholarship awards to Registered Medical Practitioners outside the Civil Service of Nigeria in order to acquire more clinical and up-to-date experience in the various branches of Medicine—a

[Dr the Hon. I. Olorun-Nimbe]

[Question]

concession which the Government accords to Government Medical Officers in the interest of efficiency of Public Health in Nigeria.

Answer—

The Hon. the Director of Medical Services :

Study leave can be granted only to officers in the Public Service who may be allowed to take leave in the United Kingdom in order to pursue an approved course of training or studies.

No special scheme for private medical practitioners has been approved but twenty scholarships a year are made available by Government for non-Government applicants who wish to obtain higher education, but do not propose to enter Government service, and any private medical practitioner is at liberty to apply for one of these scholarships. Instructions as to the method of application are usually published in a Government Notice in the Gazette in August or September each year.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

76. To ask the Honourable the Commissioner of the Colony :—

(a) Does the Lagos Town Council believe in the implementation of the Nigerianisation policy of the Government?

(b) If the answer is in the affirmative, can the Lagos Town Council not secure the services of a Nigerian for the post of the Town Engineer—*ceteris paribus*?

Answer—

The Hon. the Commissioner of the Colony :

(a) The Lagos Town Council staff recruitment policy is in accord with that of the Government.

(b) The Lagos Town Council intends to fill the vacancy of the Town Engineer as soon as a candidate with the requisite qualifications, ability and experience applies.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

80. To ask the Honourable the Development Secretary :—

For a list of Roads to be constructed in the Northern, Eastern and Western Regions within the next five years under the Development programme for which Senior Executive, Executive and Mechanical Engineers are now being recruited under the 1950-51 Estimates?

Answer—

The Hon. the Development Secretary :

The following are the Trunk Roads scheduled in the existing plan for construction or improvement during the next five years by Regions :—

CONSTRUCTION

North.—Kano Eastern including Foggo Bridge; Yola-Wukari; Mokwa-Kontagora; Kano-Zaria; Shendam-Wase; Kaduna-Kachia-Abuja; Yola-Biu; Damaturu-Biu-Shari-Gwora; Kontagora-Bukwiam-Sokoto; Dumboa-Biu; Ilesha-Yashikera-Dahomey; Maiduguri-Bama; Kaduna-Kwongoma; Mayo-Belwa-Jada.

[Dev. Sect.]

[Answer]

West.—Ijebu Ode-Benin; Ajibodudu-Koko.

East.—Bansara-Mamfe; Calabar-Mamfe; Obubra Road end-Obubra.

IMPROVEMENT

North.—Jebba-Bidda-Wamba-Karshe; Zungeru-Minna-Abuja; Makurdi-Lafia-Akwanga; Lokoja-Ankpa; Keffi-Loko; Damaturu-Nguru; Maiduguri-Jos; Kano-Katsina; Gusau-Sokoto; Zaria-Pambeguwa.

West.—Shagamu-Asha-Ibadan; Shaki-Ilesha; Ife-Ilesha-Benin; Oshogbo-Ilesha; Benin-Sapele; Warri-Sapele; Warri-Ughelli-Kwale-Utagbo-Ono; Owo-Kabba; Akure-Ondo; Otta-Idiroko.

East.—Port Harcourt-Aba; Onitsha-Owerri-Aba-Oron; Uyo-Nwaniba; Sombriero River Bridge-Ahoad.

The Lagos-Ikorodu and Apapa-Badagry Roads in the Colony are also included in the programme.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

81. To ask the Honourable the Chief Secretary to the Government:—

For detailed information concerning recent soil erosion at the Victoria Beach in Lagos and the experimental work going on in Holland in connection therewith for some years past?

Answer—

The Hon. the Chief Secretary to the Government:

Reference to this matter was made in Your Excellency's Address to this Council, to which the Honourable Member's attention is invited. The figures for erosion at Victoria Beach for the last five years are:—forty feet per annum for the first mile from the East Mole, twenty feet per annum for the second mile, and fourteen feet per annum for the third.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

92. To ask the Honourable the Commissioner of the Colony:—

When was the Lagos Town Council incinerator installed and at what cost?

Is it in good working order at present?

If the answer is in the negative, when will it be in good working order?

Answer—

The Hon. the Commissioner of the Colony:

(a) 1928. At an approximate cost of £21,000.

(b) No, Sir.

(c) It is understood that the Lagos Town Council does not propose to repair it at present because the refuse is being used to reclaim swamps and low-lying areas in the Lagos district. This process has also proved a successful anti-malarial measure, and has resulted in a very considerable saving of money to rate-payers. It is therefore intended to continue the practice for as long as reclamation with refuse remains desirable.

[Dr the Hon. I. Olorun-Nimbe]

[Question]

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

96. To ask the Honourable the Chief Secretary to the Government:—

What are the academic qualifications and experience of drillers in the Geological Survey Department?

Why are they entitled to an initial salary of £600 per annum?

Answer—

The Hon. the Chief Secretary to the Government:

The drillers required are men with good experience of rotary drilling, and they should be capable of carrying out running repairs on diamond drilling plant including diesel and petrol engines. Academic qualifications are not necessary, it is practical experience of drilling which counts.

The salary offered is the same as for drillers in the Public Works Department, and it is extremely difficult to recruit drillers at this salary as the emoluments paid by non-Government concerns are usually higher.

The Fourth Member for the Eastern Provinces (Dr the Hon. F. A. Ibiam, O.B.E.):

102. To ask the Honourable the Chief Secretary to the Government:—

Are all expatriate officers appointed to the Nigerian Police Force Police Officers before coming to Nigeria?

Answer—

The Hon. the Chief Secretary to the Government:

No, Sir. Of the officers now serving fifty-four have had experience in other Police Forces. Thirty-eight were appointed to the Colonial Police Service without previous Police experience, receiving their training in Police duties subsequent to appointment; and nineteen Nigerians have been promoted from the ranks.

The Fourth Member for the Eastern Provinces (Dr the Hon. F. A. Ibiam, O.B.E.):

104. To ask the Honourable the Chief Secretary to the Government:—

(a) How many Junior Whitley Councils are there in the Nigerian Civil Service?

(b) What is their composition?

(c) Are they all functioning?

(d) If they are not all functioning, will the Honourable the Chief Secretary please state why not?

Answer—

The Hon. the Chief Secretary to the Government:

(a) Two.

(b) The information for which the Honourable Member asks is

[C.S.G.]

[Answer]

set out in Government Notices Nos. 2051 and 2052 in the *Nigeria Gazette Extraordinary* No. 65 of the 23rd of December, 1948. Each council consists of sixteen members half of whom are appointed by the Government and half by representatives of the Government employees concerned.

(c) Neither of the councils is operating at present.

(d) The staff representatives in Whitley Council A indicated in August last that they did not wish to continue to participate in the council until their claim regarding the grading of the Clerical Service had been settled. The staff representatives in Whitley Council B discontinued taking part in the work of the council in November last when agreement could not be reached on a number of claims which they had put forward.

The Second Member for the Eastern Provinces (The Hon. H. Buowari Brown, O.B.E.):

110. To ask the Honourable the Director of Public Works:—

(a) What are the causes of the undue delay in proceeding with work on the Sombriero Bridge which it was hoped would be completed by end of the current financial year?

(b) Is it true that this important work has been entrusted, more or less, to inexperienced Contractors who do very little or nothing for large amounts drawn by them from time to time?

Answer—

The Hon. the Director of Public Works:

(a) There has been some delay due to the shortage of supervisory staff, and work had to close down during last wet season. The work is now well in hand.

(b) No, Sir. The work is being done by direct labour apart from petty contracts.

Supplementary Question to No. 110 by the Second Member for the Eastern Provinces (The Honourable H. Buowari Brown, O.B.E.):

What is the estimated cost of this work and how much has been spent up-to-date?

Answer—

The Hon. the Director of Public Works:

I am sorry I shall need notice of that question.

Supplementary Question to No. 110 by the First Lagos Member (Dr the Honourable I. Olorun-Nimbe):

Your Excellency, I have just come from this area and I would like to ask this supplementary question. Will the Honourable the Director of Public Works please produce the following documents for the Select Committee:

(a) The measurement book;

(b) The Development Vote Expenditure Account in connection with the work?

[D.P.W.]

[Answer]

*Answer—***The Hon. the Director of Public Works :**

I think I can produce the expenditure account, but I very much doubt if there is a measurement book in existence, but I will find out, Sir.

The Second Member for the Eastern Provinces (The Hon. H. Buowari Brown, O.B.E.):

111. To ask the Honourable the Director of Public Works:—

(a) Why has work on the approved Hospital for Ogoni not been started till now?

(b) Is it true that applications from several competent African Contractors to carry on this work have been turned down without good reasons or any chance of fair trial?

*Answer—***The Hon. the Director of Public Works :**

(a) The order of priority in which buildings are constructed is a matter for the Regional Authorities but the Public Works Department staff at Port Harcourt was insufficient to enable work to be begun on the construction of this hospital until now. Funds have now been issued and a start has been made on the necessary preliminary work. The Department would be perfectly willing to let this hospital out to contract, but the site is remote and it is unlikely that any contractor would be interested except at a much enhanced cost.

(b) No, Sir.

The Second Member for the Eastern Provinces (The Hon. H. Buowari Brown, O.B.E.):

112. To ask the Honourable the Chief Secretary to the Government:—

(a) How soon will the two Transport Vessels for the Rivers Province be available for service and is it true that it is likely that only one of the vessels will now be given to the Province?

(b) Does Government realise the fact that whereas many thousands of pounds sterling are expended annually on roads and their maintenance in other Provinces, the Rivers Province unfortunately receives practically nothing out of these enormous sums of money excepting the comparatively small portion spent on Ahoada and Ogoni Divisions?

(c) In these circumstances, should not Degema and Brass/Ijaw Divisions of the Rivers Province be compensated by more improved and adequate water transport services to enable the inhabitants of these places to enjoy, at least to some appreciable extent, all such amenities as are granted by Government to tax-payers in the Country?

*Answer—***The Hon. the Chief Secretary to the Government :**

(a) One craft should be ready about August, 1950, some delay having been caused by the difficulty in obtaining suitable timber. The other craft in question is now being converted for use on the

[C.S.G.]

[Answer]

Lagos-Apapa Ferry, where the number of passengers at the peak hours is far greater than the existing craft can carry. It is regretted that the Rivers Province will for the present only have one of these vessels, but Marine Craft have to be used where the demand is greatest.

(b) Yes, Sir.

(c) If the vessels on the Port Harcourt-Degema-Brass service prove inadequate, consideration will certainly be given to providing an additional vessel, but it is suggested that this is a service which is peculiarly suitable to private enterprise, and a loan for such a purpose would fall within the scope of the Regional Development Board.

Supplementary Question to No. 112 by the Second Member for the Eastern Provinces (The Honourable H. Buowari Brown, O.B.E.):

In view of the answer to (b), considering that the promise of the two vessels was made as far back as 1945 and the sum of £13,000 voted for them, can Government now renew the promise of the second vessel which we are entitled to as a right and which has been diverted to another cause?

Answer—

The Hon. the Chief Secretary to the Government :

I, Sir, personally am unaware of any promise having been made. I do not say it was not made but I have no knowledge of a promise having been given. If a promise has been given it will be carried out. I shall find out if a promise has been given and, if that is established, it will be put into effect.

Supplementary Question to No. 112 by the Fourth Member for the Eastern Provinces (Dr the Honourable F. A. Ibiam, O.B.E.):

Is it a fact that one of the vessels is actually in Nigeria at present?

Answer—

The Hon. the Chief Secretary to the Government :

I am afraid I am not sure and shall need notice of that question. I might add, however, that from the substance of the reply it is clear that one of the vessels is undergoing reconstruction in Nigeria now; I think that is clear from the wording of the reply.

The Second Member for the Eastern Provinces (The Hon. H. Buowari Brown, O.B.E.):

120. To ask the Honourable the Director of Public Works :—

Has the project for a good road from Ahoada *via* Okarli, etc., to Brass been shelved, forgotten or deferred indefinitely and why?

Answer—

The Hon. the Director of Public Works :

The order of priority in which roads are constructed is decided by the Regional Authorities with the advice of the Regional Development Committee. A low degree of priority has been given to the Ahoada-Brass road.

[Hon. H. Buowari Brown]

[Question]

The Second Member for the Eastern Provinces (The Hon. H. Buowari Brown, O.B.E.):

121. To ask the Honourable the Chief Secretary to the Government:—

Which Department is responsible for erection of a suitable wharf or pier for launches, etc., at Bonny to replace the totally wrecked old pontoon arrangement and why has Government permitted such apparent wilful neglect to continue so long? Cannot something be done even now to improve the situation?

Answer—

The Hon. the Chief Secretary to the Government:

The Public Works Department is responsible for the construction and maintenance of Government wharves other than those at Lagos and Port Harcourt. The Department is aware of the unsatisfactory state of the wharf at Bonny to which the Honourable Member refers and steps are being taken to remedy it. Drawings have been prepared for the completely new structure required, but some borings yet remain to be made before the plans can be completed.

The Second Member for the Eastern Provinces (The Hon. H. Buowari Brown, O.B.E.):

125. To ask His Honour the Chief Commissioner, Eastern Provinces:—

Where in the Rivers Province are (a) Handicraft and (b) Social Welfare centres established and how far have the works done there justified the amounts voted annually for them under Personal Emoluments and Other Charges, etc.?

Answer—

His Honour the Chief Commissioner, Eastern Provinces:

No Government or Native Administration Handicraft centres have been established in the Rivers Province to date.

At Port Harcourt a scheme for a Social Welfare organisation to deal with the problems of juvenile delinquency has been approved and is being established. Funds for this scheme were voted by Finance Committee from Development funds in October, 1949. The Social Welfare Officer in charge reports satisfactory progress.

The Second Member for the Eastern Provinces (The Hon. H. Buowari Brown, O.B.E.):

126. To ask His Honour the Chief Commissioner, Eastern Provinces:—

Whether Government will be pleased to arrange, in advance, to adopt adequate and very firm measures to restore and maintain peace, law and order in the Rivers Province after the recommendations and/or findings of the Robinson Commission of Enquiry shall have been approved by His Excellency the Governor and published for general information?

Answer—

His Honour the Chief Commissioner, Eastern Provinces :

Yes, Sir. Arrangements will be made with the object of preserving law and order in the Rivers Province after the findings of the Commission of Enquiry have been promulgated.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

133. To ask the Honourable the Chief Secretary to the Government:—

(a) How many Press Attendants are there in the Printing Department? What are the qualifications and experience of each of them and what emoluments do they enjoy?

(b) Why have some of them not been considered fit for promotion since 1943?

(c) Can the work in the Printing Department be regarded as Technical or Clerical?

(d) If the answer to Question 133 (c) is in the affirmative (*i.e.*, Technical) what is the initial salary of these workers (*i.e.*, Press Attendants) as compared with technical workers in other Departments of Government?

Answer—

The Hon. the Chief Secretary to the Government :

(a) There are fifty-seven Press Attendants in the Printing Department who are employed on various manual duties or as messengers. The qualifications required are those normally required for manual labour and the majority of the present Press Attendants were daily paid labourers who have since been placed on the established staff in salary scale K 1, 2, 3, *i.e.*, £42-3-48; £52-4-64; £72-4-84.

(b) The post of Press Attendant was first established in the 1945-46 Estimates. Since then one Press Attendant has been promoted to the special grade of K 3.

(c) The work of the Printing Department is primarily technical, although the Department has to employ a clerical staff as well.

(d) The initial salary of Press Attendants is £42 per annum. As has been explained in answer to part (a) of this question these Press Attendants are not technical workers, but labourers or messengers.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

134. To ask the Honourable the Chief Secretary to the Government:—

(i) For the official definition of

(a) Roller Casters

(b) Craftsmen in the Printing Department.

(ii) Could an idea of the nature of their work be given?

(iii) What are their emoluments?

(iv) Could the work of these people be regarded as responsible?

[C.S.G.]

[Answer]

*Answer—***The Hon. the Chief Secretary to the Government :**

(i) (a) and (b) Roller casters are grouped with carpenters in the Printing Department under the designation of Craftsmen.

(ii) The duties of a roller caster are to make inking rollers for the printing machines. The rollers are made with a special composition which is imported from the United Kingdom. The carpenters in the Printing Department are engaged in making wooden boxes for the despatch of printing, stationery and type-writers by rail.

(iii) £96, £96-6-120-8-160, in Scale M 1.

(iv) Certainly, in the sense that every good craftsman does responsible work.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

154. To ask the Honourable the Chief Secretary to the Government:—

(i) How many cars including lorries are there in Government House, and how many driver-mechanics are attached to them?

(ii) How many years of unblemished record have these driver-mechanics to their credit? What are their initial salaries at point of entry; how much do they now enjoy by way of emoluments, and what are their other conditions of Service?

(iii) How many caretakers are on the premises? May a brief outline be given of their records of Service? What is a caretaker?

(iv) Can a classification be made of the twelve cooks, stewards and houseboys on the premises in order of seniority, and their conditions and records of Service indicated?

(v) How many washermen are there? May an outline be given of their records of Service?

(vi) How many years of creditable service has the Head Gardener to his record, and why is he on a stagnant wage of £108 per annum?

(vii) In view of the responsible nature of the work of the Office under Head 2 of the Estimates 1950-51, does Government not consider the post of a clerk under Sub-head 1, Item (5), inferior to the status of such an office?

(viii) How many people will share the expatriation pay of £600 under Head 2 of the 1950-51 Estimates? Can their names be given?

*Answer—***The Hon. the Chief Secretary to the Government :**

I am obtaining the information for which the Honourable Member asks and I shall ask my Honourable Friend the Financial Secretary to communicate it to the Honourable Member when the Head of Expenditure in question is dealt with in Select Committee on the Estimates.

BILLS**(Second Reading)****THE 1950-51 APPROPRIATION ORDINANCE, 1950****His Excellency:**

We will continue the debate on the second reading of the Appropriation Bill.

The First Member for the Western Provinces (The Hon. A. Obisesan, O.B.E.):

Your Excellency, when I attended the first session of the Legislative Council under the present constitution in the year 1947, I congratulated myself for being exceptionally lucky to be selected by my regional house as a member. Today I do not know of any member who last year thought that he would be finishing his term early in 1950, will not do what I did in 1947 by congratulating himself for being privileged to have his term of office extended which fact makes it possible for all of us to be at Enugu to attend this fourth session under 1947 constitution.

Your Excellency has been pleased to pay a deserving tribute to His Honour the Chief Commissioner, Eastern Provinces and his staff for the excellent arrangements made to our stay here, comfortable and enjoyable. The Honourable the Financial Secretary has been able to prove to the House that he is a worthy successor of a man who Nigeria can at all times regard with pride as one of the greatest Financial Secretaries she has ever had. Mr Savage, as known to us here, is a man of high principle; honest, hardworking, patient, tolerant and possessed of great commonsense and tact. I ask Your Excellency, respectfully, to convey the deep gratitude and appreciation of this House to him for his service to Nigeria.

It is heartening news to hear that there would be no increase of taxation this year. The operation of company tax is badly affecting the struggling African forming companies. To place an African company on equal level with the firm with a large capital which has a wide ramification almost everywhere in Africa and probably in Europe too would not make Africans generally to say that the Government is sincere when it declared sometimes ago that the policy would be to encourage African enterprise. The average capital of the former is not more than £25,000 to £50,000 while that of the latter is several million pounds. It would be seen clearly that the former is an ant and the latter an elephant. I feel, Sir, that by adjusting the rate of taxation no harm will be done to the Government as it has various sources of raising revenue without causing hardship to certain classes of people.

The reference in the Honourable the Financial Secretary's speech about strikes has given me much sorrow. Before the year 1945, strikes such as the one we witnessed in that year were unknown and since it has continued to occur in spite of several commissions

[Hon. A. Obisesan]

[Appropriation Ordinance]

that have been appointed. I appeal to Your Excellency to go deeply into the root of labour unrest in this country and stamp it out.

Sir, I am grateful for the reference in your speech to the Department of Commerce and Industries. The activity of this department which concerns the commerce, I am sure, will be taken up by the members who are commercially-minded. My own concern is industry of all kinds that will find employment for the great number of our school-leaving children of standard six class or below. I know that a start has already been made but with the expansion of the department's activities I know more still will be done to industrialise the country and find work for our boys and girls and thereby have a peaceful Nigeria is my slogan, Your Excellency.

It was a great opportunity that was given to me in the year 1948 to be on the delegation that attended the London African Conference. Our visits to places of interest during our stay in London gave us a lot of things to think about and for while I suffered from aberration of mind as to whether Africans as one of the members of the human race has any place assigned to him under the sun which could make him match with other members whose genius has built ships and railways, manufactured aeroplanes and turned out huge machineries used in manufacturing thousands of things? It struck me why none of our people visiting England and certain European countries have never applied this thought to this aspect of the European industrial life. I think, Sir, that the time has come for us to take stock of our connection with England. We all know what would happen if there should be another great war and our protectors were compelled to neglect us. During the last war we all know what happened when the supply of everything ran out. In my humble opinion, Sir, something ought to be done to teach the people of this country how to manufacture some of the things we obtain from European countries today and if Your Excellency will think seriously of this and render all possible assistance, your name will go down in the history of this country as regenerator of Nigeria. I have no doubt, Sir, that certain individuals will regard this suggestion as being far-fetched, but experience has taught me that what certain people regarded as wild dreams some three or four decades ago has become a reality. It would not be wise for me, Sir, to begin to mention, prophesy which has come to pass and known in these days as a wild dream.

Before I take my seat, Your Excellency, I would like to call the attention of this Honourable House to the absence of two distinguished members from the West, the Honourable the Oba of Benin and the Honourable the Chief Gaius Obaseki. Before the Richard's Constitution came into being there was a conference of the natural rulers of the Western Provinces and in this conference the Oba of Benin with his brother Obas played a very prominent and glorious part in all its deliberations. Nobody suspected in

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the conference days that at a certain period of time the Benin people would declare themselves as non-Yorubas or one who has nothing in common with Yoruba people. I used, Sir, the word glorious because I know what every Oba sacrificed in agreeing to serve on the Legislative Council. The Oba of Benin readily agreed with Government to serve in the Legislative Council and since 1947 things have been moving smoothly and all of a sudden the Benins declared that unless they were given a separate state to be known as Benin-Warri state they would have nothing to do with the Western Provinces. I can understand the absence of anyone at any meeting through illness or other causes, but in view of what I have just mentioned it would be hardly justifiable for any member from Benin to give the reason of his absence at this meeting as being due to illness. I greatly regret this incident and as I have said in our Regional House I appeal to Your Excellency to find the root cause of this trouble and put things in order.

I thank you, Sir, for listening to me. I support the Appropriation Bill.

The Second Member for the Northern Provinces (The Hon. Abubakar Tafawa Balewa):

Your Excellency, first of all Sir, I would like to thank you for the excellent opportunity you have allowed us to speak today, because you could really have put the question yesterday.

During the debate on the Annual Budget last year, I said Sir, that I found it very difficult to take part in the debate and I also saw that it was rather unnecessary to make detailed comments on the annual estimates, because at that time, there were possibilities of changes in the financial arrangement of Government, and also in the whole set-up of Government departmental activities. Now Sir, I have to say the same thing again, and for the same reason, but as this session may perhaps be the last under the present Constitution, I feel that I must say a word—I am speaking for only a few minutes.

Now the last speaker has said that we all join you in the special tribute which you paid to the excellent work of Mr Savage our former Financial Secretary, and Sir, we all wish him and Mrs Savage happiness and success in his new appointment as Governor of Barbados.

Now to turn to the Annual Estimates, the Appropriation Bill, Sir, which we are now debating shows this year's regional revenue allocation of funds for expenditure as follows:—

	£
The Northern Region	3,084,000
The Western Region	2,189,000
The Eastern Region	2,775,000

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Now after I have subtracted the amount of the regional revenue which is derived from regional sources, these allocations, Sir, come to this:—

£			
The Northern Region ...	...	...	2,494,370
The Western Region ...	...	...	1,954,710
The Eastern Region ...	...	...	2,545,880

I will repeat the Eastern Region allocation, Honourable Members,—the Eastern Region £2,545,880. Now, Sir, from these figures it is seen that the Northern Region gets £539,660 more than the Western Region, and again the Northern Region gets £51,510 less than the Eastern Region. Surely, Sir, Government must have some formula on which these block grant allocations are made, and I humbly beg to know the basis of that formula. From the figures, Sir, I have just quoted it looks to me as if the more revenue that a Region can earn on its own, the less is the block grant which it will receive from Central Funds. I am not an expert on finance, Sir, and that is why I want to have some explanation.

Now my next point deals with a question of capitation tax. The recommendation of Sir Sydney Phillipson which was accepted by this Government, and which you will remember resulted in the framing of the Taxation Bill which we passed into law three years ago, said that the system of capitation tax should be reviewed after four years, and I am now reminding the Government that the time has come, and also I would like to ask whether Government has taken any steps, or is taking steps to do so.

Now I do not know, Your Excellency, whether I am in order to ask for any information on a matter which may assist me when we come to the Select Committee on the Constitution, or on the recommendation of the General Conference—it is a question connected with finance. You are aware, Sir, that by looking at the recommendations which have been put forward, there are certain Government Departments who have their Headquarters in Lagos at present, and at the same time they have Regional Headquarters—I particularly refer to Departments like Education, Medical Services, and Public Works. Now if the recommendations of the General Conference are adopted, these departments can no longer function in the same way as they do now, and this I am sure will alter present Government financial arrangements, and I would like to know whether the Honourable the Financial Secretary has now got a plan in hand. The information will assist me, Sir, because I am anxious to the nature in which such departments will exist at the centre under the coming into force of the new constitution.

Now Development—I have observed Your Excellency, that in Nigeria there is a very great difference between the big towns and the country, and it seems to me, Sir, that in most of our develop-

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ment schemes we tend more to think of the big towns rather than the country. It is plain that most of our development schemes are centred on the big towns. I know, Your Excellency, that it is the big towns that you find all the noisy people and the agitators, but we must not forget, Sir, that in the villages we have the people who are of real use to the country—we have the people in the country, some whom we can call the core of Nigeria. It is not the duty of Government alone, and Government alone is not to be criticised if we neglect the country in our schemes of development. One hears every day, Sir, about the tax-payer—now the country people we must remember are tax-payers, and it is our duty, the duty of Government, and the duty of all those people who have the opportunity to have a choice in these matters, to show by practical administration, that we really mean something good for the people in the country. We must not forget there will come a time, Sir, when the country people will understand their position, and demand their rights. If we show the people in the country that good is really intended for them, I am sure we can win their confidence more easily, and so, Sir, I am asking that as we are now going to revise our Ten Year Development Plan, we must have the development of the country to be the base.

Now, Your Excellency mentioned in Your Excellency's opening speech last week, how grave the staff situation is, especially in connection with the engineering side of the Public Works Department. I hope I will be allowed Sir, to explain the situation as I see it.

It appears to me, Sir, that Government, in trying to push ahead with the Ten Year Development Plan, has brought about difficulties by recruiting temporary expatriate staff on very much higher pay than that which it gives to its permanent staff. I will try now, Sir, to give an example of what I mean. Quite recently, Sir, I had some information from a reliable source. Now on the Kano Eastern road which goes to Bornu, at a place called Foggo in my Province, there is a bridge under construction. For the construction of that bridge alone, Sir, there were, when I received this information six European Engineers and foremen of works engaged on this work, each one of them getting very high pay together with allowances of various kinds. Each one of the engineers at Foggo, Sir, who is on the building of that bridge gets his salary plus the allowances, about twice the salary of the Engineer at Bauchi who is responsible for the whole province. I might have been misled, Sir, by this information, but I think the Honourable the Director of Public Works will be able to explain the position. Now I will say, Sir, that if this story about Foggo is true, and if this is a policy which Government pursues, I am afraid, Sir, the Government will always find difficulties in recruiting permanent staff.

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Now finally, Sir, I would like to put this point before the House. I would now like, with your permission Your Excellency, to ask the Honourable Members to consider whether the time has now come for the Clerk of the Legislative Council to have a proper office and a staff in full strength. The amount of work which is done in the office of the Legislative Council Clerk, as you know, is big, and it will continue to grow. We all know how small his office is in the Nigerian Secretariat in Lagos, and so I am putting this point to you to consider, and I intend to press this point when we go into the Committee, and also that this Legislative Council should, I think, have a well equipped Library.

Now in conclusion, Sir, I would like to deliver a message of goodwill from the North to the Eastern Region. The interest shown in the Legislative Council session at Enugu, by the community, is really remarkable, and this is I think a sign of how politically minded the Eastern people are.

Sir, I support the Appropriation Bill.

The Second Member for the Western Provinces (The Hon. T. A. Odotola, O.B.E.):

Your Excellency, we have before us what I can describe as a mild budget; and we feel heartened in reading the Honourable the Financial Secretary's Memorandum on the Estimates of the healthy state of our finances, and also in hearing from him in his budget Address that the Economic and Financial state of the country is good.

I do not wish to seize upon this as an occasion or opportunity for demanding general tax reduction, but the item I have chosen to speak on today is one that calls for careful consideration. I refer to the Companies Income Tax of 9s in the £ to which Your Excellency has made special reference in your Budget Address and which was not left untouched by the Honourable the Financial Secretary in his address as well. It seems to me absurd that income tax on company's profit should be 9s 6d in the United Kingdom and only six pence less in this country. It may be of interest to this House to know that people abroad anxious to invest their capital in this country, avoid coming here because of the present excessive rate of income tax. We need all the outside capital that we can attract to Nigeria for the development of the country, but I can see no hope of our succeeding to do so under the present condition. This is like killing the goose that lays the golden eggs; because we are shutting out the only sources from which the country's wealth can be increased. Everything that can be done, I think should be done to encourage and attract capital into the country if much needed development is to proceed and one way of this is, to reduce the company's income tax to a more reasonable level, and I believe this is one of the things that Your Excellency had in mind when you made the following statements in your lucid Address last Thursday. I shall quote from your own word:

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“ As regards capital, I am not an economist and I touch on the subject with diffidence. All economic development requires capital, whether, it is owned publicly or privately, and all capital, I believe, must come, in the last resort, from savings. I shall leave it to the Financial Secretary to explain our present loan position and prospects, but I know that in general our people have little as yet to spare for savings, so that apart from the operations of the Marketing Boards, the sources for raising capital locally are very limited. In any case this country, in common with most country in the world, cannot achieve the national income that it requires merely by utilizing its own resources. We must, I suggest, in this matter make a clear distinction between self-reliance, which is admirable, and attempted self-sufficiency, which is stultifying, and the negation of progress. We need the capital equipment which other countries can supply, and we must therefore ensure that conditions exist which will attract a flow of capital, whether from such sources as the Colonial Development Corporation, or from private enterprise, always remembering that we get our direct return (I need not remind Honourable Members that company tax at present is nine shillings in the pound) as well as the indirect benefits in the form of increased employment and economic activity. I have been greatly encouraged by the new sense of self-confidence and responsible thinking in the country in regard to this question of outside capital. Best of all would be joint participation by Nigerian and overseas capital in the financing of industrial concerns throughout the country. It is already starting. I look forward to the time when Nigerians, by virtue of their business ability, will sit side by side with their European colleagues on the boards of directors controlling such enterprises. There is already ample evidence that a class of Nigerian business men is emerging which will increasingly be capable of making a genuine contribution to the industrial and commercial life of the country.

Sir, I remain corrected, but I understand that the Nigerian Companies Income Tax Rate is the highest in the whole of Colonial territories. It would seem therefore that we who stand in the greatest need of outside capital are those who are actually pursuing a policy which would tend to scare capital away from the country. I am pressing very strongly that something should be done in this matter without delay. “ In high taxation, ” we are told by the Honourable the Financial Secretary, “ there is no virtue, and especially when, in this country it is derived from one or two sources only.”

What I say regarding attracting of outside capital applies to local enterprise as well. There are many people anxious to form small limited liability companies in this country and to take share

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in development, but are scared away from doing so by the present high rate of Company's Profit Income Tax. I suggest that relief should be given either by substantial reduction of the present or by introduction of a sliding scale whereby newly established Companies could be afforded a breathing space while they are consolidating their business. I can assure this House that there are a large number of small African business men anxious to form Companies, but are kept back at present by this tax. Think of the large contribution which such people can make to our revenue if my suggestions are considered. I am prepared to meet the Financial Secretary for further discussion on this matter, perhaps we may be able to find some satisfactory solution.

Coming to the subject of development, I should like to deal with the existing restriction on the importation of American trucks into this country. I do not think that this country can be accused of failing to co-operate with the United Kingdom Government at any time in prosecution of any measures for solving the dollar crisis. In my opinion, it is a most unscientific approach to try to save dollars by limiting the very means by which a large amount of dollars could be earned. Road transport plays a vital part in the economy of the country. We must evacuate our Cocoa, Palm Kernels and other products from interior to the coast. These commodities are in the main dollar earners, and American trucks are the only reliable kind of vehicles which can be successfully employed for transportation work on the type of roads that we have in this country at present. The British make of trucks, as far as experience goes, are simply unable to stand up to them. If we are to use British make of trucks with any degree of success, then the condition of our road must be improved considerably beyond existing standards. The story of many Africans engaged in transport business and have been compelled by present circumstances to operate their services with British trucks, is a very depressing one. I know of many who have been completely ruined because the vehicles they are forced to buy earn hardly anything for them before they go to pieces. This sort of thing gets people embittered and I have been asked several times, "Why should Government compel us to British lorries when they know very well these vehicles are not suitable for our roads." These are things that help to swell the cry for self-government blindly.

While on this subject, I should like to make reference to the Lagos-Ikorodu, Ijebu Ode-Benin roads. I cannot think of any more disgraceful example of official complacency than has been shown in the progress of construction work on these roads, especially the sixteen miles stretch between Lagos and Ikorodu which after about five years still remains uncompleted. We hear the usual story about certain engineering difficulties. Our Government appears to have learnt nothing from the last war. In the war years people did not fold their hands and talk about difficulties,

if there was a job of work to be done, they just got down to it and saw it through. I wish all those engaged in all departments of development, especially in our present stage would recapture some of that war-time spirit. It is badly needed. One can speak with less heat about that section of the road between Ijebu Ode and Benin, especially that portion of it the construction of which is being done by the staff in Ijebu Ode. Work has progressed with reasonable satisfaction. But it may be said, however, that this has perhaps, been the result of much criticism in the past. This may be so; nevertheless the staff engaged on this section deserve some tribute especially when it is considered that they had not been having the benefit of the equipment and tools which appear to have been so generously supplied for operation in the Lagos-Ikorodu section of the road. It would appear that officials attach greater importance to this than the Ijebu Ode-Benin section. If this is the idea then the sooner it is corrected the better. In fact the latter section of the road is of more economic value to the country than the former. I have heard reports from various sources that one of the chief causes of delay in the execution of many important schemes in the development has been the slowness in delivery of materials by the Crown Agents for the Colonies. This is a story we are tired of hearing. I have advocated on more than one occasion both in this House and I remember at the Colonial Conference in London over a year ago that if the machinery of the Crown Agents Office is too antiquated to deal with the needs of this rapid moving age, then let us scrap it and place our business in the hands of some other organisations which can serve us better. It is to my knowledge that while work is held up because Government Departments have to wait sometime for years to get their indents executed, private enterprise seems to have experienced no difficulty in securing a flow of supply of the very materials which the Crown Agents are unable to obtain.

There is also the cry of dearth of Engineers, and reading through the half-yearly report on the general progress of development and welfare schemes, I noticed that there are more vacant posts of Engineers for various fields than those already filled. Take for instance, there are only six water Engineers reported to be available for work while there are twenty-five vacant posts, and I believe the same thing applies to Road, Electrical and Mechanical engineering sections of our development. I understand that the Public Works Department is not only finding it extremely difficult to recruit Engineers but that even most of those who are now in the service are looking for an opportunity to give up their appointment for something better elsewhere. But what do you expect if you choose to treat Engineers as if they are inferior to members of the other professions such as Medicine and Law; of course, I understand that the Medical Service has behind it a kind of Trade Union, hence the better conditions which they enjoy. This of course is always like the Nigerian Government which is prepared only to consider the claims of those who are in a position to employ force or threat of

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force to secure their legitimate dues. In a service whose conditions are far from favourable the African holders suffer even greater disabilities. I can recall about fourteen years ago the case of a qualified African Engineer who when he sought appointment in Government was offered the ridiculous salary of £128 per annum, when other departments were offering a starting salary of £400 per annum to men newly qualified. Even now when some of the earlier prejudices against the profession are disappearing, one is astounded to hear of a case where there was a reluctance to apply the Harragin condition to an African recently graduated in engineering on entering Government service until the man threatened to resign. I understand that today there are less than five Africans holding the position of Engineers in the Government service, while there are scores of African Medical Officers and perhaps the same in the Legal and Judicial Departments. The reason is the more generous conditions provided for members of these professions in the Government service. We may set out with all the enthusiasm we can command but the development of this country cannot be achieved without the service of Engineers. As pointed out by the Regional Deputy Director of Public Works in the Western House of Assembly recently, the department so readily referred to as Public Works Department is the only one that carries no super-scale posts, for instance the Provincial Engineer's post which I believe is the equivalent to that of a Resident in the Administrative service or Senior Medical Officer in the Medical, is not a super-scale post. The duties of a District Engineer or Provincial Engineer are known to be very onerous and it is no surprise when one learns that an ever increasing number of Engineers are taking advantage of the facility for retiring at forty-five years of age. It is up to the Government to do something to correct the position.

In our Estimates of Expenditure, quite apart from other provisions made under Colonial Development and Welfare Act, provision has also been made for an amount of £108,200 to be spent during the year 1950-51 by our Department of Agriculture, a figure which shows a net increase of £10,501 over what was made available for the Department last year. Nigeria, we have always been told is an agricultural country, and I do not think anyone in this House will oppose any sum which may be earmarked for Agricultural Department to carry out its duties to the country provided the people of the country have an assurance that they will have fair return from the department for their money. In a Province in the Region which I represent, more than 90 per cent of the people of that area hardly have any idea of the existence of Agricultural Department in the country, and those who do, know very little of what kind of work the department does. I agree that very elaborate experimental works are being done by the department in its Headquarters at Ibadan, but how many farmers in this country have the time to go to experimental schools. I think that what we

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need today is practical demonstration. We want Agricultural Officers to visit our farmers as much as possible and to advise them of what to do to increase productivity. Agricultural Department should be able to contribute very largely to improving the condition of our local food supply which is the main concern of the people of this country today. We have the land and we have the men and whatever capital is required, I am sure will be made available by the people of this country provided the Department shows some sign of willingness to help them. One can say within a twinkle of an eye, or count on his fingers how many times an Agricultural Officer has visited farmers in Ijebu Province during the last ten years. The people of that area whose main industry from time immemorial was trade have for some time developed the desire to farm in keeping with the great need of the country, but unfortunately they have no encouragement from our Agricultural Department. I have more serious complaints against the department which I hope to discuss with the Director when we meet in the Select Committee.

Your Excellency, it is a pity indeed that in a country like this such schemes for the improvement of the daily lives of the people like water supply and electricity could not be carried out more rapidly. Water supply certainly should be topped priority. We spend large sums annually in building hospitals and providing other health services, and yet omit to provide the first essential of healthy existence, good water. It is a joke, only a rather tragic joke to treat a patient in hospital and send him back to his village where he has to drink germ-ridden water only to develop worse diseases than the one for which he has been treated. Our policy in these matters must be revised. We must recognise the principles of first things first, which need to be applied in the whole field of development in Nigeria.

Sir, I would like to bring to the notice of this House a very bad practice going on in the Western Provinces of the country, which I know if not checked in time will result into a great trouble. I refer to the existing arrangements of Government subsidy paid on the transport of Cocoa, Palm Kernels and other export produce from the interior to the port. The facts are that this subsidy is not helping those whom it is intended to help nor fulfilling the purpose for which it was intended. What I wish to point out is that hardly a single African motor transport operator is today sharing in the carrying of Cocoa, Palm Kernels and other export produce from the interior to the port. He has been ousted from the field by the big Syrian transport firms. These Syrians have been undercutting rates to a point which rendered competition by the African impossible. Rates have been reduced to such a figure that the whole Government subsidy on differential goes to the European Licence Buying Agents instead of being passed on to the transporters as should be the case. Two evils result, one is the elimination of the African, the second is that Government is paying the tax-payers money for nothing.

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The more serious of course is the former. It is creating a great deal of bad feeling against not only the big Syrian firms but the European firms who suffer the greatest loss from looting, for instance. The Syrian came into this country without any money, with the help of the European firms he soon amasses great wealth which he takes away from the country into which he puts back very little of what he has accumulated. The African will not sit by and watch his resources being taken away from him by the Syrian with the aid of the British firms. We want to see the country developed and we want to see the fruits of such development shared by those who have title to it; namely, the British who put their capital and energy into the process and the African who contributes his share by his labour and his land. I do hope Government will look into this matter without delay. When I was in the United Kingdom in 1948 for the African Conference, I attended a meeting arranged by Sir Alan Burns and others at the instance of the Colonial Office, the object of which was to enquire into the sources of racial ill-feeling and to find ways of promoting better understanding. To deprive the African of his livelihood is certainly not the best way of creating better feeling. After all if a father in Nigeria is deliberately deprived of the means by which he could make a decent livelihood in preference to a Syrian or any other foreigners, he certainly is not going to encourage his student son or daughter in the United Kingdom to develop friendliest feeling towards those whose brothers are working against his interest in his own country. I am asking through this House that immediate steps be taken to enquire into this complaint.

Another point I wish to emphasise, is the need for a bold drive in the development of productive lines as opposed to the development of purely social services. At present large sums are spent in building such things as hospitals and schools, but there will be a need for funds for the maintenance of these services and unless the country can produce more wealth by increased productivity, we shall soon reach a stage where we find ourselves unable to bear the burden. What is happening today is that we are spending our money before we have earned it. We all know what the consequences of such policy will lead to—National Bankruptcy.

During the budget Session of this House in 1948, one Honourable Member of the House who was then new and not yet used to Government's way of treating the views of the unofficial members, was compelled by his young experience of the work of the Council to make the following statements.

He said, "Year after year budget sessions are held. Large sums of money are voted in the estimates for the transport of members to the meeting place and for paying their attendance allowances.

It is now over a year since I become a member of this House, I can't still see what efforts have been made by the Government to

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carry out any of the demands or suggestions made during the last year's Budget Session, not even the planting of the Coconut tree.

It is true that government way of doing things is very slow, but it should be remembered also that we have all sworn that we should serve our country faithfully and conscientiously, and if we come as Honourable Members to talk and talk and talk which bears no fruitful results, then we shall be looked upon by our people as cheaters who are sent over here to make money at the expense of the poor rate and tax-payers.

Please let us face facts. Let us speak the truth even if it is bitter. I do not say that Government is not doing its best to help the people of this country, and I commend its efforts, but what I do say is that more weight should be given as far as possible to the point raised by the Honourable Members of this House during their speeches. After all, they are the accredited representatives of the people and their people would expect much from them. I hope this criticism will be seriously considered by the Government."

There are several comments I would like to make on specific items on the Estimates of Expenditure, but these I reserve until the Committee stage.

Your Excellency, I support the Appropriation Bill.

The Fifth Member for the Northern Provinces (The Hon. Yahaya Ilorin):

Your Excellency, I first of all wish to thank the Nigerian Government for the facilities given to this country to discuss their problems at various levels. Matters which affect Provinces are best dealt with in the Provinces. They should only be taken to the House of Assembly if they cannot be satisfactorily settled in the Provinces. Matters pertaining to the House of Assembly are better solved in the House of Assembly, unless they cannot be satisfactorily solved in that House, then take them to Legislative Council. For that reason if I confine myself to points of general interest only, and be less parochial, I think I will not be out of the way. Why I have to state this, Your Excellency, some Members feel that they can come here and waste the time of this august House by talking about their towns, about their villages, or about other matters which can be best solved either at their Provincial Conferences or in their Houses of Assembly. I think we should now begin to learn more about our duties as legislators of Nigeria than hitherto.

First of all, Sir, I would like to express on behalf of my Northern colleagues our sincere gratitude to His Honour, the Chief Commissioner for the Eastern Provinces and his staff for all they have done for our comfort and convenience at Enugu, and to express our sympathy and condolence with the people of this Region for

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the sad event that took place here last November. And we pray, in the name of Allah, that a tragic occurrence of this nature may not happen again, not only in Enugu, but elsewhere in Nigeria.

I would like also to extend a hearty welcome to our new Financial Secretary, and to congratulate him on his masterly speech. There is no doubt that whoever carries the heavy burden of Minister of Finance in our proposed Constitutional set-up will have a very hard nut to crack.

The financial and economic policy of our Government is so complex that unless the general public and the school boys are gradually educated to understand their intricacies, we shall find ourselves in a muddle when the time comes for us to take over the complete management of our own affairs. It is difficult for one to criticise with advantage a policy which one does not quite know. School children, especially those in the secondary schools, should be given bulletins to read about the sources of Revenue and economic development of Nigeria, about various Produce and Marketing Boards and their activities, about the Department of Commerce and Industries, and about our Nigerian Office in London. They should be familiar with the meaning of our various Reserve Funds, such as Loan Sinking Funds, Renewals Funds and a Revenue Equalisation Fund. Our boys and girls are the future legislators of this country and it is important that they should know something about the Budget, the financial and economic background of Nigeria.

Those of us who are fortunate to be Members of this august Assembly have watched with the keenest interest the policy that Your Excellency has adopted since you have taken over the administration of this country. It is due to your prudence, Your Excellency, that the various Produce and Marketing Boards have been set up which have in no small measure contributed to the prosperity of this country. I still fail to understand why the critics of the Government should ignore to criticise the financial and economic policy of this Government, which is the back-bone of the country's wealth, instead of shouting for immediate self-government.

Sir, there is one question that is always agitating my mind and that is about the undesirable type of youths that we are producing in Nigeria today. I refer to young men of about 16 to 18 or over. Most of these boys are the sons of ordinary peasants born in the villages, who, instead of staying with their parents to till the soil, are being attracted into large cities like Lagos, Onitsha, Ibadan, Kano and so on. They often idle away their time by going to pictures and dances, with the result that they grow up hooligans, irresponsibles and "boma" boys. The reason why these boys are attracted into large cities is obvious. It is on account of the modern amenities which these towns enjoy but which are lacking in their

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villages. I know that provision has been made in the Estimates, both Central and Regional, for village improvements, but very little progress has been made. I want to see more money and attention being devoted to the villages. They are the producers of our foodstuffs, and a large portion of our taxes are derived from them. They need modern amenities—farming implements, small shops where they can buy things like soap, matches, kerosene and so on. They need dispensaries, schools, and a swimming pool where there are no rivers, or even a small picture house—and above all, good drinking water.

I do not expect Government to undertake this work on a large scale, but a start should be made with a few model villages, followed by gradual expansion. This will certainly reduce the breeding of the undesirables, and by pinning them down to the farm they will produce more local foodstuffs for our consumption.

Reading through Your Excellency's opening speech, one is happy to learn of the encouraging progress made by the appointment and promotion of Nigerians to Senior Service in the Government Service and of the ever-increasing number of Government scholarships awarded to Nigerians every year. But, Sir, looking to the near future, Nigerians will be required in increasing numbers to undertake more responsible posts in the Government Service, particularly posts which will have connection with our economic development. We are at present short of qualified men and I strongly appeal to the Government to vote more money for scholarships to enable our boys to receive the necessary training in this particular field. Unless our scholarship scheme is speeded up there is no possibility of our carrying the heavy responsibility that is awaiting us.

Another point, Sir, trade disputes: I noticed when a dispute exists between the Government as employer of labour and the Trade Union, an arbitrator or a commission is sent out from England to come and investigate the dispute and submit his recommendations to Government. I often wonder whether this is not an unnecessary waste of the tax-payers' money. Certainly we have men here in Nigeria qualified to do this job and I commend this to Government's consideration.

Before taking my seat, Sir, I have this to say. The future of Nigeria is at stake. Some people think that the pace of our progress is too fast, while others think that it is too slow, but whichever side is right, I hope Your Excellency will always keep in mind the warning given by my friend, the Honourable the Third Member for the Eastern Provinces a few days ago, when he said "Your Excellency, we ask too much and if you hear too much you run the ship amock."

Sir, I beg to support the Appropriation Bill.

[Hon. A. Makaman Bida]

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The Fourth Member for the Northern Provinces (The Hon. Aliyu, Makaman Bida):

Your Excellency, I wish to associate myself with the previous speakers who have expressed their congratulations to the Government for the successful year. Indeed, Sir, your speech and the address of the Financial Secretary have left very little room for constructive criticisms or comments. However, Sir, I feel I must not let this occasion pass without voicing out in one way or another my convictions. As Your Excellency has very wisely reminded us to try to concentrate our remarks on the Budget, I would like to make a few general remarks on the economic side, and on the public indebtedness of this country. Now, I may say, Sir, that when I was reading through the Budget speech of the Financial Secretary, my mind became scattered and I got a mixed feeling. When I read the first paragraphs I became totally gratified but as I went on reading I came upon some paragraphs which made me entirely depressed. When I read the words "public debt charge", "loans to be raised", "loans to be transferred", "loans to be redeemed", "rates of interest", "new type of loans", "method of new loans", "sinking funds", etc., I was muddled up, and I began to ask myself, Sir, this question: when the time comes for the British to leave us, are they going to leave this country a chronic debtor? How can we then enjoy the fruits of self-government? What should be done? The answer that occurred to me, Sir, is that there should be made all-out efforts to exploit the economic facilities of this country. I am inclined to agree with your critics, Sir, that less attention has been paid to the economic field. I consider that the provisions made for economic projects are quite inadequate—the schemes are not wide enough. I consider there should be an immediate and elaborate schemes for more production of export crops and foodstuffs, and also the provision of projects for the exploitation of our economic resources. I consider that it is now time to lay the proper foundations for economic progress, otherwise all our achievements in other fields will just be ephemeral. I consider, Sir, that it is time that the minds of the masses of the people in this country should be diverted to think more of the ways and means of raising the economic status of this country, and to do that, I consider that the people should be encouraged, right from the lowest levels, to participate in the discussions on framing the schemes for wider production of export crops and foodstuffs. I believe, Sir, that through this spirit of participation, which is Your Excellency's declared policy, the community will realise their importance and will be willing to co-operate, and I believe their co-operation is most vital in carrying out these schemes. I also believe, Sir, that through their co-operation the fear that more export crops are being grown at the expense of foodstuffs, and the fear that that might result in famine will be lifted, and they might be induced to take the initiative, which I believe is one of the most

important factors of self-government. To my mind, the review of the economic position of this country is equally as important as the recent review of the Constitution. I may be considered pessimistic, and will probably be unpopular, but I am bound to express my convictions without fear or favour. The day must come when the British will leave us, though I must confess that we in the North have found it impossible to set any time limit, but all that is of most importance to my mind is that when it is time for them to go, they should not leave this country in a state of poverty. I mean, we must not merely become a self-governing country, but also a self-supporting one. Your Excellency, I would like to suggest to the Government such projects as the irrigation scheme that has been started in the Niger and Sokoto Provinces should be given the greatest attention—once you can control water you can make all sorts of uses of it. So far as agriculture is concerned, you can use it to kill two birds with one stone—that is, for export crops and for foodstuffs.

The first Member who spoke in this Council told us about how he learnt to eat groundnuts, but he did not tell us anything about his first rice meal. Now, coming from the Northern Province where such irrigation schemes have been started, I feel competent to speak about them. I assure you, Sir, that the irrigation schemes and the Colonial Development Corporation are very welcome to the local farmers, who have already derived some very great benefits from the projects. The technical officers who are in charge are really expert people, and they are the right type of person we want in Nigeria for years to come. One of them has twenty-six years experience in irrigation work in India, and I hope that the Public Works Department will not abuse its power to hamper the work by denying them the necessary buildings required to enable them to carry on this work. There is no doubt the scheme will give enormous return. We all know how irrigation on a large scale has enriched Egypt, India and the Sudan. I can see no reason why Nigeria, with all its rivers, streams and wide ponds, should not enjoy these privileges. I go further to suggest that the provision for such projects as fisheries which received a vote of no confidence last year should be diverted to irrigation schemes. Sir, I fully realise that we need capital to work these schemes, and I am not suggesting for a moment that loans should not be raised, but, pending the necessary capital required, all I have in mind is that all the economic possibilities should immediately be firmly established so that the result may enable this country to reduce to a minimum its public indebtedness, so that when the British go, Sir, our Financial Secretary in Nigeria will be able to budget his balance with a degree of confidence.

Sir, I give my support to the Appropriation Bill.

The Fourth Member for the Eastern Provinces (Dr the Hon. F. A. Ibiam, O.B.E.):

Your Excellency, the holding of the present Budget Session in the Coal City and headquarters of the Eastern Provinces is a matter of great pleasure and pride to us who belong to this Region, especially as our Assembly Hall is being used for this purpose. It affords an unique opportunity and privilege to the people of this Region to watch the Legislative Council in action. Such an occasion is an eye-opener, educative and inspiring. I hope that the educational authorities in Enugu will use the opportunity of arranging for their pupils to have a day as visitors to this Council for their own edification and instruction. Last year in March the people of Ibadan were keenly interested in the affairs of this august assembly when it held its meeting in that hospitable city of the West.

We welcome you, Sir, and Lady Macpherson and all Honourable Members of this Council, and our many friends from the North and West to the Eastern Provinces, wishing you every happiness while you are with us.

I have listened with close attention and pleasure to the Budget speech of the Honourable the Financial Secretary, to whom I extend a most hearty welcome. It is my prayer that he might use his special knowledge and wisdom to guide and advance the financial and economic stability of this vast Dependency. We of the Unofficial Members of this House had, and still have, a warm place in our hearts for your immediate predecessor. He was friendly and sympathetic and he had all the patience of a Job. In Select Committee we are exacting and pernickety, but he took it all in one stride and always in a spirit of co-operation and like the gentleman that he was. We hope, Your Excellency, that the Honourable the Financial Secretary will be patient with us when we are being legitimately zealous and inquisitive.

I must congratulate him for a Budget of £41,450,047. It is a great stride in the finances of this country, specially when it is borne in mind that there will be no increase in taxation of any kind. It is gratifying to note the following export figures for the year 1949. Says the Honourable the Financial Secretary:—

“ The export of groundnuts during 1949 was 350,000 tons, of palm kernels 352,000 tons. Cocoa, one of our major dollar-earning exports, reached 102,000 tons tin provided 11,900 tons.”

There is no mention of such minerals as gold and lead—or do we not export these? I am struck by the low export figures for our A.1 products; palm oil at 160,000 tons and cocoa at 102,000 tons. With more drive both on the part of the Government and the people themselves I feel sure that these figures would easily have rivalled those for groundnuts and palm kernels which stand at 350,000 and 352,000 tons respectively. During the war the whole country was

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made to think in terms of large-scale production of palm oil and palm kernels. Must these helpful measures, Sir, be reserved for, and used, only in times of national emergency? Palm oil fetched the handsome price of £42 per ton and groundnuts 50 per cent of that. I hope that the Production Development Boards will take note of this, Sir, and, during this year and onwards, seek to create an encouraging atmosphere by installing more and more pioneer oil mills for greater production of palm oil.

The Nigerian Cocoa Marketing Board has taken a supreme place in the economic history of this country, and I would like to see the newly-formed Oil Palm Marketing Board, and the Groundnut Marketing Board, play their part in our economic life.

The Honourable the Financial Secretary tells us that the revenue for the coming year is expected to reach the sum of £30,302,260 while Government departmental estimates show that expenditure will be £30,136,350. Personal emoluments will no doubt take the lion's share of this expenditure. I suppose with the present economic status of the world this is inevitable. However that may be, what I must insist on is that a fair and equitable distribution must not be lost sight of for a moment. Senior Civil Servants must not get all the consideration and sympathy at the expense of the Junior Civil Servants. Every Civil Servant, Senior or Junior, is important to the Nigerian taxpayer. That being so, the taxpayer demands faithful service and a high sense of responsibility to duty and a greater output in production on all fronts. Only so shall we all co-operate and help the Honourable the Financial Secretary in his sacred and onerous duty of safeguarding Nigeria from financial distress and ruin.

Large sums of money are to be expended by certain Departments of Government. Before I deal with these, Sir, I would like to congratulate Government for the purchase of the royalties which have hitherto been paid to the United Africa Company at a cost of one million pounds. I have never understood why this country should have paid such munificent royalties to the Royal Niger Company or their heirs. Anyway, I am happy that it is all over now "and the money will be available for purposes more in keeping with the general development of Nigeria"—with apologies to the Honourable the Financial Secretary.

As before I welcome the Revenue Equalisation Fund. It is a sound financial policy and highly welcome.

I turn now to military matters. There is to be an increase of £54,000 in our payments for military and defence. In connection with this department I have had correspondence with the soldiers and representatives of the Nigerian Regiment, complaining of unsatisfactory conditions of service, with special reference to their pay. They are receiving far less than the ordinary tradesmen and their allowances are quite below those of their brothers serving either in

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the Gold Coast or Sierra Leone. The authorities, Sir, must surely know about this and I hope that they will look into the case of these soldiers with a view to a sympathetic consideration and redress. I believe that a motion on military and defence is coming before the House and I shall, therefore, reserve any further comments until then.

Posts and Telegraphs.—For a change I must congratulate the Posts and Telegraphs for special arrangements made for airmail letters within the country. May I suggest, Sir, that a halfpenny stamp increase on internal airmail letters be added? It will still be cheap at 1½d per letter inside Nigeria and transit is quick. It will certainly hasten the day when “our air services become, in the commercial sense, a paying proposition.” Again with apologies to the Honourable the Financial Secretary.

This country needs more postal agencies and sub-post offices in the larger urban areas. Everybody appreciates postal facilities and is prepared to make use of them to the fullest advantage. I regret to note that Lagos is going to have automatic telephones while many areas in other parts of the country have not the ordinary telephone service at all. I consider this bad administration and I am compelled to use the word “discrimination” in this respect. The automatic telephone for Lagos is going to cost £64,000.

Marine.—My concern with the Marine Department is in connection with the Cross River Launch service and the Onitsha-Asaba Ferry. Government must consider the renewal of a passenger launch service for the people of the Cross River. We had it before and I do not see why we cannot have it again. I have directed correspondence on this subject to Enugu and to the Elder Dempster Lines Limited, so please what? With regard to the Onitsha-Asaba Ferry, Government is fully aware that the present ferry is quite inadequate to cater for the needs of the vast number of motorists and lorry traffic which makes use of this ferry. It is a shame to have such a ferry on such a river as the lordly Niger. The Director of Marine should take his car across from Asaba to Onitsha in heavy weather, during the height of the rainy season—as some of us have done many times—and he will realise the truth of what I am saying. Why not a bridge across the Niger? Can we not have a loan from one of the Nigerian Marketing Boards, if not from Overseas, for the construction of such a bridge? I feel sure, Sir, that this will pay if a bridge toll is instituted both for pedestrians and motorists, no matter how many times they cross. I am sure it will pay for itself in at least ten to twenty years' time. It is vitally important that we should have a bridge across this river.

Continuing with the Marine, I would like to thank them for the motor launch, *Kenu*, which ferries non-motorists over the Niger.

Commerce and Industries.—This department is being re-organised and its services extended. It is to spend the sum of £167,780

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during the coming year, and an additional expenditure of nearly £90,000 over last year's expenditure. This department must live up to its name with an emphasis on industries. I should like to see the pottery industry of the Ogoja Province attended to and brought up to date, and sugar industry started in this country. The more industries we have in Nigeria the more our revenue rises. The less industries we have in Nigeria the less revenue we have, and everybody knows that we need money to develop this country. The Director of Commerce and Industries must encourage the establishment of private companies in Nigeria—African and non-African alike. Here I must query the wisdom of charging 9s in the £1 for Company Tax in a country whose commercial and industrial standing and progress are only just beginning. An Honourable Member has already mentioned this matter. Does this policy not deter would-be companies from establishing in Nigeria? Does this not scare African private enterprise away to the advantage of big companies like the United Africa Company, John Holt, Leventis, G. B. Ollivant and a host of them? These people can very well afford to pay 9s in the £1, but the African who is starting afresh in industry cannot possibly pay 9s in the £1, and it would be in the interests of the country if Government would look into this matter more closely.

Public Works Department.—I must thank the Honourable the Director of Public Works for attending to the case of his technical assistants. Hitherto this group of workers was not graded and could only go up to £108 per annum. They are now on Scale L 1, 2, 3. I am sure the workers concerned will be grateful to the Head of their Department. I would also like to congratulate this department for getting this Assembly Hall ready for this present occasion. Our thanks go to all those who have so admirably assisted in the partial completion of the chalets of the Catering Rest House and this beautiful Hall.

Education.—When I come to talk about education, Your Excellency, I am full to overflowing, but I do not want to dwell on this subject today. All I would like to say is that I asked a question some time ago in this House—if I may repeat it:—

To ask the Honourable the Director of Education:—

With reference to the Motion by the Honourable the Fourth Member for the Eastern Provinces on compulsory universal education, the amended form of which was unanimously adopted at the last meeting of the Budget Session of the Legislative Council at Ibadan in March, 1949, will Government state how and who is to bring the motion again for discussion at the meetings of the Regional Houses of Assembly and of the Northern House of Chiefs with a view to its final adoption?

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The motion was to be discussed again at the meetings of the Regional Houses of Assembly with a view to its final adoption. That question was asked in the November Session of Legislative Council in Lagos. It was not answered while the Council was in session. Since then, Sir, additional answers have been forwarded to Members at their home addresses. So far I have not seen an answer to this question and, since we have come here, some of the remaining questions have been answered in this Session, and now this House is answering questions which are new, and therefore it seems to me that my question is being bye-passed.

I have dealt with this question in the Eastern House of Assembly, of which I am a Member, and that House has, to my pleasure, adopted the motion. What is going to happen, Your Excellency, to the other Regions of Nigeria which have demanded that every boy and every girl in the country should have elementary education? This is all I want to say about education.

Medical.—I have, Sir, one or two motions on medical matters standing in my name which I hope will come before this House. I shall therefore omit these pertinent questions in my speech here, but I should like to deal with the matter concerning pharmacists and druggists. This group of workers, Your Excellency, are drafted from the best brains in the country. Their standard of education is very high. Even when the School Certificate was not an easy examination to pass the Government demanded that any student who would be a pharmacist must pass the School Certificate examination, and now the conditions of entrance has even gone higher. They have to Matriculate or be exempted from the London Matriculation Examination through School Certificate, and they are complaining and think that they are not being rightly treated. I happen to be a medical man myself, Sir, and I can understand their difficulties and sympathies with them. I would like to see their case considered by Government. I wish to know how many of them have been promoted to the Senior Service. Perhaps that answer will be forthcoming in due course. They are in Scale G and I feel that they should go up higher—possibly to C scale. These people are responsible members of the public. They have to dish out medicines which have been prescribed by the doctors. In the dispensing or compounding of prescriptions any error might cause death, and when people are so responsible I feel that they should be encouraged. There are other people who are far less qualified than they are who are given permission to be custodians of dangerous drugs and these people feel that if their particular trade is going to be given to all and sundry then they are cheapening the status of the pharmacist.

Another point I would like to stress, Sir, is the question of a United Mission Hospital. In the medical survey of the work of this year, we have been told that certain hospitals have been established in combination with the Government. I think I have

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stated this case more than once in this House. There is a United Mission who are anxious to put up a hospital where they can train African girls as nurses to a very high standard—Nursing Sisters—and we feel that such a hospital would be very serviceable in this country. So far we cannot know—we do not know—what the opinion of Government is, and I would like the Honourable the Director of Medical Services to make a public statement. The programme of a ten-year development plan is due for revision and it would be a pity if Government does not give us this assurance before that is done.

The other point is grants-in-aid to Voluntary Agencies. This comes as one of my motions, but there is one thing I want to say about it. Many hospitals have been unwittingly put into hardship of one kind or another because of this promise by Government. All I want to say now is that Government should hasten this matter so that all Voluntary Agencies concerned should be relieved of their financial difficulties.

The next topic I should like to touch upon is the Community Development Department. This is a new Department, Your Excellency. I am not an adherent of, or one of those who demand adult mass education. I am all for child education, but Community Development is quite a different matter. The Honourable the Second Member for the Northern Provinces has spoken and mentioned about developing our villages. It is very very important that African villages—Nigerian villages—be developed. I would like to see in every village a Church, a School, a Dispensary and at least a four-bedded maternity ward. If we cannot get a general hospital, at least we can have a dispensary and a four-bedded maternity ward. All this can be supplied by the people themselves if they are encouraged to do so. Added to this I would like to see a reading room, a place where everybody comes and likes to read public news also a co-operative shop. While we were in session here in the Eastern House of Assembly last month I had the privilege of being taken round by the Community Development Officer. We went to the Udi Division and we were struck with the work the people themselves had been able to do. They were able to construct roads—miles and miles long which compared very favourably with the P.W.D. roads, if not better. I do not mean tarred roads. This is the kind of thing we would like to see in every village. It would have two effects. It would help to keep our young boys in their villages. They could have their elementary education there. If they could not have their secondary education that could not be helped, but at least they would have stayed with their parents while they were having their elementary education. It would have another effect—they would grow up and learn and be associated with what is going on in their villages. They will not go away from their villages and become detribalised.

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I would like to talk about public administration—provincial administration. I have mentioned here that those Africans who are in the Senior Service and who have been potentially created District Officers must have a chance to show their worth. This was discussed in the November Session of Legislative Council, and I would like to see this implemented as soon as possible. One Member has already indicated that we come here every Session and say our piece like parrots more or less, and it is not always that Government take steps to implement what we have asked or what they have promised. I would like to see this matter taken in hand. We have the men at our door and with a little encouragement I think they will show that they are able to shoulder their responsibilities. As my Northern friend has also said in the matter of an office and staff for the Clerk to Legislative Council—nobody can deny how busy this respectable gentleman always is. Wherever Legislative Council is held they are always busy and I think it is but right that they should have an office set aside for them.

I must end my speech on a sad note. A short while ago a dastardly attempt was made to murder the Honourable the Chief Secretary to the Government. I personally was very very sad about it. One of the papers in the country commented that this kind of thing is happening on the Gold Coast, in Sierra Leone and other parts of the world, drawing an inference that it also ought to happen in Nigeria. That is a pity, Sir, because as a Nigerian I would like to see my country free from such stain. I am of the school that say that we want self-government step by step. I am prepared to work for self-government for Nigeria step by step. I want to learn, I want to be able to carry my responsibility faithfully and with integrity when the time comes. I am not prepared to be rushed—I am not prepared to be told that I must agree that we want self-government today. I shall not agree, Sir, and I would like the country to know that. My friend on the right has told me in Ibo, which I shall speak in English:—

“ Once you start hating everybody you end by hating your own brother.”

The attempt to do murder on a person like the Honourable the Chief Secretary to the Government will not end there. When that finishes somebody else gets it: when that finishes, somebody else, and in the long run we turn to our own Africans themselves. As for me, I am prepared to have it myself if I express my opinion, as I must, in a way that nobody else likes it. I am convinced that this country will not stand for violence. It will not get ourselves anywhere. We will get all that we want from the British Government by legitimate and constitutional means. If we cannot, then I shall be the first to stand up and say ‘away with you,’ but only when they tell me that I cannot get my rights by legitimate

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means. Until then I am prepared to learn step by step until we get self-government for this country.

Your Excellency, I support the motion.

The Atta of Igbirra (Alhaji the Hon. Ibrahim):

Your Excellency, Honourable Members, I wish to be brief. There is much to be gained by the East, the West and the North functioning together as one unit.

There are many problems for all of us to solve. In solving them it is difficult for all of us to think alike as we see things from different angles.

One thing we must take into consideration—it is that what we do today is the history of tomorrow.

Those of tomorrow will be in a better position to judge as to the wisdom or otherwise of our decisions.

Let us therefore try to look ahead and work not only for today but for tomorrow as well.

The Second Member for the Eastern Provinces (The Hon. H. Buowari Brown, O.B.E.):

Your Excellency, I should first of all express to the Honourable Members from the Northern and Western Provinces and the Colony the very hearty and cordial welcome of the Members of the Eastern House and of the people in the Eastern Region generally. The presence of the Northern, Western and the Colony Members amongst us will prove to our people that the scheme for bringing the North and South together in 1914 has indeed worked satisfactorily and has resulted in this Legislative Council where all Nigeria can be represented and where our problems can be solved by common deliberation. Next I would offer our very sincere thanks and congratulations to the architects, builders and the furnishers, etc., of this beautiful and imposing edifice. We of the East, Sir, do feel very proud to hold the fourth budget session of Legislative Council, under the famous Richard's Constitution which made it possible for members of the Legislative Council to have the privilege of visiting and knowing the different Regions, thus acquiring a first-hand knowledge of the people whose interests they all represent. I hope they will enjoy their stay in the coal city of Nigeria and will be delighted with all that they may see and hear if privileged to visit some of the big and important towns in the Eastern Region.

Sir, after carefully pursuing and studying Your Excellency's speech to this august Assembly on the opening day of this Budget Session, which history will record as the most memorable and epoch-making session of the Nigeria Legislative Council since the amalgamation of North and South Nigeria in 1914, I came to the inevitable conclusion that there is hardly anything I can add to or subtract from what Your Excellency has said to the Honourable Members of this House and to the people of Nigeria generally.

Your speech, Your Excellency, was very plain impressive and comprehensive; characteristic of your policy, expressed in very constructive and unequivocal terms.

The Budget speech of our new Honourable Financial Secretary—I should say a speech which reflects very great credit on the Financial Secretary, also gives me the impression that we have another Honourable Mr Savage in the person of the Honourable Mr Himsworth. At this time when we talk so much about economic and financial security, we need financial experts in the country—financial experts of the calibre of our Financial Secretary, and I only hope he will not soon be snatched away from us to serve in some more desirable Colony of the Empire elsewhere. It is gratifying to note that despite the unprecedentedly colossal figures shown as our expenditure for the year 1950-51, the Honourable Financial Secretary has assured us of a balanced budget, after sounding notes of warning here and there lest we become too complacent and optimistic. A thorough reading of the Financial Secretary's speech on the Appropriation Bill and the statement issued by Your Excellency as Sessional Paper No. 4, 1950 will reveal that Nigeria's financial position is not as bad as we think it. I was inclined to believe that we are not, after all, said and done, on the verge of bankruptcy. Judging by the extraordinarily large number of strikes, slow strikes, commissions of enquiry, conferences and committees, and the immense cost of these undertakings, also the continuous demand for increases in wages and salaries, the high cost of materials and the many other items I need not mention just now, I say, thank God we can still talk of our financial position as fairly stabilised and secure.

Before I proceed further, I should like to talk of a matter which has attracted the attention of my people, and that is the continual references being made in some of the papers and by some whose views hold place in Nigeria, such as this—this I am quoting from the "Daily Service" of 15th January, 1950: "Nigeria will be divided into three Regions—Yoruba, Ibo and Hausa for administrative functions." My people are asking me 'where do we come in this classification—we are not Yorubas, we are not Hausas, we are not Ibos—where do we come in?' I must ask Your Excellency to find us a place in Nigeria. This is a very serious matter and this kind of thing causes much misapprehension amongst our people. We are not prepared or willing to be dominated by any person or particular tribe in Nigeria, we are prepared to hold our own.

Your Excellency, I would now claim your kind attention and indulgence to debate on the work of some of our major departments, and their expenditure. The first is agriculture. The large amount of expenditure for the year 1950-51 cannot be said to be excessive provided the Director and his deputies and other officers of this essential department will spend the money chiefly for the benefit of Nigeria and not waste it on personal emoluments. If the *fund* is

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too much for them, Sir, I would only suggest that they spend a more adequate share in the Rivers Province which apparently requires the sincere and sympathetic attention of the Agricultural Department, because I know the needs of my people better than most members of this House. We need some assistance in regard to the improvement of our poor soil of which I have spoken so much. We like to grow foodstuffs and exportable products if the Agricultural Department would lend us their expert knowledge and a certain amount of mechanical and scientific machinery to enable us to move along with the rest of Nigeria. As it is well known, the peoples of the Rivers Province are not farmers—they have been traders all the time, middle-men more or less, and therefore we want the Agricultural Department to help us to become farmers. Give us all the help we need to help us become farmers and to enable us to join the rest of Nigeria in the matter of producing our requirements.

Next, Your Excellency, I would touch on Education. This country, in my opinion, Sir, is still 99 per cent illiterate in spite of all the big and loud noise being made by a section of the comparatively small educated elements to be found here and there in the different Regions, demanding not only self-government within the framework of the British Empire but complete independence. I join the previous speaker from the East and I would welcome self-government when it is due. We are prepared to go slowly, not too slowly but steadily and gradually, so as to be able to gain all the expert knowledge necessary. The knowledge necessary to produce what we need—not to buy from Overseas—we want to produce our own goods. We want the education to enable our boys and girls to have some knowledge—some technical knowledge—not merely to be clerks and pen-pushers. As I said before, every day you find quite a number of our school boys carrying references from door to door, asking to be clerks, but we want engineers, we want technical men and not only lawyers and doctors. Doctors we need but of lawyers we have enough. We want engineers, men who will be able to help us produce something scientifically for the building of Nigeria, and if the Education Department will not change their policy in regard to this matter I think their vote of expenditure must be cut down next time. I say, with all the emphasis at my command, Your Excellency and Members of this Honourable House, that my town of Bonny and other towns in the Rivers Province will eventually become independent, some day we hope, *within the framework of the British Empire—not otherwise*. We are not willing to be dominated by any person or tribe. Let us get more and more education of the right type and prepare ourselves for the onerous responsibilities to be borne as a self-governing people—not only self-governing but self-supporting. The present educational policy, I say, is unsatisfactory. Our children are being taught to be

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[Appropriation Ordinance]

disobedient, disrespectful to authority, rude to their elders and parents and guardians. Most of our schools are gradually becoming the societies of hooligans. That is very pitiful but it is true. Our school children are being taught things that will not do Nigeria any good—things which are not very beneficial to us. A Member has said here what they should be taught in school. They should have all these papers placed before them at their disposal. They should know what we are doing here and not taught to be ready for violence tomorrow. They should be ready for something good tomorrow. These things will not do, Sir. We want our children to be better looked after in the various schools, and with the help of the Education Department to see that all the schools in the country are being conducted in accordance with the true educational policy of the country if they are to earn educational grants in aid or have Government support at all.

I would apply this to the University at Ibadan, Sir, where some things are going wrong. Students are being misled to denounce, abuse and attack us because we come here to express our views fearlessly or otherwise. It may interest Members of the House or it may not so learn that we are having new religions springing up in Nigeria and very soon we shall not know what may happen. May the Education Department come to our aid. May the Missionaries help us, lest we become—I don't know, what. I don't know what is to become of Nigeria in later years if everyone is going to preach a new religion. I am afraid we are not heading for safety at all, Sir.

There is at present Your Excellency, some trouble brewing in the Medical Department. I think that last year I was constrained to say some unpleasant things concerning this Department and I have not been convinced to alter my views very much since then. I maintain that we are not having the benefit of the large amounts voted for this Department year after year. The Department, I understand, is not intended to be a revenue yielding one, but it appears that the Department is yielding revenues which are not coming into our coffers. Where does the money go? Money that is paid for these services? Steps must be taken, Your Excellency, to overhaul the affairs of this department, especially as at this present moment, from what my friends say, there is trouble brewing among the pharmacists, druggists and dispensers. There is likely to be wholesale resignation or a strike that will prove dangerous to us. It is one thing to have medicine prescribed but it is another thing to have that prescription compounded. If, after a doctor has finished his diagnosis and prescription the dispenser is incapable of dispensing drugs correctly there is bound to be disaster and death may ensue. Therefore everything possible should be done to encourage these men whose education deserves some consideration. They are picked men, so to speak, who are in this Department. We want them advanced to the Senior Service as fast as possible, followed by

[Hon. H. Buowari Brown]

[Appropriation Ordinance]

promotion so that they will be able to do their work willingly and with love. A doctor must be as sympathetic as possible—must be good-hearted—if he is to save patients, and that applies to the dispensers. Give them all the encouragement that they need so that they can give us better service. I am sure the Honourable the Director of Medical Services will not refuse to give this matter his worthy attention. He will look into it and see what can be done to bring peace and happiness amongst his people.

We have, since arriving here, I think, been served with some sort of threat or notice from the Railway Department. We have been told that there is going to be some trouble, Sir. I quote from the *Lagos Daily Times* of 4th March.

“ Please inform Honourable Members Railway employees demand fifty per cent increase in salaries and wages. General Manager given forty-two days to consider our claim. We are very reluctant to paralyse the transport of the country unless we are forced to do so. Very unfortunate Railway Manager is not a council member to place our case before you. Our sixth annual conference held Zaria 23rd February endorsed in full the above demand. Reason for this demand had been explained to the Chief Secretary to the Government.

Mr Lewis Agonsi, the Union's General Secretary, who signed the telegram told the *Daily Times* Industrial Correspondent: ‘ We may be compelled to act ’ ”.

Well, Sir, this seems like trouble brewing for Nigeria. This means perhaps that when we have finished this session in Enugu we cannot get away. I am therefore asking Your Excellency and the Honourable Members of this House to think seriously of what we are going to do about this. I think we have had sufficient labour troubles in this country. I find, Sir, that the British Government are responsible for a lot of the trouble we are having. We knew nothing before about strikes and trade unions and such things. You brought them from Europe and America to us. Trade Unions have become a danger to us in this country. I remember that Mr Savage, our late Financial Secretary told us at one of our meetings that nowhere had he seen trade unionism prostituted as in Nigeria. Who is responsible for such errors we do not know. Trade Unions are developing daily. We have trade unions for everything in Nigeria today and we do not know how far they will go. I am asking, Your Excellency, what can be done to prevent this. Steps should be taken, and in good time too, to prevent this threat of a railway strike. If we give them 50 per cent increase in wages, which all the departments will naturally demand, maybe we shall soon become empty—not bankrupt—we shall not have anything to standby. Let something be done to calm their minds and give them satisfaction.

[Hon. H. Buowari Brown]

[Appropriation Ordinance]

I have a lot to say for and against Public Works Department. Public Works Department—that careless and wasteful department. They have never been able to satisfy the demands of the people. They never give us satisfaction as a whole. We want better service from the Marine Department (a careless and negligent department) and I shall deal with the Director of Marine when he comes to the Select Committee.

Commerce and Industries, Labour, Prisons, Development, I shall also leave for Select Committee, Sir. If, of course, I were speaking after the Select Committee I should have some terrible things to say about some of these Government Departments, but I shall wait until we get into Select Committee.

In conclusion I beg to be permitted to quote *in extenso* the final paragraph of Your Excellency's memorable speech made on the opening day on the second of March, because my mind has all the time been working upon Your Excellency's address—Your Excellency said:—

“ Finally, I must refer to public security. There is, I regret to say, a small minority—fortunately it is possible to say a very small minority, noisy though it is—which appears to imagine that it can achieve political ends by stirring up dissension and ill-will, and even by resorting to violence. I am confident that the vast majority of the people of this country utterly reject that view, and that I have, and shall continue to have, the widest public support in taking every measure which may be necessary to maintain law and order, so that political and economic and social advance may proceed. If there are in Nigeria people who mistake friendliness, and a sincere approach, for weakness, they are making a very grave miscalculation. We all deeply deplored the tragic events which took place here in Enugu and elsewhere in the Eastern Provinces last November, and we await the report of the Commission of Enquiry, which I hope will be published within a few weeks. We look forward to receiving the guidance which we hope that that report will give us, and all of us must devote all our energies to ensuring that never again shall such tragic events mar Nigeria's progress. If there are those who wish to make the publication of that report the occasion, not for getting things better, but for attempting to make them worse, I warn them of the serious consequences of such a misguided purpose. I am sure that I have every public-spirited Nigerian behind me when I say that the Government will take every step that may be necessary now and in the future to protect person and property and to prevent violence and disorder and I give a solemn promise to those public-spirited people that they will have Government's full support when they declare themselves on the side of law and order. Unless that primary task of

[Hon. H. Buowari Brown]

[Appropriation Ordinance]

Government is faithfully discharged all our plans for political and economic advance, which command such wide support and on which the progress of the country and the welfare of its people depend, will be delayed and disrupted. I assure you that the task will be faithfully discharged, and I am confident that in carrying out this duty to the public the Government will have your ready and full support."

Your Excellency, this is sufficient for all our needs just now and I hope that a very firm hand will be used in maintaining law and order in this country at all costs. "Let him that hath ears hear and take heed."

Your Excellency I beg to support the motion.

His Excellency :

If no other Honourable Member proposes to address the House this morning, I adjourn the proceedings until 9.30 tomorrow morning.

ADJOURNMENT

Council adjourned at 12.35 p.m.

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Com.	= Committee, Commissioner
LegCo	= Legislative Council
S. Com.	= Select Committee
W.A.	= West African
F. Committee	= Finance Committee
U.A.C.	= United Africa Company
P.W.D.	= Public Works Department
P.R.O.	= Public Relations Office
Dept.	= Department

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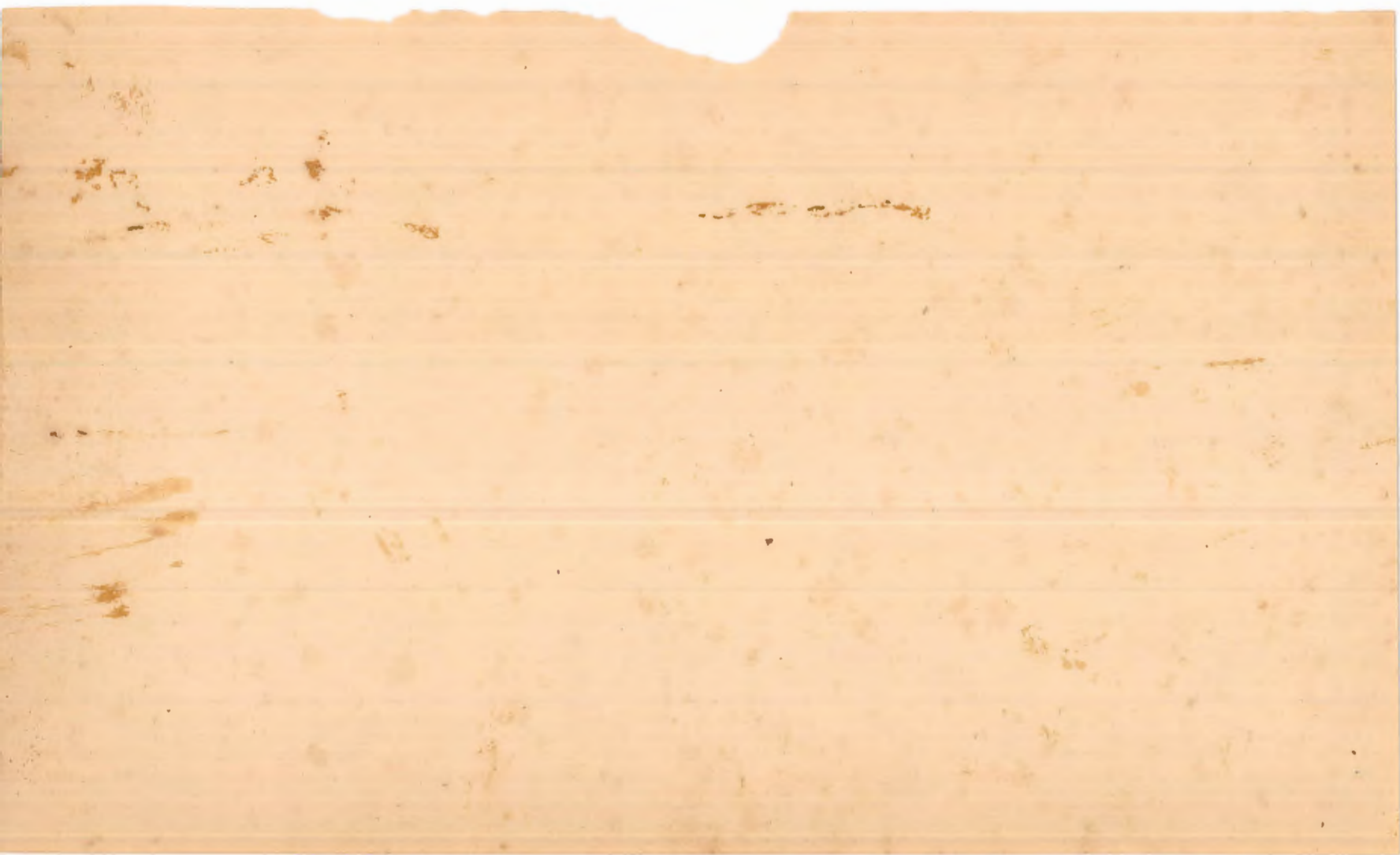
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NIGERIA

Legislative Council
Debates

FOURTH SESSION

*2nd, 3rd, 4th, 6th, 7th, 8th, 9th, 10th, 11th and
30th March, 1950 and 3rd April, 1950*

VOLUME II

*8th, 9th, 10th, 11th and 30th March, 1950
and 3rd April, 1950*



ROYAL CANADIAN MOUNTED POLICE

REGISTRATION

1. Name of the person to whom the license is issued
2. Address of the person to whom the license is issued
3. Description of the vehicle to which the license is issued
4. Date of issue of the license
5. Name of the issuing authority

6. Name of the person to whom the license is issued
7. Address of the person to whom the license is issued
8. Description of the vehicle to which the license is issued
9. Date of issue of the license
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14. Date of issue of the license
15. Name of the issuing authority

16. Name of the person to whom the license is issued
17. Address of the person to whom the license is issued
18. Description of the vehicle to which the license is issued
19. Date of issue of the license
20. Name of the issuing authority

21. Name of the person to whom the license is issued
22. Address of the person to whom the license is issued
23. Description of the vehicle to which the license is issued
24. Date of issue of the license
25. Name of the issuing authority

Debates in the Legislative Council of Nigeria

Wednesday, 8th March, 1950

Pursuant to notice the Honourable the Members of the Legislative Council met in the Chamber of the Eastern House of Assembly, Enugu, at 9.30 a.m. on Wednesday, the 8th of March, 1950.

PRESENT

OFFICIAL MEMBERS

- His Excellency the Governor,
Sir John S. Macpherson, K.C.M.G.
- The Chief Secretary to the Government,
The Honourable H. M. Foot, C.M.G., O.B.E.
- The Chief Commissioner, Western Provinces,
His Honour Sir Chandos Hoskyns-Abrahall, C.M.G.
- The Chief Commissioner, Northern Provinces,
His Honour Captain Sir Eric Thompson, K.B.E., C.M.G.,
M.C.
- The Chief Commissioner, Eastern Provinces,
His Honour Commander J. G. Pyke-Nott, C.M.G., R.N.
- The Acting Attorney-General,
The Honourable A. Ridehalgh, K.C.
- The Financial Secretary,
The Honourable E. Himsworth.
- The Director of Medical Services,
Dr the Honourable G. B. Walker, C.B.E.
- The Development Secretary,
The Honourable C. J. Pleass, C.M.G.
- The Director of Education,
The Honourable R. A. McL. Davidson, C.M.G.
- The Director of Agriculture,
The Honourable A. G. Beattie.
- The Director of Public Works,
The Honourable R. W. Taylor.
- The Commissioner of Labour,
The Honourable A. H. Couzens.
- The Commissioner of the Colony,
The Honourable E. A. Carr.
- The Senior Resident, Kano Province,
The Honourable B. E. Sharwood-Smith, E.D.

The Secretary, Eastern Provinces,
Commander the Honourable S. E. Johnson, R.N.
The Senior Resident, Oyo Province,
The Honourable P. V. Main.

UNOFFICIAL MEMBERS

The Member for the Colony,
The Rev. and Honourable T. A. J. Ogunbiyi, O.B.E.
The First Member for the Western Provinces,
The Honourable A. Obisesan, O.B.E.
The Second Member for the Western Provinces,
The Honourable T. A. Odutola, O.B.E.
The Emir of Gwandu,
The Honourable Yahaya, C.M.G., C.B.E.
The Emir of Katsina,
Alhaji the Honourable Usuman Nagogo, C.B.E.
The Oni of Ife,
The Honourable Sir Adesoji Aderemi, K.B.E., C.M.G.
The Atta of Igbirra,
Alhaji the Honourable Ibrahim.
The Emir of Abuja,
The Honourable Sulemanu.
The First Member for the Northern Provinces,
The Honourable Bello Kano.
The Second Member for the Northern Provinces,
The Honourable Abubakar Tafawa Balewa.
The Second Member for the Eastern Provinces,
The Honourable H. Buowari Brown, O.B.E.
The Third Member for the Northern Provinces,
The Honourable Iro Katsina.
The Third Member for the Eastern Provinces,
The Honourable A. Ikoku, O.B.E.
The Fourth Member for the Northern Provinces,
The Honourable Aliyu, Makaman Bida.
The Fourth Member for the Eastern Provinces,
Dr the Honourable F. A. Ibiam, O.B.E.
The Second Lagos Member,
Dr the Honourable N. Azikiwe.
The Fifth Member for the Northern Provinces,
The Honourable Yahaya Ilorin.
The Fifth Member for the Eastern Provinces,
The Honourable N. Essien.
The Third Lagos Member,
The Honourable Adeleke Adedoyin.
The Member for Calabar,
The Honourable E. E. E. Anwan.

The Third Nominated Member,
The Honourable N. B. Edwards.
The Fourth Member for the Western Provinces,
The Honourable A. Soetan.

ABSENT

UNOFFICIAL MEMBERS

The First Lagos Member,
Dr the Honourable I. Olorun-Nimbe.
The Oba of Benin,
The Honourable Akenzua II, C.M.G.
The First Member for the Eastern Provinces,
The Honourable C. D. Onyeama.
The First Nominated Member,
The Honourable P. J. Rogers.
The Third Member for the Western Provinces,
The Honourable G. I. Obaseki.
The Second Nominated Member,
Major the Honourable J. West, M.C., E.D.

PRAYERS

His Excellency the Governor opened the proceedings of the Council with prayers.

CONFIRMATION OF MINUTES

The minutes of the meeting held on the 7th of March, 1950, having been printed and circulated to the Honourable Members, were taken as read and confirmed.

QUESTIONS

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

70. To ask the Honourable the Director of Medical Services:—

For detailed information regarding the petition of Pharmacy Students-in-training concerning their conditions of service, and what efforts, if any, has the Department made in that regard.

Answer—

The Hon. the Director of Medical Services :

Students at the Pharmacy School have asked for increased allowances, but have been informed that they are paid at the same rate as other students-in-training in Departmental Training Schools, and that no exception can be made in their favour. They have, however, been granted a small book allowance for the purchase of text-books. These books remain the property of Government but may be handed over to students successfully completing the course.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

78. To ask the Honourable the Financial Secretary:—

(a) What percentage of the country's revenue is collected by the following Departments from 1940-50:

[Dr the Hon. I. Olorun-Nimbe]

[Question]

(i) Customs and Excise, (ii) Inland Revenue, (iii) Marine, (iv) Posts and Telegraphs, (v) Railways.

(b) How many members of the Junior Service from each of these Departments are being trained in the United Kingdom in accordance with the Nigerianisation Report with a view to holding superior appointments in the Civil Service?

(c) How many members of the Junior Service have been granted leave without pay for further studies in the United Kingdom within the last two years, the Departments concerned, and the courses of studies being pursued? How many of them were refused permission, the reasons for refusal and the Departments concerned.

Answer—

The Hon. the Financial Secretary:

(a) (i) No figures of actual revenue are yet available for the financial year 1949-50. The subjoined statement, which furnishes the information sought by the Honourable Member in respect of the Departments of Customs and Excise, Inland Revenue, Marine and Posts and Telegraphs, has, accordingly, been framed to cover the financial years 1940-41 to 1948-49 inclusive.

Year	Total Revenue*	Customs and Excise	Percentage	Inland Revenue	Percentage	Marine	Percentage	Posts and Telegraphs	Percentage
	£	£		£		£		£	
1940-41	7,260,532	2,433,384	33.5	280,737	3.9	278,631	3.8	148,829	
1941-42	7,956,513	3,085,124	38.8	565,803	7.1	451,708	5.7	176,735	
1942-43	8,976,313	3,622,260	40.4	864,413	9.6	481,759	5.4	249,995	
1943-44	10,836,486	4,897,411	45.2	1,517,284	14.0	429,579	4.0	268,712	2.4
1944-45	11,179,057	5,242,430	46.9	1,370,714	12.3	387,941	3.5	305,782	2.7
1945-46	12,851,118	5,664,008	44.1	2,496,691	19.4	382,390	2.9	323,062	2.5
1946-47	14,041,404	7,094,527	50.5	2,004,721	14.3	465,090	3.3	399,967	2.8
1947-48	17,442,691	9,129,232	52.3	3,292,116	18.5	509,971	2.9	417,937	2.4
1948-49	22,000,513	12,622,677	57.4	3,484,018	15.8	640,120	2.9	493,874	2.2

* Not including Colonial Development and Welfare Grants.

(ii) For accounting purposes the Nigerian Railway is treated as a separate administration. It is not, therefore, possible to relate Railway revenue to the Nigerian budget on a percentage basis. Figures of actual revenue accruing to the Railway in respect of the financial years 1940-41 to 1948-49 inclusive are as follows:—

NIGERIAN RAILWAY REVENUE

	£
1940-41	2,498,767
1941-42	3,453,256
1942-43	3,965,639
1943-44	4,481,987
1944-45	4,215,912
1945-46	3,987,631
1946-47	4,960,885
1947-48	5,015,730
1948-49	5,991,967

[F.S.]

[Answer]

(b) The following numbers of officers from the respective departments have been awarded scholarships or Training Courses the successful completion of which would qualify them for consideration for promotion to the Senior Service:—

Customs and Excise	...	...	2
Inland Revenue	...	...	4
Marine	...	...	—
Posts and Telegraphs	...	...	20
Railways	...	...	12

In addition, the following numbers of officers have been awarded study leave, which should materially improve their prospects of promotion:—

Customs and Excise	...	...	4
Inland Revenue	...	...	—
Marine	...	...	7
Posts and Telegraphs	...	...	—
Railways	...	...	2

I might add that scholarships and training courses are not awarded to departments in proportion to the percentage of Government revenue which they collect.

(c) No central records are kept of applications for leave without pay and in the time available it has not been possible to obtain from all departments the information for which the Honourable Member has asked. As the Honourable Member knows a system of study leave has been introduced as recommended by the Nigerianisation Commission. In addition leave without pay is granted in a few cases where Heads of Departments are satisfied that the applicant can be released from his duties and the course which he proposes to follow would be of value to him in his departmental work. Applications for leave without pay to pursue courses which would not be of such value are normally refused.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

116. To ask the Honourable the Director of Agriculture:—

(a) How many Nigerians have been promoted to the Senior Service in the Department since the last Budget Session of the Legislative Council at Ibadan?

(b) How many will be promoted during the next financial year?

Answer—

The Hon. the Director of Agriculture:

(a) Three.

(b) The number cannot be predicted since promotions depend on the recommendations of the Departmental Selection Board and the Central Public Service Board.

[Hon. H. Buowari Brown]

[Question]

The Second Member for the Eastern Provinces (The Hon. H. Buowari Brown, O.B.E.):

124. To ask His Honour the Chief Commissioner, Eastern Provinces:—

(a) What has Government decided about establishment of a Holiday Camp or Health Resort at Finitasingi, near Finima, not far from the proposed site for a new costly Light-house, by the mouth of Bonny River?

(b) Has Government any reason or reasons to doubt the suitability and usefulness of such a Holiday Camp or Health Resort for both European and African Officials and others on local leave for recuperation of their health by the sea shore?

Answer—

His Honour the Chief Commissioner, Eastern Provinces:

(a) It is regretted that proposals for a Holiday Camp at Finitasingi cannot be seriously entertained at the present time.

(b) No, Sir, but there is no way of knowing whether such a holiday camp would receive popular support.

MOTIONS

The Hon. the Chief Secretary to the Government:

Your Excellency, I rise to move the following Motion:—

“ Be it resolved:

“ That a Select Committee of this Council should be set
“ up to consider the recommendations of the General
“ Constitutional Conference together with the
“ comments thereon made by the Regional Houses.”

In support of this Motion I merely have to remind the Council that a unanimous decision was taken by this Council at Ibadan a year ago whereby the recommendations of the General Conference were to be considered by the Regional Houses and by this Legislative Council before they were submitted to Your Excellency and the Secretary of State for the Colonies. I should also like, if I may, Sir, to quote briefly from the speech which Your Excellency made last week. Your Excellency said:

“ Following this meeting of the Legislative Council I shall forward to the Secretary of State for the Colonies the recommendations of the General Constitutional Conference. I shall at that time have to advise the Secretary of State how in my opinion any issues which still remain in dispute should be settled. When I do so it is my earnest hope that I shall be able to report to the Secretary of State that the Legislative Council has given advice which points the way to a generally acceptable solution of the remaining difficulties. I trust and believe that you will render invaluable assistance to Nigeria in this way and that in giving these matters further consideration you will be guided by the highest qualities of statesmanship ”.

[C.S.G.]

[Motion]

It is now for us to decide how we undertake that heavy responsibility and the proposal which I make is that a Select Committee should be appointed. In doing so I have only one point to make, and that is that the appointment of a Select Committee does not, of course, preclude public debate in this Council. It would merely mean that before any public debate takes place in the full Council the difficult and intricate issues to be examined will be considered in Select Committee. Any public debate would take place when the Select Committee had reported back to the Council. It seems to me that the method proposed is obviously the best one, and I commend it to this House.

I move, Sir, the Motion standing in my name.

The Hon. the Acting Attorney-General :

Sir, I rise to second.

Motion adopted.

BILLS

(Second Reading)

THE 1950-51 APPROPRIATION ORDINANCE, 1950

The Oni of Ife (The Hon. Sir Adesoji Aderemi, K.B.E., C.M.G.):

Your Excellency, I rise to support the Appropriation Bill and will make a few comments. First of all I heartily congratulate you on your opening speech which was clear and forthright. I also wish to congratulate the Honourable the Financial Secretary on the most able way in which he has introduced the Appropriation Bill. I also congratulate His Honour the Chief Commissioner, Eastern Provinces, the energetic Members of the Eastern House of Assembly and their friends, European and African, on the great team work they have done to produce the Eastern Local Government Bill. It was a bold but right step taken at the right time. When I became Oni nearly twenty years ago all the Western Native Administrations were of necessity of the old set-up, because the educated people available then were few and never came forward with a desire for service. There had been tremendous changes since then. The Western Native Administrations are being progressively democratized. There is no sole Native Authority any more in the Western Provinces, Chiefs and their people now form the Native Authorities. Your Excellency, I am not bluffing, I am merely showing that we in the West are moving as fast as possible. We cannot be complacent nor can we rest on our oars. It may be interesting to know that our progressive advance may necessitate the amendment of our existing Native Authority Ordinance in the near future.

The absence of the Oba of Benin and the Honourable Gaius Obaseki at the present meeting appears to have been causing so much anxiety among the Members of this Council that I wish to say something about it. On my way out here I stayed a night at Benin

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City. I did not wish to visit either the Oba or the Chief Gaius Obaseki because I thought they would be busy packing to leave for Enugu, and it would be unfair to interrupt them at such a time. I had invitation from the Resident and on meeting him he told me that the Oba would probably not be coming owing to some domestic affairs and he mentioned them to me in confidence. But unfortunately it was too late for me then to be able to visit the Oba. The Honourable Gaius Obaseki paid me a visit and informed me that he was under doctor's orders to take it easy and not to travel such a distance. When I saw him he appeared in my view to be truly in a convalescent state. I do hope that this explanation will satisfy the Honourable Members.

I will now speak on the secondary education of girls. The need has become urgent since about ten years ago for the building of more secondary schools for girls. The girls as well as their parents saw the need for them to be well educated and well equipped for the common struggle in life just as their brothers, but alas no step was known to have been taken by the Government to provide this much-needed facility for them. The Voluntary Agencies and other communities who saw the necessity for this have in several districts opened girls schools which could not go beyond giving only elementary education because of staffing difficulties. I strongly appeal to the Government to take immediate steps to remedy this defect.

My next comment will be on motor roads. I am well aware of the fact that road maintenance and road building are regional subjects but the fact still remains that the Department of Public Works certainly has a policy which guides the members of the Department and I feel that it is right and proper to say here and now in the presence of the Honourable the Director of Public Works that it is high time the road policy of the Department was revised. Instead of encouraging the building of more feeder roads which from experience we know cannot be properly maintained the Department should take step to spend more and more money on the tarring of main roads—the roads which connect Provincial and Divisional Headquarters, as well as those which connect important commercial and industrial centres. I strongly recommend these for the immediate attention of the Director of Public Works and I also recommend that less attention should be given to certain classes of feeder roads, at least for the time being. I have not travelled all over Nigeria to be able to speak for the whole country, but I can say in regard to the Western Region that throughout its length and breadth the condition of the roads is simply appalling. The progress of work on the Ilesha-Akure-Benin road can be said to be going at a snail's pace. All the heavily used cocoa roads are not tarred, and are not, as far as I know, on the list for tarring: their maintenance is being poorly carried out. We know that the

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labourers' attitude nowadays is less work more pay. The remedy for this is closer supervision and I have been given to understand that the Department is terribly short-handed. I must say that that is indeed regrettable. I am in full sympathy with the Department and feel that its difficulties can be surmounted if tarring would be given to contractors, European or African, who could produce the necessary tools and equipment with supervisory staff. I am sure that doing so will accelerate the progress of these road works and in two years the Department will get rid of these hardly tolerable complaints. As regards the problem of recruitment of engineers, the Honourable the Second Member for the Western Provinces has fully dealt with it. I will only say that engineers are certainly indispensable, and that if they are scarce we must bow to the law of supply and demand, and we must offer attractive salary.

Your Excellency, is it not amazing that after five years of the publication of the Ten Year Development Plan not one of a dozen most populous Western towns has been supplied with electricity? Is it not amazing that no one new scheme has been started? How long will the investigations last? What value have the token Votes appearing in the Annual Estimates with the average man in the street? One opens the pages of the Development Section of the Estimates only to find Votes for electricity and urban water schemes inserted from year to year—just in vain! I am asking my energetic Friend the Honourable the Development Secretary to endeavour to push these schemes through without any further delay.

Your Excellency, I was relieved to find that at long last the Government saw that this country could be better developed by the construction of more railways. I am delighted to see a change of mind on the Government's former doctrine that the best and only way to develop this country is by the building of a network of motor roads. I refer to the contemplated extension of the Railway from Nguru to Maiduguri, the survey of which has been approved, as reported on pages 66 and 67 of Sessional Paper No. 4 of 1950. It is indeed a welcome news. At this juncture I am asking the Government to reconsider the Railway Scheme approved in 1926-27 and called "Odo-oba-Ife-Akure Line" which was to have been constructed next to Kano-Nguru line but which had to be shelved solely on account of the great slump in trade in 1928-1929, the year that the work of construction was scheduled to commence. The country was surveyed right up to the Akure District and found to be excellent for Railway construction. I am very happy to say, Your Excellency, that that part of the country is very rich in cocoa and palm produce and will be a payable proposition. I recommend the scheme for the serious reconsideration of Your Excellency's Government.

I associate myself with the First and Second Members for the Western Provinces about the necessity to encourage young African

business organizations and to encourage other young business men to form companies. But income tax at 9s in the pound is certainly bound to retard the progress of young companies and can only damp the enthusiasm of young enterprisers, who have seen that a company or business of an individual often dies with its proprietor. A sliding scale of income tax based on the size of net income might be reasonable.

I also associate myself with many points raised by some of the previous speakers, a few of which are namely the method, if any, by which the Regional funds were allocated raised by the Second Member for the Northern Provinces. The advisability of the establishment of Senior or major industries raised by the First Member for the Western Provinces. The necessity for the importation of American trucks and cars for the kind of roads we have in Nigeria raised by the Second Member for the Western Provinces, and last, but by no means the least, the reordering of curricula in the schools with special reference to the teaching of morality raised by the Second Member for the Eastern Provinces. And finally, Your Excellency, I agree with the report on page 46 of Sessional Paper No. 4 of 1950 in regard to the marketing boards, I myself would go further than the view of the writer and say emphatically that by far the most outstanding development of this financial year was the creation of the three new Nigerian marketing Boards for Oil, Oilseeds and Cotton; and I have very great pleasure to offer you my hearty congratulations.

Your Excellency, I support the Appropriation Bill.

The Emir of Abuja (The Hon. Sulemanu):

Your Excellency, we have had a long series of conferences and meetings of different kinds in the past weeks, and I think we are a little tired of them and we would like to go back home to spend a few days of quieter and less argumentative days working at our ordinary jobs. Therefore, I have put aside several matters which I had intended to raise today, and I shall confine myself to one topic subject only. But first of all I would like to say that I am very glad to see that it was found possible to carry out a suggestion I made last time about indexing our Hansard on debates.

Now, we of the North, especially the Emirs, are always being blamed for conservatism. I myself cannot understand why it should be such a crime to conserve those good things that tradition and experience have taught us, and to be shy of rushing ourselves and our people into doubtful experiments, but today, at any rate, I am going to propose something new. At first it may not sound very unusual, it is really quite revolutionary. It is generally admitted that the greatest needs of our country today are two—one physical and the other mental and cultural. About the physical, which fundamentally means food, I am not going to speak but will

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leave it to others to discuss agricultural development—we need to ensure our own food supplies and some surplus for the export trade. It is with the other, with Education, that I am concerning myself, and my proposal is this. Now that we are preparing to build up a new Nigeria, then let us make up our minds that our Education Services shall be the cornerstone of that building—here is the revolutionary suggestion—let us make it of the best materials and be prepared to pay for them. Those of you who have been teachers or concerned with education will hardly need reminding of the enormous responsibility which lies on the shoulders of the teaching profession. On them largely depends the progress or backwardness, knowledge or ignorance, right or wrong thinking, of the new generation. Yet you will remember, too, that it is about the worst paid profession in almost every country in the world. I wonder if it is not partly the reason why there is so much upset, muddled thinking, misunderstandings and discontent today. Sad teachers make sad pupils.

How has this happened? You will hear people say two quite different things about teachers. Some say, "Teaching is a vocation, a calling—therefore, offers of material reward will not bring the best kind of teachers. The best kinds are those whose whole hearts are in teaching and who would not want to do any other job do anything else, however highly paid." Others say the opposite. They say, those who can, do; those who can't, teach." That is if a man is not good enough for any of the really important jobs in life, he can always become a schoolmaster. So the teacher has been laughed at. On the one hand as an idealist who does not care much about money so of course, it's no good giving him much. So on the other hand, as a weak sort of person who does not deserve much money. So whichever way you look at it, the result is the same for the poor teacher. He, the educator, remains the worst paid of the educated community.

Let us ask ourselves if this is good enough for Nigeria. Is this what we want for our Education Services? Idealists, yes. We could certainly do with some of those; but for the main body of our teachers, we need well trained, highly skilled and highly paid men and women who have not only enthusiasm, but also the same incentive to improve themselves and their work as the people in other jobs. Must we still pretend that the knowledge that he is doing an essential job is all that the schoolmaster needs to make him happy and efficient? Or if you take it other side, that this job is so very unimportant that any one can do it for any little wages? What is the result of this attitude. I am going to quote briefly from His Honour the Chief Commissioner of the Northern Provinces speech in last December's Regional Council. He is speaking, of course, for the North, but his words have a wider application. This is what he said:—

“ It cannot be too often repeated that the whole future of this Region depends on a better supply of schoolmasters, and that those who have the welfare of the North at heart must do all they can to encourage youths to enter the teaching profession. At present it is not easy to fill the classes at the Bauchi and Katsina Training Centres, and those who come do not always display the necessary keenness”

These are very strong words from His Honour, and they show that we must do something, however drastic or unusual it may seem, to save the situation. Then he goes on:—

“ In the Middle Schools numbers have not increased owing to the impossibility of staffing extra classes”
and again:

“ If all schools were properly organised and both teachers and pupils made an effort, there is no reason why every school should not obtain at least seventy-five per cent passes”

Note that His Honour said,

“ If both teachers and pupils made an effort ”.

Now what sort of picture does this represent to your mind? Surely, it is that of a Service in desperate need of the best men the country can supply completely failing to attract either candidates or the right type. Quite obviously because the men of the better type will not look at it. They can see other jobs with better prospects for themselves and their families elsewhere. Who can blame them? It may be wrong to over-emphasise the money side, but it is simply foolish to under-estimate its importance. Most young men wish to be of service to their country, but it is not the chief factor which decides their choice of career. I think it is quite time that we brushed away the cobwebs from our eyes and see this matter clearly. Here is a service of vital importance to the country—a service for which there might be so many eager applicants that we should be able to pick out only the very best candidates—and they would feel it a great honour to be chosen here and no takers. I say that we shall not be able to get enough of the kind of people we want, able to work as we want them to work and as they would want to work, unless we are prepared to pay them for the efficiency we expect. Do not think that I am criticising the individual teachers we now have. I was one myself for some years and am fully aware of what they do, the long hours many of them spend and their devotion to duty—but I am sure that they would be none the worse for some practical inducement to do better. I would like to be so revolutionary as to suggest that we might do well to introduce some system of partial payment by results. I do not want it to be expected that I am asking for an increase in wages for everyone in the teaching profession. That is not my immediate business and it might even have the opposite effect to what I want

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and would be resulted by other professions. No, if there are teachers who are quite content to go ambling along without much effort or initiative, they cannot expect more than an ordinary salary. I see too much expecting big money for little work. What I do say is: that those who are anxious and willing to do all they can to push ahead and get things done, raising the standard of their own teaching and of their pupils knowledge, let them have their reward. We have prizes for best pupils—Why not some reward for outstanding schools and schoolmasters? And then I shall be told: “Oh, yes, very good, we agree, but where is the money to come from?”. Well, I have noticed that when everyone is agreed on the urgent need for something, money is usually to be found for it. But instead of generalisations, I would make one complete proposal. If there is not enough money for everything, then let us put first things first and spend a few tens of thousand of pounds less on elaborate buildings and a few more on the staff. I think at the moment we are holding our education horse by the tail instead of the head. Please do not think I don't want to see fine schools everywhere and first-class equipment—Of course I do. But for the efficient training of our sons and daughters in the immediate future it is far more important to build up a body of highly qualified skilful and eager teachers, otherwise it is like having a lot of promising young horses which you hope are going to win many important races for you, so you build them wonderful stables—and then find that you have not enough money to pay a good trainer—with the result that when the time comes they fail to stay the course. It is the teachers, the trainers, who are of first importance, not the place they teach in. A good teacher can do much with modest equipment in a modest building; but the finest building in the world with magnificent equipment can be useless without good teachers. Some of the finest teachers in the history of civilisation have had to manage in small rooms, or crowded places, or in the open air—but it has not stopped them or spoiled their teaching. There may be some teachers unwilling to suffer even temporary inconveniences, but they would be a small minority at best and we can do without that type anyway. What teachers are more likely to grumble at is to see huge sums of money spent, or waiting to be spent, on buildings and equipment, and comparatively little on themselves. Now I say this is only human, and we shall make a big mistake if we do not admit it. Of course teachers would work better in a fine building with first-class equipment, but these things could come gradually. We must have the right teachers first. I ask, then, for an entirely new approach to our problem of education. I say “get the best men there are for teachers. Think of what they themselves need in order to be able to teach your children properly. Let them know clearly what high standard of patience and efficiency you intend to demand in return for their privileged position and they will not fail you if they themselves are happy.

You will find that they will soon let us know if there is something missing from the children's welfare, for it will be their own welfare too, and they will make sure that their pupils are a credit to themselves, their school and their country." You may, perhaps, think it is too materialistic a point of view. I don't think so. I think it is common sense and I think there has been altogether too much humbug and cant on this subject. Teachers are ordinary human beings and need some incentive if they are to make great efforts. We need so much from them and we shall have to be prepared to pay well to get it. Let us build a new system round men of high quality, for the old system clearly is not getting the results we must have.

Sir, I beg to support the Appropriation Bill.

The Third Nominated Member (The Hon. N. B. Edwards):

Your Excellency, first of all I would like to join with other Honourable Members in congratulating the Honourable the Financial Secretary on the presentation of his first Nigerian Budget: he gave us a very clear picture of the country's financial position. Once again our estimated expenditure shows an increase over previous years but, on paper, it is hoped that sufficient revenue will be forthcoming to balance our accounts.

I am afraid, Sir, that I do not altogether share the optimistic view of the Financial Secretary in anticipating the same high level of Customs Import Duties for the next financial year but I appreciate how difficult it is to estimate in this direction and I can only hope that he has some inside information which justifies his optimism.

It is indeed gratifying to note the proposed contribution of two and a quarter million pounds to the Revenue Equalization Fund: these contributions represent sound business principles. I refer, Sir, to modern-day principles and not the intricate husbandry of Pharaoh and Joseph.

The question of Departmental expenditure can I think wait until we all meet in the "dissecting chamber" at a later date.

Reverting a moment to revenue, Sir. Nigeria has a wonderful opportunity of earning a useful revenue by the sale of coal to outside markets. There is a market eager and ready to take Nigerian coal—at competitive prices,—and I trust that every effort will be made to produce an exportable surplus and so bring to the country the additional revenue it so urgently requires.

I would like, Sir, to refer briefly, to some problems affecting shipping. I think it is known, generally, that ocean-going ships under the flags of many nations are experiencing serious delays in our ports. I am not, Sir, for one moment casting any reflection on the various executives who operate our Government controlled

[Hon. N. B. Edwards]

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ports: indeed, I know that all shipping interests will agree with me when I say we receive the utmost help and co-operation from all Port Authorities and they are concerned, equally, at the dreadful waste of lost ship days. The reasons for these delays are not far to seek, Sir. They are, lack of deep water berths, lack of port equipment, and—most important—inadequate facilities for clearing import cargo from congested dock areas to ultimate destination.

Projects for improvement are submitted to Government, and approved; I instance the Apapa Wharf Extension Scheme; but, Sir, the time lag between blue print approval and practical action should, if possible, be reduced.

The dredging of the sea bars at the entrances to one of the life lines of the country, the River Niger, was featured in the Ten Year Development Programme. Progress has been disappointing, in fact, measured in terms of depth of water on these bars there has been no progress whatsoever.

I realize, Sir, the difficulties surrounding this particular problem and I know the attention Government is giving to it, but I wish to stress the urgency of these dredging projects and trust they will continue to receive the attention they certainly merit.

Sir, I appreciate the earnestness and desire of this Government to go ahead, with all the expedition it can command, with its social and economic development. I realize, as I am sure we all realize, the setbacks experienced especially in connection with the recruitment of technical staff of all grades I repeat all grades, and the supply of vital equipment. I can only urge Government to examine every alternative method for the recruitment of staff and the supply of equipment, even if the method chosen entails complete departure from orthodox procedure.

Finally, Sir; at the first Budget Session of this Constitution it was suggested that a Port Trust or Harbour Board be formed to operate our ports. I note with interest, Sir, that in your Annual Statement you refer to the examination of the present system of divided port control. I advocate, Sir, and I know all shipping interests will agree with me, a fully autonomous Harbour Board with the power to say "Yes" or "No" and get on with the job.

Nigerians should play their part in the policy of ports improvement and maintenance and should therefore be fully represented on any controlling authority.

I am convinced, Sir, that by following the practice of other great ports of the world, and introducing a "Board" or "Trust" system of control, efficiency is bound to increase and our ports will reach a standard worthy of the country they serve.

Your Excellency, I support the Appropriation Bill.

The First Member for the Northern Provinces (The Hon. Bello Kano):

Your Excellency, I rise to support the Appropriation Bill moved by the Honourable the Financial Secretary last week.

It is a great pleasure to all Members of this House and also to the people of this country as a whole, to have an opportunity to voice out their feelings as far as they are financially concerned. Habitually, Sir, at the Budget Session Honourable Members express their personal views as well as the views of the people they represent. These valuable speeches indicate to the Government the direction to which the wind is blowing or is likely to blow. On many occasions, Sir, Unofficial Members criticized Government, either through ignorance or by bringing up undisputable facts. When I first attended this Assembly in Lagos in 1947 I was deeply interested in hearing the destructive points in budget debates; but later on when I started to move about inside and outside my own Province, noticing how different schemes were carried out, then my mind automatically started to change. Now I can only support the criticisms that I am definitely certain are true as far as Education, Medical and Public Works Departments are concerned. My reason is that any member of a Native Authority Council knows how difficult it is to satisfy the members of the District Councils. Sir, if you read through the minute book of a District Council you will see that the people in that particular district ask far too many things at a shift.

Sir, on this historic occasion, I should like to congratulate the Education Department for the progress made in 1949-50 as His Excellency stated in his annual address. This time, Sir, I have a very important request to make. Last year I made a similar thing in the Northern House of Assembly. That is about technical education. I do not want the Honourable the Director of Education to think that I am ungrateful. God forbid. Apart from the Kaduna Trade Centre, which is confined to Middle School boys, we humbly ask for another one, bigger than that. In a place like Kano, when the Director of Education toured the North last month, we were fortunate enough to have him in Kano for a couple of days. I believe he learnt from the Native Authority, in the course of an interview, that there is a desire to have a big industrial school, similar to the famous old Nassarawa Industrial School. I am now going to give the Honourable Members a brief story of how this school was started. The Northern Provinces, Sir, as you know, were completely taken by the British early in 1903. One boarding school was established at Nassarawa, one mile outside the town walls of Kano City, in about 1910. The school was divided into two sections, literary and manual. The former was composed of the sons of Emirs, Chiefs, District Heads, Village Heads, important traders, and big mallams while the latter had the sons of carpenters,

bricklayers, smiths, leather workers, tanners, weavers and tailors. These pupils who came from all over the North for a five-year course were maintained by their respective Native Administrations. When this course was over each Province had sufficient trained teachers and instructors to open a school of its own. From that time up to 1926 we called these schools Provincial Schools. From 1926 to 1930 Primary Schools, and from 1st April, 1930, hitherto Middle Schools. Referring to the mother Industrial School, from 1915, when the first batch left; the door was left open for anyone interested in local industry. Through the hard work, courage and determination of the Technical Education Officer in charge and the African staff, many people were trained. Among them were carpenters, bricklayers, silversmiths, coppersmiths, blacksmiths, leather workers, and so on. Some of them were taken to England to take part in the Wembley Exhibition, where they won a cup. They also took part in the Calabar Exhibition of 1924, there too they won a shield and, above all, a good name for the North. Wherever you go in Nigeria, and not only in Nigeria, but in any civilized country, I am sure, Sir, you will see a sample of their good work. Take for example, leather cushions and handbags, with various patterns. The former replaced the old type which we call "Touareg cushions." We seldom see them nowadays. You also see silver or brass saucers, cigarette tins, ash trays, etc. Another good feature of their work is this, Sir. Between 1920 and 1930 they were employed to put up Native Administration permanent buildings under the supervision of European engineers. Of course very few Southerners were among them.

Sir, to our surprise, in 1930 the education curriculum was changed so as to have Primary Schools and Industrial Schools amalgamated into Middle Schools. Each Middle School retained only three instructors—woodwork, metal work and drawing instructors. The rest were joined with Government Public Works Department, but employed by Native Administrations. This new organisation in the North is known as Native Administration Works.

Now, Sir, our complaint is that now we do not normally get apprentices in any branch of these workshops, only wage earners and salaried workmen. It appears to me, Sir, that if we wait for the Kaduna Trade Centre to produce qualified people, it will take a long time before we could get enough local trained people to take our local business. It is not a selfishness to ask Government to vote money to establish an institution which will be very beneficial to both local people and foreigners. Another example, Sir, whenever you see Easterners settle in Nigeria they prove themselves hard working and industrious, in view of the fact that they are encouraged in the Enugu Industrial School, especially in carpentry, masonry, painting and blacksmithing. They know how to turn any old metal sheet or tin into something which can be

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used in domestic affairs, such as buckets, small tin boxes used by school children, and many garden tools. They worked very hard in the North and produced many articles which could not be obtained from oversea during the war. Sir, I should like to remind the Honourable Members that all the leather work and the brass work that are being sold either in the Nigerian air ports or by Hausa traders who approach Europeans in their houses, were originated in the old Kano Industrial School, when Mr F. A. Bieminster was in charge.

Sir, I am going to touch on agriculture. I am glad that some of the previous speakers touched on the point I have in mind—that is about food crops in the North. The majority of people think that Government intends primarily to help in the development of export crops only. That is what the peasants say. During the war groundnuts were badly needed and Government organized a groundnut campaign by propaganda, which was very successful. I hope the Honourable the Director of Agriculture will consider it possible to do the same thing for guinea corn and millet. Sir, what the peasants say seems to be true. Take, for example, rice, which is not only a food crop but an export crop and is placed under the category of export crops such as groundnuts and cotton. We have specialised Development Officers looking after the cultivation sowing and manuring of the three main crops I have just mentioned, while guinea corn and millet farmers receive only routine supervision from the ordinary Agricultural Officers. When staple food is scarce everyone must be affected, directly or indirectly. It is a fact, Sir, that the price of corn in the Kano Market in March, 1939, was 5s per sack. In 1940 it was 12s per sack, in 1941 20s, in 1942 25s, in 1943 50s (unfortunately there was a famine that year), in 1944 25s, 1945 30s, 1946 32s, 1947 35s, 1948 39s, 1949 42s. I do not know what will happen this year as it was already 42s per sack last month. Living is very difficult for any married person with children earning less than £5 a month. But we are lucky to have the prices of imported goods reduced.

In conclusion, I thank our hosts the easterners for making good arrangements for us well before hand. Sir, I am glad to see that the Fifth Member for the East is keeping in good health this year. This is due, I think, to the climate of his own country.

I support the Appropriation Bill. Thank you Sir.

The Member for Calabar (The Hon. E. E. E. Anwan):

Your Excellency, your discontinuance of the practice hitherto of presenting to this House at its Budget Session an Address on the activities of the several Departments of the Civil Service during the current year leaves the Members free to concentrate their speeches on matters of general policy outlined in Your Excellency's speech and covering the year under review and the financial policy intended to be pursued by the Financial Secretary in the ensuing financial

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year. The reports of the activities of the several Departments are thereby left to be examined and criticised in detail when the Heads of the respective Departments appear before the Committee of this House for the approval of the Estimates for each of their Departments.

That Your Excellency's political policy, which Your Excellency termed to be that of public consultation, has attained a great measure of success, is borne out by the following extracts from Your Excellency's speech last Thursday in opening the present session of the Council. The following portion of your said Excellency's speech is in point:—

“ Whether it is in schemes for increased agricultural production and better land use, or assisting commercial and industrial enterprise, or preparing revised development plans: whether it is a matter of working out schemes for training Nigerians for higher posts, or for general educational advance; whether it is in evolving plans for improvement of local government and for constitutional advance: it has been my policy not to leave the initiative solely to experts and officials, necessary as their part is, but to ‘bring the people in.’ I have not been disappointed. Indeed, over the whole range of Government activities where the policy of increased Nigerian participation has been put into effect—in activities so widely differing as those of the Marketing Boards, the Production Development Boards, the Regional Loan Development Boards, the Colliery Board and the Public Service Boards—to mention only a few public bodies recently formed with strong Nigerian representation—the Nigerian representatives have risen to their new responsibilities and have shown themselves anxious and able to undertake disinterested service for the public good.”

On the following page Your Excellency said:

“ Most important of all the results of the policy of public consultation which you are to consider at this meeting of the Council are the recommendations of the General Constitutional Conference.”

By this policy of consultation it is claimed that the Government has not only secured the co-operation but won the confidence of the people who have thus been brought in to share in the responsibility for the blame or praise, failure or success of the different acts of the Government based upon the policy they have approved of.

In the economic sphere, however, the picture as painted does not appear to be as rosy. It is true that to achieve success in this direction “we need capital, we need technical and managerial skill and we need increased effort here in Nigeria.” And I venture to say that it is the rate of our success in these directions that will determine for us as a country the pace at which and the time when the much clamoured for self-government will be attained.

Nigeria is essentially an agricultural country, and today her primary productions are in high demand. It is also true that the Agricultural Department is doing something by way of "researches into the question of increasing the productivity of the land and maintaining soil fertility", and that the several Marketing Boards are insisting on a high-grade quality of our different products. But as other countries come into production of the same products as Nigeria does, it is certain that competition is bound to affect both the price and quantity of those products that will be bought from us. It is always a safe policy not "to put all eggs in one basket", hence, therefore, the urgent need for a vigorous stimulation of local industries based primarily on our local products. This matter will be left over for closer examination and study with the Director of Commerce and Industries at the Committee Stage of this Bill, but I may here indicate that a public investigation in this direction is certainly not an unnecessary expenditure of public revenue.

I, in common with other Honourable Members of this House who have already spoken, am not an economist, and know nothing about finance. But last year the Financial Secretary took us into consultation and secured our approval before adopting as a policy the providing of annual loan charge contributions to Sinking Funds on a scale that would enable loans to be redeemed at the earliest possible date of maturity. The policy intended to be adopted in the ensuing year is a reversal of that policy and I intend to take up this matter with the Financial Secretary at the Committee Stage, together with probable sources for raising loans other than the London Money Market and the Marketing Boards.

The following statement by Your Excellency appears to be that of a person (and for that matter, a Government) almost in despair:—

"We do not now lack material and equipment to nearly the same extent as in the years immediately following the war, but the staff position so far from improving has deteriorated, and in the professional and technical departments, particularly the engineering services, we are—and I am choosing my words with care and a full sense of responsibility—very near to a disastrous breakdown. We must face this problem and find a solution for it if our plans are not to fail."

This position of affairs stresses most eloquent the point that has frequently been made in this House since 1947, that the pace of our development will be conditioned primarily by our ability to train our own personnel of technicians and professional men, and that we shall fail in this direction in the ultimate end if we cannot. The failure to get candidates with adequate qualifications in sufficient number to benefit by scholarships for training abroad is due, I make bold to say, to the failure of the everchanging policy with each Director of Education of the educational system of this country. And in this connection it is noted with a big feeling of relief that

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steps are going to be taken to turn out students from the Secondary Schools who will be fit to proceed straight on for University training. The Higher College which was established some years ago to provide liberal education up to the Intermediate Degree stage, like the Achimota College on the Gold Coast, fast degenerated into an institution for recruitment into the Civil Service; and the Medical School maintained a close-door policy for the same purpose. The policy of sending students to England on scholarship for professional and technical studies was practically unknown in this country before 1940, whereas the Gold Coast Government had for many years before the last World War established the practice of sending deserving students from Achimota College to England to complete their courses in Education, Agriculture, Medicine and Engineering, amongst others. I understand that the Nigerianisation of the Civil Service is not proceeding as satisfactorily as it was anticipated owing to lack of applicants in sufficient number with the required educational qualifications. I make bold to say that the failure to Nigerianise our Civil Service to a substantial extent might make our cry for political independence on the generally recognised international standards a sham and a mere mockery.

Though I have already indicated that I shall leave the task of examining the activities of the different departments of Government to the Committee Stage of this Bill, yet on a matter of principle I would like to have an explanation from the Honourable the Director of Medical Services to justify the establishment of Private Practice amongst the Medical Officers.

His Excellency :

Does the Honourable Member propose to develop the theme of private practice amongst medical officers?

The Member for Calabar (The Hon. E. E. E. Anwan) :

No. I think I rather not at this stage. The Honourable the Director of Medical Services may take this therefore as notice to him for full discussions of this matter at the Committee Stage of this Bill.

His Excellency :

I do not want to limit the Honourable Member's freedom but he must be careful not to anticipate the subject of a Motion.

The Member for Calabar (The Hon. E. E. E. Anwan) :

As regards the third requirement which is "the need for increased effort here in Nigeria" and which calls for greater production on the part of those who are engaged in labour, it is observed as reported under the Department of Labour in the Annual Statement on Government activities for the current year (Sessional Paper No. 4 of 1950 at page 41) that there had already occurred during the year under review no less than seventy industrial

disputes, thirty-six of which had resulted in strike actions involving 46,968 workers, with a consequential loss of approximately 500,000 man days. This matter is very serious and its repercussions on the economy of the country is indeed very grave. In each case the demand was for increased wages. It is alleged that the cause for each dispute was investigated; but as each demand was conceded another one arose somewhere else. The demand soon appeared to become incessant and infectious. It is untrue to say that the discontent amongst the workers is incited by the disparity in the pay between the Nigerian workers and their expatriate colleagues. There might be some very few workers who fall victim to this very insidious propaganda, but to the vast majority of the workers the root cause is the ever-increasing cost of living; and this cannot be properly understood unless it is studied against the background of the economy of the people in this part of the world. A Commission of Inquiry into the cost of living in this country with a view to possibly reducing it would help to avoid strikes and it might be convenient to bring to the notice of this Government the economic system of this country in this regard. Unlike the English pattern, the family of our people is not limited to the wife and children of a man but extends to all blood relatives from your grandparents (and those of your wife) if they happen to be alive, to your cousins, no matter how remote. To them you are their sole support from maintenance by way of food, clothing and shelter to the responsibility for school fees, books and uniforms. To fail to live up to your responsibilities is regarded as a serious default in your "filial" or "parental" duties as the case may be, to your family. And with each rise in the salaries there is a more than corresponding rise in the cost of living, school fees and books and everything else. And so the position can be understood why these workers can never be satisfied no matter to what extent their salaries are increased and will continue to ask for more and still more. To meet the root cause the cost of living must be controlled. And I am here inviting the attention of the Government to this matter as the only way out of this serious situation which is gravely imperilling the economic position of this country.

In 1947 this Council met for the first time under the Richards Constitution and the Honourable Members were arranged in Regional blocks as we now sit in this House. Some opinions were hazarded one way and another as to what would be the outcome of the experiment the Richards' Constitution was out to do. Some others, very wisely I think, reserved their opinions until it was seen how the thing would work out in practice. Today I am happy to say that by this political experiment the peoples of the North, West and East, at least by their representatives in this House, have been brought to understand one another and that the opportunity had been seized to create real and very good understanding, and to dispel suspicion and distrust of one another which were founded on

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ignorance. As Members of the African Conference in 1948 we were pledged to build up and consolidate Nigerian Unity, and we were each pledged to be an apostle of that unity amongst our respective peoples. Something now appears to be disturbing that unity; something now appears to be sowing seeds of dissension and distrust amongst our various peoples. I can give you this assurance that from whatever quarters such an evil arises, we in the East look upon it as a common danger to all Nigeria and will heartily join in any crusade to destroy it; but I ask that it should never be allowed to disturb the unity of Nigeria.

I am not at all happy at the absence of the Honourable Akenzua II, the Oba of Benin and the Honourable G. I. Obaseki—both Members from the Benin-Warri Provinces from this meeting, as also from the General Conference on the Revision of the Constitution. The Honourable Sir Adesoji Aderemi I, the Oni of Ife, has given this morning some explanations for their absence from this meeting. The coincidence is rather unfortunate, but their absence on both occasions becomes somewhat disturbing when one reads into it what the papers published to be the attitude of the Benin-Warri Provinces and their aspirations in the new Constitution for Nigeria which is now under consideration. But of course reports in the papers could not always be depended upon as being infallibly true.

His Excellency :

I do not want to limit the Honourable Member's freedom but he must be careful not to anticipate the subject of a subsequent Motion.

The Member for Calabar (The Hon. E. E. E. Anwan) :

Last November this Council had a very short meeting at Lagos lasting for two days only. The morning paper that came out on the first day of the meeting carried news of the tragic incident of the shooting of the coal miners at Enugu and the Government came out immediately with a Public Notice expressing their horror and shock at the terrible incident which was much regretted, and begged that wise counsel might prevail on the part of the public and opinions on the matter be deferred until after the publication of the report of the public investigation which was being instituted in the matter. On the next morning the Council adjourned only after an hour of sitting. The Members then decided to await the report of the Public Inquiry before making any statements on the matter. Sections of the Press, claiming to represent the public of Nigeria, came out with bold headlines blaming the Unofficial Members of this House for not having said anything about the incident until the meeting closed, and made statements insinuating that they were either cowards or weak-kneed, and certainly not the sort of fellows who could stand up to it and blame the Government for errors committed by them.

It was with the deepest regret that a few days ago we in the East learnt from the newspapers of the dastardly attempt that was made on the life of our Chief Secretary. Some of us have already expressed to him our personal sympathy in this matter and congratulated him on his narrow escape. To very many of us (and I can say this with confidence on behalf of those from the Eastern Region) this incident is regarded as a personal, detached and isolated act of an irresponsible individual probably suffering from mental aberration or delusion. The matter is in court and is *sub-judice*. But attempts are now being made to attach some political significance to this matter and I am confident that if that is so the C.I.D. will not be found wanting in their responsibilities.

There are a good many of us in this country who do not believe that Nigeria should earn her political emancipation by plots and assassinations. We Members of this House, in common with good many other men and women of good will in this country, love this our native land as ardently as any patriot has ever loved his or her own country. We are prepared to die for it should there be any need for it (and we must be convinced that there is a need for it). I venture to predict that should that time ever come, many of us will be found in the front line prepared to lay down our lives for our country, while many of those who are now acclaiming themselves as leaders will be seeking for refuge elsewhere.

Your Excellency, I support the Appropriation Bill.

His Honour the Chief Commissioner, Northern Provinces :

Your Excellency, I rise to support the Motion before the House, and what I want to talk about, Sir, if I may, is a subject which has been touched upon by one Honourable Member already, and that is the economic development and the increased revenue we may expect from that. One of the Honourable Members of the Northern Provinces stressed the vital importance of the peasantry and the countryside and urged us not to concentrate all our thoughts and activities on the large towns. I readily agree with him, Sir, and I am as well aware as he is that the rural areas are the backbone. I propose this morning, to deal entirely or almost entirely with the rural areas and not the urban dwellers.

What I should like to do is to attempt briefly to sketch out some aspects not only of what we are planning to do in the North, but also to inform the House of some of the things that have been achieved so far. I am going to say over again most of what has already been reported, and a great deal of what has already been said before, but I do not think myself, Sir, that that will do any harm, as only by constant repetition can one achieve wide understanding of problems and of policy.

Now I do not propose, Sir, to discuss the foundations on which must be built any New Jerusalem. I know that those foundations

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must and will be laid and that they lie in character, in integrity, in scholarship and learning, in technical ability; in a word, Sir, I know perfectly well that they lie in education, moral, academic, and practical. Nowhere is that felt more strongly than in the North, which has been left so far behind in all branches of education, and is now so eager to make up the leeway and draw level and pass ahead of the other Regions. I know those are the foundations, but it is not those foundations I want to talk about today, Sir. What I want to talk about today is on what those foundations must stand—on the earth and the rock that lies beneath it. That, I submit Sir, is what is vital, utterly vital, and it is, and I repeat what I said the other day, the top few inches of soil and our ability to keep it fertile. The conservation of water from above on which vegetation depends and the raising of water from below from wells and boreholes and the like. Now, Sir, several Honourable Members have painted an unhappy picture of lack of food and of a drift from agriculture and the rising cost of foodstuffs. They have said that they are indeed worried. I, Sir, am extremely worried at the rise in price of corn and the rising price of foodstuffs, and I will go further on this agricultural subject and I will say that if in the future we neglect our farmlands cropping them year after year until they are exhausted, moving on to new land, cutting the bush and denuding the hillsides, taking everything from the land and putting nothing back to it, if we hand on to another generation a countryside wasted and eroded, then we are simply predooming them to ruin.

The best constructed constitution will then crumble, knowledge will fail, medicine no longer cure, when an under-nourished, starving and despairing people seek for their daily food, and seek in vain, because the fertility is dead. This is the position, Sir, and the point is what are we doing about it? We are doing a very great deal about it in the North and I shall confine myself to just a few of the things we are doing in order to ensure for the coming generation that that picture will not materialise.

My Honourable Friend the Financial Secretary, when referring to the wave of prosperity which had been reflected in the finances of this country, remarked in his speech on Saturday that the honeymoon is over. I go further and say that it is from the marriage of soil and agriculture that the twins of wealth and welfare must take their birth. Those are the founders of the line that leads to economic self-sufficiency.

Now I will talk about some details of planning and of achievement. Several Members have stressed the vital factor of water supply and we all know that without water nothing can exist, human, animal, or plant. And since so much depends on water in the North it has had an early place in our plans. I will now tell you what have we achieved in the provision of water for the rural areas of the North. The Water Supply Department was first a

branch of the Geological Survey Department, but since the war it has become the responsibility of the Public Works Department. Since the inauguration of that Water Supply Department, it has constructed no less than 3,000 cement lined wells, and, as Honourable Members will remember it was laid down in the Development Plan that one well would be regarded as the water supply of 500 people. By the simple arithmetical sum of multiplying 3,000 by 500 it will be appreciated that we have already supplied water in our rural development schemes for one and a half million people. In the current year six hundred new wells will be completed, and our target for next year is 800 wells. Thus our target for next year is to supply water for a further 400,000 people and I am entirely confident that that target figure will be reached. I submit, Sir, that the figure of 3,000 cement lined wells is a very real achievement, however you look at it. One cannot give an example such as that the footage of the wells would stretch all the way from Baghdad to Alexandria, but it is equivalent to sixty miles of well shafts: and sixty miles is a very real achievement.

The sinking of open wells is not of course the only activity of the Rural Water Supply Section, and we are boring for water in many areas and have been most successful. I do not want to leave this subject of what we are planning, and what we are doing, without making reference to what is perhaps the greatest water venture of all, and that is the deep drilling about to be undertaken in the Province of Bornu, the north-eastern corner of Nigeria. I will not weary the House with an amateur dissertation on the geological formation of Africa. It will be sufficient for me to say that what is known as the Chad basin is the greatest inland water drainage basin in the whole continent of Africa, and one which holds in underground storage the water carried into it by most of the principle river systems of North Eastern Nigeria. No less than 50,000 square miles of that basin lie within the Northern Provinces. For long enough I consider have we sat on the top of this vast water supply without having finally proved its full potentiality. What testing we have so far been able to do has given us every hope that we shall strike water under pressure—we have already had rises of over 700 feet and in one case achieved a surface flow—and I am convinced from the data we have already got that if we drill down through the alluvium to the rock base of the basin we shall tap vast resources of water under great pressure. One has only to consider what has been achieved in other parts of the world where artesian flowing water has been found to feel convinced that here lies the chance, perhaps the only chance, of really spectacular development in the arid areas of that part of the Western Sudan which lies in the Northern Provinces. The contract for this deep drilling has been let to a firm of great repute in the United Kingdom, and in a few months' time we shall know the answer to it all. The cost of the contract is approximately £100,000.

I have taken up so much of Honourable Members' time in talking about water that I had better go on to plans for farming.

As Honourable Members well know, the hard-working peasant farmer of the Northern Provinces cannot with the means at his disposal, that is to say the hoe, cultivate more than four acres. Two courses lie open to us, first to enable him to cultivate more than four acres, second to get a better yield per acre of that four acres.

It is within the knowledge of all of you that to achieve these objects the establishment of mixed farming and animal husbandry was the foundation of our agricultural policy in the North. I know it is not the complete answer, and it is not the only answer, but it goes a very long way towards solving the problem, in areas where it is suitable. It enables him with his oxen and his plough and his animal husbandry to plough and manure fourteen acres of land whereas before he could only farm four acres.

Now, what has been achieved? The first three mixed farmers were established in Kano Province in 1928 with ploughs and oxen. Expansion was very slow, as is inevitable with all new ideas, and it took an endless amount of time and trouble to get this new system across. In the first five years numbers only rose to 173, but by 1938 there were 1,600. The war years slowed us down but by 1948 the total was over 4,700, and last year, in the last twelve months, the increase was over 1,000, and the demand for ploughs and oxen was unsatisfied. From that you will see that nearly 6,000 mixed farmers are now established, and by patient endeavour and widespread demonstration the confidence and goodwill of the farmers has been won at last, and in many districts there are long waiting lists of applicants wishing to be set up as mixed farmers. We have 4,000 ploughs on order at this very moment, and thus we may well reach the 10,000 mark by next year. This system and the various settlement schemes, such as those in Shendam where an area of 600 square miles of virgin bush is available and where well over 200 families have already moved in to their new homes in planned settlements and their twenty acre farms: in Jema'a, and in Kontagora, and the big Colonial Development Corporation project at Mokwa, are all increasing the acreage under cultivation. There are today in the Northern Provinces fourteen million acres of land actually being farmed. Now fourteen million acres is a great deal of land. One Honourable Member did suggest that the Director of Agriculture might deal with the food shortage by taking up farming. He should be an excellent farmer, but I doubt if he could farm more than one thousand acres if he take it up. We want to tackle these fourteen million acres and if we can take real steps to multiply up the yield per acre then indeed we are really achieving something which will have a momentous effect on our economy and will help put our finances on a firm and solid basis

and it will help our food and our cost of living to an immeasurable extent. One way we plan to do that is by the introduction of irrigation whereby we can get two crops in twelve months where one grew before. Plans and schemes to this effect are actually in operation in two Provinces. But there is yet an even more important scheme to multiply up yield per acre. It is being financed this year by the Regional Production Development Board. It is a scheme for the widespread use of phosphatic fertilizers. Honourable Members will recall that at the last Budget Session the Director of Agriculture reported to the House that their experiments in the use of phosphatic fertilizers had at last proved successful, and could with every confidence be adopted. I do not know in what the other Regions did about that but I can tell you what we in the North did—we ordered 1,000 tons at once, and that 1,000 tons has cost us £35,000. Teams from six of the Provinces recently attended course in the use of this fertilizers—the practical application of it. These teams will now proceed to demonstrate the use of the fertilizer pellets to villagers, and to demonstrate to the farmers the increased yield and profit that can accrue from their use both in groundnuts and corn. I say both groundnuts and corn because one Honourable Member thought that we were concentrating our efforts possibly too much on groundnuts. This 1,000 tons is being issued free. Once the farmers appreciate the great benefits which will accrue, we plan, Sir, that within five years we shall reach an import of 16,000 tons of fertilizer a year and I personally am satisfied that the farmers will buy it. We do not intend to go on issuing it free once it is appreciated that it is the answer. Perhaps I might quote here just a single paragraph from an Address which I caused to be read to the demonstration teams:

“ It has been estimated that in the export of 300,000 tons of groundnuts a year the soil of Nigeria is losing annually the equivalent of 17,000 tons of phosphate. Farmyard manure assists in part in replacing this but it can never meet it all. We are proposing to make up this deficiency with the fertilizer now to be issued.

“ To make good this deficiency is therefore clearly a duty but it will also bring profit. The yield of farms in which the soils are tired becomes low. Phosphates while restoring the fertility will raise the yield. It had been estimated that the expenditure of £1 on fertilizer will result in an increase in the yield of groundnuts of as much as £3. £2 of this is clear profit ”.

This is indeed a great experiment, and if it is successful, not only may we expect to increase groundnut production by 100,000 tons a year, but the annual shortages, high prices and empty stomachs of the early rains will be a thing of the past. Not only will guinea corn production then meet all local needs, but it will be available

[C.C.N.P.]

[[*Appropriation Ordinance*]]

for livestock to increase the protein in our diet with good meat, and even to provide, as surplus to all our internal needs, a new export overseas with which to pay for our increasing imports.

I appreciate that I have painted a somewhat rosy picture. I have not mentioned the ravages of pests such as the trogoderma in groundnuts nor the pink and red boll worms which attack our cotton nor of the weed known as "Kashin Yawo" which is ruining grazing, nor of our difficulties over rainfall, lack of transport and communications. What I set out to do this morning was to record some definite achievements, and I do not think that the record of the past year in those fields means that the "backward North" has stood still while others have gone ahead. I submit that it shows that we are dealing with what is vital, so that later "all these things will be added unto it".

Sir Arthur Richards (as he then was), said in 1947 "The price of progress must be paid for in the currency of hard work".

Your Excellency, at this meeting, also stressed the need for hard work and for greater production.

I am proud, Sir, to believe that, encouraged, guided and assisted by the Native Authorities and their Councils the great mass of the farmers of the Northern Region are showing, and will show, their faith in such works as will make this country prosperous, healthy, happy and worthy of the aspirations towards which we move.

Your Excellency, I support the Appropriation Bill.

His Excellency:

If no other Honourable Member wishes to address Council I suggest that the fact that we have had a fairly short morning this morning might enable progress to be made in some at least of the Select Committees that have been appointed.

I adjourn work in Council until 9.30 tomorrow morning.

-ADJOURNMENT

Council adjourned at 11.30 a.m.

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Debates in the Legislative Council of Nigeria

Thursday, 9th March, 1950

Pursuant to notice the Honourable the Members of the Legislative Council met in the Chamber of the Eastern House of Assembly, Enugu, at 9.30 a.m. on Thursday, the 9th of March, 1950.

PRESENT

OFFICIAL MEMBERS

- His Excellency the Governor,
Sir John S. Macpherson, K.C.M.G.
- The Chief Secretary to the Government,
The Honourable H. M. Foot, C.M.G., O.B.E.
- The Chief Commissioner, Western Provinces,
His Honour Sir Chandos Hoskyns-Abrahall, C.M.G.
- The Chief Commissioner, Northern Provinces,
His Honour Captain Sir Eric Thompstone, K.B.E.,
C.M.G., M.C.
- The Chief Commissioner, Eastern Provinces,
His Honour Commander J. G. Pyke-Nott, C.M.G., R.N.
- The Acting Attorney-General,
The Honourable A. Ridehalgh, K.C.
- The Financial Secretary,
The Honourable E. Himsworth.
- The Director of Medical Services,
Dr the Honourable G. B. Walker, C.B.E.
- The Development Secretary,
The Honourable C. J. Pleass, C.M.G.
- The Director of Education,
The Honourable R. A. McL. Davidson, C.M.G.
- The Director of Agriculture,
The Honourable A. G. Beattie.
- The Director of Public Works,
The Honourable R. W. Taylor.
- The Commissioner of Labour,
The Honourable A. H. Couzens.
- The Commissioner of the Colony,
The Honourable E. A. Carr.
- The Senior Resident, Kano Province,
The Honourable B. E. Sharwood-Smith, E.D.

[Hon. C. D. Onyeama]

[Question]

(h) Is Government aware that this Galadima is a brother of one Adamu Gaya?

(i) Is it a fact that this Adamu Gaya was beaten by the orders of the present District Head of Gaya for failing to take off his slippers while he was in close proximity to the District Head?

(j) Is it a fact that this Adamu Gaya was sentenced to imprisonment for one month for failing to salute the District Head, and was subsequently acquitted by the Supreme Court at Kano?

(k) Is it a fact that after this acquittal, His Excellency acting under his powers conferred by section 2 of the Ex-Native Office holders Removal Ordinance, 1933, ordered Galadima Abdulkadir alleged to be a blood relation of this Adamu Gaya to leave the area where he was born and where he had lived for at least sixty years?

(l) Is it a fact that another blood relation of Adamu Gaya named Dawaki Bello was similarly ordered to leave the District of Gaya?

(m) What office did this Dawaki Bello hold at Gaya previous to this order?

(n) How long a time elapsed between his ceasing to hold this office and the order made by His Excellency that he should leave Gaya?

(o) Had he in the intervening period been charged or found guilty of any offence?

(p) Where is it proposed that these people who have been forced to leave their people and their homes should now live?

Answer—

His Honour the Chief Commissioner, Northern Provinces:

(a) About sixty years.

(b) Yes; he was village head of Shagogo in Gaya District. He is no longer a village head.

(c) Yes; twelve years ago.

(d) Embezzlement of tax money.

(e) Yes; by the Court of the Emir of Kano. He was given the usual facilities for rebutting the charges.

(f) In Gaya Town, Kano Province.

(g) No, Sir.

(h) Government is aware that they are related but they are not brothers.

(i) He was not beaten, his face was slapped.

(j) Adamu Gaya was sentenced to one month's imprisonment by the Chief Alkali Kano on a charge of conducting himself in such a manner as likely to cause a breach of the peace in a public place (*contra* section 249 (d) of the Criminal Code). Adamu Gaya appealed to the Supreme Court against the verdict and the conviction was quashed.

(k) The appeal was heard in the Supreme Court, Kano, on 12th September, 1949. The Governor made order for the removal of Galadima Abdulkadir and Dawaki Bello on 13th September, 1949. (The machinery for the removal of these two persons was

[C.C.N.P.]

[Answer]

set in motion a considerable time before the case of Adamu Gaya arose; the reports on which action was based were, in fact, made in January, 1949.)

(l) Yes, Sir.

(m) He was at one time village head of Dawaki (South Ward of Gaya Town).

(n) Nineteen years. Deposed in 1930, for tax embezzlement.

(o) No, Sir.

(p) They are at liberty to live wheresoever they please so long as they do not return to the District of Gaya and the districts adjacent thereto, thus contravening the Governor's order referred to above.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

67. To ask the Honourable the Chief Secretary to the Government:—

(a) For the academic qualifications and experience of the following officials in the Commerce and Industries Department, and why they are entitled to the scales of salaries proposed in the 1950-51 Estimates.

(i) Economic Publications Officer

(ii) Principal Commercial Officer

(iii) Industrial Executive

(iv) Principal Farm Industries Officer

(v) Principal Engineer

(vi) Principal Chemist

(vii) Principal Industrial Officer

(viii) Senior Industrial Officer

(ix) Industrial Officer

(x) Farm Industries Officer.

(b) For a brief indication of the nature of the work of the officers mentioned.

Answer—

The Hon. the Chief Secretary to the Government:

(a) Although steps have been taken to recruit for them, no appointments have yet been made to the following posts:—

Economic Publications Officer

Principal Commercial Officer

Principal Engineer

Principal Chemist

Principal Industrial Officer

Senior Industrial Officer

Farm Industries Officer,

and it is not therefore possible to reply to the question in respect of these posts. A number of candidates is under consideration and appointments are likely to be made in the near future.

The post of *Industrial Executive* is held by an officer who previously held the appointments of Commercial Executive in the Supply Branch of the Nigerian Secretariat (1945-1947) and

Commercial Officer in the Department of Commerce and Industries (1947-1949). His experience prior to his appointment to Government Service in Nigeria includes ten years' service in the Civil Service in the United Kingdom (His Majesty's Stationery Office) and eighteen years as Manager and District Manager respectively with the African and Eastern Trading Company and with the United Africa Company Limited in Nigeria. He left school at the age of fifteen and passed the entrance and promotion examinations for His Majesty's Civil Service. In 1923 he was given one year's special leave to study farming in Australia.

It has been possible so far to fill only one post of *Industrial Officer*, though again there are several prospective candidates. The Industrial Officer already appointed holds the Oxford and Cambridge Higher Certificate, was an exhibitioner at Sidney Sussex College, Cambridge, obtained the Cambridge Natural Sciences Tripos Part I, Class II, and is a Master of Arts. He has qualified for a Diploma in Agricultural Science. Prior to his appointment to this Government as a Development Officer in 1946, he served with Messrs Hoare Miller and Company Limited, Calcutta, a large firm of importers and exporters, as Manager of their Steamer Agency, between 1926 and 1936; was Manager of the Indian Oxygen and Acetylene Company Limited of Bombay from 1937 to 1939; and was acting Manager of the Great Eastern Life Assurance Company Limited, Colombo, from 1939 to 1940. In the latter year he joined the Royal Indian Naval Volunteer Reserve and served throughout the war as a Lieutenant. He was appointed to the Department of Commerce and Industries in November, 1947.

The emoluments proposed in the 1950-51 Draft Estimates for each of the posts enumerated in the Question are those considered appropriate to the duties to be performed by, and to the qualifications required of, the officers appointed or to be appointed. These emoluments have already received the approval of the Legislature—Memoranda for Finance Committee Nos. 7, 142, 146 and 181 of 1949-50 refer.

(b) An indication of the nature of the work of the officers mentioned was given in the "Proposals for the Expansion of the Department of Commerce and Industries" copies of which were circulated under cover of Memorandum for Finance Committee No. 146/1949-50, to all Unofficial Members of the Legislative Council. The Honourable Member's attention is also invited to pages eight to ten of the Memorandum on the Estimates for 1950-51.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

73. To ask the Honourable the Director of Education:—

(a) For the total number of non-Christian Students (boys and girls) admitted to Secondary Schools in Nigeria since 1930, as against Christian Students.

(b) Can these figures be expressed in percentages?

[Dir. of Education]

[Answer]

*Answer—***The Hon. the Director of Education :**

(a) and (b) It is regretted that statistics are not kept showing the religious beliefs of pupils under instruction. I shall, however, obtain the requisite information in respect of the year 1950 and forward it to the Honourable Member.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

86. To ask the Honourable the Chief Secretary to the Government:—

(i) What is meant by the term King-makers?

(ii) What are their functions in England and in the Colony of Lagos in the Seventeenth and Twentieth Centuries?

(iii) How can there be King-makers in Lagos when there is no sovereignty?

*Answer—***The Hon. the Chief Secretary to the Government :**

(i) I understand that the term "king-maker" as used in the Yoruba areas is a loose translation of the Yoruba word "Afobaje".

(ii) As the Honourable Member knows, the Standing Rules and Orders limit questions to *ex-officio* Members to public affairs with which they are officially connected, proceedings pending in the Council or any matter of administration for which such Members are responsible. That being so, I do not think that I shall be expected to discuss questions of English history, but I think that I am right in saying that there were no king-makers in England in the seventeenth century, and there are certainly no king-makers in England today. In Twentieth Century Lagos the term is applied to the body of Chiefs or Elders which by tradition or custom select a new head Chief.

(iii) As has been explained, the word "king-maker" is a loose translation of "Afobaje". No question of sovereignty arises.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

99. To ask the Honourable the Director of Medical Services:—

What are the academic qualifications and experience of the Administrative Assistant in the Medical Department?

*Answer—***The Hon. the Director of Medical Services :**

The post is not yet approved or filled.

The Fourth Member for the Eastern Provinces (Dr the Hon. F. A. Ibiam, O.B.E.) :

106. To ask the Honourable the Director of Medical Services:—

What will be the total cost (Running Expenses) to the Government of a Government General Hospital with 100 beds?

*Answer—***The Hon. the Director of Medical Services :**

Approximately £18,000 per annum including Personal Emoluments.

[Dr the Hon. F. A. Ibiam]

[Question]

The Fourth Member for the Eastern Provinces (Dr the Hon. F. A. Ibiam, O.B.E.):

107. To ask the Honourable the Director of Medical Services:—

(a) How many Government Hospitals are there in Nigeria, (i) General Hospitals (ii) Former European Hospitals?

(b) What was the total expenditure on (i) and (ii) above for the years 1947-48, and 1948-49?

(c) What was the total number of In-Patients in (i) and (ii) above for the years 1947-48, and 1948-49?

Answer—

The Hon. the Director of Medical Services:

(a) 80—(i) 69—General Hospitals.

(ii) 11—Former European Hospitals.

(b) It is regretted that the figures required are not available since separate detailed accounts are not kept in respect of the cost of running each hospital throughout the country.

(c) 1947—*In-patients*

(i) 103,183—General Hospitals.

(ii) 2,829—Former European Hospitals.

1948—*In-patients*

(i) 133,880—General Hospitals.

(ii) 3,048—Former European Hospitals.

The Fourth Member for the Eastern Provinces (Dr the Hon. F. A. Ibiam, O.B.E.):

108. To ask the Honourable the Director of Medical Services:—

(a) How many Voluntary Agencies' Hospitals are there in Nigeria?

(b) What was the total number of In-Patients in these Hospitals for the years 1947-48, and 1948-49?

(c) What was the total expenditure on these Hospitals during the past two financial years, 1947-48, and 1948-49?

(d) How much of this expenditure was contributed by Government?

Answer—

The Hon. the Director of Medical Services:

(a) Twenty-nine.

(b) It is regretted that the figures required are not available because details of the number of in-patients in their hospitals are not supplied by Voluntary Agencies.

(c) It is regretted that the figures of total expenditure at these hospitals are not available since the information is not supplied by the Voluntary Agencies.

(d) In 1947-48 Government contributed £400 from Head 24, Sub-head 14,

[D.M.S.]

[Answer]

In 1948-49 Government contributed £38,650 as follows:—

				£
Head 51.	Section W.	Sub-head 30 ...		11,000
Head 51.	Section W.	Sub-head 31 ...		27,250
Head 35.	Eastern.	Sub-head 14 ...		400
				£38,650

Supplementary Questions to No. 108 (b) by the Fourth Member for the Eastern Provinces (Dr the Honourable F. A. Ibiyam, O.B.E.):

Is it not a fact that doctors in charge of voluntary agency hospitals are usually required to make annual returns of their working in any one year, on Government prescribed forms, to be returned to the Government not later than the 31st January of the year following?

Answer—

The Hon. the Director of Medical Services:

So far as I am aware, Sir, that only applies to leper settlements.

The Fourth Member for the Eastern Provinces (Dr the Hon. F. A. Ibiyam, O.B.E.):

Will the Honourable the Director of Medical Services make sure that these returns are only made by Leper Colonies?

Answer—

The Hon. the Director of Medical Services:

Yes, Sir.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

136. To ask the Honourable the Chief Secretary to the Government:—

Whether he will confirm or deny the allegation that a high Official in the Civil Service of Nigeria held a Meeting in "B" Ward with some Lagos Chiefs on the 13th February, 1950, between 9 and 11.30 p.m. and that one of the decisions arrived at among other decisions was to the effect that "Women in Lagos shall pay tax"?

Answer—

The Hon. the Chief Secretary to the Government:

I have no knowledge of any such meeting.

BILLS

(Second Reading)

THE 1950-51 APPROPRIATION ORDINANCE, 1950

The Fourth Member for the Western Provinces (The Hon. A. Soetan):

Your Excellency, it has hitherto been my good fortune to attend the Budget Sessions of the Legislative Council in new and magnificent buildings. Last year, our Budget Session was held in

the new Western House of Assembly Hall at Ibadan, then opened for the first time in 1949. This year the Budget Session is being held in this beautiful and commodious edifice, the Eastern House of Assembly Hall, in this coal city of Enugu, also being used for the first time. I associate myself, Sir, with the sentiments of gratitude and appreciation expressed by Your Excellency to all those who have worked particularly hard to arrange for this building to be constructed in time for this meeting. Also to His Honour the Chief Commissioner, Eastern Provinces and his staff and all the members of the Enugu Community for the efforts which they have so hospitably made for our comfort and convenience during our stay in this town.

The complaint that is often made that Lagos is unduly favoured, not only where public expenditure and public buildings are concerned, but also as regards the meetings of the Legislative Council can no longer be justified. Since 1948 the Budget Sessions of the Legislative Council have been held outside Lagos. In 1948 it was held at Kaduna, last year it was held at Ibadan and now it is being held in the Eastern Regional Capital at Enugu. The circle is now complete. Legislative Council meetings have now been held in all the regional capitals and there can, therefore, be no justification for any further groushings.

Your Excellency's reference to Mr Savage, our ex-Financial Secretary, is timely and appreciated, especially as we have had no opportunity of taking leave of him before he proceeded to assume his well-merited appointment as the Governor of Barbados. Mr Savage has carved for himself a niche in the heart of each and everyone of us. We all have the highest opinion of him and his most admirable work. He was so simple and sincere and at the same time so capable and most unassuming. He richly deserved the co-operation he received from every member of this Council. His successor, our new Financial Secretary, has already shown himself to be a counterpart of Mr Savage. The budget he has presented to this House and his budget speech show clearly that "the mantle of Elijah has fallen upon Elijah". I sincerely congratulate him.

Some criticism was levelled some time ago on the intrinsic value of making a speech of a general nature surveying the whole field of administration at a debate on the Appropriation Bill as it is customary at our Budget Session. I think, Sir, that the logic of this procedure is obvious. It is quite desirable to review the activities of a department of government to which money has been or about to be voted and to show whether the expenditure of taxpayers' money is properly managed, controlled or justified. It is also not out of place to ventilate the feelings as well as the complaints and needs of the taxpayers and also to animadvert on Your Excellency's speech and generally to criticise government policy where necessary and review political situation.

[Hon. A. Soetan]

[Appropriation Ordinance]

In presenting the Appropriation Bill, the Honourable the Financial Secretary opened with the remarks that the economic and financial state of Nigeria is good. He has budgeted for £41,450,047 and expressed the hope that the Budget will be balanced during the forthcoming year by revenue from existing sources. He also gave the welcome assurance that in view of the estimated budgetary position, it has not been thought desirable to impose any additional taxation this year. This assurance was received with ovation by the Honourable Members. One of the Honourable Members, however, does not share the optimism of the Financial Secretary, but I think, Sir, that the probability is in favour of the Financial Secretary's view. He has also referred to the outstanding feature of 1949 as the high level of economic activity in the country and that the basis of our prosperity is to be found in the good crops of primary products grown in recent years and the high prices which they brought on world markets. The volume of our export shows a considerable rise in 1949 and he gave the tonnage as follows: groundnuts 350,000 tons, palm kernels 352,000 tons and palm oil 160,000 tons, cocoa 102,000 tons, hides and skins 12,200 tons, tin 11,900 tons. Besides tin no other mineral was mentioned and like the Honourable the Fourth Member for the Eastern Provinces, I should like to know what quantity of gold, columbite, lead and other minerals, if any, were exported during 1949. The value of exports in 1939 was stated to be just over ten million pounds, whereas in 1949, that is within a decade, their value was nearly sixty million while the value of imports from overseas in 1949 rose to fifty-six million pounds. While this is a matter of considerable satisfaction, Your Excellency advised that it must not be accepted in a spirit of complacency, and the Financial Secretary definitely stated that although the economic picture is attractive, it is not as good as it ought to have been, and that the commercial advance has brought its own problems and difficulties. The high prices of our produce have had a double-edged effect in that many farmers have in consequence concentrated on exportable crops at the expense of indigenous foods required for local consumption, and unless we turn our attention to the production of local foodstuffs in large quantities side by side with exportable crops we may in future be faced with famine.

Sir, the Financial Secretary has fully explained our present loan position and prospects as well as the total estimated revenue and total expenditure. We shall in select committee go into details regarding these and the different votes to different government departments. The annual statement on government activities laid on the table of this House as Sessional Paper No. 4 of 1950 provides an insight into the workings of the different departments of the Government during 1949. It is gratifying to note that it is hoped to post Welfare Officers to Abeokuta, Ibadan and Warri during 1950, and to establish Remand Homes in Abeokuta and Ibadan.

Your Excellency, I would like to see greater attention paid to the Civil Service of Nigeria. The Civil Service is the kernel of any Government. It is the administrative part of the government, and without efficiency in the Civil Service of a Government, no progress or any advance can be made. The personnel of the Civil Service of Nigeria is made up of the expatriate and non-expatriate officials. I like to see that the Government always holds the scale of justice with equal poise between the two classes of officials. I congratulate the Government on the adoption of "equal pay for equal work" system, but an expatriate still has the advantage of expatriation allowance over a non-expatriate, an allowance which is pensionable and which is costing the country a great deal of money every year. A Nigerian civil servant who is stationed hundreds of miles from his home is much in the same position as an expatriate. His condition in some cases is even worse than that of an expatriate and yet he receives no consideration for an allowance, hence the misgivings between Nigerian and non-Nigerian Civil Servants over this question of expatriation allowance. Sir, can anything be done to ameliorate the position? Either cancel the allowance altogether or do something for non-expatriates to equalise. I commend this point to the serious consideration of the Government.

There is also the question regarding rates of salary in certain senior service appointments. During this session the question was asked: (a) Why a magistrate in the civil service on being elevated to the post of a puisne judge from Scale A goes to £1,950, whereas a Medical Officer in Scale A, on being promoted to the specialist grade receives only £1,300, plus £400 expatriation allowance? and (b) Is it to be implied that the status of the medical, surgical, ophthalmic or gynaecological specialist is inferior to that of the Puisne Judge? The Honourable the Chief Secretary replied: (a) I am not sure that I understand the question and I can only say in reply that when an officer is promoted to a post he obviously must be paid the salary attached to that post. The salary of a Puisne Judge is £1,950 a year and the salary of a Medical Officer is £1,350, plus £400 expatriation allowance, if he is entitled to that allowance. (b) The question is one of rates of salary rather than status; and the salary of a Puisne Judge has been fixed at a higher rate than that of a Medical Officer in the specialist grade. It might be added, however, that under present arrangements most medical officers in the specialist grade also receive fees for private practice. Your Excellency, my object in referring to this question is to point to the disparity in the salary of those in the medical directorates, who do not enjoy private practice as the medical officers in the specialist grade, when compared with the salary of a puisne judge, who, in answer to a supplementary question to the above, is said to be a member of the civil service. I was thinking that the puisne judges were a class by themselves, whereas the answer referred to above shows that they are civil servants and, therefore, the minds of some

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of the medical officers in the directorate are worried that their rate of salary is not the same as that of puisne judges, and yet they are both supposed to be civil servants.

Your Excellency, I shall now briefly refer to the case of the member of the junior civil service. All the members of this august assembly on the official side are Heads of various Departments of Government, and I am sure, Sir, that each of them will have a story to tell about the constant complaints of the members of the junior service about one thing or another in connection with their conditions of service, particularly as regards insufficiency of salary in relation to the ever rising cost of living. I like to see greater attention paid to the comfort and convenience of the Junior Civil Servants. Give them, as far as possible, the encouragement they need, so that they can give better service. Make them feel that they are working not only for their salary but also for the good and progress of Nigeria. Better attention should be paid to the housing of those who are transferred to distant places, where they are strangers with hardly anyone to care for them. There are in this town over 250 Junior Civil Servants who are badly in need of accommodation. Particularly pitiable is the case of members of the Printing Department who were recently transferred *en bloc* to this town. They are, I understand, about fifty strong. Some of them had to sleep for days in the office on arrival in this town, and many of them still have to loiter about after a strenuous day's work; they have nowhere in particular to rest. Some of them I am informed still have their luggage in the Railway Sheds for want of a place to remove them to. The condition of these young civil servants need to be looked into.

Your Excellency, I join Honourable Members in advocating for a proper office and equipment for the Clerk to the Legislative Council and I should like to pay special tribute to the admirable work of the department. Regarding staff situation, the department in which the shortage of staff is most acute is the engineering, and I agree with the observations of the Second Member for the Northern Provinces on this matter. The picture cannot be better painted than in the words of Your Excellency last Thursday, which are as follows:—

“ We do not now lack material and equipment to nearly the same extent as in the years immediately following the war, but the staff position so far from improving has deteriorated, and in the professional and technical departments, particularly the engineering services, we are—and I am choosing my words with care and a full sense of responsibility—very near to a disastrous break-down. We must face this problem and find a solution for it if our plans are not to fail.”

Your Excellency, it is almost too late but we realise the seriousness of the situation.

The attitude of the Public Works Department in the past was more or less responsible for the present situation. As regards our engineering appointments, no inducement was given to our boys to pursue engineering courses, and those who took the course were so much discouraged that they very nearly regretted their choice and that scared away many of our boys with inclinations for engineering. We need engineers. We cannot do without them. Inducement should now be given to attract engineers from abroad while local talents are encouraged to pursue the course with bright hopes for the future.

Judicial Department.—There is still a continued shortage of judges and magistrates in this department, as shown in the annual statement. There should be no need for such a situation. Vacancies for the post of judges can be filled from the ranks of our magistrates and experienced members of the Bar with necessary qualifications, while those of the magistrates can be filled from the ranks of the junior barristers with necessary qualifications.

Legal Department.—I should like to pay tribute to the work of this department which continue steadily to increase and I should also like, Sir, to congratulate our genial and energetic Attorney-General for the honour of Knighthood conferred upon him. This is an award rarely bestowed on serving law officers and I cannot remember a precedent in Nigeria. I should also like to congratulate our worthy and kind-hearted Solicitor-General, who has also been honoured by the appointment as King's Counsel. Let us hope that the time is not far distant when African members of the Bar will also be so honoured.

Public Relations.—This department deserves mention for the good work it is doing. When the Legislative Council met at Ibadan last March arrangements were made for a daily summary of the proceedings to be broadcast. The department has also started to broadcast the proceedings of this present session as shown by the press release from the Regional Public Relations Office at Enugu now in circulation. The Ibadan Regional Office produces its own monthly newspaper—*The Western News*—which is freely circulated. This department is justifying its existence and deserves every encouragement and admiration.

Pharmacists.—Your Excellency, I associate myself with the remarks of the Honourable the Fourth Member for the Eastern Provinces relating to the pharmacists in the civil service. They deserve every encouragement and I also advocate that their status should be raised.

Education.—Too much cannot be said or expended in the cause of education. It is one of the most important things we need in our race for self-government. I advocate compulsory elementary education and also adult education or community development.

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The activities of our Education Department deserve praise and encouragement, but there is still much room for expansion and improvement.

Nigerianisation.—Your Excellency, the pace of Nigerianisation of the civil service is not fast enough. I quite appreciate what has already been done. Different departments should push ahead more energetically with the implementation of the recommendations of the Nigerianisation Commission as regards training schemes as well as the appointment and promotion of Nigerians to the Senior Service of the Government. It is gratifying to note that 192 Nigerians have been appointed to the senior service and 243 scholarships and training awards have been made. Sir, our needs are great. We need industry and the capital to support it. Most of the capital available in Nigeria today is in foreign hands. The heavy company tax of nine shillings in the pound is scaring even the foreign capital away and gives no room for the formation of small local companies. Local industries are therefore hampered. I respectfully invite the Government to revise this excessive income tax. We also need skill, technical and managerial, as well as increased efforts. There should be a plan to industrialise Nigeria on a large scale. We should no longer be mere producers of raw materials. We should be taught how to process our raw materials and be able to manufacture different commodities. We need the training in our preparation for self-government, and the training should not be denied us. I appeal to the Government to establish industrial and manufacturing institutes.

Your Excellency, I wish to refer to the press of this country. The press has been described as the "Fourth Estate of the Realm." It does not appear that some of the members of the press in this country realise the sacredness of their profession or the responsibility which devolves upon them as press journalists or reporters, otherwise there will be less dissemination of false news and misrepresentations. The influence that the press can exert on the minds of the public is untold and such influence can be wielded for the weal or woe of either an individual or a community. It has been said that the pen is mightier than the sword. It is not desirable that press should be gagged, but at the same time the safety of the public is the supreme law. It is therefore the duty of the Government to protect the public from any deleterious influence of the press. In Sessional Paper No. 4 of 1950, laid on the table, at page 6, it is recorded that "there has been an improvement in the political situation in Abeokuta. The Alake's abdication was announced in January, 1949, and the Central Council continued as the Interim Native Authority until proper elections were held in June. These are generally admitted to have been successful and the new council has since shown commendable energy in facing its problems. It is quite clear, Sir, that since the abdication, the office of the Alake of Abeokuta has become vacant and no one is at

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present known as the Alake of Abeokuta as published in the *Nigerian Tribune* of Saturday, March 4th, 1950, exploiting Question No. 5 and the answer thereto contained in the Legislative Order of the Day of 2nd March, 1950, with a photograph of the ex-Alake in the front page and a misleading inscription thereunder of:—
“Oba Ademola II, the Alake of Egbaland. He is free to move and live anywhere in Nigeria.” On the last page of the same issue there is also the headlines in bold letters:—“Alake is a Free Ruler—could move and live anywhere in Nigeria.”

Sir, a publication of this nature is misleading and likely to cause an upheaval in the political situation in Abeokuta. That is why I have referred to it.

Now, Sir, Your Excellency referred to the tragic incident which happened here in Enugu and in some parts of the Eastern Provinces last November. We in the West sincerely extend our sympathy to those who were concerned and we regard this as a national issue and shall anxiously await the report of the commission which will no doubt locate responsibilities and the culprits, whether black or white, will then be brought to justice. We, in Nigeria, are long suffering but we always insist on seeing that justice is done.

Your Excellency, we in the West also express sympathy with the Honourable the Chief Secretary for the dastardly attempt on his life, and we congratulate him on the miraculous escape which he had. Sir, Nigeria has always been known to be peace-loving and anyone who attempts to dishonour the good name of Nigeria will find himself in the warm embrace of the law. The good name of Nigeria is dear to the heart of everyone of us. Your Excellency, we shall still maintain that good name and do everything to preserve it.

Your Excellency, I support the Appropriation Bill.

The Third Member for the Northern Provinces (The Hon. Iro Katsina):

Your Excellency, I would like to refer first to some points in Your Excellency's opening speech.

A mention has been made of building a suitable legislative chamber at the centre. This is very necessary, Sir, and I am sure that the Regional Representatives will give their whole-hearted support to the motion of building a new one. I wish also to point out to the House that the accommodation for members of the Legislative Council already discussed to be built, should be increased in view of the increasing number of members in the House of Representatives now in consideration. I would like also to associate myself with the Honourable the Second Member for the North in suggesting for the Clerks of the Legislative Council and their Staff, to have an elaborate office with a library where record books

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and reference can be kept for the use of the Members of this House. This should be considered at the same time with building the new chamber.

The next point is the maintenance of public security. This is the matter of vital importance. Indeed, it is the work of Government to maintain laws and orders. The public will be very pleased to hear that Government will take every step that may be necessary now and in future to protect person and property, and to prevent violence and disorder. In carrying out these duties, Sir, I am sure the Government will have the full support of the public.

Now, Sir, if one goes through the Annual Statement on Government activities presented to the House by Your Excellency, and the report on the General Progress of Development and Welfare Schemes, it will be seen that there is a lot of improvement achieved in all the departments, but I noticed that in the Medical and Veterinary Departments, and some others, the progress has been steadily deteriorating owing to shortage of professional staff. I hope that Government will do its best to remedy the position, and I think, if more attention is given to the training of junior service to senior posts, it will help greatly to increase the number of staff.

I wish to say a few words with regard to Agriculture. This Department is doing very well in the North. There is now no shortage of ploughs and the number of mixed farmers is always increasing. The Agricultural and cattle shows being held by the department yearly is very encouraging to farmers. I think it is worthy of grants from Government to make it possible for each province to experience these kind of shows.

The experimental work with artificial fertilizers in the North now being carried out seems to be giving better results, and I am very glad to hear from His Honour, the Chief Commissioner that the experiment will not only be concentrated on commercial crops, but food crops. This, I am sure, will be very much welcomed by farmers and the production of all kinds of crops will be enormously increased, and so the prosperity of the country as a whole.

Veterinary.—I would like to point out to this Department that there has been an outbreak of a new disease of cattle called "Boru" this year, and there is no medicine for it in the department. This disease appears in the mouth of a calf and goes gradually through the body down to the legs, and prevents the poor sufferer from sucking the milk. I think it is advisable to start investigations at once and find the remedy for it.

The next point is about drinking water for cattle. In the extreme North in the Northern Provinces where very deep wells are to be sunk, there is much difficulty in drawing water out of the wells, the cattle have to wait for hours before it is their turn to drink however thirsty they may be. For this reason the cattle Fulani have to wonder about looking for rivers, streams, lakes and

pools for easy watering of their cattle, and it is also one of the reasons why it is difficult for the Fulani to settle in one place. I have brought this to the notice of the Veterinary Department, and I think if the Department can provide windmills to those areas, it will encourage the Fulani to settle in one place and make farms and make use of the manure obtained from their cattle.

I would like also to say a few words on the control of cattle diseases between the French and English territories. I have a good reason, Sir, to talk on this very important matter, because I am one of the district heads whose district touches the French border. The Veterinary Department is doing its best to control the diseases in the English territory. All the cattle in the Province I represent are sent to the immunisation camps to be treated every year. Clinics are built in the districts and Veterinary Mallams are sent to inspect and treat animals, but our cattle always are affected with the diseases from the cattle of the French country. Some inspection stations are established on the border for inspection of animals coming from or going into the French territory, but as the country is too wide, the Fulani get away with their cattle from the inspection stations. This matter, Sir, worries all the districts that are on the border. Some time ago, I even raised the question to one of the Veterinary Officers who visited my district, of increasing the number of the Inspection Stations, but he told me that whatever we did here, it would be very difficult for us to have the control of diseases, as long as the French authorities did not mind. I now bring this matter to the notice of Government in order to consider and make arrangements with the French Government of how the control of the cattle diseases can be achieved between the two countries.

Now, talking of the Budget: the Financial Secretary has given a full explanation in his speech covering twenty-four pages, but Sir, it is difficult for one who is not an expert in finance to understand these complicated calculations of money from different sources. However, I have a few points to raise. In page (2) of the Budget Speech, a mention has been made of the price per ton of Cocoa, Groundnuts, Palm Oil and Tin, but the price per ton of the Hides and Skins is not quoted. As the Hides and Skins come from the North, we shall be very anxious to know the price.

On page (4) up to (10) of the Budget Speech, I see, Sir, there are different kinds of loans. I am afraid that these loans are too much for Nigeria. One thing I don't understand, we have reserve funds and yet we are getting into debt. In my opinion, Sir, Nigeria should stop getting into debts that may take years and years to clear, and try to concentrate its requirements on her prosperity, and if necessary some of the projects that can wait should be cut off in order to reduce the amount of loans.

Sir, I support the Appropriation Bill.

The Second Lagos Member (Dr the Hon. N. Azikiwe) :

Your Excellency: the holding of the Budget Session of this House in the centre of the coal-mining industry for the first time is of historic value. This town is of strategic importance in the economic development of this country. Its role as capital of the Eastern Region enhances its reputation. In association with my honourable colleagues, let me say that we are enjoying the hospitality of the inhabitants, to whom we are grateful. I must also express my personal thanks to the Eastern Secretariat staff who have spared no efforts to make us comfortable during our temporary sojourn here.

The departure from these shores of Mr A. W. L. Savage, C.M.G., our former Financial Secretary, on promotion, as Governor of Barbados, has left a big gap that will be difficult to fill. I am not in the habit of making a clown of myself by throwing bouquets indiscriminately to officials for doing the duty for which they are well paid, but this is an exception which is well merited. By his urbanity, Mr Savage endeared himself to Nigerian labour and nationalist elements. He was too much of a humanitarian to allow himself to be influenced against any segment of our national life on any trumped up pretext buttressed by the prejudices of peoples with axes to grind. He was intelligent but not vain; he was competent but not affectatious; he was efficient but not ostentatious; he was brilliant but not pompous. In spite of the fact that the nature of his job made him a cog in the machinery of imperialism in Nigeria, yet he was tactful enough to realise that not all critics of the administration are a bunch of irresponsible agitators who should be ostracised and their careers ruined. He knew enough of human nature to respect the feelings of people who are ruled by immigrant races and to appreciate their yearnings for a better life. I have always felt, perhaps for the first time in my public life, that in the departure of Mr Savage, Nigeria has lost a sincere well-wisher, an indefatigable worker, a wise counsellor and an enlightened statesman. Indeed, Mr Savage is a rare type of human being needed wherever man is a wolf to his fellow man.

The maiden budget speech of the Honourable the Financial Secretary measures up to the high standard set by his worthy predecessor. It is the highest budget in our history and it is an indication that this country is gradually coming into its own. I wish the Honourable Mover a successful term of office. In case of disagreement, I can assure him that, there is no hard feeling.

The Bill provides for an expenditure of £41,450,047. Of this the departmental estimates will be £30,136,350 with an estimated revenue of £30,372,260 and an estimated surplus of £235,910. Expenditure on the Collieries will be £918,677, in spite of the deficit of £106,122 to be brought forward into the 1950-51 account, leaving an accumulation deficit of £102,994 to be carried forward to the

1951-52 financial year. It is significant that the Colliery is seeking a loan of £125,000 "to enable it to carry on." The Nigerian Railway expenditure will be £10,395,020 with estimated net deficit of £171,920, taking into consideration an operating surplus of £1,307,870 and interest on investments and sundry receipts totalling £188,100. In other words, the departmental estimates will show a surplus balance of about a quarter of a million pounds, whilst the Colliery and the Railway will operate necessarily at a loss. Is this not a clear case for handing over our colliery and railway to private enterprise, in order to enhance efficiency?

The decision not to impose additional taxation, direct and indirect, is a wise one, especially in these days when tax-payers are conscious of the fact that, in spite of onerous taxation, comparatively speaking, they hardly enjoy a fair return from same, hence in the last few years, increases in taxation have necessarily carried political embarrassments in their wake, to the discomfiture of Government and the governed. In associating my views with those expressed by the previous speakers in respect of the unusually high level of companies income tax in this country, I submit that efforts should be made to see whether a sliding scale on the basis of volume of business transacted would not be more equitable for the small companies, instead of the present system.

I am particularly struck at the sum of £1,003,450 estimated for pensions and gratuities. This represents an increase of £99,420 over and above the previous year. In view of the fact that pensions represent £700,000 and gratuities £200,000, I am suggesting that this Government should reconsider its policy in respect of pensions, and ruminates whether arrangement could not be made with reputable insurance companies to assume the risk of pension disbursements on payment of a reasonable premium, instead of saddling it on the shoulders of the Nigerian tax-payers. There are many pension schemes in vogue, and I hope that possibilities of this medium will be explored.

Another part of the estimates which attracted my attention is the vote for passages totalling £350,000. I appreciate that there has been increase in the number of expatriate officers and their wives in recent years, but this should suggest to the planners of the future of this country the necessity to expedite Nigerianisation on a larger scale so as to remove the need for recruitment of a large number of expatriate officers. It is significant that we spent more money, last year, for passages when the actual expenditure was £360,190. I wonder whether a Nigerian Mercantile Marine Service would not be an answer, provided the Marine Department would have the vision, the vigour and the enterprise which have characterised the activities of private enterprise in this respect ever since the opening of this part of Africa to the rest of the world? I

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hope that I am not treading on the toes of the Honourable the Third Nominated Member, who is an executive of the oldest shipping firm in West Africa!

The amortisation of the two loans mentioned by the Honourable Mover, by conversion and redemption, affords a relief. I agree with him on the reasons given for preferring the new type of loan over those of the London money market. I have consistently criticised the rate of interest of our loans as being excessive, especially in view of the fact that we have always received 19s 6d in the pound, defraying 6d in the pound or one-fourtieth as "expenses of raising loans" in London. The decision to discard the supplementary sinking fund is timely. After all, our public debt is usually a priority charge in our annual budget, as well as the statutory sinking fund. That our public debt charges should amount to a mere £874,930 is a happy augury for the future. Although we are being saddled with new loans from the Ibadan University College and the Cocoa Marketing Board, I hope that we shall not make the mistake of using them exclusively for material development, as was the case in the twelve loans floated from 1899 to 1935. We need bridges and harbours and railways and electrical undertakings alright; but our immediate needs are pipe borne water supplies and schools and hospitals and better housing to enable us to enjoy life more abundantly. The fact that 20 per cent of last year's estimated expenditure was for social services might be an indication of a change of policy. I do not know whether it is still the policy to invest our statutory sinking funds in far away places like Fiji, Jamaica, Swansea, South Africa, etc., as had been the case hitherto. I repeat what I said before: "It is certainly a curious system of economics for the Nigerian Government to invest money belonging to an impoverished country like Nigeria in other countries for their development, whilst we are underdeveloped. Charity begins at home. To rob Peter to pay Paul is not cricket."

It is with mixed feelings that I received the news about the decision to purchase the royalties which hitherto had been paid to the United Africa Company Limited, for the sum of one million pounds. Of all people, I should have been very happy to learn of the ending of this scandal on our national economy, for many reasons. In May, 1942, I published a study on this aspect of the treaty rights of the Royal Niger Company, indicating that "This monograph is an attempt to show how the conclusion of unequal treaties gave a private corporation, which was vested with political authority, power not only to possess large acreage of land in Nigeria for ever, but also made it possible for a succeeding government to guarantee payment out of the revenue of Nigeria, derivable from mineral royalties of the country, to this corporation or its assigns for a period of ninety-nine years. That this state of affairs is inimical to the best interest of the aborigines of Nigeria; that to continue to deplete the treasury of Nigeria for this purpose is an

unfair burden on the tax-payer of Nigeria; and that there are sufficient grounds to cancel this treaty obligation are my humble submissions The Director and Shareholders of the Niger Company Limited have a great opportunity to display statesmanship Profit motive should not blind one to a realisation of the fact that some of these treaties which were negotiated with African Chiefs, by non-African adventurers and makers of modern African history, some of whom had superiority of arms, are unfair and unethical, and probably illegal . . . judged by the canons of law, the dictate of human conscience, and the force of enlightened public opinion." In March, 1943, Mr Justice S. B. Rhodes, then an Honourable Member of this House, invited Government's attention to this brochure and asked whether consideration had been given to the possibility of compounding these royalties by the payment of one lump sum? The Acting Financial Secretary replied in the affirmative. Four months later, in company with seven other editors from British West Africa, we were entertained to luncheon at Unilever House, Blackfriars in London, by the Board of Directors of the United Africa Company, and during a post-prandial discussion, I was informed that the United Africa Company had assigned their royalty rights to the Nigerian Properties Limited in 1936 for the unexpired period of sixty-three years. In November of the same year, I suggested in my book entitled *Economic Reconstruction of Nigeria* "cancellation or commutation" of this treaty right. That same year, the United Africa Company was said to have offered to surrender same "in return for a capital sum, and investigators were appointed to determine the amount." And now the sum agreed upon is one million pounds. Credit goes to Mr Savage for his deep interest and effort in obtaining the surrender of this curious royalty right.

Ever since the announcement of this news, there has been strong reaction against the payment of such a huge sum of money out of our treasury. A decision was taken at a public meeting in Lagos at which many voters in my constituency denounced this arrangement, on the ground that royalty is not due to the United Africa Company but to the Northerners who are the real landlords, and that the United Africa Company should be called upon to refund its previous intakes from 1900-1949; they suggested that the refunded royalty should be used to hasten educational and economic development of Nigeria, particularly the Northern Region.

I endorse the view that before concluding the arrangement the United Africa Company should have been informed of the cumulative cost to the tax-payers of Nigeria all these years, to conduct a geological survey of the areas concerned, plus the capital expenditure on the establishment of the Mines Department and the collecting of mining revenue. These should have reduced the purchase price considerably. There is also a suggestion that the million pounds should be paid by the British Treasury since the Charter of the

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Royal Niger Company was granted and revoked by the Imperial Government. Unfortunately, the Finance Committee has approved this huge expenditure and it is now a *fait accompli*.

I want to say how very much I appreciate the following statements of the Honourable Mover: "If this country is to grow rich, prosperous and successful, the key to the opportunities around us lies, in the main, in our own hands. There is no royal or easy road to a better standard of living in Nigeria. We are a poor country, not endowed with material resources which can ensure a quick passage to a prosperous future. But we can do a lot better with the means at our disposal if only we all have the will to make better use of the resources already in our hands." These expressions are pregnant with possibilities for a greater Nigeria, what with our resources of coal, lignite, iron, lead, zinc,—to name a few.

I am informed that a firm of experts in the field of fuel technology has suggested, on the basis of tests made of our coal and lignite, the establishment of factories for the manufacture of montan wax, motor spirit, kerosene, diesel oil, detergents, plasticisers, varnishes, etc. I understand that they demonstrated how a gross revenue of £2,500,000 can be earned annually over a period of forty years, provided we maintained an annual production of 600,000 tons of lignite, necessitating reserves of not less than twenty-four million tons of extractable coal, which Nigeria can easily afford. But to make this project a reality, this firm of fuel technologists is said to have suggested the establishment of a pilot plant for experimental purposes at a cost of £50,000. Frankly, I see no reason why this pilot plant should not be established without further delay. After all, the sum required for the initial project is only three-quarters of what we are voting for prison rations for the next financial year. If we could only grasp this great opportunity and carry out this programme boldly with imagination, not only shall we produce liquid fuels and other chemicals from lignite and its by-products, locally, but we shall create a source of revenue, and at the same time set an example of how an under-developed area can be developed on its own boot-strap without passing the hat round, and without increasing taxation.

In this connection, I endorse the views of the Honourable Member who, in his speech yesterday, urged that this country should consider the possibility of increased export of our surplus coal for sale abroad. This is a sure source of revenue and I trust that the Colliery Department will take note. Again, we can manufacture cement in this country, taking into consideration the experiments of certain Government departments during the war. With our limestone and clay deposits, we should seek for expert advice, if that has not already been done, to enable us to manufacture cement on a mass production basis. If, in addition to these primary industries, we also encourage secondary and tertiary industries, we should be on

our way towards national prosperity. Hence, I find myself unable to agree with the Honourable Mover that " We are a poor country ". Indeed, we are a potentially wealthy country, provided those at the helm of our affairs are energetic and imaginative in the development of our natural resources for the greatest good of the greatest number.

The Education Department vote shows a decrease of £38,290 in an estimate of £292,580, out of which the sum of £108,640 has been earmarked for personal emoluments; £136,700 has been reserved for various grants-in-aid, whilst £11,580 will be spent for transport and travelling expenses. I would require assurance that it is not the policy of the Education Department to discourage Nigerians from operating their own schools, if they are able to do so with or without Government assistance. The closing down of seven schools belonging to the Education Missionary Society, an indigenous Nigerian voluntary agency, since 1946, has made many Africans suspicious, in spite of official justification. Surely, if a particular person is not fit and proper to manage a school, he could engage another, provided the requirements of our education law are satisfied. From a superficial observation, the unwillingness of the Education Department to reconsider its decision on this score savours of victimisation. Then there is another instance of one indigenous Nigerian voluntary agency by name of Abosso Apostolic Mission, which operates at Amaba via Ovim. I am told that in spite of the fact that the sponsors had spent nearly £900 in erecting school buildings official permission to operate had been withheld.

Now, I do not claim to be in possession of all the pertinent facts in the two examples cited, but it is my considered opinion that, since the State has not been able to provide education for all, it should encourage any voluntary agency, indigenous and otherwise, to operate schools, so long as certain basic minimum standards are maintained. Efforts should be made to remove the general impression that only European and certain favoured African voluntary agencies can have the fiat to operate schools in this country.

The Inland Revenue Department has a great responsibility because of its role in our direct taxation. Whilst it must be conceded that the letter of the law is there to be enforced, yet this department can profit by applying the spirit of the law as well. Realising that accounting is virtually a new experience in Nigerian commercial life, this department cannot afford to leave an impression that it seeks to reap where it had not sown. It is becoming usual for some officers of this department to assess income tax on companies which, to all intents and purposes, have not earned sufficient income to cover their expenses for the year, much more to afford to pay income tax. That cannot be the intention of the framers of the law regarding companies income tax. Continuation of this policy will have one effect: it will be their responsibility

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to wind up certain companies which cannot afford to pay income tax because they keep bad accounts and virtually bankrupt.

May I request explanation from the official responsible in connection with a case which was reported in the *Daily Times* of 31st January, 1950, to the effect that the Supreme Court struck out with three guineas costs the action instituted by the Deputy Commissioner of Income Tax against a Syrian, named Rashid Khalil, Manager of Royal Hotel, Lagos, because the plaintiff failed to put in appearance. The Inland Revenue Department was reported to have claimed £821 13s 10d from this Syrian, being tax and penalty alleged due and payable by Khalil for the years 1946-49. Could it be true that this department was so inefficient that it preferred to have the case struck out with costs? If the report is true, then it is scandalous and should be probed at once. The tax-payers of this country can neither spare to lose the amount claimed for tax nor the costs awarded by the court. Yet of the £57,590 estimated for this department. £49,420 will be for salaries, and £4,800 for transport and travelling expenses.

With an increase of £75,210, Labour Department is asking for a vote of £171,750, out of which £109,410 has been earmarked for salaries, £15,650 for transport and travelling expenses, £250 for cablegrams and telegrams at Fernando Po alone, and £200 for cablegrams and telegrams at French Gabon alone. When the Labour Department was established, its aims and objects were said "to provide assistance and advice to workers and employers impartially, to promote good relations between employers and employed, and to provide accurate information regarding industrial matters." Has the Labour Department fulfilled the hopes and aspirations of its founders? The catalogue of strikes and labour disputes of the last five years provides a fair index to the answer. I am not competent to decide whether this is evidence of inefficiency or not, but certainly it is not one of efficiency, in spite of sincere efforts and hard work of certain individual members of that department. In its *Quarterly Review* of September 1949, a statement was made that "sixty per cent of the registered unions in the country, including some of the largest, are not members either of the Trades Union Congress or of the Nigerian National Federation of Labour." I should be obliged if the Honourable the Commissioner of Labour would place at my disposal a list of all the trades unions in the country indicating those identified with the Trades Union Congress and the Nigerian National Federation of Labour.

The Medical Department in asking for £742,940 has increased its budget by £43,900. Again, personal emoluments account for £360,780, about one-half, with the following allocated for actual medical service presumably outside the regions: drugs, dressings, etc., £133,200, grants-in-aid £94,000. Transport and Travelling expenses £34,450, equipment, apparatus, etc., £32,300, hospital diets £26,500. The position in respect of the abolition of private

practice is still a matter for speculation; it needs further clarification. Whilst it is true that colour discrimination is supposed to have been abolished in our hospitals, yet I must call attention of the Honourable the Director of Medical Services to what appears to be a recrudescence of it in Jos. According to *The Northern Advocate* of 2nd February, 1950, one Dr D. W. McLaren to whom the tax-payers of this country pay £1,200 salary plus expatriation allowance of £400 per annum, exclusive of perquisites and other allowances, was reported to have refused to treat one Miss E. A. Esan, a native of Nigeria who had attended the Plateau Hospital for treatment. He was alleged to have informed this Nigerian patient that the particular hospital in question was not meant for Africans but for Europeans and that she should go to the General Hospital which, presumably, was reserved for people of her race and colour. The distance between the two hospitals is reported to be about two miles and the physical and psychological strain of such alleged professional and official indiscretion upon this lady can be better imagined. I understand that a report of this act of racial discrimination was brought to the notice of Government. I would like the Honourable the Director of Medical Services to explain the position and, if the allegations are true, he should take appropriate action not only to avoid a recurrence but to request this civil servant to make an unreserved apology to the lady in question.

With reference to the vote on Military and Defence, there is an increase of £54,210 in an estimated expenditure of £805,960, out of which £750,000 has been set off as contribution to His Majesty's Government on account of military expenditure in Nigeria. That the sum of three-quarters of a million pounds should be contributed by the tax-payers of this country to maintain armed forces in which the tax-payers are discriminated against on account of their colour is more than I can stomach. So far as I know, there are not more than three commissioned officers of Nigerian extraction in such armed forces: At Kaduna, in March 1948, I and three Honourable colleagues of mine registered our dissent from this particular sub-head of the estimates, because this expenditure was intrinsically defective in principle, since no Nigerian had been granted commission by the King although, one Nigerian has been commissioned by the King since then and two are to be commissioned (if not already commissioned), yet I am of the opinion that the policy of Nigerianisation has not been energetically carried out by the military authorities for reasons best known to them. In the circumstances, I shall again register my dissent against this particular sub-head in the Select Committee. If Nigerians are not good enough to be officers in the armed forces of their country, then money paid by Nigerian tax-payers should not be used to maintain a military establishment which discriminates against Nigerians on account of their race and colour.

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A conference was held recently in London in connection with policy for colonial forces, and our Acting Financial Secretary represented this country. I think that this Honourable House is entitled to some information about any commitments made on behalf of our tax-payers, if such information has not been given. There is need for revision of the pay of our soldiers in the light of Tudor Davies report, the Harragin award, and the increased cost of living. Those in charge of the military should be more considerate in handling labour problems so as to guarantee to our soldiers better conditions of work. At present it would appear that force is used needlessly to exact sweated labour from our soldiers. That is a source of their complaint.

The Posts and Telegraphs Department is a favourite hunting ground for critics due to alleged inefficiency in respect of most of its services. The present incumbent of the post of Director of Posts and Telegraphs is a gentleman who has my respect and admiration; but that is personal. Whilst I notice an increase of £307,770 in its vote of £1,250,670 yet I am stunned to observe that £671,680 will be used for salaries and wages to staff—more than half of its vote—£60,000 for transport and travelling expenses, and only £59,120 will be spent for internal mail services whilst £46,500 is earmarked for external mail services. The sum of £223,380 is reserved for uncompleted works. I will repeat what I suggested at Ibadan last year: "Perhaps, a Cable and Wireless (Nigeria) Limited will be an answer to the accusations of inefficiency levelled at the Posts and Telegraphs Department." Until private enterprise is allowed to man our telecommunications system, as distinct from purely postal services, I can see no way out of our perennial difficulties in this respect. May I call attention to one instance of inefficiency? After the Public Relations Department had effected arrangement for the press to transmit news of the deliberations of this Honourable House, with the least minimum of delay, the Posts and Telegraphs have proved to be unequal to the occasion. The result is that all the efforts of the Public Relations Department and the press for an efficient system of communication have been frustrated.

There are certain points in connection with provincial administration which I wish to place before the House in the hope that those responsible will tackle them in a true spirit of statesmanship. In the Northern Provinces, certain Easterners who sojourn at a place called Ejule in Igala, Idah Division, have alleged that both the District Officer and the Attah of Igala had not only compelled their wives to pay tax, but that they, the male element, are being subjected to forced labour. They complain of brutality and corporal punishment at the hands of the local authorities. In the Eastern Provinces, a protest has just reached me from Port Harcourt from the Association of Market Men and Women to the effect that they had raised objection to the allocation of certain commercial

plots in the market area to Syrians to build forty shops by the Resident of Rivers Province, contrary to the Port Harcourt Town Council scheme. I do not know whether this allegation is true or justified, but no harm can be done by investigation bearing in mind that the interests of the indigenous races should be paramount to those of the immigrant races. From the same region comes widespread complaint of excessive increases in the direct taxation system at Port Harcourt. Those who paid £23 last year are said to have been assessed to pay £400 this year, and those who paid £60 have been requested to pay £929. It is not indicated whether these assessments are cumulative with retrospective effect, so the general impression is that it is the fruit of arbitrary assessment. An investigation would appear to be necessary.

The Public Works Department was described by one Honourable Member to be "wasteful", but it appears also to be warped in its attitude towards the aspirations of persons of African descent in its senior service. Two Nigerians are engineers out of 118 and there is a sum-total of five Nigerians in the senior service of this department out of 250. I stand to be corrected by the Honourable the Director of Public Works. No amount of Sunday school lessons will convince me to disbelieve that this department deliberately pursues a policy of racial discrimination cloaked with official subtlety. Yet in its estimates, the Public Works Department will spend £213,300 for salaries out of £238,930, excluding £305,260 for maintenance works, £297,330 for maintenance services, and £1,463,190 for "extraordinary" expenditure. I must assert with all emphasis that the brain of the African is not one whit behind that of any other race so far as studies in mathematics and engineering are concerned, hence I cannot appreciate this studied attempt to freeze out the black man in a department in which he has great possibilities and potential contributions to make in the development of his country. I have before me a letter from a young Nigerian road engineer who was qualified in one of the accredited mid-western universities in the United States. This youngman is a B.Sc. (Engineering) and also holds a licence as an interne from the Board of Registration of Professional Engineers and Surveyors of the State of Ohio. Because of his American qualification, he has been denied entrance into the senior service of his country even as a junior engineer. Now, I am not competent to discuss the relative merits and demerits of British and American technological knowledge, suffice it to say that the last war proved the efficacy of American engineering technology. It is needless for me to make further comments since this same department had offered one of the two Nigerian Engineers on its staff an initial salary of £128 per annum in 1936, in spite of the fact that he held a degree in engineering from a British University. Therefore, I find it impossible to accept without a pinch of snuff the statement of the Honourable the Director of Public Works regarding difficulty in

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recruiting staff, *vide* Sessional Paper No. 1 of 1950 laid on the table of this House, last Thursday.

May I be permitted, Sir, to make a few general remarks? Some departments are still complaining about inability to obtain certain supplies, due to the delay of the Crown Agents to fill their indents. Two Honourable Members expressed my thoughts when they suggested that if delivery of indents through the Crown Agents is slow, then an alternative method of speeding up supplies should be tried, if even it means a departure from orthodox procedure. A friend of mine, who is executive of a very large firm of importers, told me that if indents were placed with his firm for the supply of electrical plant and machinery to generate light and power for certain townships, the order can be filled in a comparatively short time. And yet many towns in Nigeria must remain without electricity because of the apparent inefficiency of the Crown Agents. Perhaps, by the time the Nigeria Trade Commissioners's office begins to operate in London, the tax-payers of this country would escape the inefficiency from which red-tape cannot be divorced.

Certain Honourable Members have referred to the last paragraph of Your Excellency's speech of a week ago. Some of the references were too sentimental and the paragraph was most unfortunate. I should think that if any section of the population is "a very small minority" then the less said of it the better.

True, some of our youths are agitated and are making legitimate demands for immediate change in the political structure of the country. This is nothing extraordinary: it is merely a reflection of the spirit of change with which the twentieth century is interwoven. Our youths are in revolt against the cant and hypocrisy of contemporary times. So far as I know, they are not antagonistic towards any particular race, and they do not necessarily loathe any particular nation. So far as I have been able to ascertain, our youths do not hate any particular person and they do not dislike any particular official. But they have a highly developed sense of justice, hence they are averse to exploitation and oppression; and they want to be free. Edmund Burke said: "Tell me what are the prevailing sentiments that occupy the minds of your young men, and I will tell you what is to be the character of the next generation."

Why, then, should some of us, members of a generation which has had its opportunity and failed to usher in freedom in their lifetime, have the audacity to misinterpret the yearnings and desires of our youth? If we prefer to remain slaves, what right have we to sentence the generation which follows us to slavery? Only confirmed slaves would tighten the chains of slavery around their necks and those of their children. I am not a slave and I have no desire to commit my children to slavery; but if I were a slave, and preferred to have my children follow in my footsteps, then it

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were better that I had never been born. Edmund Spenser in his *Faerie Queene* said: "A fool I do him firmly hold that loves his fetters, though they were of gold".

I respectfully submit that I will not hesitate to advance the view that it is unfair for some members of this Honourable House to have condemned an accused person who was being tried by the court on a charge for attempting to kill the present Chief Secretary to the Government. Whilst I am in complete agreement with the views they had expressed in this assembly, yet I feel that it is wrong to make comments on an issue which is *sub-judice*. I am one of those who strongly oppose the idea of the Judiciary being influenced by the Executive. I feel the same about the Legislative. Our Standing Orders in this respect are clear-cut: "Reference shall not be made to any matter on which a judicial decision is pending in such a way as may prejudice the interests of the parties thereto." Although Your Excellency is an arbiter of what is the correct interpretation of the Standing Orders, yet I submit that to condemn in this legislature an accused person who is on trial cannot be justified as a parliamentary privilege.

In conclusion, let me reiterate that all who love their country must naturally expect their country to be free within the shortest possible time. In years gone by, I was staunch in my belief that Great Britain will set us free without fuss. If I did not have such faith in the Briton, I would not have joined the delegation to the United Kingdom in 1947. In my university days, when I was studying French, I was unable to appreciate the significance of certain excerpts from Barere's speeches during the French Revolution, one of which reads: "The tree of liberty grows only when watered by the blood of tyrants". There can be no doubt that something must be wrong with a great nation which continues, in spite of experience of centuries, to use the same old tactics and techniques to rule unwilling peoples only to lose them in the end with bad blood on both sides. A chapter on India in the latest book by Lieutenant-Colonel W. R. Crocker, entitled *Self-Government in the Colonies*, shows how the policy of force hardened even the school children and youths of India so that when the time of parting came, it was done with bitterness and hostility.

The defeat at the polls of Mr Arthur Creech Jones and Lieutenant-Colonel David Rees Williams, the two pillars of the Colonial Office, until recently, may be a reaction of resentment on the part of the British public against an antiquated colonial system and policy; but so far as I am concerned, my faith in the sincerity of Great Britain towards Nigeria is beginning to wane and I must admit openly that if Nigeria must be free, then the experiences of former British dependent territories must be a lamp to guide the feet of those who seek for a free Nigeria in their life-time. As I said sometime ago, "I shudder at this thought, but history has yet to

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convince me otherwise. If we mean to liberate our country, we must reckon with these realities and cease from living in a fool's paradise." I have doubted the wisdom of these thoughts in the past. I have waited for one positive act on the part of those who govern to prove me wrong; but I have waited in vain. I now realise that I have been dealing with those who think they are perfect and not mere mortals. In his *Man of Destiny*, George Bernard Shaw said: "There is nothing so bad or so good that you will not find Englishmen doing it; but you will never find an Englishman in the wrong. He does everything on principle. He fights you on patriotic principles; he robs you on business principles; he enslaves you on imperial principles."

Only a change of heart can save this country from the pall of gloom now hovering around it. It is not whether Britain is right or wrong; and it is not whether Nigeria is right or wrong. In the final analysis, the test is: what is right for Nigeria? May history lead us to find out what is right and do it quickly so as to preserve goodwill, fellowship and mutual respect among the many communities which comprise this great country with a great future.

Sir, I support the Appropriation Bill.

His Honour the Chief Commissioner, Western Provinces :

Your Excellency, I am somewhat reluctantly dragged to my feet by the fact that there appears to be another of those rather peculiar—but I hope not sinister—hiatuses in the proceedings of this House. I seemed to catch a gleam in Your Excellency's eye which made me think it possible that you would, almost at any moment, be calling on the Honourable the Financial Secretary to wind up this debate, so I thought the moment had come when at any rate I would try and get in my little say.

First of all I should like to reciprocate, with a year's compound interest, the thanks which were conveyed to the West at Ibadan a year ago by His Honour, and I should like to thank him and his Officers, and the people of Enugu, for the welcome which they have given to us from the West. They have considered our enjoyment, they have thought much for our comfort and even to the extent of arranging a wedding of an Honourable Member to take place while we are in session.

There are just one or two matter to which I should like to refer. At a recent meeting of the House of Assembly in the Western Provinces I was greatly struck by the speech which was made by the Deputy Director of Medical Services, Dr Manuwa, and the general theme of this speech was to the effect that more effort should be made in this country at self-help, and he rather deplored the attitude adopted by some people in blaming on to the Government all the responsibility for all the ills that flesh is heir to. I think I have seen, even in this Honourable House, a slight indication in one or

two speeches of that particular feeling of considering that Government is responsible for every single thing that goes wrong. In that connection I should like to refer to a matter which was raised by one or two members—they referred to the lack of discipline which exists in the schools of today. They have indicated that ill-discipline is the result of mis-education and that mis-education is the fault of Government. Now it is perfectly true, I think, that during the war years the Educational Department and education in general had to fight a very difficult battle. Many of the schools which I have visited two or three years ago were suffering severely from lack of staff, and particularly from lack of well-trained staff. You would find in a Primary School a packed row of young men aged apparently about twenty who should, one imagined, be farming rather than wasting ink, and in front of them you would find a pupil-teacher who must be at least five or six years younger than many of his own pupils. That is hardly the way in which you can expect to find children leaving school with a high sense of discipline.

The point I wish to make here is that this ill-discipline of which we have heard is not primarily the fault of Government. It is the fault of war conditions in which these boys went to schools, and I should like to say now that in my opinion, after visiting recently considerable numbers of schools, that we are past the worst and that the future of boys at our schools is considerably better than it has been in the past. It is a significant fact that our teacher training colleges in the Western Provinces there has been a remarkable change in the attitude of the pupils within the last year or so. As with the press, I take it that Government policy is not to stifle criticism but to encourage calm and constructive criticism from the people. This applies in equal measure to my mind to the younger generation in this country. What we want is not lack of criticism, but sound criticism. Now, it was the fashion a few years ago in our teacher training colleges to look upon any criticism of Government, however unfair that criticism might be, to be fair, and any boy who defended Government was looked upon as paying lip service and being a stooge, a blimp, a today and a yes-man. Now that attitude of mind in training colleges in the Western Provinces has recently changed and there is, I think, a genuine desire for knowledge and understanding and a determination on the part of the pupils to judge for themselves and not allow others to judge for them. Only recently I visited a training college in the Western Provinces and the pupils there spoke with enthusiasm of a visit which they had received previously from the Regional Public Relations Officer, in which he had talked to them about what Government is doing, and answering all sorts of questions which they raised. They told me that they were very greatly looking forward to a similar visit from him in—they hoped—the near future. The Regional Public Relations Officer himself said how much he

had enjoyed that visit and the high standard of interest and the very useful type of question put to him by the students.

For that reason I feel that we should not today feel quite so worried as regards the discipline in our schools, because with the steady improvement in the standard of education and character, perhaps, of the teachers in these schools I am sure we can look forward in the future to a higher standard of discipline. But what does cause me very grave concern—and this is a matter which I do not think I have ever heard raised in this House before—what is causing me grave concern is the attitude of parents toward the education of their children.

Now, in our Primary Schools, particularly, we are attempting to give more and more agricultural bias to that education, with the slogan to the Standard IV to Standard VI boy of "Back to the Land". We all know, Your Excellency, that these boys, or the vast majority of them, do not go back to the land, and if we ask the question why, the answer in a great many cases is that their parents have not the slightest desire for them to return to farming—they are still under the impression that the pen is better than the plough. They are still under the impression, many of them in the country regions, that the Standard V or Standard VI boy will become a clerk, and even to this day they are unaware of the fact that he is very much more likely to become a 'boma' boy and to knock about in the large towns in lorry parks, and so on. They do not realise that these unfortunate boys will not earn their living by their pens, but by their wits.

It is very seldom that I find myself in disagreement with the Honourable the Fourth Member for the Eastern Provinces, but I feel that I must cross swords with him over this question of adult education. He, I think it was, who maintained that our primary need was for compulsory primary education for all children and rather put adult education in a very much less important category. But I feel I am talking of adult education not as merely giving to a few adults a nodding acquaintance with the three R's, I am talking of adult education in a very much wider sense, and one of the ways in which surely we must educate parents is by making them really interested in the schools to which their children go. A great deal has been done in that direction in the way of Teacher-Parent Associations at schools, and so on. It doesn't seem to me to be of much use if we insist on an agricultural bias and rotation of crops in school farms, and so on, if first of all parents themselves have no desire for their children to farm, and secondly, if they do return to farming they do not believe in any of these new-fangled ideas about farming, and so surely it is not only the duty of Government but also the duty of all men of goodwill to attempt to educate parents as well as children with regard to the extreme importance of farming in this country. Every year, as

Honourable Members are aware, we get more and more children leaving primary schools, and there is a movement afoot as soon as possible to have compulsory primary education for all children. Well, surely it is a matter of pressing importance that we should get not only the children but also their parents to do all that is possible to bring their children back to the land. Now this attitude of parents does not only apply to the agricultural bias on education, it applies, in some cases at any rate, also to technical education. It was only a matter of three years or so ago that I was present at the opening of a school the object of which was to give instruction with a very definite technical bias, and we all made speeches and spoke of the use to which our hands could be put, the delight of creating something fine, and many other hopes of that kind were expressed. A matter of two years or so later I visited that same school and the technical bias of which we had such high hopes had completely disappeared and the school was carrying out what one might describe as its normal curriculum, and the cause of this was that the parents themselves objected to their children being taught the use of their hands by being given a technical education rather than the education which would suit them to a life of pen-pushing, as one Honourable Member described it. Attempts are now being made to win the parents back into an enthusiasm which at that time we all felt for technical knowledge, but here again I do feel we ought to stress the importance, not only from the Government side but from every other side, of getting at the parents and talking them into an appreciation of what is happening today in the way of need for improved agricultural methods and the training of craftsmen.

I mentioned the school farm and I would like to say a word or two on the subject of the farm school. In the Western Provinces we started a farm school with great enthusiasm. We sent round to primary schools and told them about our farm schools, and we hoped to recruit a considerable number of Standard VI boys to attend these farm schools. We had a certain amount of initial success, but as I think the Director of Agriculture will agree with me, we found that the average Standard VI boy did not take to farming, and although all sorts of inducements, as it appeared to us, were put in his way to encourage him, the fact remained that although some of the boys started fairly enthusiastically, most of them gave it up within a very short time of starting, and only a very, very small minority settled down to farming. There are, I know, a number of contributory factors. That is quite true. But the point I wish particularly to make is that the Standard VI boy, encouraged by his parents, will do anything rather than go back to the land, even if he is encouraged to do so by having training in modern methods of farming.

Now my Honourable friend on my right, turning to another subject, mentioned a matter of extreme importance—the tarring

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of roads, and I entirely agree with him. The faster we can tar our roads and the more of our main roads we can tar, the better, and I know that the Director of Public Works agrees with me entirely that the only solution to the state of roads which take heavy traffic in this country is tarring, and that no other solution has been found. I speak of course of roads on which there is a heavy burden of lorry traffic—and the Honourable Member went on to say that he thought the tarring of main roads should take precedence over the making and upkeep of feeder roads. While I agree entirely that the tarring of roads should have the highest priority, I think it would be the greatest possible pity if we eased up on our feeder road programme. One Honourable Member mentioned the importance of amenities for the villages, and mentioned the possibility of each village at some future date having a cinema. Another Member suggested that too much money has been spent on the large towns and too little on the districts and on the rural areas. Now my experience tells me that if you visit a village which is off a main road and not connected to a main road by a quick, easy feeder road, that almost the No. 1 priority in the demands of that village is that they should be supplied with a feeder road. Now I quite agree that rural areas have been somewhat neglected, and I should be very loath to agree that they should be further neglected by the policy on the part of Government of failing in assisting them in the creation of communications to link them up with other parts of Nigeria. The demand for roads in these villages comes from men and women and from young and old, and I think it would be a great mistake on our part if we were to discourage this very natural desire, and this very popular and much-desired amenity.

Last year I spoke, I remember, at some length on the subject of political progress in the Western Provinces and I have no intention now of going over that ground again, but I should like to record my thanks to the Oni of Ife for the remarks he made in regard to democratic and political progress made of recent years in the Western Provinces. I should like also to say that in my opinion no man is better qualified to make that statement than is the Oni of Ife who is himself in the vanguard of progress and who has given to the Western Provinces a demonstration of what a democratic ruler should be and of what a democratic ruler can do.

Sir, I support the motion.

The Third Member for the Eastern Provinces (The Hon. A. Ikoku, O.P.E.):

Your Excellency, I rise to support the second reading of the Appropriation Bill.

I am glad to associate myself with those of my colleagues of the Eastern Provinces who have extended the warm welcome of the Region to Your Excellency and Lady Macpherson and to all visiting Honourable Members.

I desire to pay a sincere tribute to Your Excellency's patience, good sense and statesmanship in the way Your Excellency has literally begged for comment and criticism from our local counterpart of His Majesty's Opposition, since the debate on the Budget opened. Your Excellency could indeed have put the question on the first or second day of debate, when there was a lull on the speeches. It is my earnest hope that when this country comes to political maturity we shall carry with us, not only memories, but practical appreciation of British constitutional procedure and prove ourselves not only willing but anxious to weigh and accommodate the other man's viewpoint as an indispensable ingredient in statecraft.

The Budget before us is a formidable document and I must confess quite frankly that my attitude rather is that of a humble enquirer desiring the unravelling of some of its mysteries. In view of the fact, for instance, that supplementary expenditure for the first nine months of the financial year 1949-50 exceeded one-and-a-half million pounds (the exact figure is £1,661,700) with an estimated Surplus Balance for that year of £710,650 why does the Financial Secretary budget for the paltry surplus balance for the financial year 1950-51 of £235,000? In other words for a surplus balance of less than one per cent of estimated revenue?

Again, if the rumour is true that unexpended Colonial Development and Welfare votes cannot be re-voted—perhaps the Honourable the Development Secretary will offer an explanation here with confirmation or refutation of this rumour, why does the Budget show an estimated revenue of £4,189,120—from Colonial Development and Welfare Grants, against an estimated expenditure under this head of £4,164,120—£25,000 less than revenue? In connection with this question of re-vote of unexpended Colonial Development and Welfare money I have particularly in mind grants for a bridge in my district of the Calabar Province which we are unable to rush through this month but which we are extremely anxious to see through before the next high floods. I hope the Honourable the Development Secretary will explain with particular reference to this bridge over the Enyong Creek on the new Ikot-Ekpene-Aro Road.

I note that the Honourable the present Financial Secretary proposes to carry out his predecessor's policy of expenditure stabilisation enunciated at Ibadan last March. Commenting on that proposal last Budget Session, I said, *inter alia*: "I cannot, however, endorse the suggestion to stabilise expenditure on education without two important reservations. We have to face the inescapable necessity to train secondary school teachers for commerce and industry as well as for purely academic utility."

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Quoting the following statement from the Financial Secretary's Budget Speech:—

“ It is recognised, however, that there is a real need for a greater quantity and of more varied types of secondary education and of extended training within industry. Unless, therefore, secondary teachers' training on a considerable scale is undertaken during the next decade in relation to economic development we shall lack essential trained persons for commerce and industry in the years ahead ”,

quoting this statement I expressed the opinion that the then level of budget provision did not indicate that we were planning to meet our needs in this field. I still feel so with relation to the present provision. But I shall return to this topic later.

In the gigantic task of piloting this country to manhood and maturity I can discern that Your Excellency's administration is grappling with three major problems—all closely knit and interwoven with each other and all concerned with foundation laying. (I am not thinking of political advance and constitution making at the moment—things in a sense the effect, and not the cause, of foundations).

Broadly speaking, our development falls into three categories—physical, fiscal and human. Again broadly speaking, the departments of Agriculture, Transport, Public Works and the Development programme generally concern themselves with our physical well-being and advancement; the various marketing boards, and their sister twin departments of commerce and industries and marketing and export, touch directly on our fiscal policy, while several agencies, principally the Department of Education, devote attention to our human development. Various Honourable Members have commented on what I might call the departments of our physical development and I do not propose to weary Your Excellency by repeating those comments or making fresh ones.

About the Marketing Boards: I am amazed at the way we seem to take them for granted. With the exception of one or two Honourable Members, notably the Honourable Sir Adesoji Aderemi I, K.B.E., the Oni of Ife, we have been tardy to pay the wisdom and foresight of Your Excellency and your predecessors, together with the business acumen of Sir Sydney Phillipson and his various Boards and Committees, the warm tribute you all deserve. An accumulated reserve of over £40 million in some eighteen months is an incredible story in the history of our fiscal policy and its attendant success. All this money could, under the old code of trade, have gone into the pockets of the various combines, leaving us with no guaranteed prices and no prospects in the face of merciless world competition, to boot! But it required a global war and the grim realities of that struggle to rouse the conscience of Government here and in the United Kingdom to a realisation of the

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inequity of the old order. Time was when Government felt puny and helpless at the hands of trading combines in the face of an evil which threatened to crush the peasantry of this country; but, thank God, who "fulfils Himself in many ways"—even by Marketing Boards!

It will probably require as much, or even greater courage to face up to the problem of our human development. In the quotation from our late Financial Secretary with which I opened this speech, we can see the handwriting writ large on the wall:—"unless Secondary Teacher Training on a considerable scale is undertaken during the next decade in relation to economic development, we shall lack essential trained persons for commerce and industry in the years ahead."

The picture, Your Excellency, emerges in much bolder relief if for the words 'secondary teacher' we substitute 'high level specialist'. With the permission of the late Financial Secretary, I will repeat his text, thus: "unless high level specialist training on a considerable scale is undertaken during the next decade in relation to economic development, we shall lack essential trained persons for commerce and industry in the years ahead."

Your Excellency, in my maiden speech delivered in this House in March, 1947, I laid emphasis on human development. I expressed the opinion that two hundred scholarships per annum was far from excessive. In my view, the Nigerianisation Scheme suffers from lack of vision. Its horizon is the Civil Service. But this is hopelessly inadequate. What modern country depends for its industry and commerce—for its production as distinguished from consumption—on its Civil Servants? This reminds me of a District Officer friend of mine who told me in very bitter tones that of the fourteen of them in his College House who graduated together he alone had the "misfortune" of entering the Civil Service.

The keynote of policy enunciated by Your Excellency in your opening address last week was 'Participation'. We endorse this policy most heartily. Participation, not only in the direction and execution of Government policy, not only in the legislative and administrative spheres, but also in the specialist fields. This postulates specialist training in the higher levels, for example, engineering (civil, mining, electrical and mechanical), business administration, and industrial technique.

All talk of advancement towards self-government (and we Nigerians talk loudest of all) without a sound physical foundation coupled with the training of Nigerians to man the various fields of specialist activity, sounds hollow and short-sighted. The greatest development is human development. Knowledge is power. We want to induct Nigerians into the secrets of the white man's power—education in all its realms and levels. Your Excellency, I suggest that we must use overseas institutions and establishments on a much

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more intensive scale, both for the theoretical courses and for the practical experience mentioned by Your Excellency in your address. Every minute of delay in establishing the projected Nigerian College of Arts, Science and Technology is, without the slightest exaggeration, the equivalent of five progress years lost, five self-government years as they will say at Glover Memorial! Your Excellency, we shall never achieve our ambitions for this country without an adequate supply of Nigerian specialists, technicians and business administrators in the higher levels.

Before passing on to other matters of moment, I crave Your Excellency's indulgence and that of Honourable Members, to allow me to touch briefly on the human side of the work of a number of government departments. In common with my honourable friend, the Fourth Eastern Provinces Member, but unknown to either of us, I had raised the issue of the status of Pharmacists and Dispensers by way of question. I await the answer of the Honourable the Director of Medical Services.

Similarly I await the answer of the Director of Posts and Telegraphs, through the Honourable the Chief Secretary to the Government, to my question on the status of telephone operators and supervisors.

It is very depressing to note that the Public Relations Department, of all departments, should contain Africans who complain bitterly and long over ill-treatment. This department, like Caesar's wife, should be above every vestige of suspicion of ill-will or discrimination. Any guilt on this score renders the whole work an object of the department nugatory. At Kaduna in 1948 we pressed in Finance Committee for recognition for a Member of the Staff of that department who is now in the Senior Service. At Ibadan last year we raised the question of another member who had spent some fourteen years in England. It was admitted that he was good and I had a personal assurance that his case would be considered. What has become of that promise? Again this year I am compelled to seek redress for yet a third member by way of question addressed to the Honourable the Chief Secretary to the Government, as a matter of form. Is the human relationship of this department all that is to be desired? I respectfully request Your Excellency to have a word with the powers that be in this department in the interests of that harmonious relationship which we all have so much at heart. If the ship springs a leak here, all our voyage "will be bound in shallows" and possibly also in "miseries".

The Hon. the Chief Secretary to the Government :

May I ask a question. The Honourable Member was referring to the Public Relations Department? You had left the Posts and Telegraphs?

The Third Member for the Eastern Provinces (The Hon. A. Ikoku, O.B.E.):

Yes, Sir. While on the subject of government departments, I might state that I associate myself with the plea of the Honourable the Second Member for the Northern Provinces for a suitable home for the travelling files and typewriters of the Clerk of this Council. We have watched his peregrinations with disgust during 1949 and now that he has landed at last at the Tower of the Secretariat, it is earnestly to be hoped that the tower clock, if not a bell, will ring out for ever the old year of a nomad's life and ring in a new era of peaceful planning and expansion within his sphere for an officer whom we all hold in the highest regard at once for his efficiency and his unflinching courtesy.

Your Excellency, I now beg leave to touch briefly upon educational administration and the teaching profession. First, then, the administration of education. The recent phenomenal expansion in primary, secondary and teacher training facilities raises the question of quality. I sounded a note of warning in the Eastern House some eighteen months ago. Book learning and examinations are not in themselves education; they are mere incidents in the educative process. We must look to the quality of our schools as this reflects the quality of the new generation to whom we must hand over all that is dear to our own generation. The new Code has set the administration of Voluntary Agency primary schools in its proper perspective and made satisfactory financial provisions for that administration. But in the sphere of secondary education and teacher training, the official government inspectorate is inadequate both in quality and in numbers to cope with the great increases in institutions. This is particularly so in the Eastern Provinces. The Regional Directorate also calls for strengthening in view of the onerous and multifarious duties that the Regional Deputy is expected to discharge.

If we are to get good value for the large sums of money voted for education, both from central and regional funds, it is a sound business proposition to ensure that an adequately staffed inspectorate exists to make sure that development is in step with approved policy. We must so staff our Regional Directorate that high level decision—and action—can be taken and executed with promptness and expedition.

Before leaving the question of educational administration, I should beg leave to draw the attention of the Honourable the Director of Education to the existence within his department of a school of thought inclined to the extremely dangerous and suicidal view of limitation of teacher training. In a country over 90 per cent illiterate a more reprehensible policy could not be imagined. I am quite aware that financial considerations are largely responsible for any inclinations towards the view that teachers are being trained in excess of our needs and I imply no reflections whatsoever upon any members of the Department. But I should invite the

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Honourable the Director of Education here and now to dispel any illusions there may have been on this subject and give the country an assurance in the name of the Government that the official view is diametrically opposed to this school of thought.

Turning to the teaching profession. Your Excellency, I must thank you and the Executive Council for your recent decisions with regard to teachers in Voluntary Agency Educational Organisations. I refer to the Teachers' Superannuation Scheme and what is popularly known as "Senior Service posts". It is the view of the Nigeria Union of Teachers, however, that in the former case the pension constants should be the same as those used in computing pensions and retiring allowances for Civil Servants, while in the latter the salary scale should be A, not B.

We are not impressed by the argument that Voluntary Agency teachers are not Government employees. No one denies that Teachers occupy a key position in the whole fabric of the State. If they are not Civil Servants, technically speaking, they certainly are much more than that. They are builders of the nation and agents directly of Government or associated with Voluntary Agencies in carrying out Government's obligations, second only to the maintenance of law and order—that of the care and welfare of the nation's children.

If for reasons of economy we cannot give teachers the same salary conditions as others of their status and education enjoy, let us say so frankly and sincerely and not try to tease and annoy those with a sense of vocation among teachers with specious arguments. Our objective should be the creation of a National Teaching Service.

Despite the desperate need for making up the leeway in educational matters in the North, His Honour the Chief Commissioner, Northern Provinces, told us in his masterly exposition yesterday in this House that they are already meeting with difficulty in filling training vacancies in some of the Northern Teacher Training centres. It is true of the South as it is of the North that the younger generation are growing to despise the teacher and his calling. In remuneration as in status the teacher comes last. When Your Excellency or some distinguished Government visitor tours the Country, how many teachers are included in the list of "local notables", in comparison to lawyers, doctors and business men? These things hurt, and the effect goes deep. In view of the masterly speech of my friend, the Honourable Sulemanu, Emir of Abuja, on the status and remuneration of teachers, I shall add not a word more. I wholeheartedly endorse every word of the Emir's classic address.

Reverting to "Senior Service" posts, I am fully aware that there is no foundation whatsoever for the ugly rumour that there will be differential treatment between expatriates and non-expatriates

in Voluntary Agency organisations in the matter of determining points of entry into Scale B on conversion. I could answer for the Government here but I suppose my word can hardly carry the desired weight. I should therefore invite my Director again to give an assurance on behalf of Government and allay the fear and suspicion which if left to gather force might destroy much that is valuable in Voluntary Agency schools and institutions.

In conclusion, Your Excellency, I should like to say a word or two on the maintenance of law and order. I desire to offer to the Honourable the Chief Secretary to the Government the sincerest congratulations of all men of goodwill from the Eastern Region on his miraculous escape from the dastardly attack on his life. We in the East owe an apology to Honourable Members and to the whole of Nigeria for the nasty record our irresponsible elements have created in the last twelve months. We are thoroughly ashamed of this record and do beseech you not to judge us by a few misguided and misdirected youths.

I am confident that I am speaking with the full support of the Eastern House of Assembly (and by that I mean the unofficial members of that House) when I assure Your Excellency and Honourable Members that all men—and women—of goodwill in the Eastern Region are solidly behind Your Excellency in your solemn resolution to preserve law and order.

If there are any who believe that in the stirring up of discontent and incitement to lawlessness and indiscipline lies the short cut to political careerism and the eventual imposition of their satanic will on this fair land, they have made grave miscalculations. The solid good sense of the ordinary man and woman will react sooner or later against their bamboozling and tomfooling tactics. In fact, the reaction has begun. Their lies will out and they will eventually be discovered in their nakedness. Playing foul is always an admission of weakness. All players of soccer know this. Resort to violence is an admission that the game is up our friends of the school of violence know that they have lost the game, at least in the political sphere. When Germany began to use V-bombs for indiscriminate bombing, I knew that they had done their worst and I expected every moment, sitting before my radio to hear that the war was over. Violence is a sign of weakness; it is a psychological admission that you are losing the game. It might do our friends of the school of violence a world of good to bear in mind the old Roman adage that it is not always in the power of the same man to make a war and to call it off. On the part of us Unofficial Members we will do well to remember the ancient Ibo paradox that only a strong man can keep the peace. There was abundant evidence of British goodwill towards the Germans before 1939 as there is now. But during the war years the only language Nazi Germany understood was their own—that of violence.

[Hon. A. Ikoku]

[Appropriation Ordinance]

First the Royal Air Force stopped the Luftwaffe over the air of Britain. Then a follow-up with our friendly 1,000-bomber visits to Cologne, Hamburg and other German cities. The magic worked. The violent could now hear in their own language. That is the way of the world.

But there is a higher way. Today British goodwill towards Germany reaffirms itself. The Royal Air Force had to create the opportunity for it, however. If we want peace, Your Excellency, to quote another Roman proverb, we must prepare for war.

To our compatriots we extend the right hand of fellowship in our united effort to build a free and autonomous Nigeria, but to such of them as resort to violence, we would sing the gentle reminder that "He that taketh the sword, shall perish by the sword".

The road to autonomy, Your Excellency, will be hard and dreary. It may be long; it may be short who can tell? But it certainly will require all our qualities of head and heart and hand. The pilgrims to that Holy Land will need something like the following travelling kit:—

Work, real hard work, no words; truth, not falsehood; consistency, not political opportunism; tolerance, not a dictatorial attitude hidden under a cloak of false modesty; a deep and abiding philosophy of state, not shallow pet-phrases calculated to evoke the cheap applause of innocent audiences; construction, not confusion; co-operation, not impotent self-sufficiency; self-surrender to the highest ideals of service, not a self-imposed martyrdom coldly calculated to put us in a position to impose our wills on our less fortunate countrymen; above all—love, love, love all the way—not hate.

The Third Lagos Member (The Hon. Adeleke Adedoyin):

Your Excellency, I rise to congratulate you, Sir, for your memorable speech made last Thursday when you opened this Session of the Legislative Council, in this new but historic palatial edifice for which we ought to congratulate the Chief Commissioner, Eastern Provinces, and the Members of Legislative Council from the Eastern Provinces and the Eastern Provinces House of Assembly, and the good people of the Eastern Provinces.

Your Excellency, you repeated and emphasised the policy of your Government in this wise—you said, Sir:—

It is a policy based on faith in the good sense of the people of Nigeria as a whole, and it has constant regard for the well-being of the most numerous, and important, section of the community, the great mass of stout-hearted farmers and villagers. It is a policy based on mutual confidence; confidence between the Government and the people (and by "Government" I mean the whole structure, of which this Council is an important part): confidence between the people

and their local government and traditional authorities: confidence between African and European: and confidence between African and African. The main theme—and it is a theme which I am constantly emphasizing—is “participation”. The aim of my policy has been, and will continue to be, to bring the people in and to give to their representatives ever-increasing responsibility, not only for shaping policy but also for carrying it out.

Your Excellency went further in dealing with the Constitutional Review, thus:—

“the time has come for the greater association of Nigerians with the Government, not only in the spheres of legislation and finance, but also in the sphere of policy making and executive action”.

Your Excellency, this policy that has been initiated by you has been watched as what we have been panting for year in and year out up to this moment, but we are happy indeed that Your Excellency has given us the hope, a sincere hope, for which all of us will be grateful to you for ever. It is, I would say, Sir, always a general belief of us that when the Governor goes the new Governor will make good his own plan. We will have a new Governor and probably we will have a new policy, and I sincerely hope that this policy of Your Excellency will be the foundation and corner-stone of the superstructure of our new Constitution, and if the new Constitution were built on this sound foundation of Your Excellency's policy, and it comes into operation (I mean the new Constitution) some time this year or the next, I can very boldly prophesy that in ten years' time Dominion Status will be knocking at the door of Nigeria and will be tenderly pleading “open to me”. Dominion Status is self-government but, Your Excellency, some irresponsible political charlatans have started to incite innocent youths of Nigeria to commit atrocious crimes of “violence on the person” and of sedition. It is a shame. They ring it stoutly in the ears of these poor misguided, and at the same time credulous, youths that they want self-government for Nigeria now, now. This they know is a lie. It is sheer folly to have self-government which you cannot defend. It is a farce, it is a sham—it is not self-government at all.

Your Excellency, if these youths that I refer to should go to jail at any time for the offences which I also refer to, their mal-instructors must also join them and have a bite of the bitter pill and a sip of the bitter cup.

The Hon. the Attorney-General:

On a point of order, Your Excellency, I am bound to say that the cases of these youths that are being referred to are *sub judice*.

[Hon. A. Adedoyin]

[Appropriation Ordinance]

His Excellency :

I was in some doubt whether the Honourable Member had some particular cases in view, in which case he would be out of order.

The Third Lagos Member (The Hon. Adeleke Adedoyin) :

I do not refer to any particular case at all and the subject has nothing to do with what I am saying in this House of Assembly.

As I was saying, Sir, we all want self-government for Nigeria as soon as possible, but definitely I can assure you, Sir, it is not "now, now". There is a case which I can quote of a country which agitated for self-government at a time when it was not ready for it. Great Britain granted that country self-government. I am referring to Burma. This was in 1947, but now Burma is seeking to go back into the British Commonwealth of Nations. As I said, Sir, these political place-seekers are the very small majority Your Excellency referred to in your speech on public security, as follows:—

" Finally, I must refer to public security. There is, I regret to say, a small minority—fortunately it is possible to say a very small minority, noisy though it is—which appears to imagine that it can achieve political ends by stirring up dissension and ill-will, and even by resorting to violence. I am confident that the vast majority of the people of this country utterly reject that view, and that I have, and shall continue to have, the widest public support in taking every measure which may be necessary to maintain law and order, so that political and economic and social advance may proceed. If there are in Nigeria people who mistake friendliness, and a sincere approach, for weakness, they are making a very grave miscalculation. We all deeply deplored the tragic events which took place here in Enugu and elsewhere in the Eastern Provinces last November, and we await the report of the Commission of Enquiry, which I hope will be published within a few weeks. We look forward to receiving the guidance which we hope that that report will give us, and all of us must devote all our energies to ensuring that never again shall such tragic events mar Nigeria's progress. If there are those who wish to make the publication of that report the occasion, not for getting things better, but for attempting to make them worse, I warn them of the serious consequences of such a misguided purpose. I am sure that I have every public-spirited Nigerian behind me when I say that the Government will take every step that may be necessary now and in the future to protect person and property and to prevent violence and disorder and I give a solemn promise to those public-spirited people that they will have Government's full support when they declare themselves on the side of law and order.

[Hon. A. Adedoyin]

[Appropriation Ordinance]

Unless that primary task of Government is faithfully discharged all our plans for political and economic advance, which command such wide support and on which the progress of the country and the welfare of its people depend, will be delayed and disrupted. I assure you that the task will be faithfully discharged, and I am confident that in carrying out this duty to the public the Government will have your ready and full support."

I believe, Sir, that empty casks make much noise. I can assure Your Excellency that the people of Lagos whom we represent see with you, Sir, on this particular point of public security. I refer to a new slogan of "Self-Government for Nigeria, Now, Now", but whatever the results may be I say, Sir, that the people who started such a slogan could only be political ignoramuses or ordinary mischief-makers. They are bound to retard the progress of Nigeria on account of the incitement given to the innocent youths of this country.

The people of Nigeria would hate violence of any kind but mark you, Sir, I would say that it is only when it is necessary that one should use force. Using force when it is not necessary is applying the law of the jungle, and I would say, Sir, that some time ago a Colony under the British Government tried to use force to obtain self-Government. It cost that country a Legislative Council. Therefore I am praying that we in Nigeria will beware. If we run too much we may fall before we get to our goal, and at the same time we should not creep into the arms of

The Enugu shooting incident was also referred to by Your Excellency. It was a very unfortunate incident indeed and we all deplored it, but as the whole matter is *sub judice* in the hands of the Commission of Inquiry I shall not say much about it, but I would say, Sir, that when the report of the Commission of Inquiry is released, whoever is responsible for the terrible incident must be punished according to the law. It is, however, regretted that some of our political bankrupts are capitalising on this horrible and unfortunate incident, as if to say such an incident could not have happened if Nigeria had self-government. I say, Sir, that this is a gross mistake and is a great lie. Accidents know no place and they know no persons.

Your Excellency I congratulate our new friend the Financial Secretary and I say to him in Yoruba "ẹ ka bọ"—"Welcome". The Honourable the Financial Secretary has prepared his Budget and presented his Budget speech in a very able manner. He has followed the system of his predecessor, Mr Savage, now His Excellency the Governor of Barbados, about whom Your Excellency quite correctly said "His high reputation was built on his integrity," and to that I would add his passionate desire to serve

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[Appropriation Ordinance]

in the best interests of the people amongst whom he worked. This gentleman deserves all the encomiums showered on him and I wish him the best of luck wherever he may be.

Your Excellency, the Honourable the Financial Secretary has made no provision for a contribution to the Supplementary Sinking Fund for the forthcoming year for reasons stated by him. In this respect, however, it appears that he has disagreed with his predecessor. I hope this will only be a confirmation of the Hausa proverb "Sarikin goma samanin goma", that is "ten kings ten periods" and not the case of "when doctors disagree the patient dies".

Your Excellency I endorse the idea that air services in this initial stage of development of Nigeria should be adequately subsidised by Government.

I also would like to congratulate the Government for having done its best to buy off the United Africa Company royalties which have been a burden on Nigeria from year to year for the past fifty years. Only those who believe in reality will succeed. Those who believe in theory or the idealists will always fail and that is why I congratulate the members of the Finance Committee of this Honourable House when they passed the vote that a million pounds be paid once and for all to free us from this annual charge on the revenue of Nigeria.

Your Excellency, the Second Member for the Western Provinces and His Highness the Oni of Ife have my full support as to the desirability of reducing the system of company tax in this country in order to encourage the formation of private limited liability companies by Nigerians and to attract foreign companies and their capital into Nigeria. I will refer the Financial Secretary to the case of the small country known as Puerto Rico which, in order to attract foreign capital into that country, has recently removed company tax for the next ten years. We want capital in Nigeria and whatever we can do to direct capital into the country, let the Financial Secretary do his best in that direction.

Your Excellency, the Honourable the Financial Secretary has raised a very important point in his address when he said at page 19 of the printed address:—

"Now that the period during which the capitation share was fixed is coming to an end, the time may be opportune for Regional Administrations in consultation with Native Authorities to consider the desirability of increasing the Direct Tax and reapportioning as between Regional Administrations and the Native Authorities."

Your Excellency, on this point I agree entirely with the Honourable Mallam Balewa of the Northern Provinces that the present arrangement of apportionment of the revenue accruing from

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[Appropriation Ordinance]

direct taxation among the regions is unfair, at least, to the North, and on the suggestion of the Honourable the Financial Secretary I hope these difficulties will be remedied so as to remove any kind of acrimony between region and region now and for ever. In that revision I would suggest that provision should be made for one region to be able to raise a loan from another region if necessary.

Your Excellency, I am in full agreement that one of the most outstanding developments in the economic field in Nigeria is the establishment of Marketing Boards, namely the Nigerian Cocoa Marketing Board, the Groundnut Marketing Board, the Oil Palm Produce Marketing Board and the Nigerian Cotton Marketing Board. Their functions are to stabilise prices, to improve produce both in quality and quantity, to develop produce areas and the people thereof, and above all the Cocoa Marketing Board has been able to give a loan of £2,700,000 to the Government with the promise to give more if required. It is also gratifying, Sir, to know that the Enugu Colliery Board has been formed and I wish it every success. I am strongly submitting that the Nigerian Railway Board should be formed for the proper management of the Nigerian Railway economy and its staff. The economy of the Nigerian Railway has left much to be desired. This is so, Sir, almost every year. As far as the staff is concerned—wages and general condition of service—the employees of the Nigerian Railway are not satisfied, and there is no smoke, as I said before, without fire and as such, Sir, the condition of service of the staff of both the Senior Service as well as those of the Junior Service must be looked into, not by way of patching one side and getting trouble on the other side: it should be looked into generally and the cause of the trouble should be removed. I also support the Third Nominated Member in the suggestion that Harbour Boards should be formed in Nigeria. The Electricity Corporation Bill is before this House and it will be a welcome institution if it comes into being.

Your Excellency, I welcome the project of extending the railway from Nguru to Maiduguri for the reasons given on page 66, continuing to page 67, of Sessional Paper No. 4 which I will just read to you—it reads, Sir:—

“ Approval has been given to carry out a survey of Bornu Province for an extension of the railway from Nguru to Maiduguri. Thirty years ago Lord Lugard contemplated further extensions to the Nigerian Railway and this was one of his propositions which, he went on to state, would open up the vast plains of Bornu, the soil of which is said to be equal to that of the Egyptian Sudan for cotton cultivation, and would secure the trade of the whole Tchad Basin as far as the Egyptian Sudan. This objective still exists at the present time and, in addition, it has been shown that Bornu can grow other crops of

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[Appropriation Ordinance]

importance equal to, if not greater than cotton, namely grain, groundnuts and rice. In addition this area can maintain sheep, goats and cattle."

Your Excellency, the position of this area for time past has reminded me of a verse of Gray's *Elegy* written in a country churchyard:—

“ Full many a gem of purest ray serene
The dark unfathomed caves of ocean bear
Full many a flower is born to blush unseen
And waste its sweetness in the desert air.”

Now that this gem, this flower, is coming into the limelight I hope it will be in the best interests of the people of Nigeria as a whole that this area be opened up, not only for communication but also for trade in general. I sincerely hope Government will expedite this work without any delay.

Your Excellency the exodus of teachers from the teaching profession is deplorable. These teachers leave the Voluntary Agency Schools mostly for Government clerical appointments. This is detrimental to the country as a whole. Deserving Voluntary Agency Schools must be encouraged by way of subsidy high enough to retain qualified teachers in their schools and, owing to the importance of education in the aspirations of Nigeria towards self-government, this Honourable House, I am sure, will vote the money when called upon to do so. Imagine the lot of these poor teachers. Why do they come away: because the conditions of service are not attractive enough. Their salary is poor and it is bad economy to see a job that will fetch you more money and stick to one that will pay you less.

Some time ago, Sir, in this Hall and in this Session, I asked the indulgence of Your Excellency to pose a question to the Honourable the Director of Education. I have just received a letter from the Secretariat that the question will not be answered because I have not got the permission of Your Excellency, but if that were so I will speak about it here and now. I wanted just to confirm the information that reached me concerning the teachers' superannuation scheme which was approved by Government as far back as 1945, and which up to date not a single teacher has benefitted thereby, and not a penny has been paid by the Government. Those are the little drops of water that make the mighty ocean which carries the teachers away from the teaching profession.

Your Excellency it is apparent that the payment of expatriate allowances to expatriate Civil Servants is not producing the desired effect. Here is a typical example. I am reading from Sessional

Paper No. 4 at page 34. What is obtaining here, I say Sir, is obtaining in all Government Departments—this paper says:—

“Plant in all undertakings is in urgent need of expert maintenance and unless professional engineers with considerable experience are recruited very soon, the continuity of supply is in danger. The establishment is now 20 per cent below strength. Twenty-one officers have left the service since July, 1947 and a further five are expected to leave in the near future. The position therefore is indeed serious.”

I was reading from the Sessional Paper but you get similar reports from all Government Departments. These expatriate officers resign or retire because the salaries attached to their work has not been enough for them, and they get inducements of higher pay somewhere else in the world. If that were the case, should not something be done? Should not a sort of enquiry be made concerning this matter to remedy the deplorable situation? I say, Sir, that it is not only the Senior Service—even the Junior Service has the same trouble, the same noise is being made but unfortunately these people in the Junior Service have nowhere else to go to. They have to fight it out in Nigeria here, and to air out their grievances they go on strike and that is why I say, Sir, that it is the whole system of Government service—the system of payment—that must be looked thoroughly into—not the Senior Service this time or the Junior Service the next time. The population is rising and probably the census of Nigeria will be a sort of eye-opener—We should all know about these things—and furthermore the world at large is setting up a sort of economic standard which if it is high in one place will naturally be high in another place, and I suggest that we must move with the times, otherwise we shall be left behind and as such I do not agree with people who say that Nigerianisation must proceed despite the fact that we have no people that are suitably qualified to man our works. We want the best for Nigeria and the best must be secured at all costs anywhere in this world—whether he be African, European, Asiatic or anything else. We want the best for Nigeria.

His Excellency :

I am afraid I shall have to invite the attention of the Honourable Member to the fact that he has exhausted his ration of time.

Extension proposed, seconded and granted.

The Third Lagos Member (The Hon. Adeleke Adedoyin) :

Your Excellency, we in Lagos do not grudge the installation of automatic telephones at Port Harcourt and I hope that the Honourable Dr Ibiam of the Eastern Provinces will change his mind and discriminate no more against the installation of the same kind of automatic telephone for Lagos.

[Hon. A. Adedoyin]

[Appropriation Ordinance]

Sir, I agree that the Clerk of the Legislative Council should have his own separate office and staff and should be responsible directly to the Legislative Council. Our Legislative Council should have a library of its own.

Your Excellency, the progress on the Lagos-Ikorodu-Shagamu-Ibadan road, and also the Ijebu Ode to Benin road is too slow. The Honourable the Director of Public Works could take a leaf from the war time expediency when Bailey Bridges were used at difficult places where it was found that ordinary bridges would take a long time to construct. I would like to advise him to look into this.

I do not agree, Sir, to any increase in the present postal rates as suggested by an Honourable Member for the Eastern Provinces. It was when postal rates were lowered in England years ago that more money poured into the coffers of the Chancellor of the Exchequer—not when the rates were high.

I agree, Sir, and I commend it to Your Excellency, that Nigeria must be industrialised as much as possible and as rapidly as possible. The tobacco factory at Ibadan is yielding much revenue to the Government and provides employment for many of our people. It is a very good example and I commend the Government to let us follow it. It is a private enterprise, of course, but it is at the mercy of the Government that it is established and I am sure industrialisation will invite many more companies and capital to come to Nigeria.

The salaries of Government pharmacists has been attended to by many Members of this Assembly and I associate myself with the views that the salaries of these Government officials should be raised. These people have not been properly graded and their work has not been appreciated by the Government, and I respectfully submit, Sir, that their condition of service should be looked into by Government. As I said before, Your Excellency, the magistrates of our courts should not be fettered with this system of incremental salaries. A magistrate does not just have to learn how to work, when he gets to the Bench. His work is to dispense justice according to the law in the same way as the Judges do, but the Judges have consolidated salaries and the magistrates are left behind. I still maintain that a person who is expecting an increase of salary at the end of the year is quite different from a person who feels that "this is my salary—this is my work". The latter does his work accordingly and I am strongly recommending that the salaries of the magistrates should be consolidated. Why? Because the salary attached to that post is inadequate to attract anybody to that business, except those who like to go there for experimental purpose—or perhaps I should add who just like to serve their country!

[Hon. A. Adedoyin]

[Appropriation Ordinance]

I would join the Members of this Council in congratulating the Honourable Chief Secretary for the miraculous escape he had from a tragic death, and not only for that but also for the success of his brother in the Parliamentary election in England.

Before I resume my seat, Sir, the Fourth Member for the Western Provinces has referred to the press publication concerning the Alake of Abeokuta on the question which has been answered by the Honourable the Chief Secretary to the Government concerning the freedom of that famous personality. The Honourable Gentleman complained about the press reports which were neither written nor published by either the Government or the Alake. A more reasonable attitude, in my humble opinion, would have been to let a sleeping giant lie and attack the "offending" press at the right time and in the right place. The Alake is not a prisoner and he has the right to live in any part of Nigeria or to go to any part of the world, if he chooses.

Thanks to Your Excellency. I support the motion.

His Excellency :

I think I might consult the pleasure of the House as to whether we might adjourn now. I am grateful to Honourable Members for their co-operation this morning. I should not wish to halt the Fifth Member for the Eastern Provinces when he was in full flight, and I should like to consult the wishes of the House as to whether we should adjourn now. If the Honourable Member will resume his seat I will do so.

The Third Lagos Member (The Hon. Adeleke Adedoyin) :

I think the remark made by the Honourable the Second Member for the East was somewhat prejudicial to my friend.

His Excellency :

I did not hear it.

The Fifth Member for the Eastern Provinces (The Hon. Nyong Essien) :

Your Excellency, I feel very reluctant to rise at this time to speak because I feel that all the Honourable Members want to go home and if Your Excellency will grant me the indulgence of opening this House tomorrow I shall be very grateful.

His Excellency :

I shall be happy to meet the wishes of the Honourable Member if he feels that his position has in any way been prejudiced. Do I understand that the Honourable Member would prefer to begin his speech tomorrow morning?

[*Hon. Nyong Essien*]

[*Appropriation Ordinance*]

The Fifth Member for the Eastern Provinces (The Hon. Nyong Essien):

Yes, Sir.

His Excellency:

If there is nothing else to be raised, I think that completes the business for the day. We shall resume again tomorrow morning at 9.30.

ADJOURNMENT

Council adjourned at 1.38 p.m.

General impression of 1877

Advertisement

at 10/10.

It is now in waiting for to be printed. I think that contains the

His Excellency:

Y. S. 1877.

London:

The Fifth Member for the Eastern Province (The Hon. Mr. ...)

Mr. ...

General impression of 1877

Debates in the Legislative Council of Nigeria

Friday, 10th March, 1950

Pursuant to notice the Honourable the Members of the Legislative Council met in the Chamber of the Eastern House of Assembly, Enugu, at 9.30 a.m. on Friday, the 10th of March, 1950.

PRESENT

OFFICIAL MEMBERS

- His Excellency the Governor,
Sir John S. Macpherson, K.C.M.G.
- The Chief Secretary to the Government,
The Honourable H. M. Foot, C.M.G., O.B.E.
- The Chief Commissioner, Western Provinces,
His Honour Sir Chandos Hoskyns-Abrahall, C.M.G.
- The Chief Commissioner, Northern Provinces,
His Honour Captain Sir Eric Thompstone, K.B.E., C.M.G.,
M.C.
- The Chief Commissioner, Eastern Provinces,
His Honour Commander J. G. Pyke-Nott, C.M.G., R.N.
- The Acting Attorney-General,
The Honourable A. Ridehalgh, K.C.
- The Financial Secretary,
The Honourable E. Himsworth.
- The Director of Medical Services,
Dr the Honourable G. B. Walker, C.B.E.
- The Development Secretary,
The Honourable C. J. Pleass, C.M.G.
- The Director of Education,
The Honourable R. A. McL. Davidson, C.M.G.
- The Director of Agriculture,
The Honourable A. G. Beattie.
- The Director of Public Works,
The Honourable R. W. Taylor.
- The Commissioner of Labour,
The Honourable A. H. Couzens.
- The Commissioner of the Colony,
The Honourable E. A. Carr.

- The Senior Resident, Kano Province,
The Honourable B. E. Sharwood-Smith, E.D.
- The Secretary, Eastern Provinces,
Commander the Honourable S. E. Johnson, R.N.
- The Senior Resident, Oyo Province,
The Honourable P. V. Main.

UNOFFICIAL MEMBERS

- The Member for the Colony,
The Rev. and Honourable T. A. J. Ogunbiyi, O.B.E.
- The First Member for the Western Provinces,
The Honourable A. Obisesan, O.B.E.
- The Second Member for the Western Provinces,
The Honourable T. A. Odutola, O.B.E.
- The First Lagos Member,
Dr the Honourable I. Olorun-Nimbe.
- The Emir of Gwandu,
The Honourable Yahaya, C.M.G., C.B.E.
- The Emir of Katsina,
Alhaji the Honourable Usuman Nagogo, C.B.E.
- The Oni of Ife,
The Honourable Sir Adesoji Aderemi, K.B.E., C.M.G.
- The Atta of Igbirra,
Alhaji the Honourable Ibrahim.
- The Emir of Abuja,
The Honourable Sulemanu.
- The First Member for the Northern Provinces,
The Honourable Bello Kano.
- The Second Member for the Northern Provinces,
The Honourable Abubakar Tafawa Balewa.
- The Second Member for the Eastern Provinces,
The Honourable H. Buowari Brown, O.B.E.
- The Third Member for the Northern Provinces,
The Honourable Iro Katsina.
- The Third Member for the Eastern Provinces,
The Honourable A. Ikoku, O.B.E.
- The Fourth Member for the Northern Provinces,
The Honourable Aliyu, Makaman Bida.
- The Fourth Member for the Eastern Provinces,
Dr the Honourable F. A. Ibiam, O.B.E.
- The Second Lagos Member,
Dr the Honourable N. Azikiwe.
- The Fifth Member for the Northern Provinces,
The Honourable Yahaya Ilorin.
- The Fifth Member for the Eastern Provinces,
The Honourable N. Essien.

- The Third Lagos Member,
The Honourable Adeleke Adedoyin.
- The Member for Calabar,
The Honourable E. E. E. Anwan.
- The Second Nominated Member,
Major the Honourable J. West, M.C., E.D.
- The Third Nominated Member,
The Honourable N. B. Edwards.
- The Fourth Member for the Western Provinces,
The Honourable A. Soetan.

ABSENT

UNOFFICIAL MEMBERS

- The Oba of Benin,
The Honourable Akenzua II, C.M.G.
- The First Member for the Eastern Provinces,
The Honourable C. D. Onyeama.
- The First Nominated Member,
The Honourable P. J. Rogers.
- The Third Member for the Western Provinces,
The Honourable G. I. Obaseki.

PRAYERS

His Excellency the Governor opened the proceedings of the Council with prayers.

CONFIRMATION OF MINUTES

The minutes of the meeting held on the 9th of March, 1950, having been printed and circulated to the Honourable Members, were taken as read and confirmed.

NOTICE OF MOTIONS

The Hon. the Director of Medical Services :

Sir, I rise to give notice that at a later stage of this Council I shall move the following:—

“ Be it resolved :

“ That this Council agrees with the “ Statement of
“ policy proposed by the Government for the future
“ regulation of grants in aid of the Medical and
“ Health Services provided by the Voluntary
“ Agencies in Nigeria ”, as contained in Sessional
“ Paper No. 27 of 1949 ”.

The Second Lagos Member (Dr the Hon. N. Azikiwe) :

I rise to give notice that at a later date I shall move the following:—

“ Be it resolved :

“ That documents presented to the Trusteeship Council
 “ of the United Nations in respect of the adminis-
 “ tration of the Cameroons under United Kingdom
 “ trust be laid on the table of this Honourable House
 “ from time to time ”.

QUESTIONS

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

90. To ask the Honourable the Director of Medical Services :—

For the replies to

- (a) Supplementary Question to No. 123 (1) (d) by the First Lagos Member,
- (b) Supplementary Question to No. 84 by the same Member,

asked at the Ibadan Budget Session of the Legislative Council in March, 1949.

Answer—

The Hon. the Director of Medical Services :

(a) In attendance at the Ijebu-Igbo Dispensary are two midwives and one Native Administration dispensary attendant by name, Sabina Kogbodoku, Julie Onagbeso and Mr Odubajo. Sabina Kogbodoku resigned her appointment on 15th March, 1949, and was re-engaged on 23rd April, 1949.

(b) The Honourable Member has been misinformed. No medical patients have been admitted to the Igbobi Orthopaedic Hospital to the exclusion of urgent surgical cases.

The Second Member for the Eastern Provinces (The Hon. H. Buowari Brown, O.B.E.) :

128. To ask the Honourable the Director of Public Works :—

(a) When will the old dilapidated bridge across Aba River be replaced by a permanent and more suitable bridge considering the enormous number of Motor Vehicles, Bicycles and Pedestrians using the bridge daily?

(b) Is Government unaware of fatal accidents that have occurred on this old temporary structure some time ago?

Answer—

The Hon. the Director of Public Works :

(a) Since this timber bridge, which has recently been re-decked, is structurally sound, it is not proposed at this stage to replace it by a permanent bridge.

(b) No, Sir. As far as Government is aware no fatal accidents, the cause of which could be attributed to the condition of the bridge, have occurred during the past year.

[H.E. the Governor]

His Excellency:

Before we go on with the Debate on the Appropriation Bill I recall to Honourable Members that on Wednesday this Council decided to refer to a Select Committee the Report of the General Constitutional Conference together with the comments thereon of the Regional Houses. I have decided that the composition of the Select Committee should be the same as that of the Select Committee appointed at Ibadan at the opening meeting of the last Session to advise me on how the Constitutional Review should be carried out. That is: All Honourable Unofficial Members, the three Chief Commissioners, the Honourable the Financial Secretary, the Honourable the Acting Attorney-General, and the Honourable the Chief Secretary to the Government who shall be Chairman.

BILLS

(Second Reading)

THE 1950-51 APPROPRIATION ORDINANCE, 1950

The Fifth Member for the Eastern Provinces (The Hon. Nyong Essien):

Your Excellency and the Honourable Members of this House. I rise at this moment to contribute to the Motion or the Bill before the House. The peculiarity that lies in my method of speech this morning is caused by the peculiarity of the speeches which I have heard in this House—I may not say since the opening, but I can say, yesterday. That peculiarity on my part may lie in my deviating from the usual method of delivering a Parliamentary speech in this House. Your Excellency, it is not my wish to digress from Parliamentary rule, without obtaining permission from the Chair. I will not waste the time of this House but I am digressing only for a few minutes.

His Excellency:

I cannot give the Honourable Member a blank cheque. If he transgresses our Standing Rules and Orders I shall pull him up.

The Fifth Member for the Eastern Provinces (The Hon. Nyong Essien):

This year, Sir, is my ninth year in this House. I was sworn in here on the 28th of November, 1938, and I served at a stretch of five years from 1938 to 1943. From the year 1947 I served to this day in 1950. The nature of speeches I heard under the old constitution excelled the nature of those I heard yesterday. The speeches I heard in this House yesterday, Sir, if not checked, have predicted detriment to the Parliamentary destiny of the East in particular and of Nigeria in general. Why I say that, Sir, is because such a speech had never before emanated from the North, nor from the West, nor from Lagos, but from the East. There is no justifiable

reason why private feelings should rule this House. Our political sun rose in the North, passed through the West and is now setting in the East. It is significant of the fact that the old Constitution is to be buried in the East, so as to manure the soil of the East for the New Constitution to germinate and spring up, as it were a resurrection, with fullness of life and beauty from the East, through the North, to the West, which is the usual course of the natural sun. Your Excellency, I am not going to be personal but I may be personal. That due to my advantage in this House as the oldest member in terms of service, with due deference to the Honourable the Member for the Colony, he is the father of the House, I am asking that, after during the interval this morning Your Excellency will be pleased to grant me permission, I wish to contact my Honourable Colleagues of the North, and those of the West, as well as Lagos, before or after consulting the Honourable the Chief Secretary to the Government for his advice so as to form a committee to go into what has presented itself in this House as a giant to destroy the good services of Nigeria. Yesterday it was said and the saying is still in operation that the policy of imperialism is divide and rule. But in this House, Your Excellency, with no fear of repercussions I am convinced that all the Officials in this House, including Your Excellency's august person, are no more for imperialism but for humanism. I am convinced of that. To bring back the vast culture of the ancient Romans and the ancient Greeks, to bring up in full manhood all that is fine and beautiful in Nigeria for the glory of the British and the glory of Africa, as well as the glory of all humanity. Well, Sir, I place that as a request before Your Excellency so that the Committee will report through the Chief Secretary to Your Excellency. I feel, Sir, that in certain places or in all places unity—all places in so far as administration is concerned—unity spells on persons a sign of progress in every administration. Even in the British policy, it is not in every aspect of it that unity alone works the policy of the country.

I read as an instance of that, Sir, from this book addressed to Truth on the 11th of February, 1944. The title of the book is *Writings of a Rebel*. It is written by one of the most loyal subjects of His Majesty the King, Commander Geoffrey Bowles, R.N., of His Majesty's Navy. On page 24 he writes:

“When a person in power mouths the dog-latin word “unity” he means “Agree with me or be damned—especially when I am wrong.” The free man's reaction to that is “When you are wrong, I will be damned if I do agree with you.” Unity supports power, and power is always abused. For freedom, opposition against power is more important than unity. It is not men who matter. What matters is right and wrong. Virtue consists in choosing right when there is a free choice between right and wrong. That free choice is the right of free men. Prisoners are denied the virtue of choosing right

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because they are forcibly prevented from choosing wrong. Nothing is so united as a flock of sheep. When the bell wether jumps over a stone, the rest of the united flock follow and jump, even when the stone is taken away. The Gadarene swine were united. Some politicians would have us imitate sheep and swine. Diversity is an element of liberty. Unity is a mental mousetrap into which free men do not walk. Man being what he is, political unity is usually intellectual death".

Even though, Sir, I referred to a little bit of clouds that darken this House yesterday, I have no doubt that we are progressing. Whosoever knows that knowledge is power, wealth is power, knows also that there are other powers besides those of Government. When a man is destructive of the best interests of the nation I make this political declaration that such a man can never hold me by the nose and drag me to every corner of his property. In the best interests of the people I am what I am in this House. Whenever I do anything it springs from my mind. If I follow you—I follow humanity as I am following Your Excellency now. So, Sir, I am waiting if Your Excellency will grant me that permission because you know, Sir, what is best and which way the wind blows, little grains of sand, little drops of water. Even though the reference I have made might be to something very insignificant yet I know that one bad apple spoils the whole pie.

His Excellency:

I do not know if the Honourable Member wants me to reply to this request but I am bound to say that I cannot from this Chair give permission for any Committee to be set up or any action to be taken which does not relate to the business of this Council. I cannot advise the Honourable the Chief Secretary to authorise the Honourable Member to take some action outside the Council. I am sure the Honourable Member understands the position.

The Fifth Member for the Eastern Provinces (The Hon. Nyong Essien):

As Your Excellency pleases, but

His Excellency:

That does not prevent the Honourable Member from doing anything he wants outside the Council. Formal approval of the Chair cannot be given unless on a subject that is the formal business of the Council.

The Fifth Member for the Eastern Provinces (The Hon. Nyong Essien):

The Bill before us portrays the nature of the Honourable Member in that Office as being a round peg in a round hole. I am referring to the Secretary, Finance. He has truly succeeded

his predecessor—like attracts like. He has taken upon the sceptre or jurisprudence on Accountancy laid down for him by the Honourable the Secretary, Finance, now His Excellency the Governor overseas in the person of Mr Savage. I mention that name with all due deference because he is one of those very few officials in Nigeria who captured and captivated the very spirit and soul of Nigeria and played with it to the satisfaction of everyone who came in contact with him. Never was there hurt in his mind, always cheerful; he carried every burden he was presented with without feeling the least weight. I do realise that. I now join my Honourable Colleagues to congratulate Mr Savage. I am requesting that this be recorded and transmitted to him as an encouragement in his new office. We wish him and his admirable lady every success they wish for themselves. In favour of his successor this much can I say: that we are glad to give him a hearty welcome. He has already endeared himself to us by the reference he made to the prosperity, beauty, and strength of Nigeria. He has been endowed with a clear vision of the future of Nigeria. As Joseph predicted famine in Egypt and controlled her and managed her affairs to her prosperity and safety, the "wizard" of our finance today is our Joseph. Into his able hand we commit the service and the life of Nigeria as long as he is in that office. That is our comment. May he be blessed in all his undertakings, and appointed a Governor of any Colony and Protectorate to which his office may call him.

Your Excellency, I welcome my Honourable Colleagues from the North as well as those from the West. This is the first time we have had his honour in the East. It envisages the future greatness of Nigeria. Looking around I am compelled to say how good and how pleasant it is for brethren to dwell together in unity. In unity and co-operation our freedom is sure. I appeal to you all to bury our difference and suspicions, so that when it comes to a point of disagreement we agree to disagree. Let us build upon the foundation of goodwill and common interest. We all have now dropped into one melting pot. That is the way to prosperity: what affects one affects all. I welcome you all, my Honourable Colleagues and Friends. From us here in the East you have our implicit confidence. We do assure you that it is not in us, nor was it in our fathers to retreat at the darkest hour of the battle of existence. We are behind you to give you our support.

Your Excellency, this is a peculiar year because of the peculiarity of major events which are happening now in Nigeria. They are destructive in nature. One is under inquiry and the other is still pending in court. I do not want to be framed up by the law in view of the legal circumstances at the moment. Nevertheless I wish to make only a casual reference to the attempted assassination of the Honourable the Chief Secretary to the Government. As I

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was going on my daily rounds in my own area I witnessed two women quarrelling. One said to the other "You are a witch." In the midst of the crowd that surrounded them, and the accused turned round and look at the crowd and asked: "Is this the face of a woman who is a witch?" Your Excellency, I humbly request that Your Excellency turns your graceful face, and I ask this Honourable House to turn their eyes to the face of the Honourable the Chief Secretary to the Government and decide whether such a face is the face of a man who should die violent death?

The Hon. the Chief Secretary to the Government:

I take it that the Honourable Member is not moving a formal Motion to that effect?

The Fifth Member for the Eastern Provinces (The Hon. Nyong Essien):

Well, I say, Your Excellency, No, Never. I support my Honourable Friend the Member for Calabar when he said that that matter should be left entirely into the hands of the Criminal Investigation Department for thorough investigation with a view to remove violence from Nigeria. Resort to violence is unconstitutional. Even in the past days when our government was in our hands violence was not justified; nor was it a lawful means by which to claim a right. From the period of that state of nature to present moment of civilization, the rule of "an eye for an eye, a tooth for a tooth" still holds.

Therefore, this reproach of violence should be justly and constitutionally removed from the land. It is right and proper to complain of political and administrative errors and failings. That should be done constitutionally and not violently.

Even though error may triumph
 Though long the rule of might
 Today throughout earth's borders
 We'll strike for truth and right.
 It is not with the sword or canon
 Will we prepare the way
 But tongue and pen and heart throb
 Shall speed the coming day
 Of our constitutional emancipation.

Your Excellency, may I refer to Your Excellency's speech, the last paragraph of which reads:

"Finally, I must refer to public security. There is I regret to say, a small minority—fortunately it is possible to say a very small minority, noisy though it is—which appears to imagine that it can achieve political ends by stirring up dissension and ill-will, and even by resorting to violence. I

am confident that the vast majority of the people of this country utterly reject that view, and that I have, and shall continue to have, the widest public support in taking every measure which may be necessary to maintain law and order, so that political and economic and social advance may proceed”.

That is our city of refuge.

“ That the Government will take every step that may be necessary now and in the future to protect person and property and to prevent violence and disorder.”

But the word “now” ! Everyone is entitled to his own opinion; and of this section of Your Excellency’s speech my opinion is this: that yesterday up to the moment of the violent incident Government was negligent of protecting the life and property of the people of Nigeria. If that was so, that negligence has caused the wholesale massacre of innocent citizens of Nigeria. How murderous! It is now the time for us to begin to ring out the old and ring in the new. Yesterday we might have been negligent, today we are sensible. We are standing on our feet and occupy the floor of common right to defend everyone against the aggressor, and that is not without the power that is responsible for our lives and property. So far as the final massacre is concerned, in my own Regional House I said that I would not say anything until the Report of the Commission of Enquiry comes out. It is then that every man will take his turn and see that the cause of that incident be crushed to ashes wherever it may be found. I am not going to say anything more on that incident until that time. We must expect every man and every woman to do his or her part when the Report is released—I will do mine.

Your Excellency, I have to thank the Government for the steps taken to let the people have their own Government. It is evident, Sir, that whosoever contributes to the drawing up of a constitution of the people he, Sir, has got the right of possession of and participation in that Government. We shall do our best to co-operate to the end.

The Local Government Bill: How gratifying it is for all of us to welcome this Bill! With Your Excellency and your lieutenants behind us we are on the right way to success in this new system of government. Whenever we err we wish to be corrected. All we want is equal chance for equal ability and equal pay. So do we all want to be in this world and so make advance.

His Excellency:

I do not want to stop the Honourable Member—I know I have the House with me in this. I wish to give him as much latitude as possible but I hope that he will restrict himself as much as he can in any references to Constitutional Review so as not to anticipate future business.

The Fifth Member for the Eastern Provinces (The Hon. Nyong Essien):

My next point is Education. Our schools are not bad. With due deference to the Honourable the Director of Education I make bold to say, Sir, that all the schools we have in this country right up to scholarships which have been granted—are trade schools to bring up clerks, lawyers, doctors, and so on. But we have no State School where statescraft is taught—political science and other sort of sciences. Such a school obtains elsewhere. Why not establish one here? I said at Ibadan during the last Budget Session that in so far as administration is concerned we want trained and qualified administrators for our administration. Government in Britain is solely in the hands of well-trained amateurs and not professionals. A professional has two masters to serve, his own profession and something else at the same time. He cannot give satisfaction as a statesman in a dual capacity. His vocation is that of money making. His people's interest is of less concern to him, except he gets an axe to grind. We do need them as a fortress and defence of a city. When I was taking overseas tuition in law I read a maxim as follows: "Lawyers are the fence of a state." I wonder if in Nigeria Lawyers do realise that primarily their profession does make the "fence" and "defence" of Nigeria—their fatherland first and foremost. Yesterday it was said and the saying is still on that lawyers build their houses on fools' heads. Today, I am happy to say that although lawyers cannot help building their houses on fools' heads, they have begun to show themselves as stalwart statesmen, contributing constructively to the welfare of this country of their birth and pride. They are expected to serve in equality with their knowledge of the tenets of political science, legal ethics, and of civics. They should form themselves into a true and impregnable fence of Nigeria. Theirs is the duty to collect and compile our laws and customs for use in our courts.

His Excellency:

I am obliged to inform the Honourable Member that he has exhausted his ration of thirty minutes.

The Fourth Member for the Eastern Provinces (Dr the Hon. F. A. Ibiam, O.B.E.):

I move that he be allowed another thirty minutes.

The Fifth Member for the Eastern Provinces (The Hon. Nyong Essien):

I am grateful for extension to me of the privilege granted to be commonly enjoyed by all the Honourable Members of this House.

His Excellency:

I hope the Honourable Member won't be too encouraged.

The Fifth Member for the Eastern Provinces (The Hon. Nyong Essien):

I won't be, Your Excellency, at the end of my thirty minutes.

We need our professionals to come up to the platform of selfless service. I refer to professionals in medicine. It is a bounden duty of this profession to see that our herbs are used. Is there no balm in Nigeria? Is there no chemist or doctor to see that not all medicines should be imported? It is said destroying our trees and plants, because on them depends the life of man. Africa is a land of trees. The birds are beautiful, the trees are beautiful, the flowers are beautiful: no man can deny it today, but only man is vile. For wisdom, knowledge and understanding research work holds the Key. The avenue to this is education, primary, secondary and superior, and we have men and women of this calibre of whom we can be proud. Medical men should do their best to let us enjoy the property of African soil by producing through medical science our own native remedies. Money-making has got its page in the dictionary of a state. It is a means to an end.

Now the Police: they have done very good work in our midst. We know too that without them no order can be maintained or restored. I love the policeman even though I am being chased every day almost every minute by him: I do not worry at all about it. The policeman will assist me to face my enemy because I love him. I co-operate with the law. Your Excellency, since I was appointed to this House in 1938 I pleaded the cause of changing the uniforms of the police. Up to now they still appear to me to be in the uniform of Native Administration messengers. It is a serious reflection against this country. We have the money to turn out our men to what they ought to be. It is queer and ridiculous to see a policeman being converted from a Native Administration messenger to a school pupil wearing a beret instead of a helmet. Why not bring them up to the level of policemen in the Gold Coast and Sierra Leone? Your Excellency, I thank the Government for making an improvement in police quarters in my area. But the work is too slow and delay is dangerous. This long delay need not continue because a stitch in time saves nine. I now refer to the major part of police duty. The police is set in warfare as an army of cats to invade the kingdom of mice; but unfortunately some of these cats are turning themselves into mice to consume the bread, the cake and the cheese to which they were set to watch. It is a serious reflection on the administration of Nigeria especially the British Police Authorities. I know that a human being is liable to err. But when leading police officers turn into cats it is a disgrace! And where lies the safety of life and property? I appeal to Your Excellency to look into that Department.

Commercial Houses: I thank the commercial houses, the United Africa Company Limited and others for granting

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scholarships to our people. That step leads me to remind those commercial houses of their pioneers who trained up Africans in United Kingdom to handle with remarkable ability and efficiency the business of their houses in Africa. I should like to refer them to their greater responsibilities, namely, Commercial Developments and Welfare of Nigerians engaged by them in their services. It is incumbent upon the Authorities of those Houses to produce not only Clerks and Managers to staff alien concerns, but also and particularly to help Nigerians to establish businesses of their own coupled with the knowledge of the techniques of trade and industry. For everywhere Commerce is King.

Finally, Sir, this is a point which I do not want to miss in this Session: the training of African rulers. I know that our Government does mean to rise and give a seat of administration to those of its trained Africans or Nigerians. By means of sound training a Governor rules as a King, a Chief Commissioner rules as a King, and a District Officer is a King of all he surveys. Your Excellency, knowledge spells power: our people should be trained for the management of the offices for which they are born to hold. The future of this country should be properly moulded and shapened. Special attention should be paid to youths into whose minds a good sense of responsibility should be inculcated by those who are in authority over them. It is true that the youth of today refuse to pay any attention to old men, whom they think are fools, but truly we know that they are fools. When I was at school I lived with my Housemaster until I finished my schooling. Even when I was teaching I lived with my Housemaster. If I know a thing or two, or any virtue which may be found in me, that passed into me through the training given me by my Housemaster. The youth of today believe in themselves only at the expense of the benefit of experience of their elders. That is why they are wayward. I am appealing to Your Excellency, for a school to be established where our prospective rulers can be trained. Thank goodness that the Honourable the Third Member for the Eastern Provinces has already got through this House with a Motion for compulsory education. We want to draw and attract them to these schools.

Your Excellency, there are so many things, but this for the moment being is sufficient. I am here with others to contribute my quota to the building up of this great nation. Thank you.

I support the Appropriation Bill.

The Hon. the Director of Medical Services :

Your Excellency, from the comparative lack of criticism affecting my Department during this debate, it might appear that the one-time favourite sport of Honourable Members known to some as "baiting the doctor" has suffered a decline in popularity, but

perhaps this is more apparent than real and we shall find that the main thrusts are being withheld until various motions concerned with medical matters come up for debate. Be that as it may, one or two questions have been raised which call for comment on my part, and these I shall endeavour to deal with as briefly as their importance will allow.

The Honourable the Second Member for the Northern Provinces has indicated that most development schemes appear to be concentrated upon the large towns, and has asked us not to forget that it is in the villages that dwell the people who may be regarded as the economic foundation of this country. One must admit that upon superficial examination it may appear that this criticism does apply to our medical plan, but such is really not the case, as the many hospitals shown ought properly to be regarded as the nuclei serving a network of smaller institutions in the form of Rural Health Centres, Dispensaries, sub-Dispensaries, Maternity Homes and the like, designed to bring the benefits of modern medicine to as vast a majority of the peasantry as conditions of finance and personnel permit. Your Excellency will recall that an outline of policy designed to further the health of the rural population has recently been approved by yourself and by Their Honours, the three Chief Commissioners. I hope that when the Regional Development Committees come to consider the forthcoming recast of the Ten Year Development programme they will accord practical recognition to the immense economic advantages of fostering such a policy.

No-one could agree more heartily with the Honourable the Second Member for the Western Provinces than I do, Sir, that it is a joke—although there is no humour in the situation—to treat a patient in hospital and then send him back to his home village where, through lack of reasonable water supplies, he shortly becomes reinfected and a candidate for readmission to our already over-crowded hospitals. It was therefore most gratifying to learn from His Honour the Chief Commissioner for the Northern Provinces, when he spoke to us a couple of days ago, that great progress in the direction of the provision of lined wells is being made in the North, and to know from other sources that progress in this direction is also being reported from other Regions. I am hoping for much in the way of simple improvements, including the protection of existing water supplies, from our Mobile Field Units, but for the moment they are too heavily engaged in a battle with a devastating epidemic of cerebro-spinal fever which is once again raging in the Northern Provinces. One looks forward to the day when these units can be diverted to augment the static services attending to the medical needs of the rural population.

Turning to another subject, Sir, it is pretty obvious that our pharmacists have been doing a great deal of lobbying amongst Honourable Members of late in a campaign to gain the sympathy

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of this House in respect of their claim for a higher wage scale, for several members have stressed the responsibilities attached to such a post and have suggested that the remuneration is not commensurate with these responsibilities. When the Harragin Commission assessed the worth of a newly but fully qualified pharmacist, or dispenser, as they were then called, at £96 per annum I myself was highly indignant and promptly put forward a plea, couched, though I say it myself, in very much stronger terms than those used by Honourable Members during this debate, with the result that the then Financial Secretary agreed to raise the initial salary to £144 per annum, a step-up equivalent to no fewer than seven increments. I have often wondered since if I was altogether wise in taking up the cudgels thus on their behalf, for I have a sneaking feeling that had I left the officials of the Association to fight the case they might have gained something less than I did and yet have been more satisfied with a lesser increase by reason of its being obtained through their own unaided efforts. I am sure my Honourable Friend the Financial Secretary will examine anew the relative claims of our pharmacists, having regard to their scholastic attainments and professional responsibilities as compared with those of other Higher College products.

My friend and colleague, the Honourable the Fourth Member for the Eastern Provinces has asked me to make a statement upon the United Missions Hospital, a scheme which I am very naturally anxious to promote, as I must confess to being a party to, if not a leading partner in, its original conception. After much planning and discussion, estimates were produced providing for the construction of a teaching hospital where post registration and training could be provided for nurses and/or midwives in Mission, Native Authority, Government and, it may be, private hospitals. Unfortunately that estimate turned out to be rather high at total figures of £133,250 capital and £15,500 recurrent expenditure. The main problem became, and still is, where and how to find the money. In actual fact the figure for capital cost can probably be cut to quite a considerable extent, but even so I do not imagine that the full building programme will be completed unless at least £90,000 is forthcoming.

It has been agreed that the proposed hospital should be situated at Umuahia, where a suitable site has already been chosen, and as Honourable Members are aware, Government is in any case going to build a new hospital there at an estimated cost of £36,000, of which £12,500 appear in current estimates. The matter of the allocation of development funds is not in my hands, but I am prepared to advocate that to this sum £9,000 set aside for the provision of a Midwives' hospital at Calabar be added, as well as the sum of £6,600 earmarked for the equipment of the new General Hospital at Umuahia, making a total of £51,600. As to the balance, I suggest that as the Central Government and the Western Regions stand

to benefit from the scheme, these should share with the East the responsibility of making the necessary additional contributions.

As to the present stage of negotiations, Sir, last month I received a somewhat tough letter from the Secretary of the Medical Board of the Christian Council of Nigeria, indicating that, while the three co-operating Missions (the C.M.S., the C. of S. Mission and the Methodist Missionary Society) are prepared to commence building before full grants are available, they all insist that it must be made absolutely clear that their participation in the scheme can only continue as long as it is the firm intention of Government to implement the full training scheme as originally envisaged at the earliest possible date. I hope, Sir, that building will commence within the coming month or two and that a suitable formula can be arrived at as between the Regions concerned, whereby the balance of funds required to implement the major scheme can be allocated at no distant date.

Lastly, Sir, I wish to give what can only be an interim reply to the Honourable the Second Lagos Member, who yesterday told the House of an incident savouring of discrimination in Jos. My answer is to the effect that when I come into full possession of the facts of the case I am confident that I shall be able to give the Honourable Member an explanation to his satisfaction, as the Medical Officer involved is one of the most conscientious doctors in the country, who would never turn away a sick person, whatever his or her status in life, and who has the welfare of Nigeria and Nigerians very close to his heart at all times.

Sir, I beg to support the Appropriation Bill.

The Hon. the Director of Public Works :

Your Excellency, at the Budget Session last year at Ibadan I had occasion to thank you, on behalf of the Western Regional Staff of my Department, for your words of appreciation of the Council Chamber that we then met in. Today, Sir, I am pleased to be able to repeat these thanks on behalf of the Eastern Regional staff. The appreciation of their strenuous efforts expressed by yourself in your opening speech and by other Honourable Members will be an encouragement to them all. Next year I, or my successor, will, I hope, have occasion to repeat these thanks again on behalf of the staff of the Colony Division. It is much regretted that in both cases hitherto the buildings have not been quite finished. In the case of this Assembly Hall at Enugu, six months ago the walls were barely half way up and it was still unroofed at the beginning of this year.

I have with me here in Enugu, Sir, sketch plans for the proposed Council Hall for Lagos, to be constructed and usable, but possibly not quite finished, in time for the Budget Session of

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1951-52. It is likely that Honourable Members will like to see these plans at a later date.

It is, unfortunately, not possible to paint any brief overall picture of the activity of the Public Works Department, except in terms of money, and I am afraid that at this stage I must quote some figures. The total expenditure this financial year on capital works, and excluding recurrent works and services, is expected to be about £3,100,000, of which some £700,000 is represented by works for Native Administrations, for which officers of my Department have been responsible. This is over three times as much as in the year 1946, only four years ago, when the Development Plan was started in earnest. The Appropriation Bill now under debate, together with the provisions in the Regional Bills and with our obligations to the Native Administrations, call for the assumption of responsibility for the expenditure of some £6,500,000 on capital works alone. This is six-and-a-half times as much as only four years ago. It will be quite impossible to achieve this programme without considerable recourse to contractors and other forms of outside assistance. Of the total of £3,100,000 expected to be spent this year, about £1¼ million is on account of development works.

It is unnecessary to quote long lists of works completed and in hand as Honourable Members have been provided with progress charts which indicate the stage reached on each approved work. I will restrict myself to a few comments.

Good progress has been made with rural water supplies. His Honour the Chief Commissioner, Northern Provinces, has dealt with that Region, and I would merely add that the total of water points established during the year in all Regions is nearly 1,000, and a further 320 are in hand. In addition, about 5,200 feet of drilling at nineteen boreholes has also been done. As regards urban water supplies, that at Minna is now functioning and only finishing touches are needed. Work has begun at Ilorin, under agreement with a large firm of contractors, and during the coming year it is hoped that Sokoto water supply will be operating and that work at Maiduguri will be begun. In the Eastern Region the schemes for Onitsha and Abakaliki should be completed soon. At Lagos the new intake on the Ogun River is being installed and a part of the new main from Iju has arrived. Plans for Oshogbo, Ede and Ilesha water supplies are now ready and it is hoped to make a start soon, either departmentally or by contract. At Warri only the booster pumps are still awaited to complete the work. The stage reached in all other schemes is as shown in the Progress Charts.

Now, Sir, all this work is in hand in spite of the fact that we have only three Water Engineers as against thirty-one provided

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for in the Development Estimates. The burden is, of course, falling on the Provincial staffs, already overloaded with building and road work.

As regards roads, 238 miles of trunk roads have been completed during the year and over 200 miles are in hand. Ninety-six miles of road have been provided with a bituminous surfacing and, in addition, many miles of feeder roads have been constructed. But the year has been essentially a year of bridge construction. Altogether 2,060 feet of permanent bridging were completed and another 4,050 feet are in hand. A number of major bridges are now under construction, including one of the longest in the country at Foggo on the Kano Eastern Road. This bridge is being built under contract, but all the others are being dealt with departmentally. Some of this work is difficult, and the layman, who only sees the finished work—perhaps only a steel span with a few feet of concrete at either end, above a muddy bank—little realises the care, the thought, the calculation, the toil and the anxiety that have gone into the work that is out of sight, sometimes 60 feet or so below ground level, so as to ensure that the structure of the carriage way is carried with safety. This part of the work takes months to do, perhaps even years on rivers where it is only possible to work in the dry season.

Only two days before I left Lagos, the Ogun River on the Ikorodu Road was spanned. The invisible work below the surface took a year to complete. The part that you see, the superstructure, was erected on the bank in a few weeks and slung across the river in a matter of six hours.

The Honourable the Second Member for the Northern Provinces has made specific mention of the Foggo Bridge. It is true that there are six or so Engineers and Inspectors working on this bridge, and it is also true that the salaries paid far exceed those of corresponding Public Works Department staff; in fact, the Inspectors alone get more than the average Provincial Engineer. But although the Nigerian Government pays these salaries, the persons concerned are the employees of the contracting firm and, by the conditions of the agreement, this firm, quite rightly, insists on selecting its own staff and paying the current world market price for their services. I can only add that I wish I could post a similar quantity of staff on our own departmental bridge work.

During the course of this Debate, Sir, there have been a few, but not many, complaints of the state of the roads. Honourable Members no doubt realise that the maintenance of the roads is entirely a Regional responsibility and that I have no say as to the amount of money needed or on what roads it may be spent. Such influence as I have is in the main restricted to technical advice. Such matters, Sir, are best raised in the Regional Houses of Assembly. I understand, Sir, that at recent meetings of these

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Assemblies they were raised, and the weather was registered as stormy. I would therefore just take this opportunity of making a few general remarks. To start with, it bears pointing out that the amount of money spent on the upkeep of each mile of road, after due allowance has been made for the rise in costs of labour and materials, is now a little less than it was before the war. At the same time traffic and consequent wear and tear have in general doubled and on some roads trebled themselves. Motor vehicle registrations have risen from 8,614 in 1938 to 21,500 in 1949. It would hardly be surprising, therefore, if there were some degree of deterioration in the road surfaces. But has there been this deterioration? It is difficult, Sir, to view this question with complete detachment. Often I think people are apt to judge a road by the worst section of a road and their experiences on that section. Often I think a bridge is narrow, not because it is only 12 feet or 15 feet between the handrails, but because someone has hit the handrails, whatever the cause of hitting them might be. I am indeed sensible of the fact that there are many roads and many sections of roads which are corrugated in the dry season or troublesome in the wet, and that much improvement remains to be done. But taken on the whole the condition of the road system of this country is very fair and well up to, if not superior to, those of most other African countries. I cannot entirely disagree with the statement made to me only ten days ago, by one of the most candid and caustic tongued critics of my Department or, for that matter, of all Government Departments, when he remarked to me, " Well, you know, the roads of Nigeria are really very good ".

Before leaving the subject of roads I should like to mention that recently the representative of a well-known firm has visited Nigeria with a view to participation in the road tarring programme. The report has not yet arrived but preliminary discussions would seem to indicate that costs would be about 25 per cent higher than departmental work. It appears, however, that this firm is actively pursuing its investigations, for since my arrival at Enugu I have heard that an enquiry has been made as to freight rates and port facilities for importing into Nigeria 10,000 tons of granite chippings. These chippings form the stone mat, that is spread over a newly-tarred surface, and in the Public Works Department we normally employ stone at or near the roadside for the purpose. It is incredible to me that imported stone could by any possibility be cheaper than the local material. That any firm should consider it worthwhile to make such an enquiry shows a very serious fear of the trends of labour output in this country, and is ominous in its implications.

The largest proportion of the Development expenditure, namely about £500,000 has been spent on buildings. I would like to remind Honourable Members, since it is frequently overlooked, that this is about only one-third of the Nigerian Government's building

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programme for which my Department is responsible. For side by side with the Development Programme, is that connected with decentralisation and constitutional changes. Here in Enugu, for example, this Council Chamber, the printing office near by, the catering rest house, where many of us are staying, and numerous quarters and offices are all concerned with this part of the Nigerian programme and have had to be given priority over Development work proper. Western Region Members are no doubt pleased that a start has at last been made on the big female educational establishments at Ede and Ilesha—under contract. But what is not quite so satisfactory is the cost of these contracts, which represent an increase of something like 40 per cent on current work. Soon it will be possible to start the Secondary School at Enugu—also by contract. I hope that it will also be possible to get the contract system going properly in the Northern Region and in this connection it is possible that assistance will be forthcoming from the Engineering Branch of the Colonial Development Corporation, who I understand are considering setting up an agency at Kano.

I think, Sir, that "contracts" is a subject of constant interest to Honourable Members, and so I would mention that current major contracts, excluding those almost concluded, amount in value to £750,000, a figure which it is expected to increase soon. In addition, Sir, a very large proportion of works are done under schedule rate labour contracts. For example, here in Enugu, with the exception of this Council Chamber, all other work has been let to African contractors at labour only schedule rates. This system is far the most satisfactory in the present stage of local contracting and is much preferred. The African is supplied with all the materials he needs and is thus saved from the risks and losses due to fluctuating prices of imported materials and to the difficulty in obtaining them. At the same time he gains the experience so much needed in the organisation of his labour and the achievement of good workmanship. This system, however, does not lead to any lessening of the need for supervision or in the responsibilities of officers of my Department.

In conclusion, Sir, I want to turn to the question of staff. Much mention has been made of staff by Honourable Members, and in your opening speech, Sir, you made a very serious statement when you said, in respect of the professional and technical departments—particularly the engineering services—"We are very near to a disastrous breakdown". I would like to amplify your statement, Sir, in regard to the Civil Engineers of the Public Works Department, although what I am about to say applies also to other branches of the staff in a more or less degree. As regards recruitment, the position has improved slightly, though we are still very many short of the approved establishment. If we compare the position now with that of 1946, we find that there are 109 Civil Engineers compared with eighty-two then and, in addition, there are over

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twenty Nigerians in my Department undergoing professional training in the United Kingdom, or about to do so. But there has started in the past year or two, and is now reaching very serious proportions, what I can only call a flight from the Department. Of the eighty-two Civil Engineers working here in 1946 forty-two have left Nigeria and another five have told me of their intention to do so as soon as possible. Only two of these officers had reached the age limit and they included many of the best and most experienced of the staff. The consequence of this is that the proportion of experienced to inexperienced officers which stood at 72 per cent in 1946 is now reduced to 33 per cent.

It is said, Sir, that it is the last straw which breaks the camel's back. For years now we—I mean the Public Works Department—have been an emaciated camel, but an emaciated camel can still stagger along even with a very large load of straw. But now there is this blood letting in addition—the best rich blood at that—and though the camel still stands upright it is definitely beginning to wobble at the knees.

I do not propose to deal now, Sir, with the reasons for this flight from my Department. Honourable Members have mentioned some, and others include difficulties over family life and the cost of schooling and maintaining two households. Of one thing I can assure this Council, it is no case of inefficiency or inability to do their jobs. All but one of these departed officers is actively pursuing his profession elsewhere, many of them in superscale posts in other Colonies, many of them in private enterprise, some of them in other organisations in Nigeria. Engineers from Nigeria are much sought after, and it is most unfortunate that their services are lost to this country.

There is, however, one reason operating in their decisions which I might mention. It was put to me only a few days ago by one of the Senior Officers of the Department when I asked him why he proposed to retire. He gave me several reasons, and then he added, "I am tired of the lack of appreciation of our efforts and the atmosphere of constant criticism in which I have to work".

These words were told to me, and in passing them on to Members of this Council I do hope I shall not be misunderstood. Honourable Members at this debate have been sparing in their harsh words. Many have shown sympathy and understanding of our difficulties, but Honourable Members well know that this has not been altogether the case at other times and at other places.

Sir, I beg to support the Appropriation Bill.

The Hon. the Chief Secretary to the Government :

I think, Sir, it is apparent that we shall not be able to finish the debate this morning and I suggest that we have a break now.

[H.E. the Governor]

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His Excellency :

The intention is that we should have only one sitting today and that we should complete the business of the day at one o'clock. Is it your wish that we break now for a few minutes and resume until one o'clock?

We will have a break now and resume until one o'clock.

Council adjourned at 11.7 a.m.

Council resumed at 11.30 a.m.

The Hon. the Director of Agriculture :

Your Excellency, you were good enough Sir, to make reference in your speech of 2nd March to "notable advances now proved in practice, for increasing the yield of the land." I should like Honourable Members to appreciate the fact that the experimental work to which you refer is being progressively extended, and that the work is not confined in any sense to the Northern Provinces, and that it is not by any means aimed at increasing production of export crops alone. My Friend, the Honourable the Chief Commissioner, Northern Provinces, has elaborated how some of these advances are being brought to practical account and I hope I shall not be thought guilty of undue repetition if I refer to one of them again.

In the Northern Provinces, as Your Excellency and His Honour have already stated, the Production Development Board has launched a scheme of major importance for the widespread distribution of fertilisers. It is doubtless true that in the future much fertiliser will be applied to groundnuts, but some will be applied direct to cereal crops and some to cotton. However experience shows that food crops grown in subsequent years benefit handsomely from such applications. In replying to my Honourable Friend the First Member for the Northern Provinces, I would say that in my opinion this is the best campaign I can suggest at present in favour of production of more millet and guinea corn. In the Eastern Provinces, extensive swamp clearance is planned for rice production and no less than nine closely supervised fertiliser experiments on farmers' own lands are being conducted this year, entirely upon the production of food crops other than rice. In the Western Provinces, special fertiliser experiments are in progress with crops of maize and yams. In the same region remarkably interesting and valuable results have been obtained from the use of fertilisers on tobacco in experiments conducted in collaboration with the British-American Tobacco Company.

The wide range of activities of my department is fully covered in the Annual Statement you have presented to the House, but I take the liberty to draw particular attention to this example of work with fertilisers in view of the implication in the recent remarks of some Honourable Members that Government's Agricultural Depart-

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ment is neglecting work on the production of food crops in favour of export crops. I take some exception to this kind of suggestion, for it is not only misleading, but constitutes an unfair reflection on the work of the too few expatriate officers who still remain in Nigeria, and particularly upon the work of the increasing band of young Africans, of both senior and junior service, trained in agriculture, who are available for consultation in most parts of the country.

It is highly desirable that every encouragement be given to young men of the highest calibre to present themselves at our Agricultural Colleges for training. At present there are all too few of these, and I believe that Honourable Members could assist materially in this direction, and thus help to solve our present staff difficulties.

In Your Excellency's speech, reference was made to the value of Nigeria's exports for 1949, which reached to a total of £60 million. It is within the knowledge of Honourable Members that of this total the value of cocoa alone amounted to some £10 million, or one-sixth of the total.

It might be thought that the owners of so valuable an asset as the cocoa estate would do their utmost to protect it from wastage. It is regrettable to find, however, that there have been continued instances of obstruction directed toward the efforts of responsible officers, whose only purpose is the protection of this most valuable, but gradually wasting asset. It is not possible for me to measure closely the extent of disease damage indirectly caused by obstruction which has taken place on occasions in every year since 1946, when active protective measures were started; but the loss is considerable and is unrecoverable. The team which has been recently formed to deal with cocoa disease and rehabilitation under an Emergency Scheme has met with opposition, but it continues to be available for the conduct of adequate measures for disease control, in the hope that all owners will gradually come to accept the Government's policy and programme.

My Honourable Friend the Financial Secretary has shown how the economy of Nigeria is underpinned by Agriculture, and has drawn attention to potential dangers from drought and pests. We can do nothing to stop droughts, but we can, by judicious management of the soil, do much to offset the evils which follow such calamities. For example, the proper use of mechanisation, which is receiving our utmost attention, can help to ensure that wide-spread planting of a crop takes place at the right time to enable it to take most benefit from limited rainfall. Each and every one of the four commodity Marketing Boards has shown its capacity and desire to assist in the control or destruction of pests and diseases in important crops. Although I happen to be a member of each of these Boards, I do not hesitate to stress the importance of their contributions toward agricultural research and development, in a

way which tends to spread responsibility to the people most concerned, and to relieve my short-staffed department from heavy burdens.

I would like to congratulate my Honourable Friend the Fourth Member for the Northern Provinces upon his suggestion that continuous review of the agricultural and economic possibilities of Nigeria is as important as review of the New Constitution. It is to be hoped that when advanced political stability has been reached, a much increased measure of thought and energy can be directed toward finding the best ways and means of making life on the land more attractive to young Nigerians.

In this connection I should like to mention briefly something of the experimental work in resettlement which is in progress in this country. Let me take, for example, the scheme in the Shendam Division of the Plateau Province. I describe it as experimental, but it is well established already in so far as it has gone. The total area for settlement may reach to as much as 1,000 square miles. The first settlement of fifty families of people from congested tribal areas to new land in uninhabited bush took place early in 1948. In December of that year a second settlement was laid out. At present there exists the original settlement of fifty families, the second of seventy-three families and two more for fifty families each. The programme for the future envisages the establishment of not less than three settlements yearly, and it is hoped that this rate can be considerably increased.

I could speak at length on the detailed amount of hard work put into this enterprise, by the planning officers; but what has really made for success has been the enthusiasm and will to work of these pioneer settlers, inspired by the knowledge that the mixed farming practices which they have undertaken to adopt, will build something of lasting benefit for themselves, and a conviction that they are to enjoy real pride of ownership. Your Excellency, I should like to read from a District Officer's report on this scheme:—

“ The first settlement had to be made attractive, and the settlers were therefore paid daily labour rates and given 2-lb of corn a day, this to continue until the settlement could be said to be well established. They were moved into a temporary harbour area until they could get some houses built, and labour gangs were employed to assist with clearing. The settlers worked communally to start with and got in as much corn as possible the first season. After the first harvest each was allotted his own farm of twenty acres and continued clearing, and at the second harvest each man averaged eight acres under cultivation, not counting rice in the marshland, and had enough corn to subsist himself and his family for the year.

The settlers had been given such amenities as could be provided. For instance, a canteen was set up and from its profits first aid supplies were bought. The former was run by

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an ex-storeman and the latter administered by an ex-stretcher bearer. A very successful feature of the scheme this year has been the demonstration plots where new seed varieties and new methods of cultivation are tried out, and are on view for all to see. There are one-fortieth acre plots laid out as a nursery, and run by the Native Administration Agricultural Assistant, and records of yields are kept of each crop.

In December, 1948, the second settlement was laid out, and the first of what might be termed true settlers moved in. That is to say, settlers who had the pilot scheme as an example but who would receive only the minimum of practical assistance. All they actually received was the clearing of their village area (and, of course, the marking out of compounds and 20 acre farms) and the equivalent of about £3 10s a head subsistence to tide them over the hungry months before the new harvest. Such was their enthusiasm and will to work, however, that each had cleared in the first season sufficient ground to grow corn which will probably carry him through the year, as well as rice, a crop previously unknown to them. It is worth recording that the spirit of this settlement has been far ahead of that shown in the pilot scheme. Here the people knew they were working for themselves, and they tackled the road work with such a will that they used to have their task finished by mid-day and then went back to their farms. When the time came tax was paid at once, and they still had cash to buy cloth. Having good crops on their farms, too, they are well content."

Your Excellency, it is of interest to note the contrast between results so far achieved with this scheme and those obtained with settlers trained in the farm school to which my Friend His Honour the Chief Commissioner, Western Provinces referred yesterday. At both, we are perforce now dealing principally with illiterates. We are bound to admit that we have not yet found the best approach to induce the ex-school boy to adopt an agricultural career. It may be that mechanisation may provide a part answer, for most boys are attracted by mechanics in some form or other. We shall hope so. In the meantime, we continue to study the problem at our farm schools.

I have every sympathy with my friend the Honourable the Second Member for the Eastern Provinces and my friend the Second Member for the Western Provinces in their representations. It has not ever yet been possible to post a full time Agricultural Officer to their Provinces. I cannot state when this condition can be remedied, but I do propose to examine the lists of trained staff to find out if there are any members of the staff whose homes are in the Ijebu or Rivers Provinces who could be spared for more general touring in these areas.

One Honourable Member, I think it was my friend the Honourable the Reverend Member for the Colony deplored the fact that "his people would not go back to their own land", and he deplored with others the rising price of foodstuffs. I do wish we could find a ready answer to both these problems. Several people have suggested to me that Government should undertake directly the growing of foodstuffs, as one remedy. Few who do so can appreciate the magnitude of such a task if it were to be in any way effective. It would, in fact, be quite impracticable, for supervision costs alone would be prohibitive.

Sir, His Honour the Chief Commissioner, Northern Provinces has referred to the unlikelihood of my personally being able to undertake the growing of food over the fourteen million acres of the Northern Provinces. Since the opening of this debate this morning I have come to the conclusion that I should probably only succeed in growing a bigger and better crop of thorns for the "emaciated camel" described by my Honourable Friend the Director of Public Works.

I am sure, Sir, that Government is following the best policy it can within the limits of its resources. We shall steadfastly pursue the search for acceptable means to increase yields, and to offset losses from pests and water shortages, and ever increasing or maintaining fertility.

Sir, I support the Bill.

The Hon. the Chief Secretary to the Government:

Your Excellency,

I do not think that I would have taken part in this debate, in view of the battery of official spokesmen which surrounds me, had it not been for the speech which the Honourable the Second Lagos Member made yesterday. There are one or two important matters which he mentioned on which I assume that he would welcome a reply, and which should not be left without comment. Before I reply to him I should like to refer very shortly indeed to one or two points which concern me particularly, either as leader of this House or as the head of the Civil Service.

First, I welcome the appreciative comment which has come from all sides of the House regarding the members of the staff of this Council, and as they are unable to speak for themselves I thank the Council, on their behalf, for what has been said. The Council is aware that a new post of Assistant Clerk to the Legislative Council has been created. I am very glad that that has been done. I certainly think it was necessary. We hope that our present Clerk will be with us for several more decades but there must come a time when he will wish to lay down his office and it is necessary that a good man should be working with him, learning his task under the Clerk's guidance. We have advertised this post and we shall take

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the greatest care in the selection. Meanwhile, Mr Adebo has agreed to serve with his friend Mr Ojo and, as you see, has been working with him at this meeting. Mr Adebo has higher things to look to in Government Service, and it was good of him to agree to serve temporarily in this capacity. It is my responsibility to see that the Clerk of the Council is adequately provided with staff. I am hard pressed as a rule in my time but I always try to make time to see him when he comes to me with a request concerning the Council and I shall continue to give him all the help I can. We recently allotted to him a more suitable office, next door to the Council Chamber in Lagos, but I do not pretend that it is adequate and I hope very much that it will be agreed here in Enugu that a new Council Chamber should be built: the new building should, of course, include adequate offices for the staff of the Council.

I must next make an apology to the Honourable the Senior Unofficial Member. (I hope, by the way, that the colour of his quill pen does not indicate any change in his political views). I should like to tell him that I am extremely sorry that a decision taken in this Council has not been carried out. We decided at Ibadan, on his motion, that Your Excellency's speech, with a summary of the speech of the Financial Secretary, should be translated into some of the Nigerian languages and widely published. I am extremely sorry that that was not done. Copies of Your Excellency's speech with a summary of the Financial Secretary's speech were indeed printed—I think the number circulated was 25,000. But no translation was made and I assure the Honourable Member that action will now be taken as he requests. I think that it would be suitable if the three principal speeches on Government policy which Your Excellency has made to this Council were translated and circulated at the same time. I am concerned that this serious mistake has taken place. After each meeting of the Council we go through the proceedings and check whether supplementary questions have been dealt with and whether any other consequent action has to be taken. I cannot say, without reference to papers in Lagos, how we failed to take the necessary action in this instance but since a formal decision of the Council was recorded this is a serious error on our part, and I sincerely apologise.

I should also like to say a few words about the Council Chamber in Lagos. As soon as it became apparent, as the constitutional review proceeded, that a much larger Central Legislature would probably be created in future, we gave our minds to the question of where the new legislature would be housed in Lagos. It is true that we anticipated that we might continue, as we have done over the past two years, to hold some of the meetings of the Central Legislature in the Regional capitals, but I understand that the General Constitutional conference at Ibadan has since recommended that the practice should not be preserved. I myself,

speaking as an official, would be very sorry if the practice were not continued. I have found at Kaduna and at Ibadan and now at Enugu that it is a very great advantage to the official who wishes to give his whole mind to the work of the Council to be up-rooted from the pre-occupations of his own office in Lagos. Speaking personally, therefore, I shall be sorry if we do not continue these visits. I also would say that even if such visits to Regional capitals are discontinued in future they have been of the greatest value in the past two years. In any event we could not, I think, rely entirely on the Regional Houses for meetings of the Central Legislature. It is also quite obvious that the existing Legislative Chamber in Lagos is inadequate and unsuitable for the Central Legislature of this country. It certainly is inadequate if the Central Legislature is to be anywhere near the size which is now proposed. It is essential therefore that a new Chamber in Lagos should be built and three possibilities were recently discussed in a preliminary way by Finance Committee. One was that a utility building should be erected with no claims to architectural beauty but sufficient in size to house a larger assembly, providing a few offices as well. I think the cost was estimated at £30,000. Then there was a second proposal for a two-storey building, providing a good deal more office space together with adequate committee rooms and also a chamber big enough to accommodate any number that is likely to be agreed, the building being one of some dignity, although not unduly elaborate. That proposal was estimated to cost £90,000. A third proposal put forward was for a very much larger Parliament building to be constructed in Lagos on a grand scale. It was suggested that a new first-class site should be found large enough for a building to accommodate not only the new legislature but also some departments and ministerial offices—such a building would, of course, cost a very large sum of money. I believe the figure of one million pounds was mentioned. We then investigated the question of possible new sites but we have been unable to find a site in Lagos for such a vast building. The cost of purchase of privately-owned land in Lagos is very great, and there was a suggestion, which I do not personally support, that we should put this monster building in the middle of the Race Course. The matter will be further considered in Finance Committee at Enugu. I myself, if I may make my own plea, consider that it would be a disaster if, in our next constitutional era, we had no chamber at the centre, in Lagos, adequate and suitable for our purposes. It would surely be quite wrong for the Central Legislature of Nigeria to meet for the next few critical years in hired halls. I very much hope, therefore, that members will carefully consider the second of the proposals which have been put forward. I would urge that very strongly and hope that a decision can be taken now so that, as the Director of Public Works has told you, the new Chamber could be occupied next year.

Now, Sir, I have just two other points to deal with very shortly before I come to the speech of the Second Lagos Member. They affect the Government Service. The Honourable the Development Secretary referred in an earlier debate to the Government policy which we have explained in the past—the policy to create independent boards or corporations free from the restrictions necessarily placed on ordinary government departments to run our commercial and semi-commercial departments. It is our policy to free these departments by setting up boards with full authority to operate the concerns. As you know, we are dealing with the Electricity Bill at this meeting, which is to carry that policy a step further. I have said before that I hate centralisation and I believe that we have too much centralisation in Nigeria. The country is far too big to be run on an over-centralised basis. It is absolutely necessary that greater decentralisation should be achieved, both by the policy of regionalisation and also by giving authority and power to newly-created public corporations. The policy offers the great additional advantage that Nigerian participation can be achieved in the direction of these concerns. I have noted very carefully what the Third Lagos Member had to say on that subject and I agree that it is a matter for serious consideration whether the Railway, for instance, might not be operated on that basis to give the Railway Administration greater freedom of action in all matters, including labour matters. I have noted the opinion that, having dealt with the electricity undertakings, we should now proceed to consider other commercial or semi-commercial departments and see if they could not be better run in the interests of Nigeria as a whole by newly-established public corporations.

One other matter I should mention; it was raised by the Honourable the Second Northern Member and I regret that I cannot deal with this very important matter more fully at this stage. He referred to the enormous task of the reorganisation of the Government Service which must be undertaken in consequence of the constitutional changes that we expect to take place. None of us at the moment can say finally what those changes will be but we do recognise—for we know that there has been full agreement on the necessity for increased regional autonomy—that changes in government organisation will be necessary. We cannot proceed to final conclusions until we know exactly what form the constitution will take but the matter has already come under consideration. All I would say now is that one of the major tasks which has to be undertaken this year, if our new constitutional arrangements are to come into effect next year, is a full review of the government machine. This we propose to undertake ourselves. We do not want any special Commission to do it for us. We shall have to operate the machine and we propose as a matter of first importance and urgency to undertake the task of overhauling the

Government Service to meet the new situation which constitutional advance will create.

I would now like to proceed, with what restraint I can muster, to deal with the speech of the Honourable the Second Lagos Member. I cannot deal with all of it in the time available, but I should like to take certain parts of that speech and examine them. Before I do so, I should ask the indulgence of the Chair, for I must necessarily stray from the main subject of the debate, my justification being that I am dealing with points that have already been raised in the course of the debate.

I have no doubt the Second Lagos Member agrees with me that the test of political maturity is the ability to give and take hard knocks without rancour or bitterness. He will also agree, I am sure, that he has no monopoly either of strong views or strong language. I do not expect to match the violence of my Honourable Friend's words, but I feel sure he will not complain if I reply with equal vigour.

First let us take the question of personal violence. That question has been mentioned by a number of members in this debate—the question of the part of violence in our public life. I suggest to this Council that the Second Lagos Member had an excellent opportunity to make a clear and unequivocal statement on that subject. I am sure that a statement from him on that subject would have been particularly opportune at this time. I listened therefore to what he had to say on this matter very carefully. He stated that he agreed with what had been said by other members in respect of the attack upon myself, but a little later in the speech he made a quotation. The quotation, if I remember correctly was that "the tree of liberty must be watered by the blood of tyrants". I asked myself, when that quotation was made what relevance and significance can that quotation have to the matters which are being discussed? Why was the quotation made at all? If it had no point or no relevance, would it not have been better to leave it out?

The Second Lagos Member (Dr the Hon. N. Azikiwe):

On a point of order, Sir. It is quite clear in my speech that where the reference to the attempt on the life of the present Chief Secretary was made by me, I said that I associated myself completely with the views expressed by the previous speakers on this score, but, nevertheless, I thought it was a violation of our Standing Orders. If the Honourable the Chief Secretary had cared to read the text of my speech perhaps he might not have made the statements he had made. What I said is quite clear, but I am wondering whether, in replying to the Appropriation Bill, policy has been changed so that the Chief Secretary has to reply to my speech?

The Hon. the Chief Secretary to the Government :

It is surely a well established practice that where a point has been made in debate one is entitled to reply to it.

As regards the Standing Orders, the Honourable Member is of course perfectly correct, but my point does not concern the Standing Orders: it concerns the quotation. Why was this quotation made? And what is the significance of the quotation? The Honourable Member was I think, Sir, speaking to those outside this Council as much as to those inside the Council. What construction will be placed upon that quotation elsewhere?

The Second Lagos Member (Dr the Hon. N. Azikiwe):

On a point of explanation, Sir. I would not like any part of my speech to be taken from its context and given a different interpretation. In that speech I pointed out the relationship existing between the peoples of this country and Europeans. I also mentioned that, hitherto, I personally have had faith in Britain and I mentioned that, in view of circumstances it might become necessary for one to consider the experiences of other British dependent territories. It was in that connection I mentioned it.

The Hon. the Chief Secretary to the Government :

I have studied the speech very carefully and it is now for the Council to judge what was intended by the use of the quotation. I suggest to the Honourable Member that, on reflection, he may consider that the use of that quotation was a mistake, because I am perfectly certain that he will agree with me that anyone who at this time does anything to preach the creed of violence, or to stir up the malice which leads to violence, would be open to the most severe public censure. It is for all of us to guard our words, and I think that it was a perfectly fair comment on the Honourable Member's speech to suggest that that quotation was not helpful in present circumstances.

I turn to another point, Sir. The Honourable Member made some reference to slavery and suggested that Nigerians are slaves. I should not have expected that statement to come from the Honourable Member of all people. I noticed, in what he had to say, no sense of restriction of free speech. Nor do I notice in the Press which he controls any restriction on free speech. Indeed, Sir, I would say that if the Honourable Member is a slave, he is the freest slave in history. The fact of the matter is, as the Council well knows, that subject to the law, before which we are all equal, there is full freedom of speech and full freedom of the Press in Nigeria.

The Second Lagos Member (Dr the Hon. N. Azikiwe):

I have not the text of my speech here, but I can still remember what I said. It is alleged I suggested that Nigerians are slaves.

The Hon. the Chief Secretary to the Government:

I will read the sentence: "If we prefer to remain slaves, what right have we to sentence the generation which follows us to slavery?". The Honourable Member went on to say: "I am not a slave and I have no desire to commit my children to slavery." But what possible interpretation can be placed on the earlier sentence except to suggest that Nigerians are living in conditions of slavery?

The Second Lagos Member (Dr the Hon. N. Azikiwe):

I cannot see how any person, without bias, could read this part of my speech and give it the interpretation which the Chief Secretary is now giving. I said: "Why, then, should some of us, members of a generation which has had its opportunity and failed to usher in freedom in their lifetime, have the audacity to misinterpret the yearnings and desires of our youth? If we prefer to remain slaves, what right have we to sentence the generation which follows us to slavery?" There was no insinuation that Nigerians are slaves. I ask the Chief Secretary not to misinterpret my speech.

The Hon. the Chief Secretary to the Government:

I leave it to the Council to decide whether the speech could be interpreted in the way I interpreted it. I suggest that the whole section of the speech which dealt with slavery can have only one interpretation—it implies that slavery operates here.

The Second Lagos Member (Dr the Hon. N. Azikiwe):

On this point, has he accepted my explanation and is he prepared to withdraw the reference?

The Hon. the Chief Secretary to the Government:

I gladly withdraw the statement on the understanding that the Honourable Member confirms that the reference to slavery had no application to Nigeria. If that is so, I am delighted. It is a good thing to have this point corrected.

The Second Lagos Member (Dr the Hon. N. Azikiwe):

There are some people who have their own views on the interpretation but I hope they will not allow their emotions to run away with them. I am afraid I do not accept the interpretation of the Chief Secretary, because I said "Why should *some of us* have the right to sentence the next generation to slavery?" That does not mean that Nigerians are slaves. It refers to *some* Nigerians, who are members of a generation that gives the impression of being slaves. I ask him not to take any particular portion from the context but to read it as one whole paragraph; otherwise, it will not be fair to make that reference to me, and if he does I shall be obliged to make a retort.

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The Hon. the Chief Secretary to the Government :

I think there is no disagreement left between us. I am glad that the Honourable Member has removed any error or doubt and I withdraw any reference whatsoever to that section of his speech on the understanding that there is no suggestion that slavery exists in Nigeria.

Good. I think our time has not been entirely wasted. I now turn to another phrase a little later in the Honourable Member's speech.

The Fifth Member for the Eastern Provinces (The Hon. Nyong Essien) :

Your Excellency: I rise to a point of order. My point, Sir, is this:

That the Honourable the Chief Secretary to the Government is here and now setting a precedent which, in my opinion, I may be wrong, does not parliamentarily tally with the principle of parliamentary procedure: in that he questioned or took to task an Honourable Member of this Council, who, in the course of his speech had the right to enjoy the common property of this Council, namely, "Freedom of opinion, speech and expression."

This is my ninth year of service as a Member of this Legislature. I have never once before witnessed a practice similar to this; and my Honourable Colleagues cannot cite a single similar instance in support of the case against which I now stand.

Apparently, parliamentary speeches can be refuted in the House, but that has never been done by prosecution of the speaker before the House, as it is on this occasion.

Of course, my point is subject to Your Excellency's overruling.

His Excellency :

I must ask the Honourable Member to leave it to the Chair to conduct the business of the Council but if I correctly understand the point he is making I think I can help him. It is true that our Standing Rules and Orders are rather rigid in regard to interruptions. They provide in fact that no Member shall interrupt another who is speaking except by rising on a point of order. I have chosen this morning to give a wide interpretation to that rule. I would recall that during previous meetings of Council Members on one or two occasions have challenged the reading of speeches by other Members. On those occasions I have made it clear that it must be left to the Chair to interpret this rule, but I have added that the purpose of the rule is to ensure liveliness of debate. As we grow in self-confidence and political maturity it will be possible and desirable to tighten up our practice in this matter, but in the meantime I shall continue to exercise my

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discretion in the matter. Similarly with interruptions. In this morning's proceedings I have taken into account the fact that both participants are skilled debaters. In the House of Commons the practice is that a Member who is interrupted while speaking yields or refuses to yield. In the latter event the Speaker might, if he considered it necessary, ask the Member interrupting to resume his seat. I certainly did not consider that the Honourable the Chief Secretary required any protection from the Chair and I therefore allowed a certain latitude in the matter of interruptions, with a resulting liveliness in debate.

The Hon. the Chief Secretary to the Government:

I come to another point in the speech of the Second Lagos Member. Towards the end of his speech the Honourable Member said that he was losing faith in the Government and that he looked for one positive act to restore that faith. I was amazed at that statement. It seems to me a most surprising thing that he should apparently be ignorant of the whole policy which Your Excellency has been at such pains to explain to us at this and previous meetings. It seems that the Honourable Gentleman must have entirely misunderstood the policy of participation, the case for which has been so clearly put. He says that he is looking for one positive act. The Honourable Gentleman cannot have forgotten the invitation which was extended to him to serve on the Commission to consider means for the Nigerianisation of the Service. We served together on that Commission, with other Nigerian Members. We sat for three or four months. The contribution which the Honourable Member made was a most useful one. We produced a unanimous report. As a result of that Commission, the Honourable Member well knows, Public Service Boards have been established, which select Nigerians for promotion to the Senior Service and for training schemes overseas and at Ibadan; and those Public Service Boards in every case have a Nigerian majority. The Honourable Member must also know of the Marketing Boards, set up with strong Nigerian representation, and of the enormous benefit which they bring to this country. He must know about the Production Boards, with Nigerian majorities and with millions of pounds to spend on schemes of new production—surely, one of the greatest experiments in economic development ever undertaken in this country. He must know of the other boards and corporations which have been established, of the Colliery Board, of the Cameroons Development Corporation, of the Boards of Education and Agriculture—all of them recently established with strong Nigerian representation. He knows, of course, of the plans worked out in the Eastern Provinces, in co-operation with the Unofficial Members of the Eastern House, for a new system of local government. He must know about the discussions which Your Excellency initiated for the drawing up of a new system of local government

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in Lagos. Above all, he must know about the invitation which Your Excellency made to the people of this country to participate in the revision of the constitution. It is not a question of one positive act; it is a question of a whole series of positive acts.

I am reminded of the biblical prophet who went after the drought on to the hillside. He too asked for one positive act, for a sign, he hoped that he might see on the horizon a cloud no bigger than a man's hand. The Honourable Gentleman, as he tears his garments and prays for one positive act, resembles the prophet, but surely someone should tap him on the shoulder and say "My good Sir, haven't you noticed, it has been raining hard for some time." There has been, Sir, a whole series of positive acts.

The time has surely come when we should turn from rhetoric to practical effort and from talk to work. We should press on with building up the free institutions which we want to see in this country. That will be done not by loose talk but by hard work. I am particularly impressed by the example we have had from the Eastern Provinces House of Assembly where Unofficial Members, having prepared their plans for local government, went out and explained and justified them throughout the Eastern Provinces. They were obstructed and opposed and abused, but in the end were congratulated by the very people who had obstructed them. So it will be in Nigeria in the work we have done and are doing on the revision of the constitution. I am sure that, when the history of these times comes to be written, it will be those who have co-operated in the work and given their time and effort to solve the problems and work for real progress who will earn the gratitude of those who come after us.

There are people, I am not referring to the Second Lagos Member, but there are people who are doing the greatest disservice possible to the political education of Nigeria by leading people to believe that there is a panacea for all our ills. There are people who appear to adopt this attitude; they say to the youth of this country "Do not concern yourselves with schemes of development such as those which the Chief Commissioner of the Northern Provinces described in the striking speech he made the other day." "Do not concern yourselves with economics, do not worry about mixed farming, do not worry about the improved output of food crops. There is no need to give your minds to practical problems affecting legislatures and executives and constitutional relationships between the different parts of the country. All you have to do in effect is to sit on a magic carpet and at a given moment to shout some slogan about self-government; there will be a puff of smoke, the magic carpet will fly through the air and you will arrive at a modern Garden of Eden with the problems of the country suddenly solved." That Sir, is not political education; it is political deception. That is surely the worst possible approach to our

problems, which can only be solved by hard thinking and hard work. To lead people—as some are leading our young people—to think that all our difficult problems can be solved by a mere slogan is a most irresponsible action. Honourable Members will know that there is such an attitude of mind being created in some parts of this country. It can do infinite harm to the political advance of Nigeria. There are those who say that anyone who does public work is doing it for self-interest, and that officials are working not for the good of the country but for some evil imperialist design. People who feed the public on such nonsensical fairy tales are doing the greatest disservice to the country.

As regards the Honourable the Second Lagos Member, I would like to say this. I have worked with him. I know him well. Our personal relations have always been as friendly as they could be. I respect his ability. I say it on behalf of myself and the Government that we are ready to co-operate to the full with the Honourable Member and anyone who thinks like him, provided that he is prepared, as we hope he will be, to work with others for the progress of Nigeria.

I said just now that the Second Lagos Member has no monopoly of strong views or strong language. Nor has he, or anyone else, a monopoly of sincerity, or idealism. I would like to speak for a minute or two for the Service. I, Sir, have been in this country only a little more than two years. Any contribution that I have made is therefore short and small, but possibly I can on that account speak more easily for the Service than my Honourable Friends who have given twenty or thirty years of their lives to this country. We are intensely proud of what has been done in Nigeria and any fair minded man will agree that the contribution which has been made in the last fifty years has been a magnificent achievement. It is a remarkable thing that we should be sitting here after so short a period with representatives of all parts of Nigeria in a Council which has a majority of Nigerians, deliberating on the affairs of this vast country. We are proud of our achievements and we are not afraid to say so. We believe in what we are doing. It is not always easy or pleasant. You have heard some of the difficulties about Government staff. Many of us are doing two or three men's work. We are very often subject to obstruction and abuse, and we take pride in the fact that we do not reply to personal abuse. It is not easy or pleasant when you have to undertake hard work, not only with lack of appreciation, as the Director of Public Works said, but against a constant stream of abuse and malicious criticism, but we do not mind that, Sir, because we know that the abuse originates from a tiny minority and because we believe wholeheartedly that the policy which we are following is the best policy in the interests of Nigeria.

Honourable Members who were with me in London in 1948 for the African Conference will remember that I had once to speak at

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short notice for the Colonial Service and I tried to summarise in a few words what we in this generation of the Service believe. I shall try and remember the words I then used.

We believe that the constitutional advance which we all wish to see will be a barren achievement if it is not accompanied at the same time and at the same pace by economic advance, so that the standard of living of the people can be raised.

We believe that, as members of the Public Service, we should identify ourselves with the people of the countries in which we live and work and, in Your Excellency's words, that we should make their legitimate aspirations our aspirations and their aims our aims.

We believe that however good our plans for economic, social and political advance, they will succeed only to the extent that we can achieve the enthusiastic co-operation of Nigerians—co-operation not in a subordinate capacity but in a leading capacity.

We believe, Sir, that the only way to train people in responsibility is to give it to them, and not to give it to them reluctantly, but deliberately as a matter of positive policy.

We believe that the contribution which we have made in the past can only be matched by the contribution we are determined to make in the future. We know that we have the interests of the people at heart. We shall continue to work for them and with them. We have a cause which we believe in—and what is more a cause which we are firmly confident will succeed.

The Second Lagos Member (Dr the Hon. N. Azikiwe):

Standing Order No. 11 section 9 says a member who has spoken may again be heard to offer explanation of some material part of his speech which has been misunderstood. The Chief Secretary said I waited for one positive act on the part of this administration. I am submitting that it is not true. What was said was: "My faith in the sincerity of Great Britain towards Nigeria is beginning to wane." I never said that my faith in Nigeria is beginning to wane. So I agree with him in respect of the positive acts of the administration. He also mentioned that Government was ready to co-operate with the Second Lagos Member or any other person who thinks like him. I wish to reciprocate to the Chief Secretary and to extend to him the same right hand of fellowship.

The Hon. the Director of Education:

Your Excellency, I rise with a little diffidence to continue the debate as I would not presume to such heights of oratory as those to which we have just listened from the lips of the Honourable the Chief Secretary. The V bombs which have dropped in Education Alley during the debate have been few, and far between; and those that have fallen were launched almost entirely from the Eastern Region,

Earlier in the proceedings, Sir, one Honourable Member from that Region informed the House that noise was an inseparable concomitant to discussion in the Eastern Provinces, adding as a caveat that this clamour from the Orient should be largely discounted. I shall be happy to accept that comforting advice.

Sir, to evaluate educational progress in any one year is not a practical proceeding. Real progress is an evolutionary process and, to measure it, one must cover a period of years. Honourable Members have been in this Council a sufficiently long time to have taken stock of their direction of, and participation in, the educational field. A statement of policy has been published and approved after discussion, not only with the Board of Education, but also with the Regional and Central Legislative bodies. That statement makes widely known principles governing present developments. Similarly, Honourable Members are familiar with the costed plan based on the principles of the Policy Memorandum and directing Colonial Development and Welfare assistance principally to the strengthening of secondary education, technical education, and teacher training at all levels. They are now considering, at the Regional level, priorities in circumstances which have been explained to them recently by my Honourable Friend the Development Secretary. They have followed up the report of the Elliot Commission on Higher Education which led to the establishment of the University College at Ibadan and towards the establishment of the College of Arts, Science and Technology. As to the latter, Honourable Members from the various Regions have recently met the Principal and have made known to him their views as to the development of the College. They have also witnessed the teachers' salaries revision of 1947 and the consolidation of the Nigeria Union of Teachers as a responsible body playing its full part on representative educational bodies. They have approved the comprehensive report by Sir Sydney Phillipson, with Mr Holt's assistance, completely revising the grant-in-aid system and giving effective publicity to the principles of the new system. They have approved a new Ordinance and grant-in-aid Regulations and have seen the promulgation of the new General Regulations. That is no small achievement, I submit Sir, within a period of three years.

The period of which I have just spoken has witnessed a reinforcement of the Education Service by recruitment and by the policy of Nigerianisation; though expanding demands continue to be far ahead of recruitment and the full effect of the policy of Nigerianisation will not be felt for some time. It can be claimed, however, that an all-round effort has been to give effect to a properly publicised policy.

The immediate task, Sir, is to provide efficient and appropriate education at all levels after a period of uncontrolled expansion

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during the war years, during which standards inevitably suffered, and that task must perforce be undertaken during continuing rapid expansion when no pause for breath is possible. The great increase in public funds made available in recent years, the new Education Code and the various policy documents to which I have referred, the effective Regional and Central Consultative machinery, the partnership with the Native Authorities, the Voluntary Agencies and the Nigeria Union of Teachers, the keenness and ability of the Service I have the honour to lead, all help to make this task possible. The crux of the matter is the safeguarding of quality at the core of the rapidly growing system on which the future of Nigeria will depend. The principal directions of the drive at the present time are to retrieve standards in primary education and to establish them in secondary education by increasing the proportion of trained teachers to the vast expansion of primary schools and by guiding and controlling the popular surge towards a fuller provision of secondary education: to lay broader foundations for a worthy system of technical education and to foster the growth of active local education authorities. The success of the drive will depend largely on the availability of professional specialists, particularly at the Regional level, and I should be less than candid if I did not inform Honourable Members that my principal anxiety at the present time is the absence of such assistance at a time of extreme stress. I will give only one example. It is manifestly impossible for a Regional Chief Inspector of Education to give by himself the necessary inspection and supervision, as he is unable single-handedly to undertake the rapidly increasing task of practical examination of hundreds of teachers in training together with that of inspecting the greatly expanded system of secondary schools and training institutions. Clearly, Sir, the Chief Inspector must rely in increasing measure on specialist assistance if the duties which I have mentioned are to be performed adequately.

I pass, Sir, to some of the points raised in the debate. As was the case last year, a significant feature has been the emphasis on the need for preserving a proper balance between economic development and the expansion of the social services. I venture to associate myself with the observations made by the Fourth Honourable Member for the Northern Provinces in this respect, and to repeat what I said last year, namely, that while both are inter-dependent, the latter should lag slightly behind the former if confusion and disappointment are to be avoided. Over large parts of the territory, we are within measurable distance of eliminating illiteracy from the child population; but the full realisation of that objective can only be achieved by increased contributions from the local communities concerned. On that point, Sir, I was asked by the Honourable the Fourth Member

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for the Eastern Provinces to throw some light on a question addressed to the Director of Education last year, which he alleged had been by-passed. I think I may be permitted to inform the Honourable Member that the lady who was at the time acting on my behalf did receive his question but returned it to the Secretariat with feminine tartness, observing that the Director of Education obviously could not take unilateral action on a subject which had received the approval of this Council. Waiving that point, however, I can assure the Honourable Member of Government's intention that the amendment to the Native Authority Ordinance to which he referred will be introduced at an early date, along with several others.

Three Honourable Members referred to the problem of juvenile delinquency and used such terms as "criminal-mindedness" and "hooliganism" in the course of their denunciations. When I last asked for the background of juvenile delinquents in a large urban centre I was informed by the Welfare Officer concerned that 98 per cent were untouched by the Nigerian school system and that the basic cause of delinquency in this, as in other countries, is an unhappy home background and parental disharmony. I suggest to Honourable Members that they might give some consideration to that aspect of the problem. But one Honourable Member—I think it was the Second Member for the Eastern Provinces—went a good deal further and alleged that certain schools were propagating disobedience to parents. I have reason to believe, Sir, that he had in mind the political activities of a certain individual, no longer in the teaching profession; but, if my assumption is incorrect, and if he has any evidence to show that a school or teacher is acting in the manner alleged, he has only to lay the evidence before the Regional Board of Education and appropriate action will be taken.

Before leaving this subject, however, may I remind Honourable Members, as did His Honour the Chief Commissioner, Western Provinces, yesterday, that the up-bringing of children is the joint concern of the school and the parents. As I have said before, far too many parents in this country regard the up-bringing of their off-spring as the business of that mystical entity, Government. I am continually beset by the lamentations of responsible teachers who complain that their efforts at maintaining discipline are stultified by parental indifference. May I ask Honourable Members once again, therefore, to do all in their power to encourage parent-teacher associations and so assist in remedying the shortcomings which I have just described.

My Honourable Friend the Emir of Abuja, made an eloquent plea on behalf of the teaching profession and, as might have been expected, his plea was vigorously reinforced later in the debate by the Third Honourable Member for the Eastern Region.

I have naturally the greatest sympathy with these representations. But certain untractable facts have to be faced. There is first the formidable rise in the grants-in-aid votes, a fact which Financial Secretaries are apt to view with some concern, coupled with Government's undertaking to take the strain imposed by the progression of teachers along salary scales agreed to as recently as 1947, and a large part of the strain represented by the output of trained teachers. Then, there are the criteria, endorsed by this Council, by which the emoluments of the teaching profession should be judged:—

- (a) A test of personal need: they should make possible the kind of life which the teachers of the quality required ought to be enabled to live;
- (b) A market test: they should bear a relationship to the earnings of other professions and occupations so that the necessary supply of teachers of the right quality will be forthcoming;
- (c) A professional test: they should not give rise to anomalies or injustices within the profession; and
- (d) An educational test: they should not have any consequences which damage the efficiency of the education provided in any particular type of school or area.

For the elaboration of these criteria, Sir, I must invite Honourable Member's attention to page 37 of Sessional Paper No. 20 of 1947. There is also the factor, to which reference was made by certain members, that in the minds of most students-in-training for the profession the idea is qualified by the further consideration of how a particular course will assist their general education and their prospects of higher qualifications and emoluments. What should be regarded as a strictly professional course is valued according to the help it gives to the ascent of the ladder of general academic progress. That this should be so is not surprising at the present stage of the country's development, when every additional qualification holds reasonable hope of increased influence and higher pay. Nor, so long as the quality of the training is not lowered, need this dual aim be detrimental. It does, however, show the need for emphasis upon the teaching profession as a vocation, of value for its own sake, and it also indicates the difficulties, which cannot be ignored in planning and popularising training courses which are avowedly professional and only incidentally academic.

In older established educational systems, Sir, there is no longer a fictitious value attaching to every degree or diploma: They are no longer guarantees of lucrative employment, though they have value in their respective professional spheres. In Nigeria it is not so. And it will be some years before it is found that high academic qualification is not an immediate passport to affluence and prestige.

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It is, therefore, inevitable that many will try to use the teaching profession for their own advancement without much attachment to it for the love of teaching.

This situation and the shortage of teachers for present needs, more particularly in the Northern Region, and the insistent demands for expansion of education are all major factors affecting the future of teacher-training. Perhaps the most difficult question to be answered is the extent to which it is necessary and wise to accommodate professional training and its rewards to the demands arising from a situation which is at once both temporary and artificial. To make too little concession to it may mean a loss of teachers, and to make too much concession would be a disservice to the profession and tend to perpetuate an attitude towards teaching which is to be deplored.

These considerations lead inevitably to the proposition that the teaching profession is *sui generis*; that its members are responsible to the local communities by whom the great majority are employed and to the territory as a whole represented by Government. This relationship is recognised in the Education Ordinance which treats them as servants of local education agencies, payable on nationally approved rates and enjoying in increasing measure nationally approved conditions of service but with their emoluments a local responsibility towards which Government makes grants-in-aid. The indispensable requisite to complete parity of treatment is the formation of approved and representative Local Education Authorities. The formulation of general conditions of service, Sir, I suggest, should be the business of a Standing Committee on the Burnham model, with on the one hand representatives of the employing agencies, and on the other representatives of the teaching profession, with an independent chairman.

Meanwhile, Sir, the point made by my Honourable Friend the Emir of Abuja could, I suggest, be met, at least partly, by the award of a special allowance by the employing authority for meritorious service or for other special reasons on the advice of the Regional Inspectorate, the additional cost involved to be borne by local, not central funds. The special difficulties of the Northern Region derive, as Honourable Members are aware, from the fact that there is a very limited number of qualified youths and the resulting scramble for their services on the part of all and sundry. It is perhaps only natural, in such circumstances, that a young person is more attracted by the prospect of an immediate salary than by the alternative of two years' professional training as a teacher, and that he overlooks the fact that in the long run teachers can attain greater heights than those who adopt, shall we say, clerky pursuits.

The considerations which I have just outlined constitute the reasons why Government has been unable to accede in full to the representations ably put forward by the Nigeria Union of Teachers

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for full parity in the matter of the creation of senior service posts for voluntary agency teachers and for the introduction of a superannuation scheme for certificated non-government teachers on conditions identical with the pension terms enjoyed by government servants. Although Government's decision, Sir, does not fully meet the requests made by the Nigeria Union of Teachers, Honourable Members will recognise that the decision constitutes a major advance towards creating better conditions of service for the teaching profession, and I trust that my Honourable Friend, the Third Member for the Eastern Provinces, who raised these issues, and his colleagues in the Nigeria Union of Teachers will appreciate the reasons why it has not been possible to go further at this stage. I readily give him the assurance he sought in the matter of entry into the voluntary agency senior service scales since government has accepted the Board's recommendations in that respect.

The same Honourable Member ably pleaded the case for the College of Arts, Science and Technology, the objects of which I explained to this House in some detail last year. He likewise expounded with eloquence the case for the maintenance and improvement of standards and of quality in teaching. I associate myself whole-heartedly with all that he said on these important matters and with his references to the need for strengthening the department at the administrative and inspectorial levels.

He suggested, I think, that there was a small but somewhat sinister junta within the department which wished to ration teacher training. I can assure him that the junta, if it may be so called, has in mind nothing more than the preservation of quality in the teachers now being trained and has a healthy realisation of the need to keep the production of teachers within the limits imposed by finance. In the Eastern Region, at least, which is spending more than any other Region on grants for Teacher Training it may well be necessary to adopt a quota system during the next few years.

The Third Member for the Eastern Provinces (The Hon. A. Ikoku, O.B.E.):

On that point I had in mind the question of training teachers, not necessarily for assisted voluntary agencies. The Honourable Member will agree that there are a large number of communities that have their own schools and have not sufficient teachers, and I was trying to make the point that to limit teacher training to the official estimates governed by official vote would be a mistake in any Region, particularly in the Eastern Region.

The Hon. the Director of Education:

I think I have taken the Honourable Member's point. My own point was that finance must inevitably come into the picture. There is no desire on the part of the department to ration the number of teachers, but one must foresee the time when a quota system may have to be introduced.

My Honourable Friend criticised the type of mind which is limited to the "Civil Service horizon." I hope that my own mind and those of my colleagues extend beyond that somewhat restricted field: and insofar as he was referring to attitudes of mind towards the University College I have already made it clear to this Council on a previous occasion that if entry to the College comes to be associated with entry into Government service, the real justification for the University's existence will have been forgotten.

The Honourable the Third Member for Lagos sought information regarding the history of the superannuation scheme for non-government teachers. The story in short is that Government gave an assurance in 1946 that the scheme, when brought into operation, would have retrospective effect from the 1st of April, 1945; that the rules for the superannuation of Government's own servants were, for various reasons, not promulgated until the end of 1947; that 1948 was occupied with an examination of the related rules for voluntary agency teachers in consultation with the Board of Education and the employing agencies; that after the rules were submitted to Government, further representations were made by the Nigeria Union of Teachers; that Government's decision has been reached in circumstances I have just described and that the rules will be published in the Gazette at a very early date. I am glad to be able to inform the Honourable Member that the number of potential beneficiaries under the scheme up to date is very small indeed. The story, however, will be very different in 25 years' time, when several hundreds of thousands of pounds will fall to be met from Regional funds. On the other point mentioned, it has been the practice in recent years to provide a token sum in the estimates in anticipation of the promulgation of the rules.

The Honourable the First Member for the Northern Provinces made kindly reference to my recent visit to the Northern Region. I certainly obtained a clear impression on that occasion of the intensity of the demand for technical education in that Region, and I am happy to assure him that the department's plans for meeting that demand include, amongst other things, the provision of additional trade centres, one of which, I hope, will be located at Kano.

My Honourable Friend, the Oni of Ife, enquired as to Government's intentions for the provision of educational facilities for girls and women in the Western Region. He has just heard (I trust with pleasure), from the Honourable the Director of Public Works that tenders for the Girls' Secondary School at Ede and the Women's Training Centre at Ilesha have been received and that building operations will start this year.

The Honourable the First Member for the Eastern Provinces invited me to make a statement on a document emanating from a

[*Dir. of Education*][*Appropriation Ordinance*]

body described as the Education Missionary Society, conducted by a certain Mr T. K. Utechay. I believe the document has been circulated to all, or nearly all, Honourable Members, and I hasten to assure the Honourable the Second Member for the Eastern Region that the Society has no connection with the Education Department. The Department, whatever be its shortcomings, disclaims all responsibility for the propagation of new religions. The facts relating to this case form the subject of a reply to Question No. 191 addressed to me by the Honourable the Second Lagos Member, at the Second Session of this Council. As the reply was given in considerable detail I need not detain the House by reading it; but the Honourable Member who first raised the matter was correct in his surmise that it was the subject of exhaustive examination by the Eastern Provinces' Sub-Committee of the Board of Education. Similar considerations apply to the Abosso School, to which reference was made by the Honourable the Second Lagos Member. The same Honourable Member invited me to indicate the conditions needed before a voluntary agency becomes eligible for a grant-in-aid. The conditions are set out in full in Regulation 4 of Schedule A to the Education Ordinance, which has recently been approved by this Council. I need only observe, Sir, that I cannot, under the law of this country, grant the status of approved voluntary agency without the advice of the Central Board.

Finally, Sir, two Honourable Members referred to changes in policy with changes in directorship. May I remind them, Sir, that it is erroneous to talk of departmental policy. It is Government policy which is the policy of this Council. The only credit I may claim in the matter is that policy and the principles on which it is based have been set out for the first time in black and white in a Sessional Paper approved by Council. If Honourable Members wish to modify their policy in any way they are always at liberty to do so through the usual constitutional channels.

Sir, I support the Bill.

ADJOURNMENT

Council adjourned at 1.15 p.m.

Debates in the Legislative Council of Nigeria

Saturday, 11th March, 1950

Pursuant to notice the Honourable the Members of the Legislative Council met in the Chamber of the Eastern House of Assembly, Enugu, at 9.30 a.m. on Saturday, the 11th of March, 1950.

PRESENT

OFFICIAL MEMBERS

- His Excellency the Governor,
Sir John S. Macpherson, K.C.M.G.
- The Chief Secretary to the Government,
The Honourable H. M. Foot, C.M.G., O.B.E.
- The Chief Commissioner, Western Provinces,
His Honour Sir Chandos Hoskyns-Abrahall, C.M.G.
- The Chief Commissioner, Northern Provinces,
His Honour Captain Sir Eric Thompstone, K.B.E., C.M.G.,
M.C.
- The Chief Commissioner, Eastern Provinces,
His Honour Commander J. G. Pyke-Nott, C.M.G., R.N.
- The Acting Attorney-General,
The Honourable A. Ridehalgh, K.C.
- The Financial Secretary,
The Honourable E. Himsworth.
- The Director of Medical Services,
Dr the Honourable G. B. Walker, C.B.E.
- The Development Secretary,
The Honourable C. J. Pleass, C.M.G.
- The Director of Education,
The Honourable R. A. McL. Davidson, C.M.G.
- The Director of Agriculture,
The Honourable A. G. Beattie.
- The Director of Public Works,
The Honourable R. W. Taylor.
- The Commissioner of Labour,
The Honourable A. H. Couzens.
- The Commissioner of the Colony,
The Honourable E. A. Carr.
- The Senior Resident, Kano Province,
The Honourable B. E. Sharwood-Smith, F.D.

- The Secretary, Eastern Provinces,
Commander the Honourable S. E. Johnson, R.N.
- The Senior Resident, Oyo Province,
The Honourable P. V. Main.

UNOFFICIAL MEMBERS

- The Member for the Colony,
The Rev. and Honourable T. A. J. Ogunbiyi, O.B.E.
- The First Member for the Western Provinces,
The Honourable A. Obisesan, O.B.E.
- The Second Member for the Western Provinces,
The Honourable T. A. Odotola, O.B.E.
- The First Lagos Member,
Dr the Honourable I. Olorun-Nimbe.
- The Emir of Gwandu,
The Honourable Yahaya, C.M.G., C.B.E.
- The Emir of Katsina,
Alhaji the Honourable Usunan Nagogo, C.B.E.
- The Oni of Ife,
The Honourable Sir Adesoji Aderemi, K.B.E., C.M.G.
- The Atta of Igbirra,
Alhaji the Honourable Ibrahim.
- The Emir of Abuja,
The Honourable Sulemanu.
- The First Member for the Northern Provinces,
The Honourable Bello Kano.
- The Second Member for the Northern Provinces,
The Honourable Abubakar Tafawa Balewa.
- The Second Member for the Eastern Provinces,
The Honourable H. Buowari Brown, O.B.E.
- The Third Member for the Northern Provinces,
The Honourable Iro Katsina.
- The Third Member for the Eastern Provinces,
The Honourable A. Ikoku, O.B.E.
- The Fourth Member for the Northern Provinces,
The Honourable Aliyu, Makaman Bida.
- The Fourth Member for the Eastern Provinces,
Dr the Honourable F. A. Ibiam, O.B.E.
- The Second Lagos Member,
Dr the Honourable N. Azikiwe.
- The Fifth Member for the Northern Provinces,
The Honourable Yahaya Ilorin.
- The Fifth Member for the Eastern Provinces,
The Honourable N. Essien.
- The Third Lagos Member,
The Honourable Adeleke Adedoyin,

- The Member for Calabar,
The Honourable E. E. E. Anwan.
- The Second Nominated Member,
Major the Honourable J. West, M.C., E.D.
- The Third Nominated Member,
The Honourable N. B. Edwards.
- The Fourth Member for the Western Provinces,
The Honourable A. Soetan.

ABSENT

UNOFFICIAL MEMBERS

- The Oba of Benin,
The Honourable Akenzua II, C.M.G.
- The First Member for the Eastern Provinces,
The Honourable C. D. Onyeama.
- The First Nominated Member,
The Honourable P. J. Rogers.
- The Third Member for the Western Provinces,
The Honourable G. I. Obaseki.

PRAYERS

His Excellency the Governor opened the proceedings of the Council with prayers.

CONFIRMATION OF MINUTES

The minutes of the meeting held on the 10th of March, 1950, having been printed and circulated to the Honourable Members, were taken as read and confirmed.

ANNOUNCEMENT

His Excellency :

I wish to make a correction to the composition of the Select Committee to consider constitutional matters which I announced yesterday. Through inadvertence I omitted to mention the name of the Commissioner of the Colony, whom it was my intention to have on the Committee and to whom I now offer my apologies.

QUESTIONS

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

62. To ask the Honourable the Chief Commissioner, Eastern Provinces:---

For a detailed account of the accident which occurred on the 1st day of September, 1949, at Ikot-Ekpene-Itu Road in which the Staff of the Magistrate Abakaliki were involved?

Had similar accidents occurred there within the last ten years? If so, can details be given including any compensation awarded to the injured person?

[C.C.E.P.]

[Answer]

*Answer—***His Honour the Chief Commissioner, Eastern Provinces :**

The Honourable Member presumably refers to the accident in which the staff of the Magistrate, Ikot-Ekpene, were involved at Mile 46½ on the Ikot-Ekpene-Itu road. The cause of the accident was a mechanical failure and, due to the smashing of the steering column lock-pin, the lorry got out of control. One person was detained in hospital suffering from shock and others were treated as out-patients. No other accident has occurred at mile 46½ during the last ten years.

BILLS**(Second Reading)****THE 1950-51 APPROPRIATION ORDINANCE, 1950****The Hon. the Commissioner of Labour :**

Your Excellency, I am not sure at this late stage of the debate whether a major or a minor key is the more desirable, but in my case the pitch at least is fixed: it is that of those well-known instruments, the pick and the shovel, the hammer and the hoe.

I have been impressed, as I was last year at Ibadan, by the interest expressed by Honourable Members in the question of the industrial development of this country: the improvement and extension of agriculture in all its branches, the exploitation of the country's natural resources, and the introduction and expansion of manufacturing industries so that Nigeria's primary products may be processed here, or articles now imported from abroad may be made here. These are all matters in which the Commissioner of Labour is interested, because they represent the work and activity which are essential if living standards are to be raised. Trade disputes, strikes and other labour troubles are merely incidents on the way: they lead to adjustments and, perhaps, remove passing grievances, but in the long run higher wages, better working conditions and better living conditions have to be striven for by way of work. They are secured by the proper use of the country's most important natural resource, the one without which the other natural resources have little value or meaning—I refer to the country's manpower.

My Department is very well-placed for observing the country at work. Both the employed and the employers tell us their troubles and we spend much time in seeking to resolve their differences. We are not like the three well-known monkeys who "see no evil, hear no evil, speak no evil". Of course, Sir, we carefully avoid intentionally speaking any evil, but as for seeing and hearing, in the course of our work we see all we can and hear all we can, good and bad alike. As a result of this professional inquisitiveness, a picture is formed: the picture of the country at work. I do not intend it as an unkind criticism when I say, with respect, that, in my opinion, there is not enough activity in the picture. There

seems to be plenty of room, if not need, for more people at work, for more people working harder, and for more people working better. I have heard uninformed and hasty judgments very unflattering to the Nigerian worker, his industry and his skill; but Sir, I have myself seen Nigerian men, and women, engaged cheerfully and for long stretches at work which by any standards is hard. I have seen examples of Nigerian craftsmanship of which anyone might be proud.

These, Sir, are indications that the problem of productivity, of quality and rate of output, can be solved. Talking will not do it. Employers and trade unions, both separately and together, must give thought to the difficulties which are to be overcome. Honourable Members do not need to be told that the normal way of life over large areas of this great country is subsistence farming; that the idea of employment for regular wage-earning is a new one to most of our people; and that the proportion engaged in wage-earning employment is very small indeed; it is certainly less than five per cent. An example of the sort of thing I have in mind, Sir, is this: that it may well be, in circumstances like these, that the idea of being paid for a specific task, or piece of work, would appeal more to the worker and so produce better results than the idea of payment for time which traditionally has no particular value. This is, as I said, merely an example. I might suggest such other matters as the instruction and education of the worker so that he may understand better his place in the scheme of things generally and in the particular enterprise in which he is engaged; more vocational training and apprenticeship; more, much more, attention to discipline and to foremanship; a much more lively interest in what is called personal management.

A word, Sir, about trade unions. Several Honourable Members have referred to the movement and to its effects, and at least one has suggested that it is a foreign importation of doubtful value in Nigeria. In the main all organised human endeavour is performed by two sets of people, the one deciding the action and giving instructions for its performance, and the other receiving the instructions and carrying them out. In the field of labour these two groups are generally known as employers and workers, respectively. For so long as such a division of work and function prevails—and that, I should think will be for a very long time indeed—the members of either of the two divisions will collectively have points of view which, in some matters, will differ considerably from those of the other division. Trade unions are, amongst other things, means which make it possible for these differences to be perceived, defined, expressed and resolved in an orderly way. But, Sir, the proper use of these processes is something which must be learned and acquired by trade unions, and by employers too. There are limits to the efficacy of tutelage and precept, and limits to what can be learned without experience. It is natural therefore

that our trade unions, in their youth, should make mistakes and, sometimes, serious mistakes of a nature not to be anticipated solely by reference to the history of the progress, in very different circumstances, of the British trade union movement.

I have referred to the youthfulness of the Nigerian trade unions. It would, Sir, I suggest be a very good thing if Nigerians, trade unionists and others, were to look ahead and form some idea of the characteristics they would wish to see, from a Nigerian point of view, in the adult movement into which this youth will grow. Our Trade Unions Ordinance is based on the law of the United Kingdom and, not surprisingly, our trade unions themselves look to the United Kingdom for models. In connection with this, Sir, the effect upon the British trade union movement of its long and oft-times painful advance is overlooked. The trade union movement here, under the protection of advanced and benevolent legislation, has not been strengthened and refined by any such struggle for right and principle but has had benefits freely bestowed upon it. Its basic idea, that of community of interest, is, of course, not new and is obviously no innovation in tribal communities. Tribes and tribal unions have for centuries existed by acceptance of the principle. What *is* new is the extension of the idea beyond, or even across, the family, the tribe or the tribal union on the basis of the interests shared by and peculiar to the persons engaged in the new occupation of regular wage-earning.

These, Your Excellency, are all matters well worthy of earnest study and are some of the matters to which the Department of Labour directs its attention. I take the liberty now of commending them, in the general interest, to the attention of Honourable Members.

Sir, I should say something about strikes, not only because—regrettably—the word “strike” springs at once to many people’s minds when “trade union” is mentioned but also because—even more regrettably—the Commissioner of Labour and his work are not uncommonly regarded as being in some measure responsible for them. My Honourable Friend, the Financial Secretary, and other Honourable Members have expressed their concern at the irrecoverable losses, the inconveniences and the disturbances caused by strikes. On this, I will content myself with saying that, although the record is perhaps nothing to boast about, it is surely not as bad as it might have been if, where we have now at least the elements of organised labour with representatives who can be approached and reasoned with, we had instead formless, unruly groups of workers who would be easy prey to rumour, emotional appeals and irresponsible agitation.

There is much misunderstanding, Sir, of the legal aspects of strikes. One Honourable Member put down a question on this subject which had unfortunately to be ruled out on technical grounds. As the matter is of importance and of general interest, I

will, with due deference to my Honourable Friend the Attorney-General, attempt to clarify it a little. We may seek, but we will not find, any reference in our law to the word 'strike'. 'Legal' and 'illegal' are not terms which can be applied precisely to strikes. No law confers a right to strike in the popular sense and, in law, any action by persons to induce others not to work for an employer, or to cease to work for an employer, comes within the law of conspiracy. Any such action, or the action of participating in a strike, may also constitute a civil wrong, or tort, as being an offence against an individual who suffers damage in consequence. The effect of the Trade Unions Ordinance, is this: if a strike takes place in contemplation of, or in furtherance of, a trade dispute the persons concerned are protected from the law of conspiracy and from any action for damages arising out of an alleged civil wrong suffered in consequence of the strike.

The law does not provide this protection for the persons concerned in a strike which is *not* in contemplation of, or in furtherance of, a trade dispute.

The term 'trade dispute' thus has a vital importance, and has a meaning defined in the Ordinance as follows:—

“ ‘Trade dispute’ means any dispute between employers and workmen, or between workmen and workmen, which is connected with the employment or non-employment, or with the terms of the employment, or with the conditions of labour, of any person.”

On a relevant point, Sir, workers often feel that, after a strike, they possess a moral and a legal right to return to their jobs. I will not presume to examine the moral aspect, but from the legal point of view, if the withholding of labour or the refusal to perform work is a breach of a contract of service, it is none the less so when it is done as part of a concerted action by a group of workers: that is, when it is the individual's contribution to a strike. The rights and responsibilities of the two parties, as determined by the contract, remain unaffected.

We have a special case provided for in section 305A of the Criminal Code Ordinance. This somewhat involved provision might briefly and roughly be described as making generally unlawful any strike in an electricity or water supply undertaking, or any strike which endangers life, public health or valuable property, unless in each case seven days' notice is given.

It is perhaps worth mentioning, Sir, that in Canada, Australia and New Zealand, and in some other industrially developed countries, there are highly specialised laws for the regulation of industrial relations. Where groups of workers and trade unions are recognised as 'bargaining units' a strike is unlawful and the strikers are punishable at law if the strike takes place before the

resources of the negotiating machinery have been exhausted and have failed to effect a settlement. Even then, it is in some cases necessary for a majority of the workers concerned to declare, by secret ballot, that they are in favour of striking.

There is one ugly manifestation which has threatened particularly to mar the Nigerian industrial scene: the adoption by workers of 'go slow' tactics as a means of pressing their demands. However regrettable an ordinary strike may be, it is at least an honest demonstration implying a readiness to accept the consequences. I have no good word to say for 'going slow'. It seems to me to be dishonest, demoralising, and an unworthy attempt to gain an end at the expense of others. I hope most sincerely that in their own interests and in the wider interests of the public the trade unions will have nothing further to do with a line of conduct which can only bring discredit upon them.

I will conclude, Sir, on another note altogether. I am sorry, personally sorry, that the heavy burden of work upon us all has made it impossible for me to introduce in this session of this Council certain important labour measures. Honourable Members will like to know that over the past two years a considerable amount of work has been done on the preparation, in the light of the changing circumstances of this country, of a draft Factories Bill and of a draft Workmen's Compensation Amendment Bill. The first of these is of great importance to the industrial development of the country and the second represents a much-needed improvement of our present workmen's compensation law which, notwithstanding the benefits it has provided for workmen during its eight years of life, has now become out of tune with the times. However, I hope that very soon Honourable Members will have these Bills before them and that they will see in them new and important indications of Nigeria's social progress.

Sir, I support the motion.

The Hon. the Development Secretary:

Your Excellency, I am in the happy position of being able to report that during the past twelve months very considerable progress has been made in the implementation of the Development Plan, though that progress has not been as great as we had hoped it would be at Ibadan last year. We then estimated to spend over £6 million. We shall have spent during the past twelve months between three-and-a-half and four million pounds.

The primary cause of the under-expenditure has been, not so much lack of materials and equipment—indeed for the most part materials have been forthcoming fairly well—as lack of skilled staff. Honourable Members will have noted, from the diagrams accompanying the half-yearly development reports which have been

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sent to them, details of the staff position. But I am sure that the real seriousness of the position, Sir, will be realised when I say that in the numerous departments concerned with implementing the Development Plan out of an approved total establishment of 938 no less than 467 posts are vacant. I do not propose to say anything more about this at the moment, except to make two points: first of all, if we do not get the trained technical staff, we cannot carry out the plan; and secondly, in the light of the staff position I am amazed at the volume of work which has been done in the past twelve months.

I do not, Sir, propose to review in detail the progress of each of the schemes which go to make up the plan, or to reply to every individual criticism which has been made by Honourable Members who have spoken in this debate; this I will do in Select Committee, but I should like to refer to one or two now.

The Honourable the Oni of Ife drew attention to the slow progress of urban water supply schemes in the Western Provinces. The primary reason for the slow progress of these schemes is that under the plan approved a free grant of only thirty per cent of the cost is made from Colonial Development and Welfare Funds, leaving seventy per cent of the cost plus the cost of maintenance to be borne by the local authority. In many cases this has proved too great for the local authority. It is true, Sir, that a loan was offered to the authority concerned, but the repayment instalments in respect of the loan, plus the costs of maintenance would have proved too heavy. But I am now happy to announce that the free grant has been increased from thirty per cent to fifty per cent, and I hope that will enable more rapid progress to be made.

The Honourable the Third Nominated Member, Sir, drew attention to the delay in the unloading of ships which takes place in our ports and he pressed for the establishment of a Harbour Trust. As I think all Honourable Members are aware, Sir, the management of our ports has recently been the subject of examination by an expert commission. Their report, Sir, has been received and is now being considered. In this connection I would only remind Honourable Members of what I said in introducing the Electricity Bill, that it is the Government's policy to set up Boards or Corporations to take over functions now carried out by Government Departments where they are of a commercial rather than a governmental nature.

The Honourable Member also expressed concern with regard to the silting up of Escravos Bar. I can assure him that his concern is fully shared by Government. But I am informed that the dredging of a river bar in a swell such as obtains on the Escravos Bar is, I understand, an operation of very great difficulty. So seriously do Government regard the position that experts from two dredging firms have already visited the Bar and examined conditions thereon while the dredger *Ibadan* was actually at work. The utmost

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that can be said at the moment is that it is not yet certain that that dredger will not be able to improve the depth of water on the Bar. I would like to make it plain, Sir, that Government would be perfectly willing to let out the dredging of this Bar to contract on a payment by results basis. I can assure the Honourable Member and this Council that the Government regards this matter as one of the greatest importance and urgency.

The Honourable the Second Lagos Member urged that we should grasp the opportunity to develop the by-products of our coal and lignite and recommended that advantage should be taken of the limestone deposits in Nigeria to manufacture cement. I can assure the Honourable Member that we have already grasped the opportunity to develop the by-products of our coal and lignite and that at this moment Messrs Powell Duffryn are erecting a pilot plant to test the possibility of the commercial development of those by-products which laboratory tests have proved to exist. As to cement, the Colonial Development Corporation are actively examining the possibility of manufacturing cement in Nigeria.

The Honourable the Third Member for the Eastern Provinces asked for an assurance with regard to re-provision of development funds with particular reference to a bridge over the Enyong Creek. The position with regard to Colonial Development and Welfare funds unexpended at the 31st of March, Sir, is that because the British Act of Parliament provides that not more than twenty million of the 120 million provided may be spent in any one year, it is impossible for a guarantee to be given that money unspent in one year will be automatically re-voted in the next, but I can give the Honourable Member this consolation that in the past no request for the re-provision of unspent balances has ever been refused.

Since the Ten Year Plan was first drawn up a number of new factors has arisen, the most important of which are:—

- (a) Costs have increased and we shall have to cut out some schemes now included in the Plan if the total commitment is not to be exceeded;
- (b) Public discussion and criticism have indicated changes which can and should be made in the Plan itself and in the priorities of the various schemes included in it.

It has therefore been decided to recast and to review the Plan. When the Plan was originally prepared there was much criticism that there had been insufficient consultation with those for whose benefit it was intended. Great care has been taken to afford no opportunity for such criticism in regard to the revised Plan, and I hope that Honourable Members, to most of whom I have recently had the opportunity of explaining in detail the steps which are being taken to secure that consultation, are satisfied as to the adequacy of those steps. In connection with the revision of the

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Plan, I would like to say, Sir, how glad I was to hear so many Unofficial Members emphasise the importance of providing adequately for economic development and stress the need for an expansion of community development with which is intimately connected the provision of amenities in the villages as opposed to the towns. In this connection I would like the plea of the Honourable the Emir of Abuja that first things should come first. I hope that those Honourable Members will do their utmost to persuade their fellow members of the Regional Development Committees to adopt those views so that they may be reflected in the recommendations for the revision of the Plan which will emerge from the consultations of the Regional Development Committees. For as I have already explained to those Committees, it is the intention to revise the Plan very largely on the lines recommended by them. The revision is expected to take up the greater part of this year, but I hope that next year's development estimates will be prepared on the basis of the revised plan. I would merely say here, Sir, that before the Plan is finally approved it is intended to present it to a Select Committee of this House.

During the Budget debate last year, Sir, I said that I hoped that enough had been said to show that Government was fully seized of the need of economic development and was determined to satisfy that need. Much has already been said at this meeting on this subject, but much more could be said. During the past year, although I do not pretend that enough has been done to keep pace with the wishes either of Government or of Honourable Members, still a very great deal has been done and, as my Honourable Friend the Financial Secretary said, a high level of economic activity has prevailed. The activities of the Colonial Development Corporation have already been mentioned. I would only say in this connection that arrangements have been made to ensure that the closest co-operation is maintained between that Corporation, the Government and the various public bodies concerned with development, such as the Regional Production and Development Boards, in order to prevent overlapping and the waste of resources. In connection with the work of the Colonial Development Corporation, I would, however, like to mention the thrill it gave me personally to see furrows half a mile long being tractor ploughed in 36-acre fields at Mokwa; 2,000 acres have already been ploughed. This is an experiment in mechanised agriculture upon the success of which much will depend.

During the year under review the Groundnut Marketing Board and the Oil Palm Produce Marketing Board have contributed a gross total of £4,300,000 to the Northern, Eastern and Western Regional Production Development Boards and the latter have thus been enabled to undertake a number of schemes of the first importance to the economic development of the country. I do not propose to

give a list of these schemes but I would like to mention one or two because this is possibly the most exciting type of development this country is undertaking at present. The finance is provided by the industry from its surplus funds; the development is of agricultural land which could not be undertaken by any other agency and much of the profits will revert to the producers through their Marketing Board. For a country like Nigeria it is an attractive form of economic development not merely for the material gains which it should bring, but also because of the confidence which it will generate among a people utilising their own resources to help themselves. There is the scheme sponsored by the Northern Production Development Board to encourage the widespread use of phosphatic fertilisers. The Department of Agriculture has satisfied itself, after long and patient enquiry, that the use of these fertilisers ensures a higher yield of produce, and the sum of £250,000 has been made available for the wide distribution of these fertilisers. The Board is also financing a scheme for the cultivation of rice with mechanised aids in the valleys of the Sokoto and Rima rivers in Sokoto Province. It is estimated that capital expenditure on this scheme, over a three-year period, will be £136,000. Another scheme which the Board is undertaking is to establish a pool of heavy equipment. It is spending £56,000 on the purchase of winches, tractors, agricultural implements and accessories, which equipment will be hired to Native Authorities for development schemes approved by the Board.

The Eastern Provinces Regional Production and Development Board has a scheme for rehabilitating the eroded lands of the Onitsha Province by establishing thereon certain plantations. It also has schemes for the expansion of chea's growing in the Ogoja Province and for a Palm Plantation in the Calabar Province.

The Cotton Marketing Board has sponsored the formation of a development team which is now formulating proposals designed to increase the output of exportable cotton lint by over 100 per cent in the next five years, while the Cocoa Marketing Board has amongst other schemes set aside £163,500 to finance road development schemes of great importance to the cocoa-producing areas of the Western Provinces and the Cameroons.

One Honourable Member pressed the Government to control the prices of foodstuffs. Well, Sir, experience has shown that in a country like Nigeria it is impossible effectively to control the prices of foodstuffs, and the only solution of the problem of high prices is the greater production of foodstuffs. Honourable Members will have observed that many of these schemes are for the greater production of foodstuffs.

In addition to the work of the Regional Production and Development Boards, the Regional Development Boards, which are the Loan Boards, have approved loans and finance totalling £194,568.

[Dev. Sect.]

[Appropriation Ordinance]

An important and indeed essential adjunct of economic development is the provision of power, and it is to facilitate the efficient provision of power that it is proposed to set up an Electricity Corporation. I am well aware of the criticisms which have been offered of the Electricity Department, but the dangerous shortage of staff in that Department is a severe handicap—how dangerous that shortage is will be appreciated when it is realised that there are only twelve experienced engineers at present on duty out of a total establishment of fifty-seven.

Honourable Members will be glad to hear that it is hoped that the Nigeria Office in London will be open at a very early date. The Commissioner, Mr Featherstone, has proceeded on leave and is engaged on making the final arrangements, and Honourable Members will I am sure be glad to hear that Mr Adebo will shortly be proceeding to the United Kingdom to assume duty in that Office. No more suitable choice could, I venture to say, have been made.

Before I close, Sir, I should like to refer to Broadcasting, regarding the importance of which in these days no one will have any doubt. Preliminary conversations have been held with the British Broadcasting Corporation, to ascertain whether they would be prepared to operate on behalf of the Government a Nigerian Broadcasting Service, stations being erected at Lagos, Kaduna, Enugu and Ibadan. It is hoped that a decision will be made before very long.

My difficulty, Sir, is not to find subjects to talk about, that is easy, for wherever one turns in this large country there is development of one form or another, whether it be provision of improved rural water supplies, or agricultural schemes for greater food production, or industrial schemes, *e.g.* for the establishment of cotton and sack factories, but to exercise a wise choice in order to give Honourable Members an adequate overall picture of development in Nigeria. I have, I hope, said enough to convince Honourable Members that, albeit with some shortcomings, we are doing all we can to promote development of all kinds throughout the country.

Sir, I beg to support the Bill.

The Hon. the Financial Secretary :

Your Excellency, I would like to begin my reply to this debate on a personal note by thanking Honourable Members for the kind reception which they have given my introduction to the budget and for the many personal compliments which they have paid me. I am in no doubt about the position of high esteem in which my predecessor was held by this Honourable House. It will be no easy task reaching for the heights which he achieved but I shall try to follow in his footsteps, and if, sometimes, I seem to fail by way of

contrast, I would ask Honourable Members to be a little indulgent and to remember that gold cannot be the product of every mine.

I should like to pay tribute to the high standard of debate which has characterised the speeches on the reply to the budget. Honourable Members have expressed, with a modesty which I think was not warranted by their handling of the subject, difficulty in understanding the terminology of economics. It has been stated, and with truth, that the science of economics is largely a science of commonsense, and there has been no lack in this debate of that inestimable quality which is as desirable as, I understand, it is rare in other debating chambers of the world. It augurs well for the difficult business which this House has still to face, and it would delight the heart of any Financial Secretary to know that in the sterner times that lie ahead, he will be able to count on the support and constructive criticism of a body of men who, in the financial and economic sphere at least, have both feet on the ground.

I think the problem which has probably exercised most the minds of the Honourable Members is the high rate of company tax which it is claimed, I think quite rightly, will act as a deterrent to the importation of private capital from overseas. It should, however, be remembered that, while such taxes as we have in this country may be high, they are few in number. We have no purchase tax, no land tax, no general tax on buildings, no tax on undistributed profits with which owners of capital have to contend in some other countries. Nevertheless I quite see the wisdom of offering some special inducement to capital to participate in the development of our country. There is provision in the present Income Tax Ordinance for relief over a period of six years on profits of new industries which do not exceed £1,000 per annum. That is an advantage which is of value to the small trader but it can have little attraction for the capitalist. It may be that some further measure of relief is desirable for the larger investor on lines similar to those operating in other colonies. An investigation of this problem has already been begun by Government and will be continued after this session. The views expressed by Honourable Members will be useful in enabling Government to reach a decision on this matter.

The Second Member for the Northern Provinces referred with some concern to the magnitude of the public debt both present and contemplated. The word 'debt' has an uncomfortable and sinister connotation among men who do not find it easy to be beholden to any man. In national finance, however, there need be no such concern provided the loans are spent wisely on projects which will increase the national income, and provided that adequate provision is made for their amortisation by means of sinking funds. This is the means of getting something *now* for which we would have to wait a long time if we relied solely on our own resources. Interest is the fee which we are prepared to pay for the use of other people's

[F.S.]

[Appropriation Ordinance]

money. We can, by spending present resources, avoid payment of that interest fee and that is one reason why I have advocated no further payment to the supplementary sinking fund this year. Of course we have to maintain a balance between what we spend and what we hold in our reserves. Our reserves are the statutory sinking funds. If we want development quickly we must borrow from those who are prepared to lend so that we can purchase immediately the means whereby our economy can be expanded.

In the process of borrowing the Government will not overlook the possibilities of raising loans within the country. Honourable Members will recall that the 1956-61 $3\frac{1}{2}$ per cent loan was raised locally with the object of giving Nigerians an opportunity of investing in Government undertakings. Only eighty-nine individual Nigerians, representing £51,200 of the £300,000 raised, contributed to the loan. It would therefore appear that only a few hundred thousand pounds of the millions we expect to raise can be floated with confidence in Nigeria.

While on the subject of loans it would perhaps be advantageous if I stated why we do not invest our statutory sinking funds in Nigeria. A number of Members have, in the course of this debate, referred to the unwise process of putting all our eggs in one basket, and we follow this sound advice with our sinking funds. These statutory sinking funds are our reserves. A wise man does not leave his savings around his house; a wise business concern does not invest its reserves in the business; because if the house should be burnt down, or if the business should collapse the reserves would disappear at the very time when they are most needed. Wise countries behave in the same way. We invest our reserves in other countries and the money we borrow from other countries is, in point of fact, an investment by those countries in Nigeria. If we were to invest our reserves in Nigeria and we were to experience a bad trade recession so that we felt constrained to call in our reserves, we would find that they too had receded in value and become worthless. It is unlikely that there would be a general collapse throughout the whole world at one and the same time and so, just as the individual insures against hard times by placing a portion of his savings in an institution outside his own home, wise nations safeguard their statutory sinking funds by lending them to other countries.

Another important point to which I feel I should refer is the problem of using British trucks for the internal transport of produce. There is no special effort being made to compel Nigerian transport organisations to use British trucks. The question is purely one of dollars. As part of the sterling area we are compelled to limit our dollar expenditure to a given ceiling. If dollars were to be made available for American trucks there would be fewer for other and more essential imports from the United States. The trucks produced in Britain or other soft currency areas may not

[F.S.]

[Appropriation Ordinance]

stand up to local conditions so well as those of American make, but in view of the present scarcity of hard currency it may well be necessary either for us to improve our roads or to state our case to the British motor manufacturers with a view to getting more suitable trucks produced.

The Second Lagos Member referred at various times to the large portion of departmental votes which are expended on personal emoluments. In point of fact, of £30,000,000 which we propose to spend in the forthcoming year over £9,000,000 will be spent on special expenditure, £12,500,000 on other charges and £8,000,000 on personal emoluments. This is as it should be: in all Government and similar concerns the wages bill is of necessity high. It would be quite wrong to try and regard the Government as a business concern where only a fraction of the annual turnover is spent on salaries. Government administration is essentially personal. Were all the materials and machinery required for the building of all the roads, bridges, hospitals and schools available on the site, they would remain there useless if we had the architects, engineers and personnel capable of translating those materials into roads, bridges, and buildings we so badly need. Even were all the schools and hospitals built, they would remain there empty and waiting if we had not the teachers and doctors and administrative staff so that the children could be taught and the sick healed.

I have not answered all the points which have been raised in the speeches of Honourable Members on the second reading: some can be better dealt with in Select Committee. Committee work is the less attractive, more tedious, but probably the most useful part of legislation and I will not, therefore, hold up the progress of this Bill but prepare, if Honourable Members so agree, to press forward to the next step of our deliberations on it.

Sir, I move the second reading.

The Hon. the Development Secretary:

I beg to second.

The Hon. the Financial Secretary:

Sir, I rise to move that the Appropriation Bill be referred to a Select Committee of this House.

The Hon. the Chief Secretary to the Government:

Sir, I beg to second.

Motion carried.

His Excellency:

I might now announce the composition of the Select Committee. It will be all Honourable Unofficial Members and the Honourable the Financial Secretary as Chairman.

* * * * *

The Hon. the Chief Secretary to the Government :

Your Excellency, before we conclude our business for the morning I would like to make some reference to the future work of the Council. It is impossible to estimate the time which will be taken by the Select Committees. There are a considerable number of Motions and Bills to be disposed of when we return to the full Council. The Financial Secretary is very anxious that we should proceed, as I think we all are, with our work in Select Committee with the least possible delay. Before the Council started its work this morning I endeavoured to obtain the views of the Council as to whether we might make a start with the Select Committee on the Budget today, but I found I had been anticipated. We might not conclude the debate on the second reading until about 11 o'clock, and I found very many conflicting views in the Council.

It is of course for the Unofficial Members to decide, but I would say for the Financial Secretary that he is very anxious to proceed and as Honourable Members are aware, Heads of Departments are scheduled to appear before the Select Committee at selected intervals over the next week or ten days. Therefore I think it would be valuable if we could give suggestions as to whether the Select Committee on the Budget should or should not meet this morning.

The Third Lagos Member (The Hon. Adeleke Adedoyin) :

Your Excellency, apart from the Select Committee on Finance there are other Select Committees—Select Committees on the Local Government Bills, on the Electricity Undertaking Bill, etc. But when we start on these Committees—apart from the Select Committee on Finance—from the arrangement that has been made it appears that there will be sittings in the mornings as well as in the afternoons, and these may take perhaps two weeks, and then we'll come back into the open Council once again. In the circumstances, would it not be very much easier for Members to report at any time on the other Committees which are not on Finance? I would suggest that the Finance Committee be started on Monday.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

Sir, I support that suggestion.

The Third Lagos Member (The Hon. Adeleke Adedoyin) :

Sir, I would suggest that we begin the Select Committee on the Estimates this morning, because I think most of us have come fully prepared for the Estimates this morning, and the sooner we begin on them the better, I think.

The Second Nominated Member (The Hon. P. J. Rogers) :

Sir, I would like to support the last speaker.

His Excellency :

I think the original suggestion was that we should sit this morning in Select Committee and the alternative was that we should start

on Monday. I shall put the second suggestion first as an amendment: the question is that the Select Committee on Finance should begin on Monday morning.

The Hon. the Chief Secretary to the Government :

Sir, I think that as the Official Members are not taking part, we should leave it to the Unofficial Members to decide.

A Division was taken which resulted in

“ Ayes ”—18

“ Noes ”— 5.

His Excellency :

In that case we will adjourn.

I should like to make one addition to the Select Committee. The Honourable the Development Secretary will also be a Member.

The Hon. the Financial Secretary :

The Select Committee, Sir, will meet in the lounge of the Catering Rest House at 9 o'clock on Monday morning.

His Excellency :

In that case I will consult the wishes of the House. The question is that we adjourn until the work of the Select Committee is over or until some earlier call is made.

Agreed.

ADJOURNMENT

Council adjourned at 10.45 a.m.

Debates in the Legislative Council of Nigeria

Thursday, 30th March, 1950

Pursuant to notice the Honourable the Members of the Legislative Council met in the Chamber of the Eastern House of Assembly, Enugu, at 9.30 a.m. on Thursday, the 30th of March, 1950.

PRESENT

OFFICIAL MEMBERS

- His Excellency the Governor,
Sir John S. Macpherson, K.C.M.G.
- The Chief Secretary to the Government,
The Honourable H. M. Foot, C.M.G., O.B.E.
- The Chief Commissioner, Western Provinces,
His Honour Sir Chandos Hoskyns-Abrahall, C.M.G.
- The Chief Commissioner, Northern Provinces,
His Honour Captain Sir Eric Thompstone, K.B.E., C.M.G.,
M.C.
- The Chief Commissioner, Eastern Provinces,
His Honour Commander J. G. Pyke-Nott, C.M.G., R.N.
- The Acting Attorney-General,
The Honourable A. Ridehalgh, K.C.
- The Financial Secretary,
The Honourable E. Himsworth.
- The Director of Medical Services,
Dr the Honourable G. B. Walker, C.B.E.
- The Development Secretary,
The Honourable C. J. Pleass, C.M.G.
- The Director of Education,
The Honourable R. A. McL. Davidson, C.M.G.
- The Director of Agriculture,
The Honourable A. G. Beattie.
- The Director of Public Works,
The Honourable R. W. Taylor.
- The Commissioner of Labour,
The Honourable A. H. Couzens.
- The Commissioner of the Colony,
The Honourable E. A. Carr.
- The Senior Resident, Kano Province,
The Honourable B. E. Sharwood-Smith, E.D.

The Secretary, Eastern Provinces,
Commander the Honourable S. E. Johnson, R.N.

The Senior Resident, Oyo Province,
The Honourable P. V. Main.

UNOFFICIAL MEMBERS

The Member for the Colony,
The Rev. and Honourable T. A. J. Ogunbiyi, O.B.E.

The First Member for the Western Provinces,
The Honourable A. Obisesan, O.B.E.

The Second Member for the Western Provinces,
The Honourable T. A. Odutola, O.B.E.

The First Lagos Member,
Dr the Honourable I. Olorun-Nimbe.

The Emir of Gwandu,
The Honourable Yahaya, C.M.G., C.B.E.

The Emir of Katsina,
Alhaji the Honourable Usuman Nagogo, C.B.E.

The Oni of Ife,
The Honourable Sir Adesoji Aderemi, K.B.E., C.M.G.

The Atta of Igbirra,
Alhaji the Honourable Ibrahim.

The Emir of Abuja,
The Honourable Sulemanu.

The First Member for the Northern Provinces,
The Honourable Bello Kano.

The Second Member for the Northern Provinces,
The Honourable Abubakar Tafawa Balewa.

The Second Member for the Eastern Provinces,
The Honourable H. Buowari Brown, O.B.E.

The Third Member for the Northern Provinces,
The Honourable Iro Katsina.

The Third Member for the Eastern Provinces,
The Honourable A. Ikoku, O.B.E.

The Fourth Member for the Northern Provinces,
The Honourable Aliyu, Makaman Bida.

The Fourth Member for the Eastern Provinces,
Dr the Honourable F. A. Ibiam, O.B.E.

The Second Lagos Member,
Dr the Honourable N. Azikiwe.

The Fifth Member for the Northern Provinces,
The Honourable Yahaya Ilorin.

The First Nominated Member,
The Honourable P. J. Rogers.

The Fifth Member for the Eastern Provinces,
The Honourable N. Essien.

- The Third Lagos Member,
The Honourable Adeleke Adedoyin.
- The Member for Calabar,
The Honourable E. E. E. Anwan.
- The Second Nominated Member,
Major the Honourable J. West, M.C., E.D.
- The Fourth Member for the Western Provinces,
The Honourable A. Soetan.

ABSENT

UNOFFICIAL MEMBERS

- The Oba of Benin,
The Honourable Akenzua II, C.M.G.
- The First Member for the Eastern Provinces,
The Honourable C. D. Onyeama.
- The Third Member for the Western Provinces,
The Honourable G. I. Obaseki.
- The Third Nominated Member,
The Honourable N. B. Edwards.

PRAYERS

His Excellency the Governor opened the proceedings of the Council with prayers.

CONFIRMATION OF MINUTES

The minutes of the meeting held on the 11th of March, 1950, having been printed and circulated to the Honourable Members, were taken as read and confirmed.

PETITIONS

The Oni of Ife (The Hon. Sir Adesoji Aderemi, K.B.E., C.M.G.):

Sir, I rise to present to this Honourable House a petition from the Railway Station Staff Union of Nigeria. The petition alleges that the countrywide strike staged by the Station Staff Union in July, 1949, was called off owing to the understanding reached by the General Manager of the Railway and the leaders of the Union, through the good offices of the Acting Chief Secretary to the Government. It further alleges that the General Manager of the Railway gave an undertaking in writing that he would be prepared to discuss matters in dispute with the Union as soon as normal working was resumed. Consequent upon that undertaking the leaders of the Union instructed all the men to return to work, which they did instantaneously. Although normal working was resumed immediately, the General Manager of the Nigerian Railway has not discussed the matters with the Union up to now. In short it declares dissatisfaction with the salaries which are being paid to certain Station Yard Workers, such as Level Crossing Keepers, Porters, Pointsmen, Shunters and Signalmen, Yard Foremen and certain station clerical staff.

[Oni of Ife]

[Petitions]

Finally it prays for the sympathetic action of this Honourable House to effect an amicable settlement of the dispute. Your Excellency, this petition is self-explanatory and lengthy. I do not, therefore, propose to read it, but as it is very much important and deserves very careful investigation, I beg to move that it be referred to a Select Committee of this House.

The Hon. the Chief Secretary to the Government :

Before the Motion is seconded I should like to suggest to the Honourable Mover that the Motion that the petition should be referred to a Select Committee might be deferred until we on the official side have had an opportunity of studying it. If the Honourable Member would agree to defer the Motion until a subsequent day during this meeting of the Council we could in the meantime make ourselves familiar with the contents of the petition. I therefore ask the Honourable Member if he would defer his motion accordingly.

The Oni of Ife (The Hon. Sir Adesoji Aderemi, K.B.E., C.M.G.):

I agree.

PAPERS LAID

The Hon. the Financial Secretary:

Your Excellency, I beg to lay on the table of the House the following:—

“ Report of the Select Committee of the Legislative Council appointed to consider the Bill entitled ‘ An Ordinance to appropriate the sum of forty-one million, four hundred and fifty thousand and forty-seven pounds to the service of the year ending on the thirty-first day of March, one thousand nine hundred and fifty-one ’ ”.

His Honour the Chief Commissioner, Eastern Provinces :

Your Excellency, I beg to lay on the table of the House the following:—

“ Report of the Select Committee of the Legislative Council appointed to consider the Bill entitled ‘ An Ordinance to make provision for Local Government in the Eastern Provinces and for purposes connected therewith ’ ”.

The Hon. the Development Secretary :

Your Excellency, I beg to lay on the table of the House the following:—

“ The Report of the Select Committee of the Legislative Council appointed to consider the Bill entitled ‘ An Ordinance to provide for the establishment of a Corporation to be known as the Electricity Corporation of Nigeria, for the transfer to the Corporation of the Electricity Undertakings owned by the

[Dev. Sect.]

[Papers Laid]

Government, for the functions of the Corporation, and for purposes connected with the matters aforesaid ' '.

The Hon. the Chief Secretary to the Government :

Your Excellency, I beg to lay on the table of the House the following papers :—

Second Annual Report of the Nigeria Cocoa Marketing Board: Season 1948-1949.

Sessional Paper No. 11 of 1950—Report on a Technical College Organization for Nigeria.

NOTICE OF MOTIONS

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

I rise to give notice of the following motion :—

“ Whereas there have been recent cases in which the secrecy of Select Committees of this Council has been grossly infringed,

And whereas such infringement of the procedure of this Council gravely prejudices the work of the Council and the reputation of its members,

Now therefore, this Council urges upon the Government the need to introduce legislation to grant to this Council and its Members similar privileges to those enjoyed by the House of Commons and Members of that House ”.

The Second Lagos Member (Dr the Hon. N. Azikiwe) :

Your Excellency, I rise to give notice of the following motion :—

“ Be it resolved :

“ That Standing Order No. 10 (3) be amended by the
“ insertion of the words ‘ sitting of a ’ between the
“ words ‘ before the ’ and ‘ meeting ’ in line 2
“ thereof.”

QUESTIONS

The Member for the Colony (The Rev. & Hon. T. A. J. Ogunbiyi, O.B.E.) :

40. To ask the Honourable the Chief Secretary to the Government :—

(a) What is the position at present with regard to Lagos Town Planning—is an approved plan ready?

(b) If not when will it be ready and the public be allowed to see it?

(c) Has Government any alternative accommodation, temporary or permanent, to offer the people likely to be displaced, and will Government give freehold for freehold as promised by Sir Arthur Richards (now Lord Milverton)?

[Hon. T. A. J. Ogunbiyi]

[Question]

(d) What is the total acreage which comes under Ikeja Area Planning Authority?

(e) Is it a fact that dwelling houses are prohibited from mile 7 on either side of Lagos-Ikorodu Road?

(f) Will Government not consider the need of the people for this strip of land for building purposes?

Answer—

The Hon. the Chief Secretary to the Government :

(a) No single Town Plan for the whole of the Township of Lagos has been drawn up, nor is any such plan contemplated. A plan for an area at Apapa has been approved, and plans for schemes in other areas are being prepared for statutory approval.

(b) Various areas of the Township are being planned or will be planned in the future, and all plans or schemes must, by law, be published so that the public can have an opportunity to lodge objections.

(c) There is at present no approved scheme which will involve displacing anybody. If such a scheme were approved in the future, the Board would, no doubt, consider the provision of temporary accommodation for displaced persons and would also consider a scheme for the redistribution of holdings under sections 35 and 36 of the Lagos Town Planning Order, Chapter 103. I would point out that the initiative in such matters lies with the Board and not with the Government.

(d) 22,028 acres.

(e) Yes, Sir; this action was taken by the Ikeja Area Planning Authority to prevent ribbon development.

(f) This is a matter for the Authority of which my Honourable Friend is a member. As he knows, adequate building layouts have been planned on each side of the railway at Oshodi, Ikeja and Agege, and within these layouts considerable areas are available for building purposes.

The Fourth Member for the Eastern Provinces (Dr the Hon. F. A. Ibiam, O.B.E.):

42. To ask the Honourable the Director of Education:—

With reference to the Motion of the Honourable the Fourth Member for the Eastern Provinces on compulsory universal education, the amended form of which was unanimously adopted at the last meeting of the Budget Session of the Legislative Council at Ibadan in March, 1949, will Government state how and who is to bring the motion again for discussion at the meetings of the Regional Houses of Assembly and of the Northern House of Chiefs with a view to its final adoption?

Answer—

The Hon. the Director of Education :

It was hoped to bring to this meeting of the Legislative Council an amendment to the Native Authority Ordinance in the sense suggested by the Honourable Member in the Motion adopted by the

[Div. of Educ.]

[Answer]

Council. The necessary amendment, together with several other amendments to the Native Authority Ordinance have been drafted but it is very much regretted that the amendments were not ready for submission to Regional Houses at their last meetings. The amendments will be submitted to Regional Houses at their next meetings and at the same meetings the first part of the Honourable Member's Motion will be raised for discussion in the Regional Houses.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

50. To ask the Honourable the Chief Secretary to the Government:—

(a) How many delegates attended the International Conferences at Jos and Ibadan, 1949, and from where?

(b) What subjects formed the basis for discussion at these Conferences?

(c) How many delegates represented Nigeria? What are their names and by whom were they sent there?

(d) What were the special subjects of our delegates at these Conferences?

Answer—

The Hon. the Chief Secretary to the Government:

There were altogether three Conferences, two at Jos and one at Ibadan.

Jos

(A) The British African Land Utilisation Conference.

(B) The International African Conference on Indigenous Rural Economy.

IBADAN

(C) The International West African Conference—(Third Meeting).

The particulars requested are as follows:—

(A) *The British African Land Utilisation Conference*

(a) Fifty-one delegates and observers attended the Conference as follows:—

United Kingdom	...	...	...	...	5
Nigeria	...	...	...	...	10
Gold Coast	...	...	...	...	4
Sierra Leone	...	...	...	...	3
Gambia	...	...	...	...	2
West African Council at Accra	...	...	...	...	3
Kenya	...	...	...	...	4
Uganda	...	...	...	...	3
East African High Commission	...	...	...	...	3
Northern Rhodesia	...	...	...	...	3
Basutoland	...	...	...	...	1
Swaziland	...	...	...	...	1
Anglo-Egyptian Sudan	...	..	...	...	1

[C.S.G.]

[Answer]

Belgium	...	...	...	...	...	1
France	...	...	...	...	...	1
Southern Rhodesia	...	...	...	...	...	3
South Africa	...	...	...	...	...	1
United Nations Organisation	...	...	...	...	...	1
United States of America	...	...	...	...	...	1
						—
						51
						—

(b) The following subjects formed the basis for discussion :

- (1) Administrative Machinery and Legislation.
- (2) The pattern of Agricultural and Livestock Development.
- (3) Trypanosomiasis and the Tsetse Fly.
- (4) The conservation, use and Development of Water Resources in a Rural Community.
- (5) Staff matters.

(c) Ten delegates represented Nigeria. These were selected and sent by Government and their names are :—

- (1) Mr A. G. Beattie ... Director of Agriculture.
- (2) Mr D. R. Rosevear ... Deputy Chief Conservator of Forests.
- (3) Mr C. W. Rowling ... Commissioner of Lands.
- (4) Mr E. R. Chadwick ... Resident, Administrative Service.
- (5) Mr W. G. Beaton ... Director of Veterinary Service.
- (6) Dr R. Jacobson ... Acting Director of Geological Survey.
- (7) Dr J. L. McLetchie ... Senior Medical Officer, Trypanosomiasis.
- (8) Mr A. H. S. Vigo ... Agricultural Officer.
- (9) Col. H. W. Mulligan ... Director, West African Institute for Trypanosomiasis Research.
- (10) Mr H. A. Graves ... General Manager, Niger Agricultural Project, Colonial Development Corporation.

(d) The special subjects of the delegates are indicated by the official position they hold. Mr Chadwick was selected as an Administrative Officer with specialised knowledge of the subjects under discussion. Mr Graves was selected because of his knowledge and experience of agriculture; he worked for many years on the Gezira scheme in the Sudan.

(B) *The International African Conference on Indigenous Rural Economy*

(a) Sixty-three delegates and observers attended the Conference as follows :—

Belgium	...	...	...	...	...	1
Belgium Congo	...	...	...	...	...	2
France	...	...	...	...	...	4
French West Africa	...	...	...	...	...	3
French Equatorial Africa	...	...	...	...	...	2
Cameroons under French trusteeship	...	...	...	...	...	2
Madagascar	...	...	...	...	...	1

[C.S.G.]

[Answer]

Portugal	...	...	...	...	...	2
United Kingdom	...	...	...	...	...	4
Nigeria	...	...	...	...	...	7
Gold Coast	...	...	...	...	...	4
Sierra Leone	...	...	...	...	...	3
Gambia	...	...	...	...	...	2
West African Council	...	...	...	...	...	3
Kenya	...	...	...	...	...	4
Tanganyika	...	...	...	...	...	3
Uganda	...	...	...	...	...	3
East African High Commission	...	...	...	...	...	3
Northern Rhodesia	...	...	...	...	...	3
Basutoland	...	...	...	...	...	1
Swaziland	...	...	...	...	...	1
United Nations Organisation	2
United States of America	1
South Africa	2

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(b) The following subjects formed the basis for discussion:

(i) Factors affecting Agricultural Production.

(a) Soil and the Land.

(b) Existing patterns of Peasant Production.

(c) New Pattern of Development.

(d) Marketing and Processing (the local disposal of produce).

(e) Land Tenure.

(ii) Development of Rural Industries.

(iii) Agencies for promoting the economic and social development of rural communities.

(a) The distribution of agricultural credit.

(b) Co-operative Societies.

(c) Services designed to ensure the improvement of rural communities.

(c) Seven delegates represented Nigeria. They were selected and sent by Government and their names are:—

(i) Mr D. H. Brown ... Assistant Director of Agriculture.

(ii) Mr D. R. Rosevear ... Deputy Chief Conservator of Forests.

(iii) Mr C. W. Rowling ... Commissioner of Lands.

(iv) Mr E. B. Chadwick ... Resident, Administrative Service.

(v) Mr W. G. Beaton ... Director of Veterinary Services.

(vi) Dr J. L. McLetchie ... Senior Medical Officer, Trypanosomiasis.

(vii) Mr A. H. S. Vigo ... Agricultural Officer.

(d) The special subjects of the delegates are indicated by the official position they hold. Mr Chadwick was selected as an Administrative Officer with specialised knowledge of the subjects under discussion.

(C) *The International West Africa Conference—(Third Meeting)*

(a) Eighty-four delegates and observers attended the Conference as follows:—

France	1
French West Africa	12
French Togoland	1
French Cameroons	1
French Equitorial Africa	6
Portugal	3
Portuguese Guinea	1
Spain	6
United Kingdom	4
Gold Coast	5
Nigeria	44

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(b) The following subjects formed the basis for discussion:—

- (1) Applied Air Survey Cartography.
- (2) Sociology.
- (3) Zoology.
- (4) Botany.
- (5) Ethnography.
- (6) Soil and Agriculture.
- (7) History.
- (8) Medical.
- (9) Art.
- (10) Geography.
- (11) Trypanosomiasis.
- (12) Archaeology.

(c) This Government did not send any Official delegates, but facilities were granted to those Government Officers who wished to attend. The following persons in Nigeria were present:—

Mr T. J. Adewale	Travelling Teacher.
Professor J. P. Andrews	Vice-Principal, University College of Nigeria.
Mr P. A. Allison	Assistant Conservator of Forests.
Mr D. W. H. Baker	Head of the Department of Agriculture, University College of Nigeria.
Mr S. O. Biobaku	Education Officer.
Dr L. J. Bruce-Chwatt	Senior Malariologist.
Mr K. M. Buchanan	Head of the Department of Geography, University College of Nigeria.
Mr J. D. Clarke	Senior Education Officer.
Mr F. S. Collier, C.B.E.	Chief Conservator of Forests.
Mr F. W. De St. Croix	Livestock Education Officer, Veterinary Department.
Mr D. P. L. Dry	Social Science Research Worker.
Mrs E. A. Dry	Social Science Research Worker.
Dr A. J. Duggan	Medical Research Officer, Trypanosomiasis Research.

[C.S.G.]

[Answer]

Dr R. M. East, O.B.E. ...	...	Assistant Director of Education.
Mr B. E. B. Fagg ...	...	Assistant Surveyor of Antiquities.
Mr J. L. Farrington ...	...	Amalgamated Tin Mines of Nigeria.
Mr M. Greenwood ...	...	Principal Agricultural Officer.
Mr J. O. Field ...	...	Administrative Officer.
Mrs J. M. Johnson ...	...	Research Worker.
Mr R. W. J. Keay ...	...	Assistant Conservator of Forests.
Mr C. L. King ...	...	Sanitary Superintendent.
Dr W. S. S. Ladell ...	...	Heat Research Officer.
Mr P. C. Lloyd ...	...	University College of Nigeria.
Mr G. Lunam ...	...	Fisheries Officer.
Mr P. I. R. Maclaren ...	...	Fisheries Department.
Dr K. Mellanby, O.B.E. ...	...	Principal, University College of Nigeria.
Mr K. C. Murray ...	...	Surveyor of Antiquities.
Archdeacon Dr J. O. Lucas ...	...	Archdeacon of Lagos.
Mr C. J. Potter ...	...	Head of the Department of History, University College of Nigeria.
Dr J. W. Du Preez ...	...	Geologist.
Mr J. C. Pugh ...	...	University College of Nigeria.
Mr D. R. Rosevear ...	...	Deputy Chief Conservator of Forests.
Mr T. A. Russell ...	...	Senior Botanist, Agricultural Department.
Mr W. B. Schwab ...	...	Socio-economic Research Worker.
Dr W. Serle, O.B.E. ...	...	Medical Officer.
Mr O. E. Symes ...	...	Fisheries Development Officer.
Mr K. Unsworth ...	...	Trypanosomiasis Research Institute.
Dr F. L. Vanderplank ...	...	Research Entomologist, Trypanosomiasis Research Institute.
Dr J. M. Waterston ...	...	Pathologist, Agricultural Department.
Dr J. E. Webb ...	...	Head of the Department of Zoology, University College of Nigeria.
Dr R. M. Winston ...	...	Medical Officer.
Mr M. G. Wood ...	...	Education Officer.

(d) Does not arise.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

57. To ask the Honourable the Chief Secretary to the Government:—

(a) How many Judges of the Supreme Court are there in Nigeria? What are their respective qualifications and experience?

(b) How many of them are expatriates?

(c) In view of the fact that there are many eminently qualified legal practitioners both expatriates and Nigerians, why does the Government still retain old administrative officials as Puisne Judge of the Supreme Court of Nigeria?

(d) Why has the Judicial Department resorted to recruiting Magistrates outside Nigeria when there are many qualified Nigerians of 'impeccable character' to fill these posts? Is this policy in accord with the Nigerianisation policy of the Government?

(e) Why has the Department not given permanent appointment to recent appointees, instead of renewing their probationary period?

(f) If the probationary period of Junior Medical Officer (House Surgeons and House Physicians) is twelve months, why should that of the Magistrates exceed one year?

(g) How many Nigerians were appointed Magistrates in the years 1945-49 on (i) a temporary and (ii) permanent basis?

For purpose of comparison, how many expatriates were appointed as Magistrates on a temporary basis during the same period?

Answer—

The Hon. the Chief Secretary to the Government :

(a) 15. 14 are Barristers, one is a Solicitor: all have long experience in the Judicial or Legal professions.

(b) 12.

(c) The officers referred to are qualified for the appointments they now hold under section 5 (or in one case under section 76) of the Supreme Court Ordinance, and none has reached the age at which Judges are normally called upon to retire.

(d) Appointments are made in accordance with the Nigerianisation policy of the Government, due regard being given to Nigerian candidates who are both qualified and suitable. It has been necessary, nevertheless, to recruit a number of Magistrates from outside Nigeria because there have been an insufficient number of Nigerian applicants who are both qualified and suitable.

(e) Temporary appointments have been given to certain recent applicants who have not had the period of practice in their profession which is considered the minimum qualification for permanent appointment. The period of temporary service is allowed to count as professional practice and upon the required period being completed their position is considered with a view to their permanent appointment.

(f) The Medical and Legal professions are very different and I do not think that there is anything to be gained by comparison between the experience considered necessary for appointment to Government posts within these professions.

(g) Twenty were appointed on a temporary basis of whom four were appointed for brief periods to assist in the disposal of arrears; the appointments of four were terminated for various reasons (ill-health, age, etc.); two have received permanent appointments and ten are open to consideration for permanent appointments as the periods referred to in (e) are completed. The foregoing figures do not take account of appointments of non-expatriate practitioners

[C.S.G.]

[Answer]

who are not of Nigerian birth or parentage; of these, during the period, four were appointed on a temporary basis of whom two were appointed for brief periods to assist in the disposal of arrears; the appointment of one will be terminated by resignation in May, 1950, and one has received a permanent appointment. No expatriates were appointed as Magistrates on a temporary basis during 1945-49.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

64. To ask the Honourable the Chief Commissioner, Western Provinces:—

For a detailed explanation of the circumstances leading to the expulsion of Mallam Imoru Na-Udu, Cow-Dealer of Sabongeri, Ibadan, from Ibadan early this year by the Ibadan Native Authority.

Answer—

His Honour the Chief Commissioner, Western Provinces:

The Seriki Gambari, Ibadan, has lodged a complaint against Mallam Imoru Na-Udu to the Ibadan Native Authority. The Native Authority is enquiring into the matter; no decision has yet been reached, and no order has been made that Mallam Imoru Na-Udu should leave Ibadan.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

77. To ask the Honourable the Commissioner of the Colony:—

(a) How soon shall more Nigerians in the Social Welfare Department be promoted to the Senior Service?

(b) How many of them there are, and how many have already been promoted to the Senior Service.

Answer—

The Hon. the Commissioner of the Colony:

(a) It is presumed that the question refers to the Colony Welfare Office since no Social Welfare Department exists. There are six Senior Service Posts attached to this office, all of which are at present filled. As no vacancies exist and as new posts are not at present contemplated, it is impossible to say when more Nigerians will be appointed to Senior Service posts in this service.

(b) Of the six Senior Service posts, three are filled by Nigerians, one by an African from Sierra Leone and two by Europeans.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

83. To ask the Honourable the Chief Secretary to the Government:—

(a) For the academic qualifications and experience of the Government Statistician and the reason or reasons for a consolidated salary of £1,800. For how long would his services be required in Nigeria?

(b) For the academic qualification and experience of the Assistant Statistician?

Answer—

The Hon. the Chief Secretary to the Government :

(a) The Government Statistician is a member of the Civil Service in the United Kingdom from which he is temporarily transferred and in which he holds the rank of Principal in the Ministry of Food. He has no specialized academic qualification but is an officer of long and varied experience in statistical work. He is paid a consolidated salary of £1,800 as being commensurate with the value of the appointment in the United Kingdom he vacated to take up his present work. His services in Nigeria will probably be required for a further four years.

(b) There are five Assistant Statisticians at present. This post will be redesignated Statistician in the near future and instead of the nine Assistant Statisticians now provided for, provision will be made for six Statisticians and three Assistant Statisticians. The qualifications of the five Assistant Statisticians are as follows:—

- (1) B.sc. (Econ.) London, 1938; Island Statistician, Jamaica, 1945-49.
- (2) B.A. (Hons.) (Social Studies) Oxon, 1941; Diploma in Statistics, 1947; M.A. Oxon, 1947; Head of Research Department Publishing Company, 1947-48.
- (3) Modern Language Tripos, Part I, 1942; Economic Tripos, Part II, 1943 (Cambridge).
- (4) B.A. (Hons.) (Social Studies) Oxon, 1941; M.A. Oxon, 1948; Special Section in Statistics; Ministry of Fuel and Power (Statistics), 1945-48; Medical Research Council (Statistics), 1948-49.
- (5) B.A. (Hons.) (Mathematics), Cambridge; Fellow, Royal Statistical Society, 1948; Administrative Assistant to Director of *News Chronicle*; (Head of Market Statistics Section, 1933-49).

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

84. To ask the Honourable the Chief Secretary to the Government:—

For the academic qualifications and experience of the Assistant Inspector of Mines in the Mines Department and why was he graded at £400 a year instead of £510.

Answer—

The Hon. the Chief Secretary to the Government :

No appointment has yet been made to the post of Assistant Inspector of Mines but any person appointed to the post would have to hold a degree or diploma in mining engineering.

The question of the salary to be attached to the post is receiving further consideration in the light of the decision that the entry point to Senior Service posts should be temporarily fixed at £510.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

97. To ask the Honourable the Chief Secretary to the Government:—

[Dr the Hon. I. Olorun-Nimbe]

[Question]

What are the academic qualifications and experience of the Administrative Assistant in the Veterinary Department?

Answer—

The Hon. the Chief Secretary to the Government :

(a) *Qualifications.*—Associate Member of the Corporation of Certified Secretaries.

(b) *Experience.*—Apart from war service in the Fire Service and Central Ordnance Depot where he was a Supervisor, this officer has had fourteen years general clerical experience, having been promoted in 1937 to the post of Departmental Chief Clerk in a large organisation.

The Fourth Member for the Eastern Provinces (Dr the Hon. F. A. Ibiam, O.B.E.):

118. To ask the Honourable the Director of Medical Services:—

(a) How many Medical Officers are there at present serving in Nigeria who were appointed before 1st January, 1934?

(b) How many Medical Officers are there at present serving in Nigeria who were appointed on or after 1st January, 1934, and who were appointed on the same terms, in the matter of private practice, as Officers appointed before 1st of January, 1934?

(c) How many Medical Officers are there at present serving in Nigeria who were appointed between 1st of January, 1934, and the 17th of January, 1946?

(d) How many Medical Officers are there at present serving in Nigeria who were appointed since the 17th of January, 1946, up to the 31st of December, 1949?

(e) Is it a fact that all Medical Officers appointed on or after the 17th of January, 1946, are by their terms of appointment totally debarred from private practice?

(f) How many Medical Officers who were appointed on or after the 17th of January, 1946, are there who are now drawing Staff Pay?

(g) What is the amount received by any such Officer as Staff Pay?

Answer—

The Hon. the Director of Medical Services :

(a) 12.

(b) None.

(c) 52.

(d) 59.

(e) No, Sir.

(f) 10.

(g) £150 per annum.

The Fourth Member for the Eastern Provinces (Dr the Hon. F. A. Ibiam, O.B.E.):

119. To ask the Honourable the Director of Medical Services:—

(a) How many Dentists are there in Nigeria,

[Dr the Hon. F. A. Ibiam]

[Question]

- (i) in Government Service?
- (ii) in Private Practice?
- (b) How many Nigerians are there now in training to become Dentists?
 - (i) privately,
 - (ii) under Government Scholarship?
- (c) Is it the intention to increase the number of Government Scholarships for Dentistry?

*Answer—***The Hon. the Director of Medical Services :**

- (a) Ten, Sir. There are six in Government Service and four in private practice.
- (b) Four, Sir. Three are private dental students in the United Kingdom and the fourth, who commenced his studies as a private student, has been awarded a Government scholarship tenable from the 1950-51 academic session.
- (c) The provision of Government scholarship awards for the study of dentistry, as for other studies, can only be made if suitable candidates are forthcoming but the need for more dentists is certainly very great and measures for the encouragement of suitable candidates to apply for such awards are being investigated.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

122. To ask the Honourable the Chief Secretary to the Government:—

Can a report be given on the success or otherwise of the New Catering Services on the Nigerian Railways, in view of the fact that the Railway Authorities have discontinued the services of the Nigerian Caterers.

*Answer—***The Hon. the Chief Secretary to the Government :**

I should explain that the Nigerian Railway Caterers Limited, which was previously a private Company, has now been taken over by the Government. The Company is responsible for the operation of the Kano Airport Hotel, the Railway Catering Resthouse at Kano and for catering arrangements on trains throughout the country. The new arrangement has not yet been in operation for six months and it is therefore too early to make an announcement about the success of the new scheme.

The Second Member for the Eastern Provinces (The Hon. H. Buowari Brown, O.B.E.):

129. To ask His Honour the Chief Commissioner, Eastern Provinces:—

- (a) Is Government satisfied with the drainage system of Aba Township? If not, should some improvement not be effected before the next rainy season when, as usual, most part of this important township will be flooded, and rendered dangerous to the health of the residents of the African location in particular?

[Hon. H. Buowari Brown]

[Question]

(b) How long has Aba Township to remain without Electricity Developments? Is it not time this undertaking or scheme be given priority attention under the C.D. & W. plans, etc.?

Answer—

His Honour the Chief Commissioner, Eastern Provinces:

(a) A comprehensive drainage scheme for Aba Township was prepared some time ago, the estimated total cost of the scheme being £66,000. About half the scheme was completed by the Public Works Department with Government funds, when it was decided that drainage schemes in Townships should be financed by the Townships. It is understood that Aba Township is applying for a loan to complete the drainage scheme for the Township.

Steps have been taken by Aba Township Authority during this dry season to counteract the tendency to flooding in Aba Township during the wet season.

(b) Materials for the Aba Electricity Scheme have commenced to arrive. Approval has been received to "enter upon" the site. Building must await approval and signatures of final site plans. Meanwhile, the materials arriving are being delivered to the Public Works Department Yard, Aba, and it is hoped that staff will be available to commence the construction at an early date.

The Second Member for the Eastern Provinces (The Hon. H. Buowari Brown, O.B.E.):

130. To ask His Honour the Chief Commissioner, Eastern Provinces:—

Will Government please take steps to enquire into the numerous complaints and troubles in Port Harcourt township with regard to (a) Plots Allocation; (b) Rent Control and (c) Housing question generally; as the new Municipal Council appears incapable of dealing satisfactorily with these and other matters agitating the minds of the inhabitants of the Municipal Town and environs?

Answer—

His Honour the Chief Commissioner, Eastern Provinces:

(a) *Plot Allocation.*—There were over 2,000 applicants for fifty-nine plots at Port Harcourt and it was inevitable that, whatever system of allocation was adopted, there would be a large number of disappointed persons. The land at Port Harcourt is Crown land and the right to lease plots there is vested in Government. The Resident endeavoured to enlist the services of the Town Council in an advisory capacity in this matter but the dilatoriness of the Council compelled him to seek other advice. It is considered that the allocations which have now been made by the Resident on the recommendations of the committee he appointed for this purpose are equitable.

(b) *Rent Control.*—The provisions of the Increase of Rent (Restrictions) Ordinance were not made applicable to Crown Land until the publication of Order in Council No. 38 of 1949 at the

[C.C., E.P.]

[Answer]

end of October, 1949. Active consideration is being given to the setting up of Rent Advisory Committees to advise on the methods and scale of rent restrictions most suitable to each locality. The control of rents is not a specific function of the Port Harcourt Town Council though the advice of members of the Council will no doubt be sought.

(c) *Housing question generally.*—Except for the making and enforcement of building and sanitary bye-laws this question is not the concern of the Town Council.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

135. To ask the Honourable the Chief Secretary to the Government:—

May a statement of policy be made on the Printing Department as being an integral part of the machinery of the Government of Nigeria?

Answer—

The Hon. the Chief Secretary to the Government:

The Government Printing Department exists for the purpose of printing and publishing the legislation, Forms, Gazettes, Official Reports and other documents issued from time to time by the Government for the information of the public. The Department also acts in many respects as the Government Stationer and performs functions similar to that of His Majesty's Stationery Office in London. There has been for many years a Regional Press at Kaduna serving the Northern Region, and an Eastern Regional Press has recently been opened at Enugu to perform similar functions for the Eastern Region.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

137. To ask the Honourable the Chief Secretary to the Government:—

What is the membership of Enugu Colliery Board, and who are the private members to whom the sum of £800 is paid?

Answer—

The Hon. the Chief Secretary to the Government:

The members of the Enugu Colliery Board number seven:—

Dr C. Raeburn, C.B.E., Chairman.

Secretary (Finance), Eastern Provinces.

A representative of the General Manager, Nigerian Railway.

L. N. Mbànefo, Esq.

L. N. Obioha, Esq.

L. P. Ojukwu, Esq.

I. C. D. Stuart, Esq.

A fee of £200 per annum is paid to each of the four Unofficial Members of the Board.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

138. To ask the Honourable the Director of Medical Services:—

Why there are six Senior Medical Officers for the North, three for the East and only two for the West?

[D.M.S.]

[Answer]

Answer—

The Hon. the Director of Medical Services :

Because of the area which the respective Administrative Officers have to cover for inspecting duties, and because of the density of population concerned.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

139. To ask the Chief Commissioner, Eastern Provinces :—

What is a Civil Secretary, his qualifications and experience, and why is he entitled to a salary scale of Group D2?

Answer—

His Honour the Chief Commissioner, Eastern Provinces :

The Honourable Member is referred to the reply given by the Honourable the Chief Secretary to the Government to Question No. 61.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

140. To ask the Chief Commissioner, Northern Provinces :—

What are the Official designation, qualifications and experience of a Civil Secretary?

Why is he entitled to a salary of £1,600 per annum?

Answer—

His Honour the Chief Commissioner, Northern Provinces :

The Honourable Member is referred to the reply made by the Honourable the Chief Secretary to the Government to Question No. 61.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

141. To ask the Chief Commissioner, Western Provinces :—

Why is provision made for only nine months for the post of a Civil Secretary?

What is a Civil Secretary, his qualifications and experience, and why is he entitled to a salary of £1,600 per annum?

Answer—

His Honour the Chief Commissioner, Western Provinces :

Provision is made for leave salaries under the Nigerian Estimates and provision under Regional Estimates has therefore been made for nine months only.

The Honourable Member is referred to the reply made to Question No. 61 by the Honourable the Chief Secretary to the Government.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

142. To ask the Honourable the Director of Medical Services :—

How much would it cost to build and equip a modern Operating Theatre of an approved type under the provisions of the Private Hospitals Ordinance?

[D.M.S.]

[Answer]

*Answer—***The Hon. the Director of Medical Services :**

It is not possible to answer this question without elaboration of the question by the Honourable Member on the size, on the location, and on several other factors, which are not given.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

143. To ask the Honourable the Director of Medical Services :—

How much does it cost the Department to treat every Nigerian patient admitted into Government or Native Administration Hospitals per annum?

*Answer—***The Hon. the Director of Medical Services :**

This question is not quite understood, and I am presuming that patient spending one year in hospital; a question which it is impossible to answer without knowing what disease he has, whether a special diet is required, or whether special treatment is required.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

144. To ask the Commissioner of the Colony :—

Why has decrease in the staff of the Lagos Town Council correspondingly necessitated a decrease of £1,200 under Revenue Head 12, Sub-head 15 in the 1950-51 Estimates (Subsidy to Medical Department for services rendered to the Lagos Town Council Staff)?

*Answer—***The Hon. the Commissioner of the Colony :**

It is hoped that the Medical Department of Government will second two Sanitary Superintendents on repayment to the Town Council during the forthcoming financial year, but in fact shortage of staff may reduce this number to one. Town Council Estimates must therefore allow for the maximum liability of secondment charges in respect of two Sanitary Superintendents, while the Medical Department must, in conformity with general financial procedure, estimate for the minimum revenue from one Sanitary Superintendent.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

145. To ask the Honourable the Chief Secretary to the Government :—

What efforts are being made by the Railway Authorities to minimise avoidable accidents on the many dangerous level crossings between Lagos and Ibadan?

*Answer—***The Hon. the Chief Secretary to the Government :**

At all major level crossings (except at Omi where work is at the moment in hand) all possible precautions have already been taken. Crossing gates controlled by signals are installed and warning boards are on the roads leading to the crossings to give motor drivers adequate warning of approach.

[Hon. A. Ikoku]

[Question]

The Third Member for the Eastern Provinces (The Hon. A. Ikoku, O.B.E.):

146. To ask the Honourable the Chief Secretary to the Government:—

Is it a fact

(a) That before Harragin Telephone Operators had the same grading as the Clerical Section of the Posts and Telegraphs?

(b) That since Harragin the Operators have lost salary and status as compared with the Clerical Staff (Clerical Staff Salary Scale F; Telephone Operators Scale L)?

(c) If the suggestions in (a) and (b) above are correct, will Government consider a reversion to the pre-Harragin parity in salary and status as between these two sections of Posts and Telegraphs staff?

Answer—

The Hon. the Chief Secretary to the Government :

(a) Yes.

(b) Yes.

(c) The Honourable Member is referred to the reply which I made on this subject to Question No. 360 asked by the Honourable the First Member for the Eastern Provinces in 1948. It is not considered that a case has been made out for regrading telephone operators.

Supplementary Question to No. 146 by the Third Member for the Eastern Provinces (The Honourable A. Ikoku, O.B.E.):

In view of the fact that the answer (a) conflicts with the categorical "No" given me at the Select Committee on Finance, may I ask that Government will re-examine the position?

Answer—

The Hon. the Chief Secretary to the Government :

Most certainly, Sir. If conflicting information has been given to the Honourable Member I apologise on behalf of the Government.

The Third Member for the Eastern Provinces (The Hon. A. Ikoku, O.B.E.):

147. To ask the Honourable the Chief Secretary to the Government:—

(a) How many Telephone Exchange Superintendents are there in Nigeria?

(b) How many of these are Africans?

(c) If the answer to (b) is nil, will the Government consider the promotion or appointment of suitable Africans to this grade?

(d) If the answer to (c) is there are no suitable candidates will Government provide facilities by way of training seholarships or

[Hon. A. Ikoku]

[Question]

otherwise to raise the standard of operators and/or supervisors with a view to their eventual selection for preferment to this grade?

Answer—

The Hon. the Chief Secretary to the Government :

(a) Two.

(b) None.

(c) and (d) There are no suitable candidates at present but the question of training courses for Telephone staff is under consideration.

The Third Member for the Eastern Provinces (The Hon. A. Ikoku, O.B.E.):

148. To ask the Honourable the Chief Secretary to the Government:—

(a) Is it a fact that from March to May, 1944, and again from September, 1944 to December, 1945, the substantive holder of the post of Cinema Officer in the Public Relations Department was absent from his seat on other duties, including secondment to the Gold Coast?

(b) If so, was the Cinema Section closed down during his absence?

(c) If the answer to (b) is in the negative is it suggested that the Officer who held the post during these periods had in fact no increased responsibilities?

(d) If he had, as is only reasonable to suppose, will Government be good enough to consider the granting of an acting allowance under General Order 292 and/or 295?

Answer—

The Hon. the Chief Secretary to the Government :

(a) There was no substantive holder of the post at the times mentioned, but it is true that the Education Officer temporarily seconded to take charge of the section was away on duty in the Gold Coast.

(b) No, Sir.

(c) Yes, Sir. His work was purely clerical, as he did not possess the technical knowledge necessary for the discharge of other duties. During the periods in question no filming or training was carried out and all important matters concerning cinema work were dealt with personally by the then Public Relations Officer.

(d) The officer was not eligible for acting allowance since the duties he was required to perform were not the full duties normally required of the officer holding the post.

Supplementary Questions to No. 148 by the Third Member for the Eastern Provinces (The Honourable A. Ikoku, O.B.E.):

(a) How many feet of films were made from 1944 to May, 1949?

(b) What is the nature of those "important matters" referred to in answer (c)?

[Hon. A. Ikoku]

[Supplementary Question]

(c) What arrangements were made to ensure that there was no possibility of misunderstanding arising over the question of acting?

Answer—

The Hon. the Chief Secretary to the Government :

I can assure you, Sir, that answers to those Supplementary Questions will be obtained and circulated to the Honourable Member and other Honourable Members of the House.

The Third Member for the Eastern Provinces (The Hon. A. Ikoku, O.B.E.):

149. To ask the Honourable the Director of Medical Services :—

(a) Does he approve in principle the appointment of Dispensers to the Senior Service?

(b) If not, why not?

(c) If the answer to (a) is in the affirmative, how many such appointments are in fact held at the moment?

(d) If the answer to (c) is nil, will he give the matter the usual sympathetic consideration we have learned to expect from the Honourable Member, including the removal of whatever obstacles (e.g., lack of training facilities) there may be in the way of aspirants to such appointments or promotions?

Answer—

The Hon. the Director of Medical Services :

(a) Yes, Sir, as Pharmacist Superintendents and Storekeepers.

(b) Does not arise.

(c) Two.

(d) Does not arise.

Supplementary Questions to No. 149 by the Third Member for the Eastern Provinces (The Honourable A. Ikoku, O.B.E.):

Referring to answer (c), what is the ratio of dispensers to other grades in the Senior Service?

Answer—

The Hon. the Director of Medical Services :

I shall require notice of that question, Sir.

The Third Member for the Eastern Provinces (The Hon. A. Ikoku, O.B.E.):

Arising out of that, if this ratio is not satisfactory will the Honourable the Director of Medical Services consider improvement?

Answer—

The Hon. the Director of Medical Services :

Yes, Sir.

The Third Member for the Eastern Provinces (The Hon. A. Ikoku, O.B.E.):

150. To ask the Honourable the Director of Medical Services ;—

[Hon. A. Ikoku]

[Question]

In view of the great future of Pharmacy and Industrial Chemistry in a young country such as this will he recommend the institution of a Faculty of Pharmacy to the University College, Ibadan?

Answer—

The Hon. the Director of Medical Services :

No, Sir; it is not usual to have the Faculty of Pharmacy attached to the Universities. Pharmacy will, I hope, be taught at the Regional Colleges.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

151. To ask the Honourable the Chief Secretary to the Government:—

(a) How long does it normally take the Immigration Department to issue a passport?

(b) How many people applied for passports during the years 1940-49, and how many of them were successful? Give reasons for those people to whom the issue of passports was denied?

(c) What is the total complement of the expatriate officials of the Immigration Office?

What are their names, qualifications, experience, and from where were they recruited to the Nigeria Civil Service?

Answer—

The Hon. the Chief Secretary to the Government :

(a) About four days from the receipt of the completed application with the necessary supporting documents.

(b) There were 11,387 applications for passports and 42,335 applications for travel documents. All these applications were granted and I understand that no one who satisfactorily completed an application form was refused a passport.

(c) There is only one expatriate official in the Immigration Office. He is an Acting Senior Superintendent of Police (Mr Marner) who was transferred to Nigeria in 1949 having had experience of Police and Immigration work in Palestine since 1930.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

153. To ask the Honourable the Director of Medical Services:—

In view of the unsatisfactory nature of the answer to the Supplementary Question No. 66 by the First Lagos Member, whether the Director considers Intermediate Examinations of the Incorporated Association of Rating and Valuation Officers 1947 and the Intermediate Examination, London Association of Certified Accountants 1937 sufficient qualifications for entry into the Senior Service?

If the answer is in the affirmative, why have Nigerians with similar or identical qualifications not been elevated to the Senior Service in the Medical or other Department of Government?

[D.M.S.]

[Answer]

*Answer—***The Hon. the Director of Medical Services :**

The Intermediate Diplomas to which the Honourable Member refers cannot be regarded as sufficient qualifications for entry into the Senior Service unless supported by training and previous suitable experience of a responsible nature.

The Medical Department requires officers appointed as accountants to have had a sound training and wide experience and to be of proved ability and integrity. Local candidates possessing these qualifications would be recommended for appointment despite the fact that they may not possess one of the recognised professional accountancy qualifications.

The Second Lagos Member (Dr the Hon. N. Azikiwe) :

155. To ask the Honourable the Chief Secretary to the Government:—

What are comparative charges for the supply of electrical energy at Bathurst, Freetown, Accra, and Lagos, in the following categories: (i) residential, (ii) domestic, (iii) commercial per 100 watts, (iv) commercial rate consumption per unit, (v) flat rate, (vi) fixed house charge, (vii) power, (viii) general purposes rate, (ix) shop window and sign lighting, (x) meter rent, (xi) ceiling fan, (xii) oscillatory fan, (xiii) desk fixed fan, (xiv) water heater, (xv) kettle, (xvi) cooker, (xvii) thermostatic control, (xviii) boiling rings?

*Answer—***The Hon. the Chief Secretary to the Government :**

As the reply is very lengthy a letter is being addressed to the Honourable Member setting out the information for which he asks.

The Second Lagos Member (Dr the Hon. N. Azikiwe) :

156. To ask the Honourable the Commissioner of the Colony:—

(a) Will a list of the priorities for installation of telephones in Lagos for 1947 and 1948 be placed at the disposal of the Members of this Honourable House for perusal?

(b) What are the criteria which determine priorities for the installation of telephones in the Colony area?

(c) When did the following firms submit application for the installation of telephones in their offices:

- (i) Kingsway Stores.
- (ii) British West African Corporation.
- (iii) Olympic Hotel.
- (iv) African Continental Bank, Limited.
- (v) African Development Corporation Limited.
- (vi) Department of Marketing and Exports.
- (vii) Colonial Development Corporation.

(d) Of the firms mentioned above, when were they permitted to have telephones installed on their premises?

[Com. Col.]

[Answer]

Answer—

The Hon. the Commissioner of the Colony:

(a) No priority list is kept by the Colony Office, although there is a waiting list on which are recorded all applications as they are received.

(b) In principle, applications are granted in strict rotation as new telephone connections become available, but in practice, this rotation must at times be overridden by the claims of public interest, and where there is any conflict, the following order of priority is usually followed, provided that in each case I am assured of the necessity for a telephone:—

- (i) Government Departments.
- (ii) Medical Practitioners.
- (iii) Commercial firms, Shipping firms, hotels and other institutions of public importance.
- (iv) Private residences.

The position is complicated by the fact that from the point of view of telephone installations, Lagos is divided into eighty-nine distinct areas serving different parts of the township. Owing to technical factors, therefore, it often occurs that there are several vacant connections in one area while in the adjoining area—sometimes in the same street—there are none. This has inevitably resulted in new applications in one area being granted while those of several years' standing in other areas have still to be granted.

- (c) (i) May, 1928.
- (ii) June, 1947.
- (iii) July, 1947.
- (iv) 28th May, 1947 (I understand that the original application was made in the name of the West African Book Company).
- (v) 29th October, 1948.
- (vi) 1st September, 1948.
- (vii) 6th September, 1948.
- (d) (i) No new telephones have been granted since 1928, the existing ones having been transferred from the former premises.
- (ii) November, 1947.
- (iii) 2nd September, 1948.
- (iv) 14th November, 1949, transferred from the Comet Press Premises.
- (v) The African Development Corporation is at present No. 20 on the list of applicants in that particular area and is using a party line by mutual arrangement with the holder.
- (vi) No new telephone has been installed at present, one having been transferred from the former Produce Department.
- (vii) February, 1949.

[Dr the Hon. N. Azikiwe]

[Question]

The Second Lagos Member (Dr the Hon. N. Azikiwe):

157. To ask the Honourable the Chief Secretary to the Government:—

(a) What is the significance of the visit to Nigeria of El Hadj Sidi Benamor Tijani, the Grand Shereef of Ainmadhi, in Algiers, Algeria, North Africa?

(b) What other parts of West Africa was he scheduled to visit?

(c) Has his name any Nigerian connection?

Answer—

The Hon. the Chief Secretary to the Government:

(a) The Sheikh Said Tijani came to Nigeria last year as a private person to visit his co-religionists.

(b) He visited the Gambia in 1948 and is understood to have proceeded to the French Cameroons from Nigeria. The Government has no further knowledge of his itinerary.

(c) No, Sir.

The Second Lagos Member (Dr the Hon. N. Azikiwe):

160. To ask His Honour the Chief Commissioner, Eastern Provinces:—

(a) What were the facts relating to the acquisition of land for the building of Women's Training Centre in Udi Division?

(b) Who were the land owners in question?

(c) Is it a fact that the site surveyed was different from the one agreed upon between the land owners and Government?

(d) What was the compensation agreed upon and who were the parties to the agreement?

(e) Are the land owners satisfied with the deal on the whole?

Answer—

His Honour the Chief Commissioner, Eastern Provinces:

(a) 257 acres of land were acquired outright by Government at Enugu for a Women's Teacher Training Centre, a Girls' Secondary School and a Trade Training Centre. Negotiations with the landowners which proved inconclusive commenced in 1945, and notice to acquire was published in *Gazette* No. 64 of 28th November, 1946. Compensation to the landowners was decided by the Supreme Court and Government was granted a Certificate of Title. No appeal has been lodged against this judgment.

(b) The people of Ogui Village of the Nike Clan, Udi Division.

(c) The land acquired was the land specially chosen by the Education Department for the purposes for which it was required. After survey and demarcation the landowners objected to the inclusion of approximately half the area and offered an alternative site, on the grounds that they were not shown the original boundaries. The offer of an alternative site which was recently renewed by the Solicitor to the landowners had to be rejected,

[C.C., E.P.]

[Answer]

because the land offered was found to be not only unsuitable but land which had been awarded in an Inter Tribal Boundary Settlement Enquiry to another Clan in 1941.

(d) No agreement on compensation was reached and both sides are bound by the decision of the Supreme Court.

(e) While the landowners have intimated that they appreciate the benefits which will derive to their own people, and to the people of Enugu and of the Region, from the institutions to be built on the land acquired, they state that they regard the area as excessive.

The Second Lagos Member (Dr the Hon. N. Azikiwe):

161. To ask His Honour the Chief Commissioner, Eastern Provinces:—

(a) Is it a fact that land called Ani Ogwu has been declared Ossomari Forest Reserve?

(b) If so, under what circumstances was this declaration made?

(c) Were the people concerned informed and what was their reaction?

Answer—

His Honour the Chief Commissioner, Eastern Provinces:

(a) The Ossomari Forest Reserve, which was constituted by Order No. 21 of 1928, includes part of the land sometimes called Ani Ogwu.

(b) The Reserve was constituted in accordance with the provisions of the Forestry Ordinance.

(c) In accordance with the provisions of the Forestry Ordinance an enquiry was held by the Reserve Settlement Officer, who published his findings on 20th June, 1927. No appeal was lodged against the findings of the Reserve Settlement Officer.

The Second Lagos Member (Dr the Hon. N. Azikiwe):

165. To ask the Honourable the Director of Education:—

(a) Is it a fact that formerly all probationary civil servants took their entrance examination, but when this examination was cancelled, those people who failed to pass it were merged with qualified clerks and were given appointment in lieu of their past experiences?

(b) If so, why is this practice not applicable to Government ungraded teachers, who, owing to the closing down of their existing normal classes for the recruitment of teachers, have now found chances of passing the Teachers' Certificate Examination narrowed?

(c) Is it not misleading to stipulate that a teacher is entitled to the award of honorary certificate, after five years of satisfactory work, whereas there are teachers with twenty years' experience not granted this award?

Answer—

The Hon. the Director of Education:

(a) I am not quite sure that I understand the question, but assume that the term "probationary civil servants" is intended to mean

[Dir. of Educ.]

[Answer]

“ clerks appointed to the civil service on probation ” and that “ entrance examination ” refers to the Junior Clerical Service Examination which was discontinued in 1932. No clerks appointed as civil servants who failed to pass the Junior Clerical Service Examination were absorbed into the permanent establishment until they had passed a departmental test as laid down in Circular No. 23 of 1932, issued by the Chief Secretary to the Government, qualifying them for confirmation in their appointments.

(b) Ungraded teachers are eligible, when vacancies occur, for promotion to Teachers Grade IV, which are pensionable posts. They may take the Teachers' Higher Elementary Certificate Examination as non-institutional candidates and they are eligible for the award of the Teachers' Honorary Higher Elementary Certificate.

(c) Rules governing the award of Honorary Certificates are laid down in Regulation 24 (1) and Regulation 24 (2), made under the Education Ordinance No. 39 of 1948, which state—

- (1) Honorary Teachers' Certificates may be granted by the Director to teachers, other than probationary teachers, who have been engaged in teaching for a period of not less than ten years, and who can give evidence of ability and good character to the satisfaction of the Director. Such certificates shall contain an endorsement indicating the standard to which the holder is entitled to teach, or, if the holder is a vocational teacher, the subjects in which he is entitled to teach, and may contain a further endorsement indicating the class of certificate under those regulations to which the honorary certificate shall be deemed equivalent.
- (2) Any such honorary certificate may be cancelled by the Director at any time.

The Second Lagos Member (Dr the Hon. N. Azikiwe):

166. To ask the Honourable the Director of Education:—

- (a) Is there any branch of the civil service where any person is expected to serve as an apprentice for twenty years or more?
- (b) Is there any necessity to retain such undeserving servants?
- (c) Is it reasonable that within an hour or so with a teacher in the whole school year, an Education Officer can judge the efficiency and classification of that teacher accurately?

Answer—

The Hon. the Director of Education:

- (a) Not to my knowledge.
- (b) Does not arise.
- (c) This question appears to ask for an expression of opinion and is therefore, I think out of order, but I nevertheless record the opinion that an Education Officer should be able to form a good impression of a teacher's efficiency after seeing him for an hour at work in his school.

[Dr the Hon. N. Azikiwe]

[Question]

The Second Lagos Member (Dr the Hon. N. Azikiwe):

168. To ask the Honourable the Chief Secretary to the Government:—

(a) Whether it is a fact that the Government Printer in the Gambia is a full-blooded Negro of Nigerian descent?

(b) How many Nigerians are holding Senior Service appointment in the Printing Department in Nigeria?

(c) Whether it is intended to appoint the two printers who had just returned from the United Kingdom on a Government Scholarship to a Senior Service post?

(d) Whether he is aware that lead is responsible for industrial disease in certain branches of the printing industry?

(e) What is being done by way of special grant or allowance to protect those printers who manipulate on molten lead from this type of industrial disease?

Answer—

The Hon. the Chief Secretary to the Government:

(a) There is no record here to enable me to answer this question.

(b) Three, one of whom is acting in a Senior Service post.

(c) They will be considered with other applicants for Senior Service posts, some of whom have greater experience.

(d) I understand that the molten metal in linotype and monotype pots is not high enough to give off lead fumes and that there is consequently no risk involved in working near these metal pots. Lead dust does rarely cause disease but if care is taken the risk is very small.

(e) No special grant or allowance is paid.

Supplementary Questions to No. 168 (a) by the Second Lagos Member (Dr the Honourable N. Azikiwe):

Is your Office not in possession of a Staff List or other official document containing this information?

Answer—

The Hon. the Chief Secretary to the Government:

Not to my knowledge, Sir.

The Second Lagos Member (Dr the Hon. N. Azikiwe):

Can this information be acquired?

Answer—

The Hon. the Chief Secretary to the Government:

I have no reason to doubt that the information in question (a) is incorrect, but certainly we can obtain by reference to the Gambia the information required.

The Second Lagos Member (Dr the Hon. N. Azikiwe):

169. To ask the Honourable the Chief Secretary to the Government:—

(a) What is the difference between the work of European and African Monotype and Linotype operators and casters?

[Dr the Hon. N. Azikiwe]

[Question]

(b) What is the salary of (i) the European, and (ii) the African, operators?

(c) Is it a fact that the wife of a European Operator is engaged on a part-time work as an operator in the Printing Department?

(d) What is her wage (i) *per diem* (ii) *per mensem*?

Answer—

The Hon. the Chief Secretary to the Government :

(a) The Printing Department does not normally employ Europeans as Monotype and Linotype operators or casters. European operators were, however, specially engaged for the type-setting for the revised edition of the Laws of Nigeria, a task which required unusual skill, accuracy and speed.

(b) These specially-engaged operators were paid at the rate of £660 per annum on a purely temporary appointment. Operators on the permanent establishment are on various salary scales, namely, Scale G 3 £270-£370; Scale G 2 £180-£250; Scale G 1 £96-£170.

(c) Not at present. The wife of a European operator was engaged as a part-time operator for about three months ending in March, 1949, as it had proved impossible to recruit the second operator required to complete the work on the printing of the revised edition of the Laws. The original time schedule for this work had been drawn up on the assumption that two expatriate officers would be recruited at the same time, but the Crown Agents had difficulty in recruiting temporary operators at the salary offered, and a second operator was not recruited until the 19th of March, 1949, when the wife of the first operator ceased work.

(d) She was not on a monthly wage but was paid 7s 6d per hour.

The Second Lagos Member (Dr the Hon. N. Azikiwe) :

172. To ask the Honourable the Chief Secretary to the Government:—

(a) Will a full statement be made in respect of the Anglo-American arrangement for the development of the resources of the African colonial territories?

(b) Is the arrangement a sort of Marshall Plan for Africa?

(c) How will the indigenous Nigerian benefit from such an arrangement?

(d) Why was publication of news of this arrangement officially denied *ab initio*?

Answer—

The Hon. the Chief Secretary to the Government :

I have nothing at present to add to the reply which I made last November to question No. 494 asked by the Honourable the First Member for the Eastern Provinces.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

175. To ask the Honourable the Financial Secretary:—

[Dr the Hon. I. Olorun-Nimbe]

[Question]

May the yearly revenue of the Customs and Excise Department since 1923 be given?

Answer—

The Hon. the Financial Secretary :

The Honourable Member is referred to page 164 of Sessional Paper No. 6 of 1950, which contains details of the Customs and Excise revenue up to the end of 1948. Figures for the years 1948-49 and 1949-50 are printed on page 10 of the Draft Estimates of Nigeria, 1950-51.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

177. To ask His Honour the Chief Commissioner, Western Provinces:—

Why are there no fire-fighting services throughout the whole of the Western Provinces?

Answer—

His Honour the Chief Commissioner, Western Provinces :

Such services are essentially a local function. If Native Authorities in the Western Provinces are anxious to establish fire-fighting services Government would certainly agree in principle but such services would have to be paid for by rating for which all persons in the area concerned would be liable.

Meanwhile wherever possible, Native Authority Police deal with fires when they occur.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

178. To ask the Honourable the Director of Medical Services:—

How many Doctors in the Government Service are entitled to Private Practice before 1934? How many of them have left the Service, and how many have been promoted to the Administrative posts? Can details be given?

Answer—

The Hon. the Director of Medical Services :

Of eighty-nine Doctors on the establishment who are entitled to Private Practice in 1934, twenty-eight are still in the Service and of these twenty-one occupy posts to which the right of Private Practice is attached, including twelve Medical Officers, three Specialists and six Senior Medical Officers.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

180. To ask the Honourable the Commissioner of Labour:—

How many unemployed Nigerians are there, and what is the Department doing to see them employed?

Answer—

The Hon. the Commissioner of Labour :

I have no means of estimating the total number of Nigerians who are unemployed. Unemployed persons of all classes, men, women,

[*Com. of Labour*][*Answer*]

boys and girls are registered only at the employment exchanges at Lagos, Jos and Sapele. Unemployed secondary school leavers are registered also at Enugu and Ibadan. The numbers registered at each exchange are published quarterly in the Department of *Labour Quarterly Review*. The five exchanges mentioned receive notifications of vacancies from Government departments, commercial firms and other employers, and endeavour, with a considerable degree of success, to fill these vacancies from persons registered as unemployed.

BILLS

(*Committee Stage and Third Readings*)

THE 1950-51 APPROPRIATION ORDINANCE, 1950

The Hon. the Financial Secretary:

Your Excellency, I beg to report the Bill for the 1950-51 Appropriation Ordinance from the Select Committee as amended in the Report of the Select Committee tabled today, and to move that the Bill be re-committed to a Committee of the whole House.

With Your Excellency's permission I would like at this juncture to make a statement on behalf of the Government:

Since the Harragin scales of salaries and wages were introduced with effect from the 1st January, 1946, the Government has maintained the general policy that no substantial overall increase in salaries and wages can be justified. It has also repeatedly been made clear in public statements that any such overall increase in basic salaries and wages could only be achieved by increasing taxation or limiting development work. The main reason for this stand has been the vital importance to avoid imposing on Nigeria in a period of inflation following the war a swollen salaries and wages bill which the economy of the country would be unable to bear in future years when the cost of living is reduced. The Government adheres to that policy and remains firmly opposed to any overall increase in basic salaries and wages. (It should, however, be added that with regard to daily paid staff adjustments have been and can be made from time to time within the framework of the Miller Scales).

On the other hand there has, since the Harragin Scales were introduced, been a substantial increase in the cost of living. It has not been possible to establish a cost of living index figure for the country as a whole and no reliable statistics exist to indicate the exact increase in the cost of living which has taken place. There is no doubt, however, that the actual increase in the cost of living since 1946 has been substantial. Moreover, although it is now known that prices of most export crops will soon start to drop and that this will tend to bring the cost of living down the increase in the cost of living continues for the present.

Over the past year the Government has given anxious consideration to the question whether this substantial increase in the cost of living justifies the payment of a temporary cost of living allowance

to Government employees of all grades. Until recently the Government was of the opinion that the arguments against the granting of such an allowance were overriding but the whole position has recently been reviewed by the Governor in Executive Council and by the Finance Committee of the Legislative Council. It has been necessary to take into account the continued increase in the cost of living and the claims made by many categories of Government employees for increases in emoluments. The recent action of the Sierra Leone Government and the Gold Coast Government in granting substantial increases in Government emoluments in the form of allowances has also been noted.

During the consideration of this matter very close attention has been given to the possibility of reducing the cost of living by Government action. It is the Government's firm view that no effective action could be taken merely by attempting to fix prices. The main cause of the cost of living increase has been the increase in prices of local foodstuffs and Government is convinced that any attempt to peg the prices of local foodstuffs by price fixing would not achieve its purpose but would in fact merely result in the creation of a black market with a consequent further increase in prices.

A reduction in the cost of living could be achieved over a period by very drastically reducing the prices now paid to producers of export crops and by cancelling or postponing capital work in the Development Plan, and by increasing local production of foodstuffs. The Government is convinced that there is no other effective way in which a substantial decrease in the cost of living could be achieved. It is, however, not the Government's policy to endeavour to force down the prices paid to producers of export crops to the very great extent which would be necessary to achieve any marked result (and in any event the Government has no power to do so since the fixing of prices for export crops, the marketing of which is controlled, is in the hands of the Marketing Boards) nor is it Government's policy to cancel or postpone the greater part of the Development programme. As regards production of local foodstuffs many schemes, including those financed by the Production Development Boards, are in hand and the Government will continue by every means at its disposal to encourage greater production of food for Nigerian markets but a considerable period must elapse before the full results of these schemes are felt. It is certain that the prices of export crops will drop in coming years and that this will in time have the result of stabilising and reducing the cost of living. The problem before Government has been the problem of what should be done in the interval.

In considering this question it has been necessary to take into special consideration the grave staff situation which was referred to by His Excellency the Governor in his Address to the Legislative Council on the 2nd of March when His Excellency said

[F.S.]

[Appropriation Ordinance]

“ We are energetically pushing ahead with the implementation of the recommendations of the Nigerianisation Commission for training schemes and appointment and promotion of Nigerians to higher Government posts. (Since the report was published in August, 1948, 192 Nigerians have been appointed to the Senior Service and 243 scholarships and training awards have been made). At the same time anyone who has any responsibility for carrying out the vast range of tasks with which the Government is faced must be very deeply disturbed at our failure to recruit and retain sufficient officers to enable progress to be made with these tasks. We do not now lack material and equipment to nearly the same extent as in the years immediately following the war, but the staff position so far from improving has deteriorated, and in the professional and technical departments, particularly the engineering services, we are—and I am choosing my words with care and a full sense of responsibility—very near to a disastrous breakdown. We must face this problem and find a solution for it if our plans are not to fail.”

There has been a steady and persistent weakening of the Service by resignation and retirement which, if not arrested, would disrupt the development schemes on which we are engaged and delay the economic and social progress which must accompany political advance. This dangerous tendency is largely due to the fact that in the face of the increased cost of living the existing terms of service are insufficient to attract and retain the staff which must be secured if progress is to be maintained, and the hardship has been specially severe on those who must maintain two homes.

Taking all these factors into account the Governor in Executive Council referred proposals to the Finance Committee of the Legislative Council and with the advice of that Committee the following proposals have been worked out and unanimously approved by the Committee:—

- (a) A temporary cost of living allowance to all members of the Junior Service and daily-paid labour at the rate of 12½ per cent on basic salaries, and a similar allowance at the rate of 10 per cent to all members of the Senior Service. (Assistance will be given to Native Authorities and to approved Education Voluntary Agencies towards the payment of a similar cost of living allowance).
- (b) Passages for two children to and from the United Kingdom for Senior Service officers working outside their country of domicile, or an alternative allowance;
- (c) An allowance, the details of which have still to be worked out, for Nigeria members of the Senior Service with children who by the nature of their duties have to maintain two homes,

A detailed circular about these new allowances will be issued shortly. It is estimated that the annual amount required to meet the cost of living allowance will be £1,500,000 and that the cost of the other proposals will be about £200,000 a year.

The cost of these allowances has been found in the first instance by reducing the 1950-51 contribution to the Revenue Equalisation Fund. It is the Government's intention however to restore the contribution to the Fund as far as possible to its previously proposed level by reducing Government expenditure. A careful appraisal will be made of all departmental expenditure and proposals for reductions will be referred to the Council as soon as possible. It will not be easy to find so large an amount by reductions in Government expenditure but it is essential to build up the Revenue Equalisation Fund to meet more difficult times ahead and it is also most desirable to avoid increasing taxation at this time.

The amount which has to be found represents the maximum which the country can afford and indeed the effects of the cost of living allowance would be lost if higher wages and salaries were paid, leading to higher prices and further inflation. In endeavouring to meet the just claims of the Service the Government has gone to the limit which its finances can justify. There can be no prospect of increasing the allowance and Government is determined to hold the line against pressure for increases in basic wages and salaries. The Government trusts that private employers of labour will follow the same policy.

The Finance Committee of the Legislative Council has given to these matters its earnest and anxious consideration. Its advice has been of the greatest assistance to the Government and the responsible and constructive approach which it has brought to this difficult problem has made it possible for a solution to be found which the Government considers to be fair and just.

Council in Committee.

Enactment.

Clause 1.

Clause 2.

The Hon. the Financial Secretary :

I move that the words in the fourth and fifth lines ' thirty million, one hundred and thirty-six thousand, three hundred and fifty pounds ' should be deleted and replaced by the words ' thirty million one hundred and sixty-eight thousand and forty pounds ', with a consequential amendment in the marginal note to read £30,168,040.

Clause 2 as amended.

Clause 3.

[F.S.]

[Appropriation Ordinance]

The Hon. the Financial Secretary :

I move that the words in the first line " Manager of the Nigerian Government Collieries " should be deleted and replaced by the words " Enugu Colliery Board ".

Clause 3 as amended.

Clause 4.

The Hon. the Financial Secretary :

I move that the words in the fifth and sixth lines " Ten million, three hundred and ninety-five thousand and twenty pounds " should be deleted and replaced by the words " Ten million, four hundred and fifty-eight thousand, nine hundred and twenty pounds " with a consequential amendment in the marginal note to read in figures " £10,458,920 ".

Clause 4 as amended.

Clause 5.

The Hon. the Financial Secretary :

I move that the words in the first and second lines " Forty-one million four hundred and fifty thousand and forty-seven pounds " should be deleted and replaced by the words " Forty-one million, five hundred and forty-five thousand, six hundred and thirty-seven pounds " with a consequential amendment in the marginal note to read in figures " £41,545,637 ".

Clause 5 as amended.

Clause 6.

His Honour the Chief Commissioner, Western Provinces :

Shouldn't the marginal note to Clause 3 not be amended?

The Hon. the Financial Secretary :

No, Sir, I do not think that it is necessary to amend the marginal note to Clause 3. They are still the Nigerian Government Collieries, and this expenditure is authorised out of the revenue of those Nigerian Government Collieries. In Clause 3 this change is a change of nomenclature which describes better the management which will in point of fact pay out the expenditure authorized by the Nigerian Collieries.

First Schedule.

The Hon. the Financial Secretary :

I beg to move that the First Schedule be deleted and replaced by the First Schedule set out in the reprint of the Bill annexed as Appendix B, to the Report of the Select Committee.

First Schedule as amended.

Second Schedule.

Third Schedule.

The Hon. the Financial Secretary :

I beg to move that the Third Schedule be deleted and replaced by the Third Schedule set out in the reprint of the Bill annexed as Appendix B, to the Report of the Select Committee.

Third Schedule as amended.

Title.

The Hon. the Financial Secretary :

I beg to move that the words in the second line " Four hundred and fifty thousand and forty-seven pounds " be deleted and replaced by the words " Five hundred and forty-five thousand, six hundred and thirty-seven pounds ".

Title as amended.

Council resumed.

The Hon. the Financial Secretary :

Your Excellency, I beg to report the Bill from Committee with various amendments. Sir, I beg to move that the Bill as amended be now read a third time and passed into law.

The Hon. the Development Secretary :

Sir, I beg to second.

Bill read a third time and passed.

THE EASTERN REGIONAL LOCAL GOVERNMENT ORDINANCE, 1950**His Honour the Chief Commissioner, Eastern Provinces :**

Your Excellency, I beg to report the Bill for the provision of Local Government in the Eastern Provinces from Select Committee as amended in the Report of the Select Committee tabled today, and to move that the Bill be recommitted to a Committee of the whole House.

His Excellency :

I hope that Honourable Members will agree with me that in a Bill of this length it will be convenient if we take the Clauses in groups of ten. That would not, of course, preclude any Honourable Member from speaking on any particular clause which may fall in any group of ten. Council will resolve itself into a Committee of the whole Council to consider the Bill clause by clause.

Council in Committee.

Enactment.

Clauses 1-10.

His Honour the Chief Commissioner, Eastern Provinces :

Sir, I rise to move that Clauses 1-10 be amended as recommended in Select Committee.

Clauses 1-10 as amended.

Clauses 11-20,

His Honour the Chief Commissioner, Eastern Provinces :

Sir, I rise to move that Clauses 11-20 be amended as recommended in Select Committee.

Clauses 11-20 as amended.

Clauses 21-30.

His Honour the Chief Commissioner, Eastern Provinces :

Sir, I rise to move that Clauses 21-30 be amended as recommended in Select Committee.

Clauses 21-30 as amended.

Clauses 31-40.

His Honour the Chief Commissioner, Eastern Provinces :

Sir, I rise to move that Clauses 31-40 be amended as recommended in Select Committee.

Clauses 31-40 as amended.

Clauses 41-50.

His Honour the Chief Commissioner, Eastern Provinces :

Sir, I rise to move that Clauses 41-50 be amended as recommended in Select Committee.

Clauses 41-50 as amended.

Clauses 51-60.

Clauses 61-70.

His Honour the Chief Commissioner, Eastern Provinces :

Sir, I rise to move that Clauses 61-70 be amended as recommended in Select Committee.

Clauses 61-70 as amended.

Clauses 71-80.

His Honour the Chief Commissioner, Eastern Provinces :

Sir, I rise to move that Clauses 71-80 be amended as recommended in Select Committee.

Clauses 71-80 as amended.

Clauses 81-90.

His Honour the Chief Commissioner, Eastern Provinces :

Sir, I rise to move that Clauses 81-90 be amended as recommended in Select Committee.

Clauses 81-90 as amended.

Clauses 91-100.

His Honour the Chief Commissioner, Eastern Provinces :

Sir, I rise to move that Clauses 91-100 be amended as recommended in Select Committee.

Clauses 91-100 as amended.

Clauses 101-110.

His Honour the Chief Commissioner, Eastern Provinces :

Sir, I rise to move that Clauses 101-110 be amended as recommended in Select Committee.

Clauses 101-110 as amended.

Clauses 111-120.

His Honour the Chief Commissioner, Eastern Provinces :

Sir, I rise to move that Clauses 111-120 be amended as recommended in Select Committee.

Clauses 111-120 as amended.

Clauses 121-130.

His Honour the Chief Commissioner, Eastern Provinces :

Sir, I rise to move that Clauses 121-130 be amended as recommended in Select Committee.

Clauses 121-130 as amended.

Clauses 131-140.

His Honour the Chief Commissioner, Eastern Provinces :

Sir, I rise to move that Clauses 131-140 be amended as recommended in Select Committee.

Clauses 131-140 as amended.

Clauses 141-150.

His Honour the Chief Commissioner, Eastern Provinces :

Sir, I rise to move that Clauses 141-150 be amended as recommended in Select Committee.

Clauses 141-150 as amended.

Clauses 151-160.

His Honour the Chief Commissioner, Eastern Provinces :

Sir, I rise to move that Clauses 151-160 be amended as recommended in Select Committee.

Clauses 151-160 as amended.

Clauses 161-170.

Clauses 171-180.

His Honour the Chief Commissioner, Eastern Provinces :

Sir, I rise to move that Clauses 171-180 be amended as recommended in Select Committee.

Clauses 171-180 as amended.

Clauses 181-190.

His Honour the Chief Commissioner, Eastern Provinces :

Sir, I rise to move that Clauses 181-190 be amended as recommended in Select Committee.

Clauses 181-190 as amended.

Clauses 191-200.

Clauses 201-210.

His Honour the Chief Commissioner, Eastern Provinces :

Sir, I rise to move that Clauses 201-210 be amended as recommended in Select Committee.

Clauses 201-210 as amended.

Clauses 211-220.

His Honour the Chief Commissioner, Eastern Provinces :

Sir, I rise to move that Clauses 211-220 be amended as recommended in Select Committee.

Clauses 211-220 as amended.

Clauses 221-230.

His Honour the Chief Commissioner, Eastern Provinces :

Sir, I rise to move that Clauses 221-230 be amended as recommended in Select Committee.

Clauses 221-230 as amended.

Clauses 231-240.

His Honour the Chief Commissioner, Eastern Provinces :

Sir, I rise to move that Clauses 231-240 be amended as recommended in Select Committee.

Clauses 231-240 as amended.

Clauses 241-244.

First Schedule.

Second Schedule.

Third Schedule.

His Honour the Chief Commissioner, Eastern Provinces :

Sir, I rise to move that the Third Schedule be amended as recommended in Select Committee.

Third Schedule as amended.

Fourth Schedule.

Fifth Schedule.

Sixth Schedule.

His Honour the Chief Commissioner, Eastern Provinces :

Sir, I rise to move that the Sixth Schedule be amended as recommended in Select Committee.

Sixth Schedule as amended.

Title.

His Honour the Chief Commissioner, Eastern Provinces :

Sir, I rise to move that the Title be amended as recommended in Select Committee.

Title as amended.

Council resumed.

His Honour the Chief Commissioner, Eastern Provinces :

Your Excellency, I beg to report the Bill from Committee with various amendments. Sir, I beg to move that the Bill as amended be now read a third time and passed.

The Hon. the Secretary, Eastern Provinces :

Sir, I beg to second.

Bill read a third time and passed.

THE ELECTRICITY CORPORATION OF NIGERIA ORDINANCE, 1950**The Hon. the Development Secretary :**

Your Excellency, I beg to report the Bill " to provide for the Establishment of a Corporation to be known as the Electricity Corporation of Nigeria, for the transfer to the Corporation of the Electricity Undertakings owned by Government, for the functions of the Corporation, and for purposes connected with the matters aforesaid " from the Select Committee as amended in the Report of the Select Committee tabled today, and to move that the Bill be recommitted to a Committee of the whole House.

His Excellency :

As the number of clauses in this Bill is 56, I think it might be convenient if we follow the procedure adopted in the previous Bill and take the clauses in groups of ten.

Council will resolve itself into a Committee of the whole Council to consider the Bill clause by clause.

Council in Committee.

Enactment.

Clauses 1-10.

The Hon. the Development Secretary :

Sir, I move that Clauses 1-10 be amended as recommended in the report of the Select Committee.

Clauses 1-10 as amended.

Clauses 11-20.

The Hon. the Development Secretary :

Sir, I move that Clauses 11-20 be amended as recommended in the report of the Select Committee.

Clauses 11-20 as amended.

Clauses 21-30.

The Hon. the Development Secretary :

Sir, I move that Clauses 21-30 be amended as recommended in the report of the Select Committee.

Clauses 21-30 as amended.

Clauses 31-40.

[Dev. Sect.]

[Electricity Corporation Ordinance]

The Hon. the Development Secretary :

Sir, I move that Clauses 31-40 be amended as recommended in the report of the Select Committee.

Clauses 31-40 as amended.

Clauses 41-50.

The Hon. the Development Secretary :

Sir, I move that Clauses 41-50 be amended as recommended in the report of the Select Committee.

Clauses 41-50 as amended.

Clauses 51-56.

The Hon. the Development Secretary :

Sir, I move that Clauses 51-56 be amended as recommended in the report of the Select Committee.

Clauses 51-56 as amended.

Title.

Council resumed.

The Hon. the Development Secretary :

Your Excellency, I beg to report the Bill from Committee with various amendments. Sir, I beg to move that the Bill as amended be now read a third time and passed.

The Hon. the Director of Public Works :

Sir, I beg to second it.

Bill read a third time and passed.

(Second and Third Readings)**THE MINERAL OILS (AMENDMENT) ORDINANCE, 1950****The Hon. the Acting Attorney-General :**

Sir, I rise to move the second reading of a Bill entitled:—

“ An Ordinance to amend the Mineral Oils Ordinance ”.

The Hon. the Chief Secretary to the Government :

Sir, I beg to second.

Bill read a second time.

Council in Committee.

Enactment.

Clause 1.

The Hon. the Acting Attorney-General :

Sir, for the expression “ 1949 ” at the end thereof, I move that the expression “ 1950 ” be substituted.

Clause 1 as amended.

Clause 2.

The Hon. the Acting Attorney-General :

I move that the expression “ Paragraph 3 ” in the sixth line of that clause be deleted and the expression “ Paragraph (c) ” be substituted therefor; that is an amendment consequential upon the

revision of the Laws. In the marginal note the chapter should now be " Chapter 135 " instead of " Chapter 94 ".

Clause 2 as amended.

Title.

Council resumed.

The Hon. the Acting Attorney-General :

Sir, I beg to report the Bill from Committee with amendments. I beg to move that the Bill as amended be now read a third time and passed.

The Hon. the Chief Secretary to the Government :

Sir, I beg to second.

Bill read a third time and passed.

THE NATIVE CHILDREN (CUSTODY AND REFORMATION) (AMENDMENT)
ORDINANCE, 1950

The Hon. the Acting Attorney-General :

Your Excellency, I rise to move the second reading of a Bill entitled:—

" An Ordinance to further amend the Native Children (Custody and Reformation) Ordinance (Chapter 82) ".

The Hon. the Commissioner of the Colony :

Sir, I beg to second.

Bill read a second time.

Council in Committee.

Enactment.

Clause 1.

The Hon. the Acting Attorney-General :

Sir, for the expression " 1949 " at the end thereof, I move that the expression " 1950 " be substituted.

Clause 1 as amended.

Clause 2.

The Hon. the Acting Attorney-General :

The marginal note reference should be to Chapter 141 and not to Chapter 82 as printed.

Clause 2 as amended.

Title.

The Hon. the Acting Attorney-General :

Sir, I beg to move that the words in brackets " Cap. 82 " be deleted.

Title as amended.

Council resumed.

The Hon. the Acting Attorney-General :

Sir, I beg to report the Bill from Committee with amendments. I beg to move that the Bill as amended be now read a third time and passed.

[*Ag. Attorney-General*] . . . [*Native Children Custody and Reformation (Amendment) Ordinance*]

The Hon. the Commissioner of the Colony :

Sir, I beg to second.

Bill read a third time and passed.

THE WEST AFRICAN COCOA RESEARCH INSTITUTE
(NIGERIA STATUS) ORDINANCE, 1950

The Hon. the Development Secretary :

Sir, I rise to move the second reading of a Bill entitled:—

“ An Ordinance to provide for the Status and the Functions, including the Powers and Duties, within Nigeria of the West African Cocoa Research Institute and the West African Cocoa Research Institute Managing Committee which were established in the Gold Coast by the West African Cocoa Research Institute Ordinance, 1947, of the Gold Coast, and for purposes connected therewith.”

The Hon. the Senior Resident, Oyo Province :

Sir, I beg to second.

Bill read a second time.

Council in Committee.

Enactment.

Clause 1.

The Hon. the Development Secretary :

I move that the figures “ 1949 ” be deleted and the figures “ 1950 ” be substituted therefor.

Clause 1 as amended.

Clauses 2-4.

Preamble.

Title.

Council resumed.

The Hon. the Development Secretary :

Sir, I beg to report the Bill from Committee with one amendment.

Sir, I beg to move that the Bill be now read a third time and passed.

The Hon. the Senior Resident, Oyo Province :

Sir, I beg to second.

Bill read a third time and passed.

THE CINEMATOGRAPH (AMENDMENT) ORDINANCE, 1950

The Hon. the Director of Education :

Sir, I rise to move the second reading of a Bill entitled:—

“ An Ordinance to amend the Cinematograph Ordinance, 1933.”

The Hon. the Senior Resident, Kano Province :

Sir, I beg to second.

Bill read a second time.

Council in Committee.

[*Dir. of Educ.*][*Cinematograph (Amendment) Ordinance*]*Enactment.**Clause 1.**Clause 2.***The Hon. the Director of Education :**

I beg to move that the figures " 1933 " be deleted in the first line and that the marginal notes be deleted and the words " Amendment of Section 2 of Chapter 32 " substituted therefor. I also move, Sir, that the words " but does not include advertisements of a purely commercial character " be deleted.

*Clause 2 as amended.**Clause 3.***The Hon. the Director of Education :**

I beg to move that the last four words be deleted and that the words " in the third line thereof " be substituted therefor.

*Clause 3 as amended.**Title.***The Hon. the Director of Education :**

I beg to move that a full stop be inserted after " Ordinance " and that the figures " 1933 " be deleted.

*Title as amended.**Council resumed.***The Hon. the Director of Education :**

Sir, I beg to report the Bill from Committee with various amendments. I beg to move that the Bill be now read a third time and passed.

The Hon. the Senior Resident, Kano Province :

Sir, I beg to second.

Bill read a third time and passed.

THE CRIMINAL CODE (AMENDMENT) ORDINANCE, 1950

The Hon. the Acting Attorney-General :

Sir, I rise to move the second reading of a Bill entitled :—

" An Ordinance further to amend the Criminal Code Ordinance."

The Hon. the Commissioner of the Colony :

Sir, I beg to second.

*Bill read a second time.**Council in Committee.**Enactment.**Clause 1.***The Hon. the Acting Attorney-General :**

Sir, I beg to move that the expression " 1949 " be deleted and that the expression " 1950 " be substituted therefor.

*Clause 1 as amended.**Clause 2.*

[*Ag. Attorney-General*][*Criminal Code (Amendment) Ordinance*]**The Hon. the Acting Attorney-General :**

The marginal note should read " amendment of Section 125 (a) (ii) of Chapter 42 ".

Clause 2 as amended.

Title.

Council resumed.

The Hon. the Acting Attorney-General :

Sir, I beg to report the Bill from Committee with amendments. I beg to move that the Bill be now read a third time and passed.

The Hon. the Commissioner of the Colony :

Sir, I beg to second.

Bill read a third time and passed.

THE ORDINANCES AUTHENTICATED ORDINANCE, 1950

The Hon. the Acting Attorney-General :

Sir, I rise to move the second reading of a Bill entitled :—

“ An Ordinance to make provision for the Authentication and Recording of Ordinances.”

The Hon. the Chief Secretary to the Government :

Sir, I beg to second.

Bill read a second time.

Council in Committee.

Enactment.

Clause 1.

The Hon. the Acting Attorney-General :

I beg to move that the expression " 1949 " be deleted and that the expression " 1950 " be substituted therefor.

Clause 1 as amended.

Clauses 2-12.

First Schedule.

Second Schedule.

Title.

Council resumed.

The Hon. the Acting Attorney-General :

Sir, I beg to report the Bill from Committee with amendment. I beg to move that the Bill be now read a third time and passed.

The Hon. the Chief Secretary to the Government :

Sir, I beg to second.

Bill read a third time and passed.

THE CRIMINAL CODE (DISAFFECTION) (AMENDMENT) ORDINANCE, 1950

The Hon. the Acting Attorney-General :

Sir, I rise to move the second reading of a Bill entitled :—

“ An Ordinance further to amend the Criminal Code Ordinance.”

The Hon. the Chief Secretary to the Government :

Sir, I beg to second.

Bill read a second time.

Council in Committee.

Enactment.

Clauses 1-2.

Title.

Title as amended.

Council resumed.

The Hon. the Acting Attorney-General :

Sir, I beg to report the Bill from Committee without amendment. I beg to move that the Bill be now read a third time and passed.

The Hon. the Chief Secretary to the Government :

Sir, I beg to second.

Bill read a third time and passed.

THE NON-EUROPEAN OFFICERS' PENSIONS (1949 STATION
STAFF STRIKE) ORDINANCE, 1950

The Hon. the Chief Secretary to the Government :

Sir, I rise to move the second reading of a Bill entitled :—

“ An Ordinance to provide that the break in service in the case of certain Railway Servants of the Station Staff arising out of a strike which occurred in the month of July in the year one thousand, nine hundred and forty nine, may be disregarded and that such period may be counted for continuity of service under the provisions of the Pensions Law ”.

The Hon. the Acting Attorney-General :

Sir, I rise to second.

The Fourth Member for the Eastern Provinces (Dr the Hon. F. A. Ibiam, O.B.E.):

I rise to support this Bill only because the Government had already committed itself. When this Bill was first read to the Legislative Council meeting in November 1949 Unofficial Members raised objection and asked that it be deferred in order that it might be considered in the Regional Houses. This Bill has since been considered Sir. I would like to take this opportunity Your Excellency, to draw the attention of Government that it should not be so ready to commit itself in matters which seem very urgent. We have heard of strikes, Sir, and the number of strikes that have taken place in Nigeria during the last two years has caused the country grievous harm financially. During the speech of the Honourable Financial Secretary when he was introducing the Appropriation Bill he did mention that the country has lost a lot of money and has suffered thereby, and I would like to draw attention to all people that it is dangerous for this country, for us to go

[Dr the Hon. F. A. Ibiam]

[Non-European Officers' Pensions (1949 Station Staff Strike) Ordinance]

on strike without duly taking all steps constitutionally and otherwise to have all grievances attended to. The Government has been lenient in this case, and although I did say we should reconsider in Regional Houses, I have no intention of opposing the Bill in toto but I only want to take this opportunity to say that we are all very concerned in this country about strikes and both the Government and the peoples should take precaution and take the trouble of satisfying both parties before the country is thrown into financial difficulties.

Sir, I support the Bill.

His Excellency :

Does any other Honourable Member wish to address the Council?

The Hon. the Chief Secretary to the Government :

I think it is unnecessary to reply, except to say that I agree with the comments of the Honourable the Fourth Member for the Eastern Provinces. It is no light matter to bring to this Council a motion of this kind even in respect of a strike for such a short period. It may be difficult after this interval of time—the events took place in July last year—for Honourable Members to recall the exact circumstances of what took place, and even more difficult, may be, for Honourable Members to put themselves into the position of those who had the responsibility of decision at that time. The decision was of course not whether pension rights should be restored, but decision whether the men should be called upon to return to work on the assurance that Government would put forward this proposal for the consideration of the Legislative Council. We are not here to discuss the merits of this decision for which I myself as Acting Governor had to take the responsibility at that time in Your Excellency's absence. I suggest however that it was in the interests of the country that the men, having gone on strike wrongly and foolishly, should be given an opportunity to return quickly to work. All our endeavours were made in that direction, and within the stipulated date, three days from the time when the strike took place, the men returned. I regarded that as a satisfactory conclusion from the point of view of the country. It was made absolutely clear to the men that no one could restore their rights except this Council. It was also made quite clear that if they did not return within three days the Government would not support the restoration of their rights.

I do not want the Honourable Member to feel that the Government treated this matter lightly in any way. Pensionable status carries obligations as well as rights and one of the obligations is that a pensionable officer cannot leave his work without just cause. I am grateful to the Honourable Member for the comments which he has made, and I agree with the purposes which he has in mind.

Bill read a second time.

Council in Committee.

Enactment.

Clause 1.

The Hon. the Chief Secretary to the Government :

I propose the substitution of " 1950 " for " 1949 " and in the margin " Chapter 160 " should replace " Chapter 27 "

Clause 1 as amended.

Clause 2.

Clause 3.

The Hon. the Chief Secretary to the Government :

One minor change Sir, owing to the new edition of the Laws, " Chapter 27 " should be replaced by " Chapter 160 ".

Clause 3 as amended.

Clause 4.

Preamble.

The Hon. the Chief Secretary to the Government :

There is a similar change " Chapter 160 " replacing " Chapter 27 ".

Preamble as amended.

Title.

Council resumed.

The Hon. the Chief Secretary to the Government :

Sir, I beg to report the Bill from Committee with amendments. I beg to move that the Bill as amended by now read a third time and passed.

The Hon. the Acting Attorney-General :

Sir, I beg to second.

Bill read a third time and passed.

THE INTERPRETATION (AMENDMENT) ORDINANCE, 1950

The Hon. the Acting Attorney-General :

Your Excellency, I rise to move the second reading of a Bill entitled:—

" An Ordinance to amend the Interpretation Ordinance."

The Hon. the Commissioner of the Colony :

Sir, I beg to second.

Bill read a second time.

Council in Committee.

Enactment.

Clauses 1-3.

Council resumed.

The Hon. the Acting Attorney-General :

Sir, I beg to report the Bill from Committee without amendment. I beg to move that the Bill be now read a third time and passed.

[*Ag. Attorney-General*]

[*Interpretation (Amendment) Ordinance*]

The Hon. the Commissioner of the Colony:

Sir, I beg to second.

Bill read a third time and passed.

THE NIGERIA TOWN AND COUNTRY PLANNING (AMENDMENT)
ORDINANCE, 1950

The Hon. the Development Secretary:

Sir, I rise to move the second reading of a Bill entitled:—

“ An Ordinance to amend the Nigeria Town and Country
Planning Ordinance (Cap. 155) ”.

The Hon. the Director of Public Works:

Sir, I beg to second.

Bill read a second time.

Council in Committee.

Enactment.

Clauses 1-4.

Title.

The Hon. the Development Secretary:

Sir, I move that the words “ Chapter 155 ” be deleted.

The Fourth Member for the Eastern Provinces (Dr the Hon. F. A. Ibiam, O.B.E.):

I move that there should be a full stop after the word
“ Ordinance ”.

Title as amended.

Council resumed.

The Hon. the Development Secretary:

Sir, I beg to report the Bill from Committee with one amendment.

I beg to move that the Bill be now read a third time and passed.

The Hon. the Director of Public Works:

Sir, I beg to second.

Bill read a third time and passed.

THE CIVIL AVIATION (BIRTHS, DEATHS AND MISSING PERSONS)
ORDINANCE, 1950

The Hon. the Director of Medical Services:

Sir, I rise to move the second reading of the Bill entitled:—

“ An Ordinance to provide for the Registration of Births and
Deaths in Civil Aircraft Registered in Nigeria. ”

The Hon. the Acting Attorney-General:

Sir, I beg to second.

Bill read a second time.

Council in Committee.

Enactment.

Clause 1.

Clause 2.

The Hon. the Director of Medical Services :

I move that the words "(Chapter 47)" at the end of sub-section 7 be deleted and that the words "Chapter 20" be inserted in the margin.

Clause 2 as amended.

Clauses 3-7.

Appendix A.

The Hon. the Director of Medical Services :

I rise to move that the words "Form Number and Birth" in the heading be deleted, and the words "of Birth" be inserted after the word "Return" in the first line.

Appendix A as amended.

Appendix B.

The Hon. the Director of Medical Services :

I rise to move that the words "Form Number and Death" in the heading be deleted, and the words "of Death" be inserted after the word "Return" in the first line.

Appendix B as amended.

Appendix C

Appendix D

Appendix E

Title.

Council resumed.

The Hon. the Director of Medical Services :

Sir, I beg to report the Bill from Committee with three amendments. I beg to move that the Bill as amended be now read a third time and passed.

The Hon. the Acting Attorney-General :

Sir, I beg to second.

Bill read a third time and passed.

THE PUBLICATIONS ORDINANCE, 1950

The Hon. the Chief Secretary to the Government :

Your Excellency, I rise to move the second reading of a Bill entitled :—

"An Ordinance to provide for the Preservation of Copies of Books printed in Nigeria."

In doing so Sir, I have one short comment to make in answer to a point raised by the Honourable the Senior Unofficial Member. When the first reading of this Bill took place he suggested that it might be possible to extend the scope of the Bill to cover books dealing with Nigeria, published outside Nigeria. I am afraid that it would unfortunately, not be possible, to do so. We of course have no jurisdiction over publishers elsewhere, and although we hope that the lead we are giving will induce publishers and writers of books

about Nigeria elsewhere in the world to send them to the University College Library, I am afraid that we have no legal power to make them do so.

I beg to move the second reading.

The Hon. the Attorney-General :

Sir, I beg to second.

Bill read a second time.

Council in Committee.

Enactment.

Clauses 1-4.

Title.

Council resumed.

The Hon. the Chief Secretary to the Government :

Sir, I beg to report the Bill from Committee without amendment. I move that the Bill be now read a third time and passed.

The Hon. the Acting Attorney-General :

Sir, I beg to second.

Bill read a third time and passed.

* * * * *

The Member for the Colony (The Rev. & Hon. T. A. J. Ogunbiyi, O.B.E.) :

I rise, Your Excellency, to thank you and through Your Excellency, those who are responsible for giving us an indexed Hansard for the first time. I believe it will be the Chief Secretary who is responsible, and perhaps the Clerk of Council. However, it is the first time that we are having it and it marks an epoch, and I do hope that it will continue in remembrance of Your Excellency's regime.

The Hon. the Chief Secretary to the Government :

I should like to comment on that—no gratitude is due to me, it is due to the Clerk of the Council and the staff which works with him. We have been considering further changes in the printed record of our proceedings and perhaps as the Honourable Member has raised one point, I might say that various other criticisms have been made of the form of our Hansard from time to time. One of them is the great delay in production, but the Government is not wholly responsible for that—Honourable Members will no doubt admit that they also have some responsibility. The other criticism that I have is that in turning to a bound volume of our Hansard it is very often very difficult to discover who is the speaker, and I think we should follow the practice in the House of Commons Hansard of having at the top of each page the name of the speaker. That would save having to turn back to find out who the speaker was—that is one improvement which I think might be made.

I should also like Honourable Members to consider whether it would be well to follow exactly the form the House of Commons Hansard. We have considered this, but we did not make a change in respect of the record of last November's meeting because time did not permit. I shall have to consult the Printer of course but Honourable Members might like to consider that proposal.

May I also, Sir, say a word about our business. We have completed the business on the Order Paper for today. We have arranged to meet in Select Committee on the Constitutional Review this afternoon at four o'clock in this building. It is true that we have completed our business for today more quickly than we had anticipated, but there are one or two Select Committees that we wish to fit in, and I believe that this morning would be a suitable time for them to meet if Honourable Members will agree. Unfortunately, one Honourable Member is a member of two Select Committees, so they can't sit at the same time. I would also ask your permission to substitute as Chairman of one of the Committees, the Commissioner of Labour instead of the Honourable the Senior Resident from the North, who will not be here later this morning. If that could be agreed it might be possible to complete this work and carry on with our main Select Committee on the Constitutional Review at four o'clock this afternoon.

His Excellency :

Would it be possible for this House to meet tomorrow?

The Hon. the Chief Secretary to the Government :

It will depend on the progress we make in Select Committee this afternoon. I will report to Your Excellency what progress we make.

His Excellency :

The Honourable the Commissioner of Labour is substituted for the Honourable the Senior Resident, Kano, in the Select Committee referred to by the Honourable the Chief Secretary to the Government, and I hope the Select Committees will be able to carry on with their work as proposed.

I would like to congratulate Honourable Members on getting through the business with despatch this morning.

Council will now adjourn.

ADJOURNMENT

Council adjourned at 11 a.m.

Debates in the Legislative Council of Nigeria

Monday, 3rd April, 1950

Pursuant to notice the Honourable the Members of the Legislative Council met in the Chamber of the Eastern House of Assembly, Enugu, at 9 a.m. on Monday, the 3rd of April, 1950.

PRESENT

OFFICIAL MEMBERS

- His Excellency the Governor,
Sir John S. Macpherson, K.C.M.G.
- The Chief Secretary to the Government,
The Honourable H. M. Foot, C.M.G., O.B.E.
- The Chief Commissioner, Western Provinces,
His Honour Sir Chandos Hoskyns-Abrahall, C.M.G.
- The Chief Commissioner, Northern Provinces,
His Honour Captain Sir Eric Thompstone, K.B.E., C.M.G.,
M.C.
- The Chief Commissioner, Eastern Provinces,
His Honour Commander J. G. Pyke-Nott, C.M.G., R.N.
- The Acting Attorney-General,
The Honourable A. Ridehalgh, K.C.
- The Financial Secretary,
The Honourable E. Himsforth.
- The Director of Medical Services,
Dr the Honourable G. B. Walker, C.B.E.
- The Development Secretary,
The Honourable C. J. Pleass, C.M.G.
- The Director of Education,
The Honourable R. A. McL. Davidson, C.M.G.
- The Director of Agriculture,
The Honourable A. G. Beattie.
- The Director of Public Works,
The Honourable R. W. Taylor.
- The Commissioner of Labour,
The Honourable A. H. Couzens.
- The Commissioner of the Colony,
The Honourable E. A. Carr.

The Secretary, Eastern Provinces,
Commander the Honourable S. E. Johnson, R.N.

UNOFFICIAL MEMBERS

- The Member for the Colony,
The Rev. and Honourable T. A. J. Ogunbiyi, O.B.E.
- The First Member for the Western Provinces,
The Honourable A. Obisesan, O.B.E.
- The Second Member for the Western Provinces,
The Honourable T. A. Odutola, O.B.E.
- The First Lagos Member,
Dr the Honourable I. Olorun-Nimbe.
- The Emir of Gwandu,
The Honourable Yahaya, C.M.G., C.B.E.
- The Emir of Katsina,
Alhaji the Honourable Usuman Nagogo, C.B.E.
- The Oni of Ife,
The Honourable Sir Adesoji Aderemi, K.B.E., C.M.G.
- The Atta of Igbirra,
Alhaji the Honourable Ibrahima.
- The Emir of Abuja,
The Honourable Sulemanu.
- The First Member for the Northern Provinces,
The Honourable Bello Kano.
- The Second Member for the Northern Provinces,
The Honourable Abubakar Tafawa Balewa.
- The Second Member for the Eastern Provinces,
The Honourable H. Buowari Brown, O.B.E.
- The Third Member for the Northern Provinces,
The Honourable Iro Katsina.
- The Third Member for the Eastern Provinces,
The Honourable A. Ikoju, O.B.E.
- The Fourth Member for the Northern Provinces,
The Honourable Aliyu, Makaman Bida.
- The Fourth Member for the Eastern Provinces,
Dr the Honourable F. A. Ibiam, O.B.E.
- The Second Lagos Member,
Dr the Honourable N. Azikiwe.
- The Fifth Member for the Northern Provinces,
The Honourable Yahaya Ilorin.
- The First Nominated Member,
The Honourable P. J. Rogers.
- The Fifth Member for the Eastern Provinces,
The Honourable N. Essien.
- The Third Lagos Member,
The Honourable Adeleke Adedoyin,

The Member for Calabar,
The Honourable E. E. E. Anwan.
The Fourth Member for the Western Provinces,
The Honourable A. Soetan.

ABSENT

OFFICIAL MEMBERS

The Senior Resident, Kano Province,
The Honourable B. E. Sharwood-Smith, E.D.
The Senior Resident, Oyo Province,
The Honourable P. V. Main.

UNOFFICIAL MEMBERS

The Oba of Benin,
The Honourable Akenzua II, C.M.G.
The First Member for the Eastern Provinces,
The Honourable C. D. Onyeama.
The Third Member for the Western Provinces,
The Honourable G. I. Obaseki.
The Second Nominated Member,
Major the Honourable J. West, M.C., E.D.
The Third Nominated Member,
The Honourable N. B. Edwards.

PRAYERS

His Excellency the Governor opened the proceedings of the Council with prayers.

CONFIRMATION OF MINUTES

The minutes of the meeting held on the 30th of March, 1950, having been printed and circulated to the Honourable Members, were taken as read and confirmed.

ANNOUNCEMENT

His Excellency:

Honourable Members, in view of references that have been made to the absence from this meeting of the Honourable Member the Oba of Benin and the Honourable Member the Third Member for the Western Provinces, I think it will be of interest to the House if I read out a letter which I have had from the Oba of Benin. We all regret the absence of these two Members. The letter reads as follows and is dated the 28th of March:—

“ Your Excellency, I send my hearty salutations.

2. It pains me much that I am unable to attend the meetings of this last session, I presume, of the present Legislative Council owing to domestic affairs of which my brother

[H.E. the Governor]

[Announcement]

and friend the Honourable Sir Aderemi, Oni of Ife, has made known to Your Excellency and the Honourable House during the course of his speech on the Appropriation Bill. I have written to explain to Your Excellency—a personal letter before—but I feel I should write again to you while the Council still is sitting to refute the suggestion that I have boycotted the meetings as a protest. Nothing is further from the truth. That I could not attend the meetings of the Legislative Council now in session distresses me very much because I might have been able to contribute my own quota to the sum total of the contributions for the progress of my tribe and country. Yours faithfully, OBA OF BENIN ”.

PETITION

The Oni of Ife (The Hon. Sir Adesoji Aderemi, K.B.E., C.M.G.):

Your Excellency, in respect of the petition which was submitted here by me on the 30th March and was deferred, I now rise to move that the petition be referred to a Select Committee of this House.

The First Member for the Western Provinces (The Hon. A. Obisesan, O.B.E.):

Sir, I rise to support the motion.

The Hon. the Chief Secretary to the Government :

Your Excellency, I am not permitted to speak to this motion, but I may be permitted to make a brief comment. I believe it would be the wish of the House that the practice of appointing Select Committees to deal with petitions should be sparingly used. In this particular case I recommend for Your Excellency's consideration that the Select Committee should be composed of the Financial Secretary as Chairman, and such members of this Council who attend the next regular meeting of the Finance Committee.

His Excellency :

If that suggestion should be agreeable to the Honourable mover of the motion, I so direct that the Select Committee to deal with this petition will consist of the Financial Secretary and such unofficial members of this House who attend the next meeting of the Finance Committee in Lagos.

PAPERS Laid

The Hon. the Secretary, Eastern Provinces :

Sir, I beg to lay on the table the report of the Select Committee appointed to consider and report on a petition from Elders of Amaeze Village, Nsukka, Onitsha Province, as set down in the Order Paper.

The Hon. the Commissioner of Labour :

Sir, I beg to lay upon the table the Report of the Select Committee appointed to deal with the petition of Mr Francis da Silva.

The Hon. the Commissioner of the Colony :

Sir, I beg to lay on the table the Report of the Select Committee of the Legislative Council appointed to deal with the Bill entitled

“ An Ordinance to make provision for Local Government in Lagos and for purposes connected therewith.”

The Hon. the Chief Secretary to the Government :

Your Excellency, I have the honour to lay on the table of the Council the report of the Select Committee appointed to consider the recommendations of the General Constitutional Conference, together with the comments thereon made by the Regional Houses. I also submit a minority report which I have just received and certain subsidiary legislation to which reference is made in the Order of the Day.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

In connection with the paper just laid I would give notice that a minority report will be forwarded in due course.

His Excellency :

May I express the hope that it will come forward as quickly as possible.

QUESTIONS**The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :**

75. To ask the Honourable the Financial Secretary:—

For the total cost of the Ibadan Budget Session of the Nigerian Legislative Council to the Nigerian tax-payers including the cost of the journeys of Heads of Departments to attend the Select Committee of the said Council?

Answer—

The Hon. the Financial Secretary :

The total cost of the Ibadan Budget Session was approximately £7,000. No exact figures are available since expenditure in connection with the journeys of the Heads of Departments is not separately classified.

The Second Lagos Member (Dr the Hon. N. Azikiwe) :

162. To ask His Honour the Chief Commissioner, Eastern Provinces:—

(a) Whether he is aware of a petition dated 30th October, 1948, from the Bonny Youth League to the Resident of Rivers Province?

(b) Whether the petition has been replied?

(c) What were the answers to the four points raised by the League?

Answer—

His Honour the Chief Commissioner, Eastern Provinces :

A petition dated 30th October, 1948, from the Bonny Youth League concerning the selection of a candidate for training as Town Engineer to the Port Harcourt Town Council, was addressed to the Resident, Rivers Province, and a copy was forwarded for information.

It is regretted that no reply was given to the petition but the subject matter has been and still is under active consideration. It may be added that the Port Harcourt Town Council, anxious to fill the post by a suitably qualified candidate in the shortest possible time, has asked that all avenues be explored and to this end enquiry is being made in the United Kingdom to ascertain whether the services of a Nigerian private student studying engineering can be obtained.

Supplementary Question to No. 162 by the Second Lagos Member (Dr the Honourable N. Azikiwe):

Will a formal acknowledgment of the petition be made to the League?

Answer—

His Honour the Chief Commissioner, Eastern Provinces :

Yes, Sir.

The Second Lagos Member (Dr the Hon. N. Azikiwe) :

163. To ask His Honour the Chief Commissioner, Eastern Provinces :—

(a) Is it a fact that Government intends to acquire or has acquired, Ikot Ekpene Idim land said to belong to Nto Adua Ibesit Village in Abak, for farming purpose?

(b) What are the essential facts and why is the reaction of the people concerned hostile?

Answer—

His Honour the Chief Commissioner, Eastern Provinces :

(a) If the Honourable Member refers to the Obio Akpa land in the Abak Division of the Calabar Province, an area of 258.76 acres has already been acquired for the establishment of a Government Agricultural Station. Following a statement made in the Supreme Court on 29th September, 1949, the sum of £3,259 13s 2d was paid in compensation and an annual rent of £200 will be paid. If the question refers to land said to belong to Nto Adua Ibesit Village, notice under section 5 of the Public Lands Acquisition Ordinance (Cap. 185) has been given of Government's intention to acquire a total area of 447.62 acres, which includes approximately 88 acres said to belong to this village, for the establishment of a Government Oil Palm Research Sub-station (*vide* Government Notice No. 892 in *Gazette* No. 35 of 7th July, 1949).

[C.C.E.P.]

[Answer]

(b) As regards the essential facts the Honourable Member is referred to the answer to (a). As regards the reaction of the people, before the publication of the Gazette Notice there was a certain amount of opposition from persons farming the Nto Adua area. A committee of the Abak Divisional Meeting was appointed to enquire into the complaints and found that they were made by tenants, and not by the actual land-owners, who had adequate farmland elsewhere. The committee recommended that the acquisition of the land should proceed. Since then there has been no indication that the reaction of the people concerned is hostile.

The Second Lagos Member (Dr the Hon. N. Azikiwe):

164. To ask His Honour the Chief Commissioner, Eastern Provinces:—

(a) Whether he is aware of a letter dated 4th December, 1947, forwarded to the Assistant District Officer, Owerri District, Owerri, from the Chiefs and Elders of Amumara, Ezinihitte, Mbaise Clan, regarding alleged attempt by certain alien Missionaries to expropriate their land on a leasehold basis of one shilling a year for ninety-nine years?

(b) Whether he is in possession of a Resolution dated 25th September, 1948, from a certain section of the Amumara community protesting against the activities of the Apostolic Church and the Roman Catholic Mission in respect of their land?

(c) What does Government propose to do in the matter, if nothing had been done?

Answer—

His Honour the Chief Commissioner, Eastern Provinces:

(a) Yes, Sir, certain persons in Amumara addressed a letter dated the 4th of December, 1947, to the Assistant District Officer, Owerri, expressing willingness to permit the Apostolic Mission to occupy land in Amumara, but objecting to the grant of a lease and the acceptance of rent. In a letter dated 30th December, 1947, their legal adviser informed the District Officer that they withdrew their letter.

(b) No, Sir, but I understand that the District Officer, Owerri, received a resolution of that date from an organisation known as the Amumara Twelve Stars Youth Movement, Port Harcourt.

(c) As regards the application from the Apostolic Mission a deed for the leasing of an area of 2.74 acres for twenty years at a nominal rent of 1s per annum has been prepared but has not yet been executed by the parties. No application for a lease has yet been received from the Roman Catholic Mission. In dealing with applications for leases Government is bound by the terms of the Native Lands Acquisition Ordinance (Cap. 144) and the Regulations made thereunder.

[Dr the Hon. N. Azikiwe]

[Question]

The Second Lagos Member (Dr the Hon. N. Azikiwe):

170. To ask the Honourable the Chief Secretary to the Government:—

(a) What is the scale of salary paid to African Monotype and Linotype operators and casters in the Gold Coast?

(b) Ditto for Nigeria?

(c) Will steps be taken to ensure an equitable comparison between the scales in the Gold Coast and Nigeria, since the operators do apparently identical work?

(d) Is there any difference in the scale of wages for European operators in the Gold Coast and Nigeria?

Answer—

The Hon. the Chief Secretary to the Government :

(a) There is no specific scale of salary for these officers. Their salaries range between £72-370 according to rank and Salary Scale.

(b) As above, with the exception that operators can attain a higher salary in Nigeria, *i.e.*, £375-480 in Scale G 4.

(c) *See (a) and (b) above.*

(d) So far as I have been able to discover there are no European operators in the Gold Coast. There is one in Nigeria who has been employed on special work connected with the revised edition of the Laws of Nigeria.

The Second Lagos Member (Dr the Hon. N. Azikiwe):

171. To ask the Honourable the Financial Secretary:—

(a) What is the main reason for continuing control of the internal issue of share capital, four years after the end of the World War II?

(b) What factors govern the granting of permission to issue or increase share capital within Nigeria?

(c) Will steps be taken to see that permission is not unreasonably and unduly withheld?

Answer—

The Hon. the Financial Secretary :

(a) Control of the issue of share capital was imposed throughout the British Commonwealth during the war to ensure that resources were devoted to the war effort. The main reason for continuing the control of the internal issue of share capital is that the conditions which prompted the introduction of that control during the war have continued to be operative in the post-war period. The control remains a necessary complement to the extensive physical controls which, together, are designed to secure the best possible use of the physical and financial resources of the country in the national interest.

(b) Permission is not normally withheld unless it is patent that the objects for which the capital is required are not in the economic interest of Nigeria.

[F.S.]

[Answer]

(c) No such steps are necessary since permission never has been unreasonably and unduly withheld.

The Second Lagos Member (Dr the Hon. N. Azikiwe):

173. To ask the Honourable the Chief Secretary to the Government:—

(a) Will an explanation of the Fulbright Agreement between the United States of America and United Kingdom for educational purposes in the British Colonial Dependencies be made?

(b) How will the Fulbright Act of the American Congress benefit Nigeria in particular?

Answer—

The Hon. the Chief Secretary to the Government:

I regret that I have not been able to obtain all the information required to enable me to reply to this question before this meeting of the Council ends, but I shall arrange for a full statement to be sent to the Honourable Member as soon as possible.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

176. To ask the Honourable the Financial Secretary:—

May a detailed explanation be given as to why Nigeria's yearly contribution to His Majesty's Government on account of Military Expenditure in Nigeria should be £750,000 in the 1950-51 Estimates?

Answer—

The Hon. the Financial Secretary:

As the Honourable Member knows the military forces in West Africa are organised and administered on a West African basis and it is consequently not possible to give exact figures of the cost of maintaining the section of the Royal West African Frontier Force stationed in Nigeria. It should be stated, however, that only a part of the cost of the present military forces in Nigeria is met from Nigerian funds and in the coming year well over one-half of the total cost of the Royal West African Frontier Force stationed in Nigeria will be paid by His Majesty's Government.

* * * * *

The Hon. the Chief Secretary to the Government:

Before we proceed with the business of the Council, I suggest for the Council's consideration that Bills might be taken before the motions. I think it might be useful if the two outstanding Bills were disposed of before we proceed to the motions on the Order Paper.

His Excellency:

May I consult the House—will it be agreeable that we take the Bills before the motions?

Agreed.

BILLS**(First Reading)****THE DEVELOPMENT LOAN (AMENDMENT) ORDINANCE, 1950****The Hon. the Acting Attorney-General :**

Your Excellency, I rise to move the first reading of a Bill intituled "An Ordinance to amend the Development Loan Ordinance".

This is a pure formality, Sir, and it is designed to correct an omission in the principal Ordinance. The clause which appears in this Bill was, in fact, passed as a clause in the principal Ordinance but by some mischance it was omitted from the Bill for the Development Loan Ordinance when it was presented for assent. Sir, I beg to move.

The Hon. the Development Secretary :

Sir, I beg to second.

Bill read a first time.

The Hon. the Acting Attorney-General :

Sir, as this Bill is a pure formality I rise to move the suspension of Standing Order 27 to allow of it being taken through all its stages today.

His Excellency :

The question is that the Standing Order be suspended in order to take this Bill through all its stages today.

Motion carried.

(Second and Third Readings)**The Hon. the Acting Attorney-General :**

Your Excellency, I beg to move the second reading of this Bill which stands in my name.

The Hon. the Development Secretary :

Sir, I beg to second.

Bill read a second time.

Council in Committee.

Enactment.

Clauses 1 and 2.

Title.

The Hon. the Acting Attorney-General :

Sir, I beg to move that the reference to Chapter 53 which is enclosed in brackets in the title be deleted. It is not usual to put references such as that in the title.

Title as amended.

Council resumes.

The Hon. the Acting Attorney-General :

Your Excellency, I beg to report this Bill from Committee with amendment and to move that it be read a third time and passed.

Bill read a third time and passed.

THE LAGOS LOCAL GOVERNMENT ORDINANCE, 1950

The Hon. the Commissioner of the Colony :

I beg to report the Bill entitled " An Ordinance to make provision for Local Government in Lagos and for purposes connected therewith " from Select Committee and to move that it be re-committed to a Committee of the whole Council.

The Hon. the Chief Secretary to the Government :

Sir, I beg to second.

His Excellency :

The House resolves itself into Committee to consider the Bill by clauses. I think it would be the wish of Honourable Members that we should follow the practice adopted in the case of the other two Bills passed through this meeting and to take the clauses in groups of ten. I can again assure Honourable Members that it does not, of course, preclude any Honourable Member from speaking on any particular clause which may fall in any group of ten.

Council in Committee.

Enactment.

Clauses 1-10.

The Hon. the Commissioner of the Colony :

Sir, I beg to move that Clauses 1-10 be amended as recommended by Select Committee.

Clauses 1-10 as amended.

Clauses 11-20.

The Hon. the Commissioner of the Colony :

Sir, I beg to move that Clauses 11-20 be amended as recommended by Select Committee.

Clauses 11-20 as amended.

Clauses 21-30.

The Hon. the Commissioner of the Colony :

Sir, I beg to move that Clauses 21-30 be amended as recommended in Select Committee.

Clases 21-30 as amended.

Clases 31-40.

The Hon. the Commissioner of the Colony :

Sir, I beg to move that Clases 31-40 be amended as recommended in Select Committee.

Clases 31-40 as amended.

Clases 41-50.

The Hon. the Commissioner of the Colony :

Sir, I beg to move that Clases 41-50 be amended as recommended in Select Committee.

Clases 41-50 as amended.

Clases 51-60.

The Hon. the Commissioner of the Colony :

Sir, I beg to move that Clases 51-60 be amended as recommended in Select Committee.

Clases 51-60 as amended.

Clases 61-70.

The Hon. the Commissioner of the Colony :

Sir, I beg to move that Clases 61-70 be amended as recommended in Select Committee.

Clases 61-70 as amended.

Clases 71-80.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

Clause 71. I think, Sir, there is an omission or mistake somewhere and I should like to propose an amendment.

His Excellency :

I do not see a proposed amendment to Clause 71.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

My own amendment, Sir. Clause 71 says :—

“ Without prejudice to other powers of terminating the employment of any officer or servant, it shall be lawful for the council to require an officer or servant to retire from the service of the council when he attains the age of fifty-five years or at any time thereafter, and unless the council by resolution in a particular case,”

I think, Sir, it would be wrong to make a law for a particular individual. It is covered by the next sentence :—

“ or with regard to any particular class of officers otherwise determined, all officers shall retire on attaining that age ”.

That is more in keeping with the amendment I wish to propose.

His Excellency :

Will the Honourable Member put it in the form of an amendment.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

I amend, Sir, that Clause 71, line 5 " by resolution in a particular case, or with regard to any particular class of officers otherwise determined, all officers shall retire on attaining that age ", should include " subject to satisfactory medical examination by a competent medical board ". The reason, Sir, for including that is that anybody attaining the age of fifty-five should normally be examined by a competent medical board, especially in the service of the Council.

The Hon. the Commissioner of the Colony :

I am afraid, Sir, that I cannot accept that amendment. It is the usual practice for any new appointment to be subject to a medical examination and no doubt the Council would follow this practice in the cases mentioned.

His Excellency :

I will put the amendment to the House. The question is that Clause 71 be amended in the terms of the motion of the Honourable the First Lagos Member.

Amendment defeated.

I shall now put the original clause. That Clause 71 shall stand as part of the Bill.

Clauses 71-80 as amended.

Clauses 81-90.

The Hon. the Commissioner of the Colony :

Sir, I beg to move that Clauses 81-90 be amended as recommended in Select Committee.

Clauses 81-90 as amended.

Clauses 91-100.

The Hon. the Commissioner of the Colony :

Sir, I beg to move that Clauses 91-100 be amended as recommended in Select Committee.

Clauses 91-100 as amended.

Clauses 101-110.

The Hon. the Commissioner of the Colony :

Sir, I beg to move that Clauses 101-110 be amended as recommended in Select Committee.

Clauses 101-110 as amended.

Clauses 111-120.

The Hon. the Commissioner of the Colony :

Sir, I beg to move that Clauses 111-120 be amended as recommended in Select Committee.

Clauses 111-120 as amended.

Clauses 121-130.

The Hon. the Commissioner of the Colony :

Sir, I beg to move that Clauses 121-130 be amended as recommended in Select Committee.

Clauses 121-130 as amended.

Clauses 131-140.

The Hon. the Commissioner of the Colony :

Sir, I beg to move that Clauses 131-140 be amended as recommended in Select Committee.

Clauses 131-140 as amended.

Clauses 141-150.

The Hon. the Commissioner of the Colony :

Sir, I beg to move that Clauses 141-150 be amended as recommended in Select Committee.

Clauses 141-150 as amended.

Clauses 151-152.

The Hon. the Commissioner of the Colony :

Sir, I beg to move that Clauses 151 and 152 be amended as recommended in Select Committee.

Clauses 151-152 as amended.

First Schedule.

The Hon. the Commissioner of the Colony :

Sir, I beg to move that the First Schedule

The Hon. the Acting Attorney-General :

Sir, I was just going to make the point that Part 14 has not been called. It should have been called because we are inserting new clauses.

His Excellency :

Page 10 of the Select Committee's Report?

Part 14.

The Hon. the Commissioner of the Colony :

Part 14. I beg to move, Sir, the insertion of a new Clause 153 as recommended by Select Committee,

[H.E. the Governor]

[Lagos Local Government Ordinance]

His Excellency:

This becomes Clause 153? I think we might start again from Clause 151.

Clause 151.

The Hon. the Commissioner of the Colony:

Sir, I beg to move that Clause 151 be amended as recommended by Select Committee.

Clause 151 as amended.

Clause 152.

The Hon. the Commissioner of the Colony:

Sir, I beg to move that Clause 152 be amended as recommended by Select Committee.

Clause 152 as amended.

The Hon. the Acting Attorney-General:

Might I be allowed to explain? Two clauses are to be inserted in Part 14. On page 9 of the Report of the Select Committee you will see, Sir, Part 14, Clause 148, and then over the page there is a new Clause 152; but in addition to the insertion of those two new clauses, there were amendments to the clauses in the Part as they are originally numbered. What we have done is to insert the new clauses, then deal with the clauses already in Part 14 as they were originally numbered, and at the beginning of the Report we have said that the Clauses 18 onwards should be re-numbered. I cannot just lay my hand on that but I know that it is so. The effect is that we have inserted new clauses and the re-numbering is left to me when I prepare the copy of the Bill for the Printer.

His Excellency:

Might I trouble Mr Carr again.

The Hon. the Commissioner of the Colony:

Sir, I beg to move that the amendment recommended by Select Committee regarding Part 14 be adopted.

Motion carried.

First Schedule.

The Hon. the Commissioner of the Colony:

Sir, I beg to move that the First Schedule be amended as recommended by Select Committee.

First Schedule as amended.

Second Schedule.

[Com. Col.]

[Lagos Local Government Ordinance]

The Hon. the Commissioner of the Colony:

Sir, I beg to move that the Second Schedule be amended as recommended by Select Committee.

Second Schedule as amended.

Third Schedule.

The Hon. the Commissioner of the Colony:

Sir, I beg to move that the Third Schedule be amended as recommended by Select Committee.

Third Schedule as amended.

Fourth Schedule.

The Hon. the Commissioner of the Colony:

Sir, I beg to move that the Fourth Schedule be amended as recommended by Select Committee.

Fourth Schedule as amended.

Fifth Schedule.

The Hon. the Commissioner of the Colony:

Sir, I beg to move that the Fifth Schedule be amended as recommended by Select Committee.

Fifth Schedule as amended.

Sixth Schedule.

The Hon. the Commissioner of the Colony:

Sir, I beg to move that the Sixth Schedule be amended as recommended by Select Committee.

Sixth Schedule as amended.

Seventh Schedule.

The Hon. the Commissioner of the Colony:

Sir, I beg to move that the Seventh Schedule be deleted as recommended by Select Committee.

Seventh Schedule deleted.

Title.

Council resumed.

The Hon. the Commissioner of the Colony:

Sir, I beg to report the Bill from Committee with various amendments and beg to move that the Bill as amended be now read a third time and passed.

The Hon. the Chief Secretary to the Government:

I beg to second.

Bill read a third time and passed.

MOTIONS AND RESOLUTION

The Hon. the Financial Secretary :

Your Excellency, I rise to move the Resolution standing in my name amending the Customs Import Duties Tariff. The draft of this Resolution has already been circulated to Honourable Members. In view of the fact that the various amendments to the Customs Tariff proposed in it are somewhat complicated, an explanatory note has also been addressed to Honourable Members.

The amendments proposed are of two kinds, namely, alterations in the rates of import duty at present in force under Part I of the First Schedule to the Customs Ordinance and additions to the list of articles exempted from import duty comprised in Part III of the First Schedule to the Ordinance. The former are dealt with in Section 2 of the Resolution, and the latter in Section 3.

The first alteration proposed is in respect of the rates of duty in force on piece-goods and yarns. In April, 1949, the Lagos Chamber of Commerce represented to the Tariff Advisory Committee that there should be a reduction of the duty on artificial silk goods, pointing out that the duties on artificial silk piece-goods and yarns worked out at considerably higher effective rates than those on similar goods of cotton manufacture; that owing to developments in artificial silk manufacture during the war the price of many of the goods made of this material had fallen to about the same level as the price of similar goods made of cotton; and finally that the wearing qualities of artificial silk fabrics have been greatly improved and that, in consequence, they were exerting a greater popular appeal.

The matter was therefore put before the Tariff Advisory Committee. The unofficial members of this Committee were unanimously of the opinion that it was undesirable to impose a heavier duty on artificial silk than on similar cotton fabrics since this deprived the consuming public of access to articles which they badly needed and which could no longer be considered luxury articles. One African member of the Committee was of the opinion that the use of artificial silk for clothing was becoming increasingly popular in Nigeria and that, even if its wearing qualities were still not comparable with those of cotton, this consideration did not weigh heavily with the Nigerian consumer who liked frequent changes in his wearing apparel. A further consideration adduced the Committee in favour of reducing the duty on artificial silk commodities and thereby encouraging their importation in preference to cotton goods, was the high cost in dollars, which this country ill afford, of cotton goods as compared with artificial silk commodities. It was stated that the dollar element in cotton material amounted to 2s per pound weight whereas the dollar element in

[F.S.]

[Resolution]

artificial silk fabrics was only 2d per pound. In the light of these arguments, the Tariff Advisory Committee recommended that there should be an assimilation of the duty rates on artificial silk and cotton fabrics (other than velvets, velveteens, plushes and other pile fabrics, which were considered to be luxury articles and which should therefore continue to attract the current rates of duty) based on a formula which would ensure that there was no reduction in the current aggregate yield of customs revenue from these items. The Comptroller of Customs and Excise pointed out that this would entail increasing the duties on some types of cotton piece-goods in order to make up the loss from the reduction proposed in the duties on artificial silk goods. The African members of the Committee were emphatic that these changes would not be opposed by the consuming public and other members agreed. The overall effect of the compensating changes is expected to be to raise the selling price of printed, dyed-in-the-piece and coloured cotton piece-goods by about 3d per piece and to lower the price of artificial silk goods, other than pile fabrics, by about 5d per piece. The alterations in the duties on piece-goods and yarns proposed in the Resolution before the Council have therefore been drafted so as to embody these recommendations of the Tariff Advisory Committee.

The second alteration to the import duties, proposed in the Resolution, is the assimilation of the duties on roofing materials. The present rates of duty on roofing sheets are 3s the hundred pounds on roofing sheets of corrugated iron and 20 per cent *ad valorem* on those of aluminium and asbestos. Although their weight is less, the cost of aluminium and asbestos sheets is considerably higher than that of iron sheets, the duties at present in force fall much more heavily on aluminium and asbestos sheets than on iron sheets. Representations have been received from firms manufacturing aluminium sheets for a reduction in the duty thereon since as far back as 1946. Owing to the good qualities exhibited by aluminium and asbestos roofing sheets in respect of durability and general suitability for use in West Africa, and also because of the then shortage of iron roofing sheets, the matter was placed before the Tariff Advisory Committee for its consideration in May, 1949. The Committee unanimously agreed that the duties on aluminium, asbestos and iron roofing sheets should be assimilated but in such a way that there would be no loss in the aggregate revenue from this source. It was eventually found that the best way of doing this was by making the ratio of duty to present cost per hundred pounds weight the same for each kind of sheet. The new rates proposed in the Resolution embody this principle. The effect on the price of individual roofing sheets would be to lower the price of asbestos and aluminium sheets and to keep the price of iron sheets the same as at present. The effective rate of duty on corrugated iron sheets has been kept the same and the effective rates of duty on aluminium and asbestos sheets has been lowered. It is anticipated that any loss to

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[Resolution]

revenue due to the lowering of the latter rates will be made up through increased sales of aluminium and asbestos sheets resultant on their lower price. The duty on nails and washers for the use in roofing has also been made the same, irrespective of the material of which they are made. The effect of this should be to lower the price of aluminium nails and washers for use in connection with aluminium roofing materials.

The exemptions recommended by the Tariff Advisory Committee embodied in Section 3 of this Resolution fall into three categories: those designed to encourage industrial development, those designed to promote welfare and those designed to increase domestic comfort.

Under the first head comes the proposed exemption from duty of implements and tools. This exemption was recommended with a view to promoting development by encouraging the importation of picks and shovels and such like tools. Into the same category falls the proposed exemption from duty of raw jute. This has been suggested in connection with the establishment of a new industry in Nigeria in the shape of a sack factory. It is intended that the exemption of the raw material, jute, from duty should be introduced on a temporary basis so as to encourage the development of the infant industry and should therefore be liable to review after a trial period of three years.

In the second category of exemptions, those designed to promote welfare, comes the proposed exemption of medical appliances and apparatus. It was suggested by the Tariff Advisory Committee that the concession of duty free entry recently accorded to hearing aids should be further extended to exempt spectacles from duty. Since the revenue from medical supplies generally is insignificant it was decided to extend the proposed exemption to cover all such appliances and not merely aids to deafness. Also under the head of welfare comes the exemption proposed for humane killers and cartridges. The Royal Society for the Prevention of Cruelty to Animals has sent a consignment of these articles to Nigeria as a free gift. In order to encourage the adoption of more humane methods of slaughtering animals the Tariff Committee has recommended the abolition of the duty on humane killers and cartridges for them. Finally, under this head, comes the proposed amendment of the item covering exemptions from duty of supplies for hospitals, dispensaries, and leper settlements. The effect of this amendment will be to add to the list of medical supplies exempted from duty, supplies imported by the University College, Ibadan, for use in their two teaching hospitals, the Adeoyo Hospital and the Jericho Hospital. Before being taken over by the University College, these hospitals were run by the Native Administrations and Government respectively, and their medical supplies were accordingly imported duty-free. The proposed exemption merely restores this situation.

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[Resolution]

In the third category of exemptions, those designed to increase domestic comfort include the proposed abolition of the duty on wireless sets of a c.i.f. value of less than £10. Apart from the increased access to this kind of domestic amenity which the proposed concession would afford to the public, the Tariff Committee recommend it because of the educational value which would accrue from the encouragement of the use of wireless receivers. The second exemption under this head is that proposed for household refrigerators, the importation of which the Tariff Committee considers should be encouraged on health grounds, as well as those of domestic comfort.

Certain further exemptions, affecting articles of domestic use, which can be most conveniently introduced at the beginning of the financial year but which could not be referred to the Tariff Advisory Committee in time for this session, are proposed in the Resolution before the Council. The first of these is the proposed amendment of the item providing exemption of disinfectants and germicides from import duty. This would have the effect of extending to disinfectants and germicides in solid form, the present exemption which applies to those in liquid and powder form only. It is considered desirable on grounds of public health that this anomaly should be removed and that all disinfectants should be granted free entry into Nigeria. The second is the proposed amendment to the item granting exemption to provisions of certain kinds. The proposed amendment extends exemption from import duty to fresh eggs and poultry, fresh fish and fresh meat. The exemption of eggs and poultry from import duty will enable Nigeria to benefit from the regular supplies which it is anticipated will shortly be obtainable from the poultry farm recently established by the Colonial Development Corporation in the Gambia. The abolition of import duty on fresh fish and fresh meat is also designed to supplement at reasonable prices the existing inadequate local supplies of fresh food. The loss to revenue from the FOREGOING EXEMPTIONS WILL BE NEGLIGIBLE since the yield from the present duty on them is insignificant.

Other amendments to the First Schedule of the Customs Ordinance are detailed in the Resolution but have not been dwelt on. That is because these amendments are either of a formal nature or are merely consequential upon the actual changes which I have dealt with in my speech.

Before closing, I should like to mention the excellent degree of co-operation which has been achieved with the Tariff Advisory Committee in this matter of revising the customs tariff in the light of new needs and developments. As I have tried to make clear, all the amendments to the import duty tariff embodied in the present Resolution, with the exception of the two minor ones last mentioned,

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[Resolution]

have been considered and recommended, and in many cases initiated, by the Tariff Advisory Committee. I am sure Honourable Members would like to join me in thanking the members of that Committee, particularly the unofficial members, for their excellent work during the past year. The Committee includes representatives from many different walks of life in Nigeria and I am sure their co-operation has helped to make the legislation now proposed a true reflection of the needs of the people.

Sir, I beg to move.

The Hon. the Development Secretary :

Sir, I beg to second.

Resolution adopted.

The Hon. the Director of Medical Services :

Sir, I beg to move the following :—

“ Be it resolved :

“ That this Council agrees with the Statement of Policy
 “ proposed by the Government for the Future
 “ Regulation of Grants-in-Aid of the Medical and
 “ Health Services provided by Voluntary Agencies
 “ in Nigeria as contained in Sessional Paper No.
 “ 27 of 1949 ”.

Your Excellency, for very many years past a noteworthy amount of medical work has been carried out by various Christian Missions in Nigeria with little—indeed, hardly any,—financial aid from Government, but of recent years rising costs have made it more and more difficult for these agencies to maintain the services thus rendered, let alone improve and expand them, with the result that it has been recognised that substantial aid from Government sources is essential if this valuable contribution to the medical facilities of the territory is to be preserved.

With this in mind, Sir, you requested Sir Sidney Phillipson to undertake a detailed investigation into the situation and this he carried out in his customary meticulous and sympathetic manner, producing the carefully considered report upon which the Statement of Policy now presented for acceptance by this House is based. That statement, Sir, was prepared after careful consideration of the original report by the Administration, your financial advisers and medical authorities, who did not omit to consult representatives of missionary bodies, and, as now presented, it embodies, with very little material alteration, all the ten recommendations submitted by Sir Sidney.

The form of financial assistance which it is proposed to offer varies according to the type of institution concerned and the appropriate recommendations cover, firstly, the establishment of hospitals

[D.M.S.]

[Motion]

jointly supported and managed by the Voluntary Agencies and Government and, secondly, the introduction of recurrent annual grants-in-aid payable to existing hospitals in the dual form of capitation training grants and bed-occupancy payments.

In respect of Joint Hospitals, it should perhaps be emphasised that Government is far from wishing to impose any restrictive control, but desires rather to assure to such enterprises a considerable degree of autonomy through the Agency of Boards of Governors with majority Voluntary Agency representation. In the case of these institutions it is proposed that the annually recurrent grants should be equivalent to the amount by which income falls short of expenditure and Government has decided against setting any fixed limit to this contribution as being inconsistent with the conception of joint management. Adequate safeguards are provided, however, to ensure that such hospitals are managed with due economy and efficiency, and it is anticipated that the Boards will make every endeavour to make them as nearly self supporting as is possible.

As to existing hospitals run by Voluntary Agencies, it is proposed to issue a bed-occupancy grant varying from £10 to £15 per annum and in the case of teaching hospitals, to pay sums of £180, £120 and £50 for, respectively, each Nurse, Grade I Midwife and Grade II Midwife who successfully completes the courses of training prescribed by the Nursing Council and Midwives Board.

Finally, Sir, I must emphasize the experimental character of the Scheme. It is virtually a new venture so far as Nigeria is concerned and not one to which a cut and dried formula can be applied by statutory means until we have had a reasonable amount of experience in its working. It will I think go far towards assisting Voluntary Agencies to overcome the financial difficulties being encountered under present post-war conditions and, as indicated, Government hopes that with the development of the proposed Scheme a new and fruitful phase of collaboration between Government and the Voluntary Agencies will ensue.

Sir, I beg to move.

The Hon. the Chief Secretary to the Government :

Sir, I beg to second.

The Fourth Member for the Eastern Provinces (Dr the Hon. F. A. Ibiam, O.B.E.):

Your Excellency, before I speak to this motion, including the motion by the Honourable the First Lagos Member, I should like to make two statements, if I may have Your Excellency's permission and kind indulgence.

His Excellency:

Do I understand the Honourable Member intends to make a later motion?

[Ag. Attorney-General]

[Motion]

The Hon. the Acting Attorney-General :

It is on the Order of the Day, Sir, I know, but I am afraid the Honourable Member cannot speak to it on this motion.

The Fourth Member for the Eastern Provinces (Dr the Hon. F. A. Ibiam, O.B.E.):

I am not speaking to it—I am merely making a statement.

His Excellency :

I may have to pull you up.

The Fourth Member for the Eastern Provinces (Dr the Hon. F. A. Ibiam, O.B.E.):

The first statement is that, although I am a member of Your Excellency's Executive Council, I am obliged to oppose certain sections of the recommendations which are outlined in the two Sessional Papers Nos. 27/28 of 1949. As it happens, Sir, I was not a Member of the Executive Council when these Sessional Papers were discussed and passed by the Governor in Council, so I do hope, Sir, that I am in order. The other statement concerns the Honourable the Director of Medical Services. I am happy to say that I am in full sympathy with the Honourable Member in his difficult task. Any arguments put forward in the course of these debates are based purely on principle and carry no slur or aspersion on the administration of the Honourable the Director of Medical Services. On the contrary, I have the greatest respect for his person and his administration. He has been most helpful and tolerant. Those of us who are outside the Government Medical Service much appreciate the spirit of co-operation with which the Honourable Member has judiciously sought the opinions of private medical practitioners regarding the many problems which are common to all of us. The Medical Missions in particular are extremely grateful to our Director for his assistance and encouragement, both financially and otherwise, in the many and varied problems and difficulties. Sir, I have silently withdrawn my motion on Sessional Paper No. 27 of 1949, now moved by the Director of Medical Services, since his motion has, in fact, served the purpose of my own motion which was to force a debate on the statement of Government policy, as contained in this Paper, thus giving an opportunity to Honourable Members to speak to the motion, whether in favour or against. On the motion of the Deputy Director of Medical Services, Eastern Provinces, during the Budget Session of the Eastern House of Assembly in December, 1949, this statement of policy proposed by the Government for the future regulation of grants in aid of the medical and health services provided by Voluntary Agencies in Nigeria was fully debated in that House. I am glad that in introducing this motion here, Government has fulfilled its promise in the words of Page 1 of the Sessional Paper, which says :

*[Dr the Hon. F. A. Ibiam]**[Motion]*

“ At the meeting of the Legislative Council of Nigeria to be held in March, 1950, an official motion will be introduced inviting the Council to agree with the policy embodied in this statement. This will afford the Council an opportunity for debating the issues involved ”.

In contributing my quota to this debate, Sir, I shall necessarily repeat myself in one or two places. For many years past, as the Honourable Member stated, the medical work of the missionary bodies was entirely ignored by the Government. Mission hospitals were looked upon by Government as something apart, in spite of the great services that they were giving to the country, and they have been allowed to struggle on in the face of adverse circumstances—particularly financial. Government doctors regarded mission hospitals and dispensaries owned and run by the missionary societies as a bogey, because they stood in their way of making large amounts of money by private practice. I am glad that there is a change of heart today and that the Government is fully aware of the enormous and efficient health services provided in Nigeria by the missionary societies, and is preparing to help them with their medical work, not only financially, but also by co-operating with them. You will have noticed, Sir, that the educational work of the Missions has had for many years the whole-hearted support of Government, which is at it should be, but, with the exception of one or two instances which are exceptional cases, the voluntary agencies medical services have never received any financial aid from Government. This was due to the Missions' policy, which does not believe that efficient medical services can only be given at an expensive cost and within expensive buildings. This policy still holds today. The missionary doctors and the missionary senior nursing staff believe in Christian service which they seek to practise and endeavour to imbue this in the minds of their junior medical staff. The Voluntary Agencies, therefore, welcome this move by the Government to give them financial assistance only in so far as grants will enable their hospitals to expand their services, improve the conditions of service of their subordinate staff, and assist their hospitals to live up to the regulations of the Private Hospitals Ordinance, and so form a part of the medical structure which accords with the wishes and approval of Government. In this way both Government and the Voluntary Agencies would be on the way to mutual understanding and respect, goodwill and co-operation and oneness of purpose, that is to say, the establishment of a total medical service which makes it possible for any person whatsoever to have medical attention with reasonable efficiency and with the least minimum delay, which is a most desirable goal for the medical and health services of Nigeria.

With regard to the financial provision: it is to be hoped, Sir, that the grant for the year 1949-50 will be paid. This unavoidable delay has been a source of work to the missionary bodies, but I am

[*Dr the Hon. F. A. Ibiam*]

[*Motion*]

happy to be assured by the Honourable the Director of Medical Services that the arrears will be paid to the Missions concerned. The scheme for a joint effort on the part of Government and any Voluntary Agency to establish and maintain a special type of hospital in a partnership of equal responsibility is very welcome. I congratulate both Sir Sidney Phillipson, who made the recommendations, and the Honourable the Director of Medical Services for supporting this proposal. Everybody welcomes the establishment of a Medical Advisory Board, either in the Region, or Colony, or both. A Board of this kind would be able to see that hospitals maintain an efficient and a high standard of service. As has been suggested by the Eastern House of Assembly all efforts must be made to have the unofficial private practitioner represented on the Board.

Coming to “(iii) recurrent grants in aid of existing hospitals,” paragraphs *vi* and *vii*, pages 8 and 9: I, must oppose certain recommendations in these two paragraphs: an existing hospital may receive grants under the following categories:

- (a) For each duly qualified Nurse, trained by the mission hospital concerned—£180.
- (b) For each duly qualified registered Midwife, Grade I, in similar conditions—£120.
- (c) For each Midwife, Grade II—£50.
- (d) For every bed occupied during the year—£10.

The grants of £180 and £120 for trained Nurses and trained Midwife, Grade II respectively should be accepted, but I consider £50 too small for a trained Midwife, Grade II. An amendment of £72 instead of £50 was accepted by the Eastern Regional House, and I hope that this Council will ratify this decision.

With regard to bed-occupancy. The sum of £10 per year is considered inadequate. I would like to draw the attention of the House, Sir, to the fact that although a bed may not be occupied in any hospital, the running expenses do not remain static. There are two seasons in a hospital—a very heavy season and a slack season. The slack period usually comes during the dry season when people are too busy on their farms and a busy period during the rainy season when people have not very much to do. With regard to the bed-occupancy, who is to decide what is to be expected as an average bed-occupancy? Missionary hospitals are only too anxious to revise their hospital fees in such a way that patients are not inconvenienced by lack of funds and at the same time give them all the facilities required in any illness. I suggest that £15 per bed be the average minimum and £20 a year as a special grant for a special hospital. One condition for bed-occupancy is stated on page 9, which says:

[Dr the Hon. F. A. Ibiam]

[Motion]

“ The voluntary agency admits the right of the Medical Department to send without notice appropriate officers of that Department to inspect its establishment at reasonable times.”

I take objection to this, Sir. Nobody objects to a Government medical officer visiting any Voluntary Agency hospital. In fact, that is welcome. But to go there at anytime with notice is not acceptable, and I would like to move that this sentence “ without notice ” be deleted from the statement of policy.

As I said before, Sir, the educational work of the Missions in this country have been whole-heartedly supported by the Government for many years. Grants are given to these educational institutions, for students who are trained and also after they have been trained. I would like this parallel to be followed also in the case of medical missions. The grants of £180, £120 and £50 are given only after the nurses have been trained. It may happen that a hospital might have ten candidates for training and at the end of the training it may happen that half of the number pass, or perhaps less, and that would mean that those who pass would get the grants and the Missions concerned would lose money on the training of the others. I would suggest that apart from a grant given after training there should be a grant for nurses undergoing training and in the Eastern House of Assembly in December I moved this amendment, which was accepted. I would like to read it—page 8, paragraph 6, which says:—

“ In respect of each person who secures official registration as a nurse as a result of a full course of training at a voluntary hospital approved by the Nursing Council of Nigeria as a training school for Nurses there shall be paid as a grant-in-aid of the expenditure of that hospital a sum of £180. For each person who secures official enrolment as a Midwife, Grade I, in similar conditions the grant will be £120 and for each person who secures official enrolment as a Midwife, Grade II, the grant will be £50, provided that the number of Grade II Midwives in a Region counted as qualifying for grant is approved by the Regional Medical Advisory Board as being the number required for staffing institutions recognised by the Board as being useful and under adequate supervision.”

In the meanwhile I would like to propose this amendment, taking the first paragraph I have read as A and using my amendment as B: “ In respect of each person who undergoes a full course of training at a Voluntary Hospital approved by the Nursing Council of Nigeria as a training school (such hospital not being a combined hospital to which recommendations 11 (a) and 111 apply) there shall be paid as a grant-in-aid of the expenditure of that hospital sums which are to be decided hereafter.”

[*Dr. the Hon. F. A. Ibiam*]

[*Motion*]

We thought that this was a matter of principle and only the principle is accepted at present. The definite sums which I have proposed are these: £30 in respect of nurses, £25 in respect of Midwives, Grade I and £20 in respect of Midwives, Grade II. The latter part of the sentence which I read before stated that the grant will be £50 "provided that the number of Grade II Midwives in a Region counted as qualifying for grant is approved by the Regional Medical Advisory Board as being the number required for staffing institutions recognised by the Board as being useful and under adequate supervision."

I would like to point out that Government is going to ration the number of midwives to be trained and I object to this. I think this country requires as many Grade II Midwives as we can possibly train in our present state of progress. It would be detrimental to try to stop or to ration the number of Midwives to be trained. They are very useful members of the medical profession and will continue to be so for many years to come.

Your Excellency, when I made my motion I did not make the motion in order to criticise the statement of policy, but merely to point out the parts which I object to and which I consider are not adequate.

Thank you, Sir.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

Your Excellency, I have not got very much to say on the motion before the House and everything I would have said has been put forward by the last speaker who is more of an expert on the subject than I am, but I wish to point out that I endorse whole-heartedly everything which he has put forward.

The Second Member for the Northern Provinces (The Hon. Abubakar Tafawa Balewa):

Your Excellency, the motion was thoroughly debated in the Northern House of Assembly where it had the whole-hearted support of that House. We all, Sir, appreciate the excellent work that the medical missions are doing in this country, but at the same time I would like to repeat what I said in the House of Assembly. In the Northern Provinces the activities of Christian missions are confined to limited areas. Now we have got, Sir, Native Administrations in the North and it appears so far that the Government practice nowadays is to take over some Native Administration institutions—and if this is the policy which the Government is going to follow it will mean that the areas in which we have mission activities will be the only areas which will have all these benefits, and I do not think, Sir, that this is the intention of Government. We suggested, Sir, that the Native Administrations be encouraged to build hospitals of their own. I know that some of the Native

[Hon. A. T. Balewa]

[Motion]

Administrations—the very rich ones,—have hospitals of their own now, and the term “voluntary agency” does not only mean a “mission body”. We take it, Sir, that the Native Administrations are also voluntary agencies, but I would like to say that we very strongly support this Government policy, but at the same time ask that Government should consider encouraging the Native Administrations to build their own hospitals, to get equipment and to employ doctors direct.

I would also like to repeat a statement which I made in the House of Assembly, that is Government gave as part of the reasons for this grant, the Government's inability to recruit staff and the Government's inability to obtain materials. I said in the House of Assembly, Sir, that these reasons are no credit to Government, and I still think so.

The Third Member for the Eastern Provinces (The Hon. A. Ikoku, O.B.E.):

Your Excellency, the Honourable the Director of Medical Services in moving this motion emphasised Voluntary Agencies; he also emphasised the experimental nature of this statement, and paid the educational system the compliment of saying that this was being tried along the lines of the present educational scheme of assistance. I would like to bring up the point that I hope that in trying out this grant of assistance to hospitals, Government will not lose sight of the fact that the term “Voluntary Agencies” does not just apply to the Missionary Societies. My friend, the last speaker, has mentioned one angle of the meaning of that term as including the Native Administrations, and I want to emphasise yet another. The term “Voluntary Agencies” brings in the private practitioner. I do not think the private practitioner has been given sufficient emphasis in the debate. In education we give the private practitioner sufficient emphasis and I would draw the attention of Government to the fact that by not giving them sufficient emphasis here we might be placing the private practitioner in a very disadvantageous position, right from the start. So I beg to enter this plea for such gentlemen.

His Excellency:

If no other Honourable Member wishes to address the House, I call upon the Honourable Director of Medical Services to reply.

The Hon. the Director of Medical Services:

Your Excellency, I am very glad that the motion has been so favourably received, although, not unexpectedly, there have been a few criticisms to which I shall now endeavour to provide appropriate replies.

[D.M.S.]

[Motion]

Regarding payments of grants in respect of the past financial year, these will be effected. I take it the Honourable Member will agree that payment must be deferred until a statement from the Voluntary Agencies showing the average number of in-patients and the number of nurses and midwives trained during that year have been received. It must be in the nature of a retrospective payment.

Honourable Members have criticised the bed-occupancy and training grants as regards amount and method of assessment. I must once again emphasise the experimental nature of the scheme and would observe that Government has agreed to rates of payment being subject to review in the light of experience. As and when the standard required of trainees is raised, the length of training may have to be increased and there will certainly be a case for increased grant which will undoubtedly be accorded sympathetic consideration by Government. The present rates, however, were assessed by Sir Sidney Phillipson a year or so ago after very careful consideration of all financial factors involved, and I cannot advise at the moment that any alterations be made, at least not until the scheme has been given a fair trial.

As to the suggestion that it is wrong to base grants on the number of successful trainees, I disagree that we should blindly follow the education department in this respect as I prefer to pay for the finished article and not for material which, because of failure in choice or of the inferior quality of teaching, or both, is eventually consigned to the scrap heap. Similarly I do not think it would be right to pay a grant in respect of beds not occupied, although I quite appreciate the point raised by the Honourable the Fourth Member for the Eastern Provinces.

With regard to Grade II Midwives, I would point out that it is not, or need not be, so expensive to maintain a school for this class of girl, as the qualifications of the teaching staff need not be so high, and accordingly the annual expenditure can be lower—not necessarily is lower, but can be lower. With further regard to this grade of midwives, there is no intention of rationing this class of servant, but some control must be exercised consistent with the amount of supervision that can be accorded to their work.

Regarding the other points raised, I shall certainly agree to the deletion of the offending words "without notice" in sub-section D, Recommendation VII: as likewise to the representation of private practitioners. I am further prepared to agree to the point raised in the Eastern House that the Committee of the Nursing Council of Nigeria, and not solely the Regional Deputy Director of Medical Services, should be responsible for the choice of Nurses represented on that body. As to the points raised by the Honour-

[D.M.S.]

[Motion]

able the Second Member for the Northern Provinces, and the Third Member for the Eastern Provinces, these will be accorded full consideration later.

I have mentioned three exceptions that I am prepared to support and would ask that Honourable Members accept the Statement of Policy as it stands, bearing in mind that Government is out to give financial assistance to Voluntary Agencies Hospitals and not to take over their entire maintenance, and that it is agreed that the degree of assistance is subject to review from time to time.

The Hon. the Chief Secretary to the Government :

Sir, I beg to second.

The Fourth Member for the Eastern Provinces (Dr the Hon. F. A. Ibiam, O.B.E.):

Your Excellency, I wonder, Sir, if we might not go through this statement of policy as a committee.

His Excellency :

A committee?

The Fourth Member for the Eastern Provinces (Dr the Hon. F. A. Ibiam, O.B.E.):

Yes, Sir.

His Excellency :

I see the Honourable Member's difficulty but I wonder whether he would not agree to support the general policy, although he may wish to make some reservation. If he makes a reservation I will put it to the House as an amendment. I think it would be the most agreeable way to deal with the matter when there is so much common ground.

As I understand it, the points on which the Honourable Member is not prepared to make concession are the amount of the grants and the retrospective payment for bed-occupancy.

The Hon. the Director of Medical Services :

No, Sir. The grant is bound to be made retrospectively.

His Excellency :

Would the Honourable Member care to make an amendment of these points on which the Mover has been unable to meet him?

The Fourth Member for the Eastern Provinces (Dr the Hon. F. A. Ibiam, O.B.E.):

I do not think I will now, Sir.

[H.E. the Governor]

[Motion]

His Excellency :

I think it may be that the Hansard of this Debate will be before everyone interested in the subject, and in view of the high degree of support that he has given to the Bill as a whole, if he does not wish to make a formal amendment I will put the motion to the House.

The Third Member for the Eastern Provinces (The Hon. A. Ikoku, O.B.E.):

Our difficulty is that the Government put out its Statement of Policy through the Regional Houses. Comments were made on it and here in this Council we are discussing it in its original form, and all the comments on it appear only in the Hansard. That is our difficulty.

The Hon. the Chief Secretary to the Government :

Your Excellency, I think that the Government statement which has been circulated might be amended in the way that the Honourable the Director of Medical Services has indicated and issued with these amendments. That would dispose of all the points that the Honourable the Fourth Member for the East has raised except those which the Honourable the Director of Medical Services was unable to accept.

His Excellency :

I take it that in any case that would be agreeable to the Honourable Member. The point therefore for consideration is whether I now put to the House the original motion or whether the Honourable Member would prefer a specific amendment on the three points which he has put forward.

The Hon. the Chief Secretary to the Government :

I propose that the Government statement of policy should be accepted by the Council subject to amendments to that statement being made in accordance with the assurances given by the Director of Medical Services. If it would help the Honourable Member, I formally move that amendment.

The Hon. the Acting Attorney-General :

I beg to second that.

His Excellency :

I will put that motion to the House with that proviso added. I put the motion as amended to the House.

Motion adopted.

The Hon. the Financial Secretary :

I rise to move the Motion standing in my name as follows :—

“ WHEREAS on the 3rd day of March, 1948, the Legislative Council approved a proposal that an extension be made

to the Apapa Wharf and recommended that the cost, estimated at approximately one and three-quarter million pounds, should be defrayed from the proceeds of a loan to be raised nearer the date of construction and approved the making of advances to cover expenditure on this project necessarily incurred prior to the raising of such loan :

AND WHEREAS on the 10th day of March, 1949, the said Council approved a proposal that improvements to the collieries at Enugu now operated by the Government of Nigeria should be effected in accordance with the ten-year plan proposed by the Powell Duffryn Technical Services, Limited; and recommended that the cost of these improvements, estimated at approximately £435,000, should be defrayed from the proceeds of a loan to be raised hereafter and approved the making of advances to cover expenditure on this project necessarily incurred prior to the raising of such loan and the making of other advances to cover such other expenditure as should from time to time be approved by the said Council in anticipation of the raising of such a loan :

AND WHEREAS it is now necessary to incur additional expenditure in respect of the purposes aforesaid and in respect of the processing and extraction of by-products of coals and lignites; of the Niger Agricultural Project; and of Electricity and Railway Development: ”

“ Be it resolved :

“ That this Council signifies its approval of the
“ expenditure from surplus balances standing to
“ the credit of this Government of the sum of
“ £1,309,000 for the purposes set out in Part 2
“ of Appendix I of the 1950-51 Draft Estimates
“ of Nigeria as summarised below :—

	£
“ (H) Colliery Development ...	250,000
“ (I) Marine Development ...	500,000
“ (J) Coals and Lignite ...	94,000
“ (K) Industrial and Agricultural Development ...	100,000
“ (L) Electricity Development	350,000
“ (M) Railway Development	15,000
	<hr/>
	£1,309,000 ”
	<hr/>

[F.S.]

[Motion]

As I indicated in my Budget Speech, conditions are not at present very favourable for the raising of new loans in the London Market to finance capital expenditure on development schemes, and that alternative methods of raising such loans will have to be considered. It is Government's intentions, as Honourable Members are aware, to consider the offer of the Cocoa Marketing Board to lend Government a further portion of its surplus funds. Any funds so made available will probably be used during the forthcoming year to retire some of the advances already made out of surplus funds to finance the expenditure detailed in Appendix I to the draft estimates. Pending the raising of further loans, it is proposed to meet the expenditure detailed in the Motion from further advances out of surplus balances.

At the Budget Meeting of this Council in 1949, it was resolved that expenditure should be incurred in this manner on Colliery Improvements and on an extension to the Apapa Wharf. During the 1949-50 steps were taken to make the Government Collieries a self-accounting unit (on the lines of the Nigerian Railway accounts) and the Standing Committee on Finance authorised a modification of the original resolution to allow of £250,000 being advanced to the Collieries as working capital of its own, at an interest rate of $3\frac{1}{4}$ per cent per annum.

This sum was all that was required during the financial year 1949-50 and it is now desired to authorise a second instalment, of the same amount, for 1950-51. The money thus made available will provide for capital works in progress, for additional housing requirements for all workers and for new capital works designed to increase the output of coal.

The contract for the proposed extension to the Apapa Wharf, for which the sum of £1,750,000 was estimated two years ago, has recently been awarded. The cost involved is £2,592,690, and the time for completion $5\frac{1}{4}$ years. The scheme is unchanged from that discussed and approved in 1949: an extension of some 2,500 feet to the present wharf to provide five new berths for ocean-going vessels, with shore installations and facilities of the most up-to-date mechanical type. But the first estimate was only very tentative, since in a contract of this magnitude there is no means of obtaining a close estimate until the tenderers have completed their investigations and submitted their tenders.

The successful tenderers have not yet indicated when they will start work, but that should not be long delayed. Not more than £500,000 as indicated in the motion is likely to be spent in the year 1950-51.

In August last the Standing Committee on Finance agreed to the provision of £100,000 for expenditure during a period of some

[F.S.]

[Motion]

two years from September, 1949, for research into the processing of Nigerian Coals and lignites. £50,000 was earmarked for a pilot plant and for work in the laboratories of Messrs Powell Duffryn Technical Services Limited in order to test the possibilities of the production, on an industrial scale, of liquid fuels and detergents for example waxes, from the Nigerian coal and lignite. A further £50,000 was provided for exploration of Nigeria's coal and lignite deposits. Work on the former project has already commenced. It is too early yet for me to give details of the progress achieved but Honourable Members will be kept informed of developments. It has not been possible to undertake much work so far on the exploration of Nigeria's coal and lignite deposits, but these matters are receiving the urgent attention of Government's advisers on minerals production.

This Government has agreed to invest up to £225,000 in the experimental agricultural scheme at Mokwa to which reference was made in Your Excellency's Speech. Of this sum it is estimated that £30,000 will have been spent by 31st March, 1950, and that £100,000 will be spent during the financial year 1950-51.

This scheme which Government is undertaking in conjunction with the Colonial Development Corporation is essentially a pilot scheme to attempt to prove that with modern farm training and equipment, large-scale mechanised farming can succeed in Nigeria and bring far greater returns to the farmer than he could hope to obtain from the traditional methods.

The two remaining schemes to which reference is made in this Resolution, Electricity Development and the Bornu Railway Extension Survey, are already familiar to Honourable Members, and I need do no more than reiterate the importance which Government attaches to the setting up of the proposed Electricity Corporation and the building of a new railway line from Nguru to Maiduguri.

Sir, I beg to move.

The Hon. the Development Secretary:

Sir, I beg to second.

Motion adopted.

The Hon. the Financial Secretary:

Your Excellency, I rise to move the Motion standing in my name as follows:—

“ WHEREAS by the Development Loan Ordinance, 1945, the Governor is authorised to raise by loan a sum not exceeding eight million pounds to be appropriated and applied to the purposes specified in the Schedule to the said Ordinance:

[F.S.]

[Motion]

AND WHEREAS by the Nigeria (Ten-Year Plan) Local Loan Ordinance, 1946, the Governor is authorised to raise a loan in Nigeria not exceeding the sum of one million pounds to be appropriated and applied in respect of all or any of the purposes specified in the Schedule to the Development Loan Ordinance, 1945:

AND WHEREAS a loan of three hundred thousand pounds has been raised under the Nigeria (Ten-Year Plan) Local Loan Ordinance, 1946:

AND WHEREAS it is at present inexpedient to raise a further loan under either of the said Ordinances:

AND WHEREAS it is now necessary to incur expenditure in respect of certain of the purposes aforesaid:

“ Be it resolved:

“ That this Council signifies its approval of a further
 “ expenditure of £3,107,690 from surplus
 “ balances standing to the credit of this Govern-
 “ ment for the purposes set out in Part I of
 “ Appendix I of 1950-51 Draft Estimates of
 “ Nigeria as summarised below:—

	£
“ (A) Road Development ...	6,690
“ (B) Urban Water Supplies	560,350
“ (C) Building Programme for Development ...	1,225,820
“ (D) Electricity Develop- ment ...	569,160
“ (E) Telecommunications Development ...	346,120
“ (F) Marine Development ...	159,950
“ (G) Development of General Education ...	239,600
	£3,107,690 ”

This expenditure is that recommended by the Select Committee on the Estimates, the Report of which was tabled on the 30th of March, for that part of the Ten Year Plan of Development and Welfare which is to be met in due course from the proceeds of the loan which has already been authorised but is not yet raised. Pending the raising of the loan it is proposed to continue to provide the money from surplus balances as heretofore.

Sir, I beg to move.

The Hon. the Development Secretary :

Sir, I beg to second.

Motion adopted.

The Hon. the Secretary, Eastern Provinces :

Sir, I rise to report from Select Committee on the petition from Elders of Amaeze Village, Nsukka, Onitsha Province.

Copies of the report of the Select Committee are available to every Honourable Member and I now beg to move that the report of the Select Committee be adopted.

The Second Member for the Eastern Provinces (The Hon. H. Buowari Brown, O.B.E.):

Sir, I beg to second.

The Fourth Member for the Western Provinces (The Hon. A. Soetan):

Your Excellency, I rise to move an amendment to a portion of the report of the Select Committee—line five of the Report:—“ that the Select Committee is of the opinion that a Deed of Agreement conveying to the Governor certain lands”

I would like to amend this portion to read:—“ that the Select Committee is of the opinion that a Deed of Agreement granting to the Governor possession of certain lands situate at”

The only word I change is “ conveying ” to “ granting ” and I add “ possession ”. The remaining words are as stated. The conveyance of land to a person is not the same as granting possession of the same piece of land to a person. One is much wider than the other and the Governor agrees to give up possession when that condition is fulfilled, so that I say, Sir, that instead of conveying the land to the Governor it should be “ granting possession of the land to the Governor.”

The Second Lagos Member (Dr the Hon. N. Azikiwe) :

Sir, I beg to second.

The Hon. the Secretary, Eastern Provinces :

Your Excellency, subject to the Honourable the Attorney-General's concurrence, there is no objection to that amendment.

The Hon. the Acting Attorney-General :

I have not actually seen the Deed Sir, but I am informed that it does grant possession only and in these circumstances there would be no objection to the amendment.

[H.E. the Governor]

[Report of Select Committee on Petition by Elders of Amaeze Village, Nsukka, Onitsha Province]

His Excellency:

I will put the amendment first.

The question is that the report be adopted.

The report is adopted as amended.

The Hon. the Commissioner of Labour:

Your Excellency, I rise to report from Select Committee on a petition from Francis Eugene da Silva of No. 2 Odunlami Lane, Lagos, for re-instatement in Government Service and to move adoption of the Report.

Early this morning I laid the Report on the Table but unfortunately we have not been able to get it duplicated and circulated so that, with your permission, I will read it. It is quite short:

“ Your Excellency, the Select Committee which has the honour to submit this report was appointed by you to consider the petition from Francis Eugene da Silva of 5, Alli Street, Lagos, in which he prays that the Legislative Council should advise the Government that he be reinstated in the Civil Service from which he was dismissed in 1945, under Colonial Regulations, on account of his conviction for an offence under the Liquor Ordinance.

2. We have met and duly considered the said petition and have come unanimously to the following conclusions:—

- (i) That the circumstances of the case do not warrant consideration of the Petitioner's reinstatement in the Civil Service.
- (ii) That in view of the seventeen years of good service standing to the Petitioner's credit at the time of his dismissal and of the nature of his offence (which was not one of moral turpitude), consideration might be given to the re-engagement of the Petitioner in some suitable capacity in the Civil Service, should he so desire and should a vacancy exist, provided he can produce evidence of his good conduct during the period subsequent to his dismissal.

Sir, I beg to move.

The Second Lagos Member (Dr the Hon. N. Azikiwe):

Sir, I beg to second.

The Hon. the Chief Secretary to the Government:

Your Excellency, I wish to report from Select Committee appointed to consider the recommendations of the General Constitutional Conference, together with the comments thereon made by the Regional Houses, and to move that Your Excellency

[C.S.G.]

[Report of Select Committee on the recommendations
of the General Constitutional Conference]

should be requested to forward the report of the Select Committee to the Secretary of State for the Colonies.

The Hon. the Acting Attorney-General :

Sir, I beg to second.

The Third Lagos Member (The Hon. Adeleke Adedoyin) :

Your Excellency, I hope that it will be borne in mind that a Minority Report of the Select Committee's decision is also forthcoming, and that before the Report is forwarded to the Secretary of State the Minority Report would reach Your Excellency.

The Hon. the Chief Secretary to the Government :

On a point of order may I remind the Council that in accordance with the Standing Rules and Orders, any member who disagrees with the opinion of the majority of the members of a Select Committee may put it in writing and such statement shall be appended to the Report.

His Excellency :

That meets the Honourable Member's point. The question is now in the terms of the motion.

The Second Lagos Member (Dr the Hon. N. Azikiwe) :

Your Excellency, whilst I am in favour of this motion, yet I wish to state that I have endorsed the report of the Select Committee with certain reservations which are attached to it.

In making the following observations, I desire to express my appreciation of the acceptance by the British Government of the suggestion which was submitted by a delegation from this country in 1947 to the effect that the Richards Constitution should be revised before the time originally stipulated. It will be recalled that on 13th of August, 1947, the Right Honourable A. Creech Jones, M.P., said that "The present Constitution could certainly be modified and amended in the light of experience, but he made it clear that it was essential to give it a period of trial before it could be seen how it needed amendment. There could be no question of setting it aside and replacing it by something quite different which would not be suitable to Nigerian conditions. He wanted to leave them in no doubt about that and he urged them to work through it."

It was reassuring when in the maiden speech of Your Excellency, one year after the above pronouncement by the Secretary of State, you indicated a change of attitude in the following words: "As Honourable Members are aware, it was 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. Nine years, as Lord Milverton said, is not a long time in the history of a country,

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and we are now little more than half way through the first period of three years. The progress already made, however, has been, in my considered view, so rapid and so sound that I suggest that we might be justified in reviewing our timetable, and that we might consider together what changes should be made and whether they should be made earlier than originally intended. I accordingly propose that if it is the wish of this Council and of the country that earlier changes should be made, they should be introduced and not at the end of nine years but in the second three-year period which will start at the beginning of 1950. Before any change is made it is of the utmost importance to allow adequate time for the expression of public opinion, and if the Council agrees I propose, after a period has been allowed for preliminary public discussion, to set up a Select Committee of this Council, following the Budget Session next year, to review the whole position and to make recommendations."

In view of the mounting criticism in the country against the vesting of the Legislative Council of Nigeria with power to revise a Constitution which had necessitated protest, not only against the method employed in preparing same, but also against the creation of a legislature which is weighted down with Nominated Unofficial Members, Your Excellency presumably decided to modify your original statement. On 8th March, 1949, at Ibadan, you made the following announcement: "You are going to consider at this meeting of the Council what steps and methods are to be adopted for the review of the Constitution of Nigeria, and I do not wish to take up your time in discussing the questions which must already be uppermost in your minds. I pray that each one of us who has any responsibility in this great undertaking will rid his mind of any preconceived prejudice and will enter the task with a true spirit of humility and a desire to understand and respect the views of others and to co-operate generously with all those who show themselves anxious to serve the best interests of Nigeria.

"I do not under-estimate the dangers and the risks which will beset our course. The greatest danger of all is that animosities might be aroused or exploited which would result in the different races of this country falling apart. The lesson which we have learnt in the operation of the existing Constitution is that we can achieve unity at the centre through strength in the Regions. It is the success which that basic principle has brought that led me to say last August that in my considered opinion the progress made under the present Constitution has been so rapid and so sound that another step forward was fully justified. I suggest to you that in the work on which you are to embark, your watchword should be 'Unity through Strength'."

The Select Committee at Ibadan suggested that public opinion should be ascertained at the village, district, and provincial levels,

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to enable a cross-section of opinion to be obtained, and make the work of a drafting committee easier.

The first region to contravene the recommendations of the Select Committee was the North. Here, Southerners were prevented from participating actively in the revision of the Constitution of their country. The result was that there was a sense of frustration as to whether this country really desired a federal system of government which has as one of its cardinal principles the idea of common nationality. That thousands of Southerners, some of whom are domiciled in the North, should be treated as aliens in their own country, in spite of the amalgamation of North and South, is a blow at the slogan of "unity in strength" which Your Excellency expounded last year at Ibadan. I, therefore, endorse without any reservation whatsoever, the minority report attached to the Report of the General Conference which is the basis of the motion before this House.

The other Region to give cause for disappointment was Lagos. In spite of the obvious problems which confront any person dealing with heterogeneous people, I submit that the blunder committed at Lagos could have been avoided. I have in mind the non-inclusion of representative trade unions concerned with the welfare of non-Government employees. The same is equally applicable to certain ethnic groups, some of whose members are domiciled in Lagos.

I have always felt that in recommending to His Excellency at Ibadan to allow members of the Regional Houses and the Legislative Council to participate at the discussions at certain levels for revising the Constitution which gave them birth, was not quite correct, especially in view of the fact that most of them are Nominated Unofficial Members—although I do not necessarily impugn their integrity in making the above statement.

At the Northern Regional Conference, for example, members of the House of Chiefs and House of Assembly totalled forty-five (not including the Official Members of the House of Assembly who, I am informed, were also present), whilst the representatives from the Provinces numbered twenty-six. Whilst not on all fours with the above, the experience of the people of the Eastern and Western Regions are similar. Surely, it could not have been intended that the legislators should have the exclusive privilege to revise a Constitution affecting the destiny of millions in the light of Your Excellency's speech at Ibadan. Yet at the Regional level, they were decidedly in the majority.

Apart from the above preliminary remarks, I now propose to address myself to the task of discussing four main issues which form the basis of my reservations in the Report of the Select Committee now before the House, namely: Composition of the Regions, System of Elections, Representation of Special Interests and The Relationship of the House of Chiefs and the Regional Houses.

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The General Conference at Ibadan appeared to have placed less emphasis on the views submitted at the Provincial level and gives impression of attaching more importance to those of the Regional Conferences. If that is the case, then much harm has been done to the cause of democracy, since views expressed at the Provincial level may be said to be representative, in view of the peculiar system of representation at the Regional level, which is one of the legacies of the Richards Constitution with its "Unofficial majority".

Had the opinion ascertained at the Provincial level on this subject been studied analytically, it would be seen that in spite of the basically defective procedure adopted in the Northern Provinces and Lagos to stultify public opinion, the trend of public opinion in Nigeria is towards the creation of a federal system of government based on ethnic grouping. Eight Provinces (five and three, respectively, in the East and West) are in favour of this system; ten (six in the North and three in the West and one in the East) suggested modification of present boundaries on such basis in order to tackle more effectively the problems of Balkanisation; whilst six Provinces (five in the North and one in the East) condemned the idea outright. A check-up of the views of the Provinces on this score should be enlightening.

Calabar Province resolved that "the number of states be determined by considerations of historical, cultural and ethnic associations and also by those of economic and administrative possibilities." Onitsha Province resolved that "the number of States will be determined after full investigation based on linguistic, ethnic and economic considerations and administrative convenience." Owerri Province resolved that "the boundaries of these States should be based on linguistic-cultural, rather than geographical considerations." Rivers Province resolved that the "proposed national States shall be based on ethnic, linguistic and cultural bases".

Three divisions of Benin Province (Benin, Kukuruku and Ishan) resolved on the "modification of existing State boundaries on the basis of ethnic grouping", whilst Asaba Division preferred "linguistic grouping and a modification under the basis of the existing linguistic boundaries or, where necessary, ethnic grouping." The Ijebu Province accepted the "existing regions, with some modifications of existing boundaries." It suggests the inclusion of Lagos and Yoruba-speaking peoples of Kabba and Ilorin Provinces in the Western Region and supports the incorporation of Asaba Division in the East. It is prepared to accept "regionalisation on purely linguistic basis only if it does not automatically confer extraordinary rights of representation or make disproportionate inroads into central funds." Warri Province resolved that "The States shall as far as possible be based on ethnic

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and linguistic grouping, geographical consideration and administrative convenience”.

Ogoja Province presents a problem, because whilst the accredited delegates were deliberating over these issues, the Afikpo Clan Union sent a correspondence from Ibo State Union (which is the mouthpiece of 467,697 inhabitants of the Ibo-speaking peoples in Ogoja Province with a population of 726,233), supporting the Freedom Charter of the National Council of Nigeria and the Cameroons *in toto*. In spite of the fact that this meant that representatives of sixty-five per cent of the people of Ogoja Province had dissociated themselves from views which may be contrary to the Freedom Charter, the Provincial Conference decided to ignore the correspondence, resolving that “the existing regions be retained”.

Abeokuta, Adamawa, Bauchi, Benue, Bornu, Cameroons, Ilorin, Kabba and Ondo Provinces accepted the present regions with modification on boundaries to enable “minorities” to rejoin their kinsfolk if they so wished, particularly with reference to Yoruba-speaking peoples of Lagos, Ilorin and Kabba Provinces and the Ibo-speaking peoples of Benin and Warri Provinces, with the proviso from Oyo Province “that any changes must accord with the wishes of the majority of the people concerned.” In this connection, the Cameroons Provincial Conference demanded the establishment of Cameroons as a separate region.

I am opposed to the division of a great country like Nigeria with an area of 372,674 square miles and a population of about twenty-five million, into three regions, because it is an artificial creation and must inevitably tend towards Balkanisation and the existence of chronic minority problems. I suggest instead, the division of the country along the main ethnic and/or linguistic groups in order to enable each group to exercise local and cultural autonomy within its territorial jurisdiction.

At a conference of Nigerian students held in Edinburgh between July 4-8, 1949, at which were delegates from England, Wales and Scotland, the following statement was enunciated: “This conference is of opinion that one of the chief weaknesses of the 1943 Constitution was the arbitrary regionalisation of the country, based on the equally unsatisfactory provincial groupings initiated at the beginning of British rule. We therefore suggest that as a necessary condition of achieving that unity in diversity which was the expressed aim of the Richards Constitution, and is the desire of our people, the basis of regionalisation must be re-examined”.

In their opinion, “The Constitution of Nigeria should be based on some form of federation which would permit all the nationalities of Nigeria to develop to full political and national cultural maturity, while at the same time ensuring that Nigeria as a whole progresses ‘towards a more closely integrated economic, social and

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political unity, without sacrificing the principles and ideals inherent in their divergent ways of life.' ” They suggested that “ the units in this federation should be the major national (ethnic) groups in the country; ” that where small and isolated groups are incapable of forming an administrative unit, they should be encouraged to form a federated unit.

These suggestions are in line with the Freedom Charter of the National Council of Nigeria and the Cameroons which recommended, in April, 1948, the organisation of the country into “ States of national and linguistic bases ” enjoying legal equality within the framework of a federal commonwealth.” The Egbe Omo Oduduwa also advocated “ the grouping of Nigeria into various autonomous States or Regions, purely on ethnic basis, ” but as “ the ultimate objective ”, on the understanding that “ smaller ethnic groups should be free to decide with which larger groups they are willing to be temporarily amalgamated. The Nigerian Youth Movement suggests that “ The guiding principles in the division of the country into regions must be: ethnic classification, cultural affinity, common problems, and perhaps administrative convenience ”.

Under the leadership of His Highness the Oba of Benin, the Edo and Urhobo-speaking peoples have demanded a separate region. In a document prepared by a Committee from Warri-Benin Province, they decried the fact that they comprise a minority in the Western Region and demanded “ our own separate region.” Then there are the demands of “ minorities ” to rejoin their kinsfolk due to the arbitrary Balkanisation process of past years; for example:

“ (1) The Yoruba-speaking peoples in Kabba and Ilorin Provinces have requested that they be merged with their people in Ondo and Oyo Provinces of the Western Region.

(2) The Edo-speaking peoples of Ondo Province seek re-union with their kinsfolk in Benin Province.

(3) The Ibo-speaking peoples in Benin, Warri, Ogoja, Rivers and Calabar Provinces have demanded to be incorporated with their kinsfolk.

(4) The people of the Cameroons have demanded a separate region to enable them to manage their affairs in their best interest. At the fourth session of the Trusteeship Council of the United Nations it was recommended that the Administering Authority should take steps towards legislative and budgetary autonomy in the territory.

(5) The Idoma people of Benue Province have requested either that they be included in the Eastern Region or be allowed to form a separate state, because “ the speed with which the North is allowed to advance towards self-government is too

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slow and undemocratic for our national aspirations." They also complained that they are forced to learn Hausa against their wish.

(6) At the Regional Conference of the Northern Provinces, held on 5th September, 1949, the Benue Province resolved that its boundary shall be adjusted to include the Egedde and Idoma from Ogoja Province, also Ndoro and Tigon from Adamawa Province. Bornu Province was of opinion that the 'future of provinces adjoining Southern Provinces should be left to them to decide.' Adamawa Province held that no part of Trust Territory under its jurisdiction should be handed over to the Eastern or Cameroon region".

In view of the conflicting interests of "minorities" and majorities in the various communities of this country, and the unscientific method adopted in the past towards a satisfactory solution, it is my humble suggestion that the feasible solution to the problem of Balkanisation caused by the arbitrary creation of artificial boundaries, by separating national groups from their cultural environment, is re-grouping on ethnic and linguistic bases, which is more scientific and satisfactory, because it is consistent with commonsense and accords with the tradition and wishes of the people concerned.

The recommendations of the General Conference in respect of the system of election would appear to ignore the strong feeling throughout the South for direct election to the regional and central legislatures, and the near unanimous wish of the North for indirect election at the Divisional level.

Ever since the deputation of the National Congress of British West Africa to London, in 1920, demand has been made to emancipate the people of this country from the thralldom of indirect election, because of its undemocratic nature. In the halcyon days of the Nigerian Youth Movement, the need for universal adult suffrage was felt and harped upon.

In 1945, the West African Students' Union endorsed this legitimate request, in spite of Lord Milverton's refusal to grant adult suffrage to the people of Nigeria. The Calabar Provincial Union modified the demand by appreciating that factors of illiteracy must be reckoned with; so it suggested a limited property franchise. The N.C.N.C. delegation to London submitted to the Colonial Office that all elections should be based on universal adult suffrage; and all adult nationals of Nigeria "irrespective of tribal or racial affiliation, confession of faith, sex, educational rank, domicile, social origin, property, status and past activity (should) have the right of franchise and participate at all elections. It suggested that the voting be done by secret ballot and candidates elected should be responsible to their constituency.

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The Nigeria Society of London recommended in 1949 a system of franchise based on universal adult suffrage. The Conference of Nigerian students held in Edinburgh in 1949 also urged that "adult suffrage should be extended forthwith to all parts of the country. We do not recognise the suggestion that it should be made experimental any longer." They suggested that "the various methods which have been tried in non-literate areas of the world for obtaining votes should be examined with respect to their suitability for application in different parts of Nigeria".

The Egbe Omo Oduduwa restricts universal adult suffrage to the Lagos municipality. It denies Chiefs any right of voting, and restricts voting qualification in the West to the holding of tax receipt for the previous fiscal year and residence in the constituency for twelve months immediately preceding the date of registration. It sanctions election to the electoral colleges through an "enclosure system" which it holds to be "fool-proof" because "it makes it possible for a completely illiterate person who is not blind, to vote for the candidate of his choice, and what is vital and more important, secrecy in voting is ensured".

In view of the widespread desire for direct voting, particularly in the South, it is desirable now to examine the views expressed at the various Provincial Conferences to enable us to appreciate how far the General Conference respected same.

(1) At the Calabar Provincial Conference it was unanimously resolved that "There shall be universal male and female adult suffrage, with voting by secret ballot, or any other method suitable to, and accepted by, the people."

(2) At the Owerri Provincial Conference it was resolved that "the system of election should be that of universal adult suffrage exercisable by both sexes."

(3) At the Rivers Provincial Conference, it was also resolved that "members of State Councils should be elected by universal franchise."

(4) The Onitsha Provincial Conference did not expressly define its stand, but implied favoured direct election to the legislature at all levels.

(5) The Cameroons supported direct election by secret ballot to the Divisional level; thenceforth, it favoured an electoral college.

(6) Ogoja Province, minus representatives of two-thirds of its population, voted in favour of an electoral college after the Divisional level.

In other words, four out of six Provinces in the Eastern Region favoured direct election at all levels, whilst two Provinces favoured it only up to the Divisional level.

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(1) Abeokuta Province favoured direct election to the Native Authority Councils, which should form an electoral college thereafter.

(2) Benin Province was divided. Majority opinion favoured the Abeokuta decision, whilst minority (mainly representatives of Asaba Division) favoured direct system of election at all levels.

(3) Ijebu Province favoured direct election to the Divisional or Provincial level, thenceforth by electoral college to the Regional and central legislatures.

(4) Ondo Province preferred direct election and would have nothing to do with electoral college or any form of indirect election whatsoever.

(5) Oyo Province believed that the foundation of the new Constitution should be adequate representation of the common people. It advocated universal adult franchise "in those important towns and districts of Nigeria as are capable of benefitting therefore." For others, it recommended electoral colleges into the Regional Council, but such electoral colleges must be independent of the Native Authorities.

(6) Warri Province resolved that elections to the central and regional legislatures and the local councils "shall be by ballot and based on universal adult suffrage."

In short, majority opinion at the various Provincial Conferences of the Western Region favoured the creation of electoral college at least at the Divisional level. Two Provinces favoured direct election without any electoral college, with one limiting direct election to certain important towns.

The Northern Provinces would appear overwhelmingly to favour indirect election at the Divisional level, because nine Provinces actually suggested elections at the Village, District and Divisional levels: Adamawa, Ilorin, Plateau, Sokoto, Bauchi, Niger, Bornu, Benue and Katsina fall under this category. Kabba Province preferred "Direct representation according to the customs of the people concerned", on a Divisional basis, whilst Kano suggested indirect election from Native Authority Councils.

In view of the divergent views on this issue, one should have thought that instead of encouraging "indirect elections" throughout the country by means of "electoral colleges", direct election would be fostered. The statement of the Drafting Committee in this respect is most disappointing. I suggest direct election based on universal adult suffrage to all those Provinces which are in favour of this political instrument for the determination of the popular will, including Kabba Province, since having accepted direct election to the Divisional level, they have necessarily condoned same in principle. As for the North, I suggest that at this stage indirect

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election be limited at the Divisional level in order to give opportunity to tax-payers of this Region to be better acquainted with this new political experiment. Surely, if a tax-payer is intelligent and responsible enough to exercise the franchise at the Divisional level, there is no satisfactory justification for limiting this right.

The electoral college is a device to stultify the will of the voter. It is incompatible with our indigenous custom and is alien to our political ideas of democracy. Throughout the progressive sections of the modern world its practice does not enjoy patronage. Not being a universal institution, it is inconsistent with democracy and contradictory to the spirit of progress which is said to animate the revision of our Constitution. It is very significant indeed that this curious political device may be said to deny the tax-payers of this country a basic human right, because Article XXI of the Universal Declaration of Human Rights guarantees to the people of this country the right to participate directly in the government of our country.

Therefore I associate myself with the views expressed in a **Minority Report** attached to the recommendations of the General Conference on this issue.

I am opposed to the appointment by the Governor of three members "to represent special interests which in his opinion are not otherwise adequately represented" in the Central Legislature, because it is a recrudescence of the system of nomination and the creation of a privileged class.

The principle of nomination is a denial of the elements of democratic procedure which has been repudiated by enlightened sections of Nigerian opinion in the last thirty years. It is a system by means of which the will of a single individual is imposed on millions of people; this is unprogressive and inconsistent with the essentially democratic nature of indigenous Nigerian political institutions.

The National Council of Nigeria and the Cameroons in making its commentary on the Richards Constitution observed that "the system of nomination has not encouraged the cultivation of a sense of responsibility to any constituency by a Nominated Member, and it has tended to create a feeling of frustration on the part of the people, who are now forced to conclude that since a Nominated Member is not usually a popular choice and cannot be guaranteed to serve his constituency loyally and faithfully, his presence in the Legislative Council is extraneous, so far as the interests of the people of Nigeria are concerned. The system of nomination is, therefore, an anomaly and should be replaced by popular representation based on adult suffrage.

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The Calabar Provincial Union, under the hand of its President, J. V. Clinton, Esq., O.B.E., made the following pertinent observations on this score in 1946: "We utterly repudiate the principle of nomination by Government of so-called unofficial members . . . the system is undemocratic and has proved a failure in the past. It has never produced and is never likely to produce truly representative persons willing and able to press to the constitutional limit views which may be unpopular with the powers that be."

The constitutional position of nominated unofficial members apparently leaves one in no doubt as to the role they are supposed to play in Colonial Legislatures. In 1868 Lord Buckingham in a circular despatch in describing the functions of nominated unofficial members said that they would naturally understand that holding their seat by nomination of the Crown, they had been selected for it in the expectation and in the confidence that they would co-operate with the Crown in its general policy, and not oppose it on any important question without strong and substantial reasons.

At the Provincial level of discussions for review of the Richards Constitution it was clear that majority Nigerian opinion was opposed to the system of nomination. Of the twenty-four Provinces in Nigeria, sixteen registered their dissent against this practice, whilst six are in favour of its continuation. Two expressed no opinion. Of the former Provinces, ten are in the south (Abeokuta, Benin, Ijebu, Ogoja, Ondo, Onitsha, Owerri, Oyo, Rivers and Warri), and six are in the North (Bornu, Kabba, Kano, Katsina, Niger and Zaria). The six Provinces favouring the system of nomination are four in the North (Adamawa, Bauchi, Ilorin and Plateau), and two in the South (Calabar and the Cameroons). Typical expression of resentment against this practice may be illustrated by the following excerpt from the official memorandum of the Ijebu Provincial Conference on the review of the Constitution: "We would like to put on record at this stage that we in Ijebu unanimously condemn the system of nomination both into the Legislative Council and into the Regional Houses of Assembly. It is a provision which does not as a rule work in our best interest. We would, therefore desire only our own accredited representatives in the Central and Regional Legislatures A majority that is hand-picked because of its readiness to accommodate any Government proposal is hardly to be regarded as the most effective instrument of realising the wishes of the people."

One, therefore, endorses the view that "Any political system which encourages one man to nominate people who are expected to exercise law-making powers, and to remove them at will, is absolutely autocratic, because it is an arbitrary weapon for manacled public opinion"

Representation of special interests tantamount to the creation of political privilege. In the past, representation of this nature was

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established for the commercial, mining, shipping and banking interests. These have exerted enormous influence on the Nigerian economy. Not only content with the economic exploitation of the country, they have exercised both legislative and executive powers. "In many instances, they had voted with the Official majority against the representatives of the people. Voting of millions of pounds for public works project, obtained by way of loans at onerous terms, making it possible for Nigerians to have better railways, harbours, electrical undertakings, bridges, etc., is to the advantage of the mining, commercial, banking and shipping interests. The advantage derivable by the bulk of the population is merely incidental."

One is not surprised, therefore, that in the last three decades there has been widespread agitation against the continuation of this peculiar system. In its 1937 Charter the Nigerian Youth Movement protested that representation of vested interest was "a hindrance to fair and impartial legislation and therefore a challenge to the manhood of Nigeria." Five years later it issued a manifesto which not only denounced this practice as "an untenable anachronism which is long overdue for extinction", but asserted that "There is no known argument that can be employed to defend the position unless it is suggested that private self-interest is regarded as more important than the welfare of the twenty millions of the country".

That to clothe special interest with executive and legislative powers implied that they had been made part and parcel of our Government is the view propounded by the Calabar Provincial Union, which has attacked it as a Fascist principle "utterly repugnant to the principle of democracy as understood today." It adds that "The direct representation of monopoly (the combine) in our legislature we regard as a scandal the abolition of which is long overdue".

Whilst opinion is decidedly against giving representation to "special interests", it is significant to mention the interpretation which the Northern Provinces have given to the phrase "special interests". Some have interpreted it to refer to "non-Northerners", "non-Muslims", "Pagans" in addition to various interests like farming, teaching, banking, mining, shipping, commerce, etc.

Irrespective of the local variations of the interpretation of this terminology, it is obvious that continuation of a system which gives special representation to immigrant races who represent the commercial, banking, mining or shipping interests, is not acceptable to a considerable majority of progressive Nigerians. The Oyo Provincial Conference suggested that "representation of vested interests at regional as well as central levels should be abolished."

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The Ijebu Provincial Conference supports this view by adding that vested interests "are usually bodies organised for the advantage of non-Nigerians and to whom the welfare of our people is an extraneous consideration rarely embodied in their primary purpose."

In the circumstances, one cannot endorse the "appointment" of three members "by the Governor to represent interests which in his opinion are not otherwise adequately represented", for the following reasons:

- (1) This country should not allow those who are energetically concerned in the exploitation of its agricultural, forest and mineral resources to exercise legislative power as a matter of privilege.
- (2) This country should not allow those who have established monopoly in its commercial, banking, shipping and mining activities to exercise political power as a special privilege.
- (3) This country should not condone the stultification of its indigenous political philosophy by giving special representation to a particular stratum of any section of its community.
- (4) This country should not allow the interests of immigrant races to be paramount over those of the indigenous races, in the light of the expositions of the idea of British trusteeship in Africa, by the Duke of Devonshire, Secretary of State for the Colonies, in 1923.

If those who represent these "special interests" desire to participate in the politics of the country, they should exercise their rights, provided they satisfy the requirements of our electoral laws, just as any other inhabitants of the country.

"We support the recommendation of the Northern Regional Conference regarding the House of Chiefs and of the Western Regional Conference regarding a House of Obas, subject to the modifications noted in the statement attached to the Report". Consistent with its assumed role of inquisitor over the wishes of the people as expressed at the Provincial level, the Drafting Committee exceeded its terms of reference by supporting or rejecting any suggestion. Its task was to prepare a statement setting out draft recommendations for constitutional changes based on views ascertained at the Regional level and to submit same for consideration at the General Conference. It is patent that the *ultra vires* act of the Drafting Committee must have influenced the Central Conference in many respects, of which the issue of House of Chiefs is one.

The trend of general opinion, particularly in the Southern Provinces, is that Chiefs should be encouraged to perform their traditional roles, *i.e.*, ceremonial and religious. That when they

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exercise political power it shall not be based on privilege but that it should be democratically exercised. Both Lord Lugard and Sir Donald Cameron were careful to warn against the concentration of extraordinary powers on Chiefs who, although they "form an integral part of the machinery of Government" yet "if the authority has not the true spirit of the people behind it and is no more than a foreign and artificial intrusion imposed by ourselves almost certainly in such circumstances the people will be kept in subjection and ignorance; indeed, they must be kept in subjection and ignorance if such an authority is to endure. But with the advance of education a people thus becoming enlightened cannot be expected to continue faithful to a Native Administration which is reactionary and oppressive in its tendencies The Native Authority that is not acceptable to the people and is maintained only because we impose it on them is therefore almost certainly bound to fail and it would be better to endeavour in the first instance to administer the people directly".

Lord Lugard, who laid the foundations of "indirect rule" and who inspired Sir Donald and other subsequent British administrators in Nigeria, made it clear that the Chief derived his power from the Suzerain and that Chiefs are constituted "as an integral part of the machinery of the administration". In his Lordship's opinion "There are not two sets or rulers—British and native—working either separately or in co-operation but a single Government in which the native Chiefs have well-defined duties and an acknowledged status equally with British officials. Their duties should never conflict, and should overlap as little as possible". Elsewhere he added that Chiefs "are no longer demi-gods or parasites preying on the community. They must work for the stipends and position they enjoy. They are the trusted delegates of the Governor . . . and recognising the King's representative as their acknowledged Suzerain".

The creation of a House of Chiefs in the Richards Constitution gave cause for speculation, especially with respect to the vesting of Chiefs with legislative powers in addition to their executive functions. Lord Milverton had proposed that "The House of Chiefs in the Northern Provinces should equally have the right to originate motions and resolutions other than money resolutions".

In its commentary on the Richards Constitution the N.C.N.C. welcomed the innovation "provided that the House of Chiefs will be purely a consultative body and not have any legislative power".

In their proposals for reforms of the Richards Constitution the Nigerian Youth Movement agreed with the above and suggested that a House of Chiefs be created in the Western Region which "must be purely consultative and advisory to the House of Assembly in each of the regions". It added that "under no circumstances must they possess legislative or delaying powers".

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But the Egbe Omo Oduduwa preferred that "The House of Assembly should have exclusive legislative powers over any legislation dealing with finance; providing that the House of Chiefs should have the right to debate such legislation and present its views for consideration of the House of Assembly whose ultimate decision should, nevertheless, be final On all other matters the House of Chiefs and the House of Assembly should have concurrent legislative powers".

The Western Provinces, which are in favour of the establishment of a House of Chiefs nevertheless prefer in the main that it should exist as an *ad hoc* consultative and advisory body. Abeokuta Province resolved that the House should have "the right to debate any legislation and to present its views for the consideration of the Regional Legislative Council whose decision shall be final", but is emphatic that "No Chiefs holding the rank of Oba should be eligible to sit in the Regional Legislative Council". The Benin Provincial Conference registered their views on all fours with Abeokuta.

The Ijebu Provincial Conference recommended a separate House of Chiefs in the Western Region as in the North, but "this should be purely consultative and advisory in function. The Chiefs are the heads of the Native Administrations or local governments and discharge onerous administrative duties in their areas. An assembly of Chiefs would be valuable in the process of regularising the Native Administrations and their views at the House of Chiefs would be an authoritative index of the reaction of Native Administrations to the legislative provisions of both the central and regional legislatures. The House of Chiefs should have no legislative powers. Delaying powers may be exercised for a maximum period of three months after which time the decision of the House of Assembly shall become law if the disagreement has not been resolved".

Ogoja Province felt that "it looked rather inconsistent that Chiefs should leave their place of dignity to mingle with commoners in Regional and Legislative Council meetings". Ondo Province held that since "The Institution of the House of Chiefs has also become a cog in the wheel of our political and administrative progress . . . any Constitution for Nigeria which does not aim at giving Nigeria within a very short period of time self-government is unacceptable". Oyo Province suggests that the function of the House of Chiefs or Obas "shall be purely consultative and advisory The present practice of making Obas or Head Chiefs members of the Regional House and the central Legislature is subversive to the principle of native law and custom and should therefore be discontinued".

The Warri Provincial Conference recognised that Chiefs "being a respected part of the traditions of Nigerians, the institution of natural rulers shall be allowed to stand. Natural rulers shall

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receive emoluments adequate for the maintenance of their dignity; and shall be required to preside at certain ceremonies and to perform such public functions as the opening and closing of Assembly sessions. They shall, however, be shorn of direct legislative and executive powers unless able and willing to bid on equal terms with other members of the State or Local Government unit, for such powers ”.

Naturally the Northern Region, which is heavily weighted with what Sir Donald had described as “feudal autocracies” favoured by an overwhelming majority the continued existence of the House of Chiefs. In this connection it is refreshing to recount Sir Donald’s observation on the tendency to make the North a recluse for reactionary and obsolete institutions under the pretext of religious tradition. “The policy accepted for some considerable time” he asserted “that the Moslem administrations should be sheltered as far as possible from contact with the world was due, no doubt, to a feeling, however unformulated, that an unreformed feudal autocracy could not be expected to stand up against the natural forces of a western civilisation that was gradually but quite perceptibly creeping further and further north in Nigeria; a curtain being drawn between the Native Administrations of the North and the outer world, so far as it was possible to maintain the integrity of that curtain. But we have advanced now to the stage that the curtain is being gradually withdrawn and, I hope, will be fully withdrawn within a comparatively brief period ”.

In view of the fact that the North has always been isolated as a sort of museum specimen, and in spite of the efforts of certain high officials to lull its rulers and inhabitants into a false sense of security, an imperceptible urge for change is gradually becoming manifest. Although the Sokoto delegates to the Northern Regional Conference suggested that the Sultan should preside over the House of Chiefs instead of the Chief Commissioner, the Ilorin Provincial delegates have the distinction to be the only Northern Group to join the Western Provinces in demanding that the function of the House of Chiefs should be advisory and not legislative. Zaria and Bauchi Provinces suggested modification along the lines of relationship between the House of Commons and House of Lords. Bornu and Bauchi advocated ultimate election of an African President. Plateau Province, which is a “Pagan” area, decided that House of Chiefs should not exist. The North is not unanimous in the effort to vest House of Chiefs with legislative powers concurrent with the Regional Legislature.

I cannot, therefore, agree that a case has been established for vesting Houses of Chiefs with concurrent legislative powers. The Eastern Provinces as a whole have been aloof in expressing opinion for obvious reasons. But the Western Provinces have been articulate

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and sounded timely warning against creating confusion in the relationship of the two houses. For historical reasons, the Northern Provinces cannot but welcome the gesture. The Drafting Committee could not have studied the recommendations of the Western Regional Conference critically, otherwise I fail to appreciate their reason for supporting what to all intents and purposes appears to be ephemeral, because whilst majority were in favour of the creation of a House of Obas, yet not one of the Provinces in the Western Region voted for vesting legislative power in such a House.

The Hon. the Chief Secretary to the Government:

There are three points I would like to make. It is certainly not my intention, at this time, to go over all the ground covered by the constitutional review but I should like to make one comment, first of all, about the date of this review which has been referred to by the Honourable the Second Lagos Member. I should like to emphasise the reason for carrying out the review of the constitution at an earlier date than had previously been contemplated. That was the reason given by Your Excellency in the speech made to this Council in 1948. The reason was the good progress that has been made in working the present constitution. In saying that I should like to pay my tribute to members of this House who, in the period since the present constitution was introduced, have made such a valuable contribution and have thus enabled this new constitutional advance to be made.

The second point I should like to refer to is the question of the system of review of the constitution, which was decided upon in this Council a year ago. Honourable Members well remember that a select committee was appointed and submitted to this Council a unanimous report and that that unanimous report was unanimously accepted by this Council. During the past year we have carried out the recommendations of that select committee approved by this Council. We cannot therefore allow such a phrase as "attempts to stultify public opinion" to pass unchallenged and uncontravened. I believe all Honourable Members will agree that the experiment in political education and in seeking and ascertaining public opinion, which has been carried out in the past year is one of the most memorable constitutional achievements which has ever been undertaken in this country or in any part of Africa.

The third point I should like to make concerns representation in the Central Legislature. There is still that major question to which we have to direct our minds. I do not under-estimate the difficulty of that question and I am sure that every member of this Council will leave Enugu determined to give the whole matter of representation in the Central Legislature earnest thought, with one object only—the object of finding a solution which is the best solution for Nigeria. We have that task still before us. We should not wish

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to hurry it. We should not wish to come back again to reconsider the matter until we have thoroughly reviewed it in the Regions.

I would finally like to emphasise the very great measure of agreement which has been achieved as a result of a year's work. There are differences which still remain but the select committee which is now reporting has emphasised the great measure of agreement on fundamental principles. As I have not had an opportunity of reading the report to the Council I would like merely to quote that particular paragraph :—

“ The Committee has duly considered the recommendations of the Ibadan General Conference together with the comments of the Regional Houses and, subject to the important reservations and proposals which are set out in this report, endorses the recommendations of the General Conference. In particular the Committee warmly welcomes the proposals

- (a) for greatly increased Regional autonomy within a United Nigeria;
- (b) for giving Nigerians a full share in the shaping of Government policy and direction of executive Government action in a Central Council of Ministers and Regional Executive Councils; and
- (c) for the creation of larger and more representative Regional Legislatures with increased powers.”

Those are the fundamentals of a new constitution which have been worked out in the course of the year's review, and I am glad that, in forwarding this Report to the Secretary of State, that great measure of agreement can be emphasised. I am sure that the fact that we can emphasise that agreement will help us, all of us, to find a just solution of the remaining major matter which still has to be considered.

His Excellency :

The question is in terms of the motion.

Resolved in the affirmative.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

Your Excellency, with the permission of the House I should like to alter the wording of the motion before the House to read as follows :—

“ That this House request His Excellency the Governor to appoint a Commission of Enquiry to investigate and report on the administrative machinery and the financial stability of the Lagos Town Council before the people of Lagos are asked to take over the said Lagos Town Council.”

[Dr the Hon. I. Olorun-Nimbe]

[Motion]

His Excellency :

Is it acceptable to the Council that the terms of the motion be so amended?

Agreed.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

Sir, the motion before the House is a simple and a straightforward one, and there are many reasons for the introduction of such a motion before this Honourable Assembly.

(1) Under the bill which has just been passed into an Ordinance the present Council shall commit suicide on the 14th October next. It shall be replaced by a more democratic one on October the 16th. If that were so, Sir, then I repeat what I have repeated elsewhere that we must have a handing-over note; and that, Sir, can only be satisfactorily dealt with by an independent commission of enquiry.

(2) For some considerable number of years the electorate of Lagos have, from time to time, demanded a commission of enquiry into what they alleged to be mal-administration on the part of the present Lagos Town Council. In support of these allegations, Sir, I shall, with your permission, quote from the various clippings in the Lagos daily papers—clippings which have direct relevance to the motion before the House. There are many of them, Sir, since 1944 but I shall confine myself to the most recent ones. The first one, Sir, was from the publication in the *Daily Times* of 9th July, 1948—the first leader of the *Daily Times*, which reads as follows:—

“ L.T.C. Constitution.

The affairs of the Lagos Town Council have been made a target for criticism by the rate-payers and others interested in the well-being of the people, and there is not the slightest doubt that the position is such that calls for immediate enquiry. For this reason the decision at the last meeting of the Council to appoint a special committee to probe the affairs of the Council and make recommendations in the light of their findings must have been hailed with great joy.

An important source of gratification to us is that the Committee is composed of all African members of the Council with the Chairman and the Town Clerk only to serve on the Committee as *ex-officio* members. It is an index to Government's awakening to the people's urge for greater participation in the running of their administration, and of the Government's implicit confidence in their ability to take greater responsibility if they are given the opportunity.

All the African members of the Council are fully conversant with its problems and they should be able to devise a way out of the Council's present predicament, taking full cognisance of the people's needs and aspirations.

[Dr the Hon. I. Olorun-Nimbe]

[Motion]

We give the Town Council's decision our whole-hearted support and we believe that with the goodwill and co-operation of those who are expected to help during the course of the Committee's enquiry, a solution will be found."

The second was from the publication of the *Daily Service* of Thursday, 16th December, 1948. It was the second leader in *The Daily Service* and reads as follows:—

“Lagos Town Council.

At a recent meeting of the Lagos Town Council some of the African members 'claimed corruption' in a department of the Council and would like an enquiry to be instituted into the working of the department. We have in a previous article in this column supported the idea but today we wish to stress the necessity of instituting an enquiry not only into the working of the building department but also the marketing section; nay, the whole working of the Council.

Some time ago the rate-payers in different wards through some of the councillors passed resolutions calling on the Government to institute a commission of enquiry into the working of the Council and as it was, nothing was heard from the Government. Now the idea came up again within the Council itself and we wonder what the Government is proposing to do.

Since our last publication on the specific allegation of corruption we have received so many complaints about some market masters and the oppressive measures meted out to the poor ignorant market women. In this connection we would only like to know how market stalls are allocated to the women, how many wives and relations of the officials own stalls and also if any of them hold more than one stall in one or more markets. We would refrain from further comments until the Town Council could erase from the minds of the public the unsatisfactory position of things by satisfying our curiosity. In the meantime we will advise the Government to institute an enquiry, unless of course it wishes to give the impression that it condones the alleged corruption thrown at the doors of the Lagos Town Council.

It is our opinion, and we have public support for this, that a whole lot of things need to be thoroughly gone into in the working of the Lagos Town Council. The time is overdue when a body of experts should be set up to enquire into every detail of the working of the machinery and bring out all the skeletons in the cupboard."

The third one, Sir, was a publication in the *Daily Times* of the 29th December, 1948. Second leader in the *Daily Times*.

“Market Stalls. The allocation of market stalls in Lagos and the suburbs by the Town Council Authorities would appear

to be, like the proverbial peace of God, passing all understanding. Complaints are rife and all in the main touch on what appears to be favouritism or something of a kindred nature in the stall allocation business.

We see no reason, for our own part, why the Council itself cannot delegate this duty to a Committee of Councillors thus obviating to some extent these oft-repeated accusations against some of those who now have the business on hand. We would not, however, take in, hook, line and sinker all the tall stories about favouritism. It is too often the fashion in this country to ascribe motives to certain things once such things get beyond the individual's desires.

However, to co-opt a number of market women and others doing petty trading in the markets on a Stalls Allocation Board whose duty would be to consider applications of new traders would not be an improper course.

Then the people will really be in the know about the annoying matter of allocation. It will not be regarded as it is at present as a stilted form of official red-tapeism in which perhaps there are some back-hand strokes.

We commend this to the city fathers, of whom, it must be placed on record that matters of this nature have never been allowed to pass by unheaded."

The fourth one, Sir, is a publication in the *Daily Service* of 11th April, 1949, headed "Wanted! An Inquiry."

"If indeed the Lagos Town Council has taken a decision not to institute a thorough enquiry into the activities of some of its officers, we must say that such a decision is a most unfortunate one. If there are any public offices in this country today which deserve top priority for an immediate and thorough overhauling, the Lagos Town Council and the Posts and Telegraphs Department must vie for order of precedence and it is a toss up which will win.

The malady ailing the two departments are of different characters. The Posts and Telegraphs has earned a bad name for its inefficient and annoyingly tardy attendance to the public. In official circles, this is put down to lack of materials whilst among the African workers and their friends, it has been blamed on what is now popularly known as "spiritual depression" among the African employees.

The Lagos Town Council has a more serious disease brought about by some weefully inefficient and lousy workers and an amazing propensity for bribery and corruption among some of its officials. This, at least, is the general impression in town and that public opinion has been expressed at meetings of the Council.

[Dr the Hon. I. Olorun-Nimbe]

[Motion]

How is it that one officer of the Council permits the erection of a building and later, another orders its demolition, both interpreting the same township regulations? Why is it that some building plans take such an inordinately long time in the offices of the Council whilst others have very easy passage? And why is it that market women have such disgusting stories to tell of some officials and their ways? The Town Council can very well do with an enquiry and the sooner one is instituted, the better it will be for all concerned."

The last one, Sir, was a publication in the *Daily Times* of Friday, 9th September, 1949. The first leader in the *Daily Times*.

"Value for Money. The Lagos Town Council has a sense of humour, but we doubt whether the residents of Suru Lere, a growing community on the mainland after Yaba, quite appreciate it.

Suru Lere is notorious for the lack of almost every amenity that makes for decent comfortable living. The residents almost shout themselves hoarse, praying and pleading for the provision or improvements of those blessings of modern life, like drainage, light and water.

The Council while not being altogether evasive, was thinking hard. Why should the people have what they have not paid for? That seems to be the Council's trend of thought. If really they want these things, they should be ready to pay for them—in advance.

Presumably, by way of a test, the Town Council issued assessment notices calling upon all and sundry to pay so much for improvements contemplated.

Not appreciating the reasoning, perhaps, the Suru Lere people took the measure hardly and protested in a body to the Town Clerk. They took the view that it should be value for money. They would gladly pay for services they actually enjoy, and not otherwise, they argued.

Suru Lere folks rightly suspect the thin edge of the rate wedge.

Perhaps, it might be some consolation to Suru Lere to know that in the municipality the improvement rate is a meaningless term.

A large majority of people pay the rate without seeing any form of improvement in their surroundings for years. One district helps to pay for another.

The start of improvements is the prerogative of Lagos Town Council; it can exact payment for services not rendered! And it is just!"

Your Excellency, it is apparent, Sir, from the publications I have just referred to, that the council by a majority vote, demanded a commission of enquiry into the various complaints laid at the door of the Council at its meeting in July, 1948, namely that an enquiry should be held into alleged corruption concerning the alleged practices in the Council and (2) to enquire into the whole administrative machinery of the Lagos Town Council. The Press, Sir, were adequately represented on that occasion, hence the leader to which I have referred. Already, Sir, we have in an imaginary or a real sanctioning or confirming authority, a replica or reincarnation of Adolf Hitler in or out of the present Lagos Town Council, hence the enquiry demanded by the Council itself was not held. That was why we were opposed to having another sanctioning or confirming authority in the democratically elected Council of the future. (3) "Considerable assets will be transferred to the new Council and the new local Government Bill offers a challenge to the people of Lagos" said the Honourable the Commissioner for the Colony, during the first reading of the Local Government Bill some weeks ago in the House. I would take this opportunity of accepting that help on the part of the people of Lagos but then it is not unreasonable to request that before we take over the Ship of State in Lagos next year a commission of enquiry should be held. (4) Clause 150 of the Bill which has just been passed in an Ordinance this morning reads as follows:—

Marginal Note:

"Powers of Governor-in-Council if town council fails properly to discharge its functions.

The clause reads:—

"Notwithstanding anything contained in this Ordinance and without prejudice to any other remedy available, if at any time the Governor-in-Council is of opinion that the Council is no longer discharging its functions under this Ordinance in a manner conducive to the welfare of the town, he may by order:

- (a) dissolve the council, and direct that a general election be held and appoint the day for holding thereof; or
- (b) appoint a committee of management which shall, during the continuance of such appointment, discharge the functions of the council under this Ordinance."

The Government must agree, Sir, that for some considerable number of years it has been directly responsible for administering the Lagos Town Council, for and on behalf of the people of Lagos; direct, Sir, in the sense that there is a great preponderance of Government nominees over that of the peoples' representatives in the Council, although Government erroneously believe that the

[Dr the Hon. I. Olorun-Nimbe]

[Motion]

Council has an African majority. We refuse to endorse such a statement, having regard to what is contained in Halsbury's Laws of England Volume II page 159. Section 285:—

“ Marginal Note: Position of nominated members of legislatures.

285. In all cases when legislatures contain nominated members the votes of officials are controlled by the Governor when he thinks fit or is directed to do so by the Secretary of State, but it does not appear that this rule applies to non-official nominees. It must, however, be remembered that it is always possible for the Crown to remove such persons, and this fact induces them to accept the guidance of the Governor in cases of special importance.”

The number of Government nominees in the Lagos Town Council is nine. Lagos township directly elected five candidates into the Council. Sir, I submit, that if the Government will have the unquestionable privilege to close down the new Council or replace it by a caretaker one in cases of mal-administration, then we have every legitimate right to ensure that Government has not committed in the past errors for which we will be penalised in the future!

I have been dealing, Sir, with the administrative machinery of the Council. I now come to the Fifth reason for bringing this motion before the House, namely that of finance. In Lagos, Sir, we have often asked ourselves what is the financial stability of the Council, having regard to the frequent losses of money, and we cannot understand why we must have an accountant and a treasurer both doing identical work. There is a belief among the people of Lagos that what is generally known as “over-expenditure of money” are, in fact, monies lost or stolen by some members of the staff which cannot be reported to the Council under normal circumstances. If this allegation is true, then it would be well to investigate.

Reason No. 6. My submission would be incomplete if I failed to refer specifically to staff matters in the Lagos Town Council. I have indicated earlier, that we have accepted the challenge the new Bill offers; but realising as we do that we must set up a very high standard for our Councillors of the future, we are equally not unmindful of the fact that our staff too, must be first class men—men who possess the necessary qualifications, the ability, the integrity, and the experience that would do credit to any Borough Council anywhere in the world. While we would be prepared to recruit qualified and competent pensioners in especial cases, we shall certainly have no room for pathological specimens!!! Therefore, we are curious to know the real position of the Staff in the Lagos Town Council.

[Dr the Hon. I. Olorun-Nimbe]

[Motion]

7. The Electorate of Lagos over 5,000 strong met at Glover Hall, Lagos, on the 11th February, 1950, under the auspices of the Democratic Party and unanimously passed the following resolution:—

“ The Lagos Local Government Bill is accepted in principle subject to the wholesale abolition of the post of sanctioning and confirming authority to which reference has already been made; that an independent commission of enquiry be instituted and a report published before we take over. Wherefore have I brought this Motion before the House in obedience to their unanimous will. The advantages, Sir, to be gained from an independent commission of enquiry of this nature would be incalculable as it will undoubtedly serve as a guide to the Council of the future. While I do not anticipate the official reply at this stage, I can foresee one difficulty, namely that since many of the officials of the Council have retired, or some of them, no useful purpose would be served by the institution of an enquiry. That difficulty is easily met when one remembers what William Shakespeare said: He said: “ Superfluity comes sooner by white hairs but competency lives longer.”

Or if the House would prefer an alternative quotation, it is this!

“ The evil that men do lives after them.”

In appealing to the Honourable Members of this House, both official and non-official to support the Motion I would remind them that in our new council our success will be your success and our failure will be your failure.

Thank you.

Sir, I beg to move.

The Third Lagos Member (The Hon. Adeleke Adedoyin):

Sir, I rise to second.

The Hon. the Commissioner of the Colony:

Your Excellency, I do not wish to weary Honourable Members at this stage of the session with a lengthy reply to the various statements made by the mover, who himself is a member of the Town Council; and, as most Honourable Members know, I am the President of that body. I would prefer to keep to the terms of the motion which call for a commission of enquiry into the administrative machinery and the financial stability of the Council. At this stage I do not propose to dilate about the cost, etc., of any Commission of Enquiry. I agree that such an enquiry might expose shortcomings in the present organisation, but with what avail? In view of the fact that in six months time the present Council will, I hope, not commit suicide, but gracefully retire. The Honourable Mover, however, has made a few statements which I cannot leave unchallenged. He has talked at some length about corruption,

[Com. Col.]

[Motion]

favouritism and nepotism. May I say that evidence of mal-administration is not confined to the Town Council? There have been certain allegations made about the corruption, which is rife amongst the Building Inspectorate and the Health Department of the Council. The present Council is fully alive, Sir, to that, and for that purpose, many months ago, selected a committee to deal with certain allegations which were made. Unfortunately, that sub-committee was unable to carry out its work for lack of evidence; but though the charge has been made the allegations could not be established. That, Your Excellency, is a fact. It is easy to make allegations of a general nature such as those read from the newspapers by the mover: it is a different matter for any commission or committee to investigate actual cases of corruption, simply because the evidence is not forthcoming.

I do not claim perfection for the present machinery; but I claim as high a standard of efficiency as any Government Department. Now the present machinery has been assembled over several decades and it has reached its present state as a result of experience and constant attention by the Council to the needs of the town in the interests of efficiency. When re-organisation has been found necessary reform has been instituted. May I quote some recent examples in support of that statement of fact: Recently the mechanical side of the Town Engineer's department has been re-organised into a separate Mechanical Department. An Establishment Officer has been appointed with the object of relieving the technical Heads of Departments of the work connected with staff and labour matters, which hitherto necessitated the expenditure of much time by technical Heads of Departments to the detriment of the technical work for which they were appointed. There is no doubt that the Council has suffered grievous losses during the last year, namely the invaliding of the Town Clerk, Mr Martins, who served the Council faithfully for twenty years and whose health broke down mainly as a result of his service and work for the Council. The retirement of the Town Engineer, Mr Rycroft and two expatriate engineers, which took place recently. The appointment of Dr Ajose, the Medical Officer of Health, to a post in Ibadan University necessitated the recall of Dr Oluwole from a well-earned retirement. The Council has experienced similar difficulties to Government over the question of recruiting staff with the necessary qualifications and experience. The possibility of breakdown in the Council is just as likely in the case of the Town Council as it is in the case of Government at this moment, but the necessity for building for the future has never escaped the attention of the Council. It may be fairly said, Sir, that the Council set the example to Government in regard to Nigerianisation. Over five years ago two Nigerian students were sent to England at the Council's expense, to train and qualify for responsible positions in the Town Clerk's and the Municipal Treasurer's office. These

young men are due back this year, fully academically qualified for these posts. Furthermore, an African Engineer has just been appointed to the post of Assistant Engineer. I learnt yesterday or the day before, with regret, Sir, that he has resigned for domestic reasons. But I learnt that applications have been received for the vacant post of Town Engineer, so perhaps the staff position may improve in the near future. The affairs of the Council are well known to the public. The public has access to the Council's meetings and minutes. Before this new Council can be made a reality, a heavy programme of work has got to be carried out and completed by the Council's staff. It will require all the available time and energy to accomplish this task and it would, therefore, seem inadvisable to divert the efforts of the Council at a time when energy should be expended on getting the new Council machinery into motion. If I were a member of the new Council I would not welcome any body or person submitting a report, telling me how to run the Council. No doubt the new Council, after they have settled down, will wish to make changes, but if they are to run their own affairs, then I say, let them do so as they think fit and in the manner which they desire without any outside interference or suggestions from external agents.

I do not wish to worry the Honourable Members any further by replying in detail to some of the allegations or statements made by the Honourable Mover, but I would merely suggest that if there are any cases of mal-administration which are capable of proof that they be brought to the notice of the Council, and then let the Council first deal with them before a commission of enquiry (if one is then found necessary). At this late stage of the present session I realise that the mention of figures to Honourable Members is somewhat abhorrent, but since the financial stability of the Council has been doubted the repetition of a few figures is necessary to enable Honourable Members to appraise the position. The estimates of the Council, subject to public scrutiny, are statutorily approved by the Government. As a matter of interest, Your Excellency has recently approved, without question or comment, the estimates for 1950-51. The accounts are continuously audited by the Director of Audit and so far no major comment or surcharge has ever been made. These facts surely indicate a high degree of efficiency and stability. Regarding financial stability I regret I must quote a few figures. The estimated revenue for 1950-51 is £318,000 and without any increase in the rates the expenditure has been contained in the figure of £317,000. The General Revenue account stands at about £95,000 and Renewal Funds, Pensions Funds, Reserve Funds amount to the satisfactory figure of £218,000. Outstanding interest bearing loans total £38,000. There are no other major liabilities. Further material and physical assets of the Council include such things as markets, cemeteries, houses and buildings, clinics, vehicles, plant and stores, public lavatories and dustbins and streets

[Com. Col.]

[Motion]

and drains; although I am not particularly optimistic that the Lagos drains would command as an asset a very high price at the moment. But, Sir, those are the facts, facts which plainly establish that the Council is financially stable. If you wish for any further proof, I am sure that my Honourable Friend the Financial Secretary, if I may use his own biblical reference, has adopted an attitude similar to that of David towards Naboth's Vineyard.

Sir, the Government will oppose this motion.

His Excellency :

If no other members wish to address the Council I will call on the mover to reply.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

Sir, if in replying I were to refer to the views put forward by the Commissioner of the Colony I am sure it would take me another half hour at least, and I would not like to do that because everybody is getting fatigued mentally; but I would like to draw the attention of Honourable Members to reason No. 1 for introducing such a motion before the House. The old Council shall cease to exist and the new one will take its place, and it is a matter of formality to have a handing-over note and we, the people of Lagos, say it should be done by an independent commission of enquiry. If the Government will hand over the Council to us then it is as well to know precisely where we stand before we take over, otherwise we might refuse to take over. I have nothing to add to what I have already said.

His Excellency :

The question is in terms of the motion.

I think the Noes have it.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe) :

I press for a division.

Council in Division.

<i>For</i>	<i>Against</i>
3	23
The Hon. the Third Lagos Member.	The Hon. the Second Nominated Member.
The Hon. the Second Lagos Member.	The Hon. the First Nominated Member.
The Hon. the First Lagos Member.	The Hon. the Fourth Member for the Northern Provinces.
	The Hon. the Third Member for the Northern Provinces.

[Dr the Hon. I. Olorun-Nimbe]

[Motion]

The Hon. the Second Member for the Northern Provinces.
 The Hon. the First Member for the Northern Provinces.
 The Hon. the Atta of Igbirra.
 The Hon. the Emir of Katsina.
 The Hon. the Member for the Colony.
 The Hon. the Secretary, Eastern Provinces.
 The Hon. the Commissioner of the Colony.
 The Hon. the Commissioner of Labour.
 The Hon. the Director of Public Works.
 The Hon. the Director of Agriculture.
 The Hon. the Director of Education.
 The Hon. the Development Secretary.
 The Hon. the Director of Medical Services.
 The Hon. the Financial Secretary.
 The Hon. the Acting Attorney-General.
 His Honour the Chief Commissioner, Eastern Provinces.
 His Honour the Chief Commissioner, Northern Provinces.
 His Honour the Chief Commissioner, Western Provinces.
 The Hon. the Chief Secretary to the Government.

Abstentions

The Honourable the Fourth Member for the Western Provinces.
 The Honourable the Fifth Member for the Eastern Provinces.
 The Honourable the Fifth Member for the Northern Provinces.
 The Honourable the Fourth Member for the Eastern Provinces.
 The Honourable the Third Member for the Eastern Provinces.
 The Honourable the Second Member for the Eastern Provinces.
 The Honourable the Emir of Abuja.
 The Honourable the Oni of Ife.
 The Honourable the Emir of Gwandu.
 The Honourable the Second Member for the Western Provinces.
 The Honourable the First Member for the Western Provinces.

Ayes	...	...	...	...	3
Noes	...	...	...	...	23
Abstentions	...	...	...	...	11

His Excellency :

The "Noes" have it.

[Dr the Hon. F. A. Ibiam]

[Motion]

The Fourth Member for the Eastern Provinces (Dr the Hon. F. A. Ibiam, O.B.E.):

Your Excellency, I beg leave to withdraw the motion standing in my name as follows:—

“ Be it resolved:

“ That the privilege previously enjoyed by the
 “ Missionary Voluntary Agencies of exemption
 “ from Income Tax on profits made from Book-
 “ shops sales be restored until such time as the
 “ proposed scheme for Grants-in-Aid to the
 “ Voluntary Agencies' Medical Work is actually
 “ in operation.”

When I proposed to move this resolution I did not know then that the grants-in-aid for the medical missions for the year 1949-50 would be paid in arrears. During the course of the debate on the statement of policy moved by the Honourable the Director of Medical Services on the grants to these missions that assurance was given to me. I, therefore, move, Sir, to have the motion withdrawn.

His Excellency:

The question is that the motion is by leave withdrawn.

Agreed.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

Your Excellency, I would like to ask the permission of the House to alter the wording of this motion to read as follows:—

“ Be it resolved:

“ That Sessional Paper No. 28 of 1949 laid on the table
 “ of the Legislative Council last year entitled
 “ ‘ Statement of the Conclusion of the Government
 “ on the Report of the Commission on the Private
 “ Practice of Medicine and Surgery by Officers of
 “ the Department of Medical Services, Nigeria ’,
 “ be referred to this House for debate.”

The Hon. the Chief Secretary to the Government:

I suggest the Honourable Member suggests this alteration for a debate at a subsequent meeting.

His Excellency:

Would it be the pleasure of the Council if the motion were amended in the terms proposed; that is, instead of moving the rejection, the contents of the paper be referred to this House for debate at some subsequent date.

Agreed.

[Dr the Hon. N. Azikiwe]

[Motion]

The Second Lagos Member (Dr the Hon. N. Azikiwe):

Your Excellency, I rise to move the motion standing in my name. In doing so I beg leave of the House to make a minor amendment, and that is: instead of the words "documents presented to" please read "official reports presented to and public documents received from". So that the motion will read:

"Be it resolved:

"That official reports presented to, and public
 "documents received from, the Trusteeship
 "Council of the United Nations in respect of the
 "administration of the Cameroons under United
 "Kingdom Trusteeship be laid on the table of this
 "Honourable House from time to time."

Before speaking to this motion

His Excellency:

I think it would be useful if we got the view of the House on the amendment.

The question is the terms of the motion be amended as described.

Agreed.

The Second Lagos Member (Dr the Hon. N. Azikiwe):

I would say, before speaking to the motion, that after I had given notice of same I received an official report of the administering authority to the United Nations in connection with the Cameroons under the United Kingdom Trusteeship, and I was also informed that the documents would be available from time to time. I should have asked for the permission of this House to withdraw this motion but there are one or two points I wish to emphasise so that Government should give me the information I require.

It will be noticed that there have been very few references to the Cameroons under United Kingdom Trusteeship in the course of our deliberations this session. This may be due to the nature of our constitution, where the Cameroons, unfortunately, is represented in the Regional Houses but has no direct representation here. There have been references, of course, in Your Excellency's speech on the general conditions of the country but I have in mind major discussions affecting the Cameroons. Therefore, I feel that this motion presents an opportunity to let the outside world know that the Cameroons is still alive and not dead.

Reports are presented regularly to the United Nations from the administering authority and public documents are also sent to the

[Dr the Hon. N. Azikiwe]

[Motion]

administering authority from the United Nations from time to time. As a member of this House, I am interested in knowing what goes on in the Cameroons and I would like to know what is contained in these reports of the United Nations and the public documents issued. In view of recent events in this territory I should be most obliged if Government would give the information in order to let this House know how the administering authority is discharging its obligations in view of the conclusions reached, and the recommendations made, by the Trusteeship Council of the United Nations during its fourth and fifth sessions in 1948. I would like the Government to answer the following questions:

- (1) Has the administering authority taken steps towards budgetary autonomy for the territory?
- (2) Has the administering authority considered the possibility of giving distinct representation to the territory in the executive and Legislative Councils?
- (3) Has the administering authority considered the possibility of establishing, as soon as possible, such democratic reforms as will eventually give the indigenous inhabitants of the territory the right of suffrage and an increasing degree of participation in the executive, legislature and judicial organs of government preparatory to self-government or independence?
- (4) Has the administering authority taken effective steps to ensure that the Cameroons Development Corporation is working for the benefit of the indigenous population?
- (5) Has the administering authority taken appropriate measures to establish wages at a level which would not only enable workers to meet the expenses of every-day life but would also raise progressively their standard of living?
- (6) Has the administering authority abolished:
 - (1) corporal punishment;
 - (2) deportation of indigenous inhabitants from the territory;
 - (3) increased the number of medical practitioners and other trained personnel, to provide for the health needs of the indigenous population;
 - (4) increased the budgetary allocations for educational requirements and other cultural needs?
- (7) Has the administering authority made earnest effort:
 - (1) to develop through educational channels the various indigenous cultures of the population;
 - (2) to develop and increase educational facilities and to devise ways and means to make education as

[Dr the Hon. N. Azikiwe]

[Motion]

inexpensive as possible as to make primary education eventually free?

I submit, Sir, that this House should be well informed also about the Visiting Mission of the Trusteeship Council to the Cameroons to study conditions in that country. As may be known, the Mission arrived in Nigeria last November, and was directed to observe the political, economic, social and educational conditions in the Trust Territory of the Cameroons and its progress towards self-government or independence. It was also charged to ascertain the efforts of the Administering Authority to achieve these and other basic objectives of the Trusteeship system. The Mission was instructed to give attention to issues raised in connection with the annual report on the territory and in particular to the petition relating to the question of the Bakweri Land Committee's prayer regarding the alienation of native lands in the Cameroons under United Kingdom Trusteeship. The Mission was further authorized to accept, receive and investigate on the spot any petitions which it considers of sufficient importance to warrant a special investigation. After all, the Cameroons form an integral portion of our territory—Bornu, Adamawa, and Benue Provinces are interested for obvious reasons. I am of the opinion, therefore, that the affairs of the Cameroons are of interest to the Honourable Members of this House.

Sir, I beg to move.

The First Lagos Member (Dr the Hon. I. Olorun-Nimbe):

Sir, I beg to second.

The Hon. the Chief Secretary to the Government:

I doubt my ability to answer in full the many questions which the Honourable Member has put without notice, but I would like to endeavour to reply, if I may, on one or two points as well as I can without reference to figures or to documents.

First of all, we welcome the motion, although I would prefer that if an amendment were made it should be put somewhat differently.

It would not be possible to give any promise that all documents received from Lake Success will be referred to this Council. If all such documents received in a year were placed in this room no Honourable Member would be able to enter the room. But I understand the sense of the Honourable Member and such documents as the report of the Visiting Mission I can give an assurance, will be provided.

I must refer to some of the other questions put by the Honourable Member quickly. The first point to make is, as all Honourable Members know, that the Cameroons under British Trusteeship are administered as a part of Nigeria. It is therefore not possible to

[C.S.G.]

[Motion]

show exact figures for the Cameroons alone, but every effort is being made year by year to provide separate figures in order to give as clear a picture as possible of progress in the Cameroons.

The main two questions put were constitutional questions, regarding the position of the Cameroons in relation to constitutional advance in Nigeria. The Honourable Member is, of course, aware of the recommendation made by the Ibadan Conference that at least two representatives of the Cameroons should sit in the Central Legislature in future and that there should be at least one member from the Cameroons in the Central Executive.

Next, with regard to the Cameroons Development Corporation, Nigerian representation on that Corporation has been increased and will be still further increased. The Honourable Member may know that the profits of the Cameroons Development Corporation enabled a grant to be made, something like £50,000, last year for the general benefit of the people of Cameroons. The Cameroons Development Corporation, after taking over the properties from the Custodian of Enemy Property, had a difficult task of agricultural rehabilitation on which it had to concentrate most of its effort, but that first stage is now mainly over. Excellent preliminary work has been done and now it is possible for the Corporation to direct more and more of its attention to the welfare of the people for which it was established. The Corporation was created to ensure that the whole enterprise was undertaken for the people of the Cameroons and that any profits should go back to the people of the area. A good start has been made and increasing benefits will be apparent.

With regard to wages, a recent increase has been made and, even more important, improved arrangements have been for distribution of the consumer goods.

I am not able to speak offhand on the question asked about corporal punishment but I feel sure that enquiry will show that there are no abuses which can be regarded as serious.

On the other matters raised it would not be possible to reply usefully without reference to the figures. The object is to increase the medical and educational facilities in the Trusteeship Territory just as we are making a major effort with regard to medical facilities and educational facilities in Nigeria, and I am sure when the Honourable Member sees the next annual report he will recognise that very considerable progress is being made in all parts of the territory. I shall gladly arrange for the annual reports of His Majesty's Government on the Trust Territory to be laid on the table of this House. I will also see, as soon as it is available, that the report of the Visiting Mission is laid on the table of this House and all other important documents received from the Trusteeship Council.

[H.E. the Governor]

[Motion]

His Excellency:

Does the Honourable Member wish to reply?

The Second Lagos Member (Dr the Hon. N. Azikiwe):

I am grateful to the Honourable the Chief Secretary for the information supplied to the questionnaire which I made when I moved the motion and I also appreciate his assurance that these documents will be laid on the table of this House from time to time; and I look forward to seeing the reports.

His Excellency:

The question is in terms of the motion as amended.

Motion adopted.

* * * * *

His Excellency:

That concludes the business on our Order Paper. I am not certain whether there were one or two motions of which notice has only recently been given, but if such matters remain it might be advisable to take them at our next meeting. May I consult Honourable Members on that point—matters of which notice has only recently been given—would it be agreeable to Council if we debated them at the next meeting.

Agreed.

One last word. Would Honourable Members stay for five minutes or not more than ten minutes, in their capacity as members of the Nigerian Branch of the Commonwealth Parliamentary Association, to complete the business outstanding.

The Hon. the Chief Secretary to the Government:

We are anxious to have a short meeting of the Finance Committee before we separate and it is for Honourable Members to say whether they prefer to hold it this afternoon at 4.30 or possibly tomorrow morning at 10 a.m. The only matter we wish to raise is the question of the building of a new Legislative Chamber in Lagos and I do not think that it need take us very long to reach a final decision on that. I would like to know whether members would prefer it today or tomorrow morning?

The Member for the Colony (The Rev. & Hon. T. A. J. Ogunbiyi, O.B.E.):

I think we are closing the Session and because I think that Your Excellency will not be attending our Finance meeting tomorrow morning, I therefore rise to seize this opportunity to thank His Honour the Chief Commissioner, Eastern Provinces and Mrs Pyke-Knott, as also Commander Johnson, for the reception they have given us. We have really enjoyed our time here. The climate is better certainly than we felt elsewhere.

[Hon. T. A. J. Ogunbiyi]

[Business of the Council]

I should like to extend our appreciation and thanks to those who have made it comfortable for us, especially the amenities we enjoyed while staying in the Eastern Provinces, as also to the lady stenographers and to the Manageress of the Catering Rest House for her efficiency. We all appreciated it and everybody is quite satisfied with the food and the arrangements for all, and I would also thank the Chief Secretary and the Financial Secretary, the Attorney-General and last but not least the Clerk of the Council and his Assistant and all official members. We thank them all.

His Excellency :

The question is whether we sit tomorrow. The Finance Committee or such members as are able to meet will sit tomorrow morning.

The Council now adjourns.

ADJOURNMENT

Council adjourned sine die at 1.15 p.m.

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Com. S.	= Committee Stage
Comm.	= Committee, Commissioner
LegCo.	= Legislative Council
S. Com.	= Select Committee
W.A.	= West African
F. Committee	= Finance Committee
U.A.C.	= United Africa Company
P.W.D.	= Public Works Department
P.R.O.	= Public Relations Office
Dept.	= Department
C.D. & W.	= Colonial Development and Welfare
L.T.C.	= Lagos Town Council
C.S.G.	= Chief Secretary to the Government
C.O.L.A.	= Cost of Living Allowance

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