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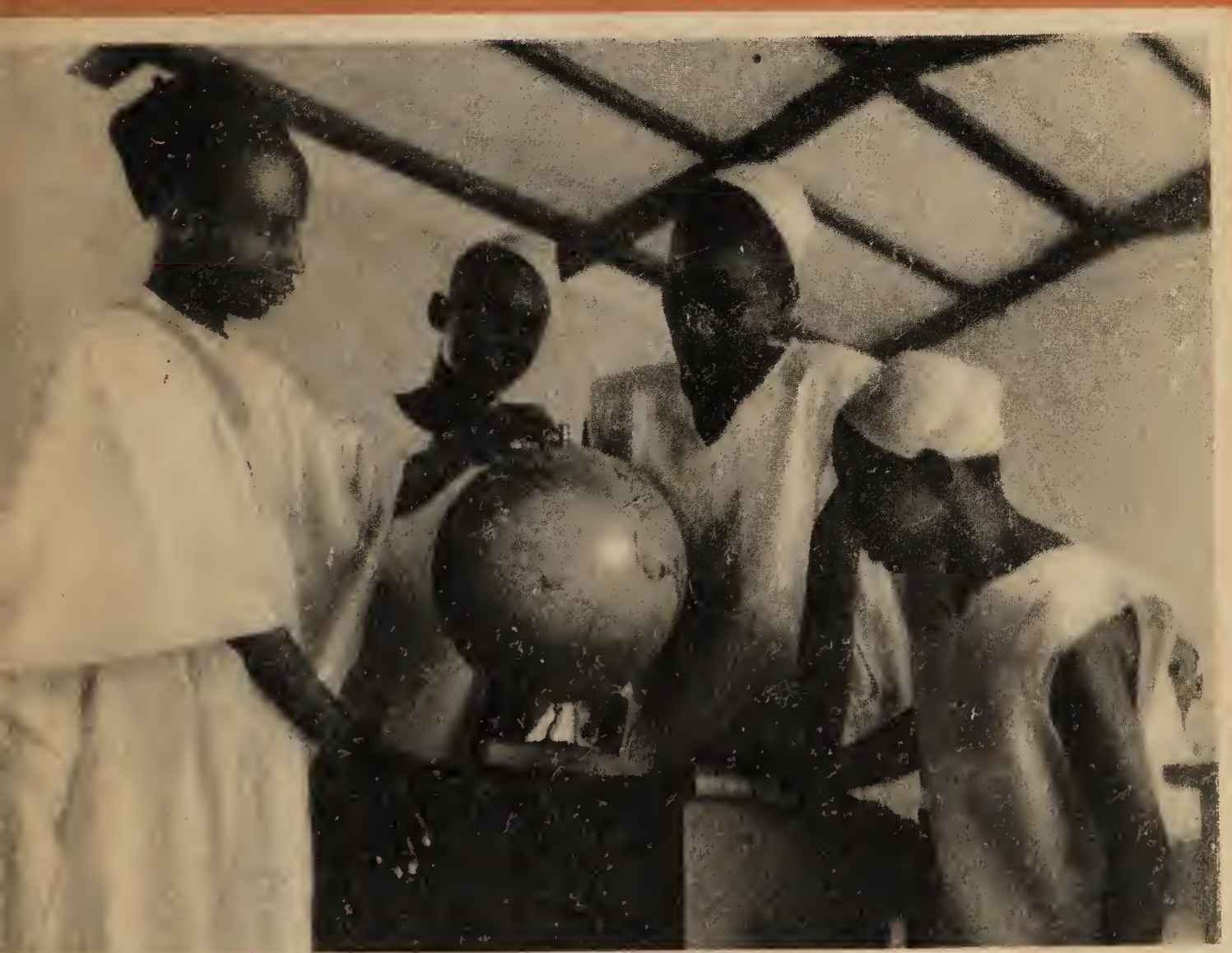
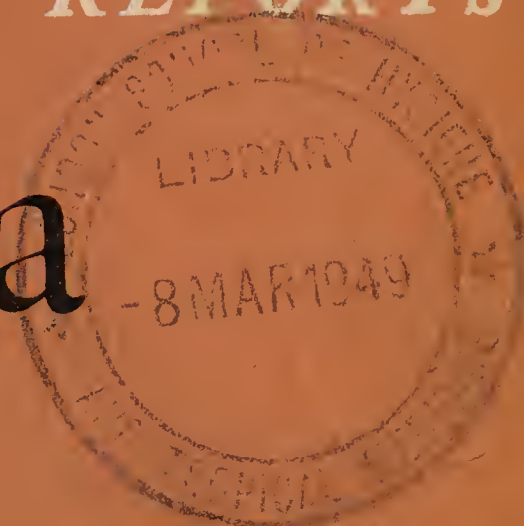
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COLONIAL ANNUAL REPORTS

Nigeria

1947



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THE SERIES OF COLONIAL ANNUAL REPORTS which was re-introduced for the year 1946 (after suspension in 1940) is being continued with those relating to 1947.

It is anticipated that the Colonies and Protectorates for which 1947 Reports are being published will, with some additions, be the same as for the previous year (see list on cover page 3).

ANNUAL REPORT ON NIGERIA

FOR THE YEAR

1947

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The cover illustration shows a geography lesson
in progress at the Middle School, Bauchi.



PART I

(a) Review of the Year 1947

ON 1st January, 1947, the new Nigerian constitution came into being. Inaugural meetings of the Regional Houses of Assembly and the House of Chiefs were followed in March by the Budget Session of the Legislative Council, at which for the first time representatives of all parts of Nigeria, selected from among their own number by the unofficial members of the Regional Houses, met together to discuss their common business; for the first time, also, the Council comprised an unofficial majority. Following upon messages of goodwill from His Majesty the King and from the Secretary of State for the Colonies, His Excellency the Governor, Sir Arthur Richards, G.C.M.G., welcomed the new members and stressed the need for them to work together in friendly co-operation. The new constitution, he said, was designed to encourage the sense of unified interest beyond the realm of tribal jealousies, and to provide the training for ever swifter advances towards self-government; but, to quote the words of an American President of a generation ago, "The ability of a people to govern themselves is not easily attained. History is filled with the failures of popular government. It cannot be learned from books; it is not a matter of eloquent phrases. Liberty, freedom, independence are not mere words, the repetition of which brings fulfilment. They demand long, arduous, self-sacrificing preparation".

In December the Regional Houses held their own Budget Sessions, each Region having been allocated a share of revenue (the three amounting to a sum of £7,110,570). Both here and in the consideration of proposed legislation the unofficial members brought constructive criticism to bear, raising questions of general as well as of local interest, and a high standard of debate was maintained.

Foundation stones of the Lugard Memorial Council Chamber at Kaduna were laid in July by His Excellency the Governor and the Sultan of Sokoto, Sir Abubakar, K.B.E., on the site selected a generation ago by Lord Lugard for the Legislative Council Chamber, had his proposal to move the capital to Kaduna been effected.

A similar ceremony marked the foundation of the Eastern House of Assembly building at Enugu in December. These buildings will provide meeting places both for the Regional Houses and also for the Legislative Council on its periodic visits to the provinces.

The end of the financial year 1946-47 showed a revenue surplus of £655,000 with a general revenue balance of £8,050,000 at 31st March, 1947. Total revenue for the year amounted to £14,041,404 (£12,851,118 in 1945-46) thus continuing the annual increase of £1 million since the

1939-40 figure of £5,855,000. With an approved estimate of £16,166,000 for 1947-48 the increase rises to over £2 million. The largest contribution to this amount comes from customs and excise whose receipts have risen from £2½ million in 1939-40 to £7 million in 1946-47 and an estimated £8½ million for 1947-48; this figure, which includes excise duty of over £1 million on manufactured cigarettes, should soon be increased as a result of extensions to the British American Tobacco Company's premises and the erection of Nigeria's first brewery. The other main item of revenue, direct taxes, rose from £1 million in 1939-40 to £2½ million in 1946-47, of which income tax levied on non-natives, companies and residents in Lagos township accounted for £90,000 in 1939-40 and £2 million in 1946-47, the remainder being the share of direct taxes retained by Government after deduction of the amounts which are granted to Native Administrations. An arrangement was negotiated during the year with H.M. Government for the avoidance of double taxation, whereby a British trading concern, for instance, will bear the full rate of Nigerian companies tax on its profits and the burden of relieving the resultant double taxation will be borne by the United Kingdom.

In the Northern Provinces the financial position of Native Treasuries was reflected in the transfer of a further £550,000 to reserves, which thus reached the unprecedented total of £3,440,000.

Revenue amounted to £2,590,000, an increase of £300,000 on the previous year, due principally to increased rates of tax.

While world interest in groundnut production was centred on mechanised schemes in Tanganyika, the northern Nigerian peasant farmer continued to contribute with his hoe to Europe's fat ration, producing 322,699 tons of decorticated nuts during the 1946-47 season. Shortage of locomotives and wagons resulted in 92,000 tons lying still unrailed at Kano when the 1947-48 buying season opened. Long-term schemes for mechanised development of sparsely populated areas in the north were already under consideration by a Commission which, headed by Mr. G. F. Clay, C.M.G., Agricultural Adviser to the Secretary of State for the Colonies and formerly Assistant Director of Agriculture in northern Nigeria, made an aerial survey in the north in June. Ground surveys over two areas, in the Bornu and Niger Provinces, were made by a team comprising members of the Administrative, Geological, Forestry and Survey Departments under the direction of an Agricultural Chemist; the survey of a third area, in the Shendam Division of the Plateau Province, will follow. The price of groundnuts at railhead was increased from £12 to £16 per ton for the 1946-47 season.

Production of oil-fats in the south also had a good year, with 154,469 tons of graded palm oil exported, as against 121,893 tons in 1946, and a rise in price from £16 16s. 6d. to £25 6s. 6d. per ton (Grade I oil at Lagos), while palm kernel exports showed an increase of 14,118 tons over 1946 with 319,373 tons graded, the price rising in February from £11 15s. to £16 15s. per ton at port of shipment.

West African cocoa marketing arrangements also aroused the interest of the British and American public during 1947. While the chief attention was focussed on the Gold Coast, in Nigeria a Cocoa Marketing Board

was established with powers to control the price, purchasing and marketing of cocoa and to enter into arrangements for the purpose with the Government of any country or any person in any country. Two of the five members of the Board are Nigerians.

The Department of Commerce and Industries act as the executive agent of the Board. The basic port price for Grade I cocoa was raised from £50 per ton in 1946-47 to £62 10s. for 1947-48, while export production rose from 100,700 tons in 1945-46 to 108,000 in 1946-47.

The Department of Statistics figured in the Estimates of Nigeria for the first time in 1947-48. It has assumed responsibility for the Blue Book and other statistical reports required by the Colonial Office and international bodies, relieving the Customs and Inland Revenue Departments of their statistical work, and is investigating retail prices of food-stuffs at markets throughout the country. It will proceed to study retail and wholesale price indices, cost of living indices and family budgets, retail and wholesale margins and costs, and internal trade routing and marketing. Its work has been severely hampered owing to the difficulty of obtaining senior staff.

The Lands Department, combined since 1934 with the Survey Department, became a separate Department again as from 1st April with wide functions, one of the most important being the collection and correlation of data on African land tenure.

Educational development is marked by the publication of a Memorandum on Educational Policy in Nigeria (Sessional Paper No. 20 of 1947). This most important paper, on which the educational development plan is based, describes the present and proposed future organisation of primary, secondary and higher education under the management of Government, the Native Administrations and the voluntary agencies, from a financial as well as an administrative aspect. It goes on to discuss agricultural, technical and religious education, the special requirements of girls and of adults, the recruitment and training of teachers, the language problem and Mohammedan and Arabic studies. It also lays stress on the responsibility of schools for the health and nutrition of their pupils and for their general social welfare.

An outstanding event was the settlement of salary scales for non-Government teachers, a problem given urgency when new scales for Government teachers became operative. A committee representing Government, the voluntary agencies, and the Nigeria Union of Teachers agreed upon a scale of salaries and Government arranged for the payment of grants to previously "unassisted" schools so that the voluntary agencies could pay the new rates of salary in all their schools.

The Principal of the new University College at Ibadan, Dr. Kenneth Mellanby, took up his duties in October and the buildings formerly occupied by the 56th General Hospital were adapted as a temporary home for the College. The staff, students and equipment of the Higher College, Yaba, have been transferred to these buildings and it is expected that the first degree students will be admitted in October, 1948. Into the new University College will flow the most promising pupils of the

secondary schools; from it will come a steady stream of qualified men and women able to assist in the development of the country.

Technical education made good progress, with the opening of the Technical Institute at Yaba in October with 88 trainee mechanics and carpenters and 114 students attending evening technical courses. At Yaba Trade Centre, hostels were built to accommodate 96 apprentices to be trained as cabinet-makers, wood-machinists and carpenters. At Kaduna Trade Centre, opened in 1946, a mechanical engineering shop is being built, and at Enugu the Trade Training School for Ex-servicemen was opened in February with courses for about 200 men as vehicle fitters, general fitters, carpenters, masons and electricians.

Progress in the Mohammedan north included the adaptation of the buildings formerly occupied by the American Air Force as a girls' training centre, which was opened in July with 86 girls from various provinces of the northern region. Five mass education campaigns are now in progress in rural areas in the north and five in the south. In each of these areas, comprising some 80,000 people, nearly every village has an adult education centre run by a village committee. These campaigns are assisted by the production of primers and cheap literature in half a dozen languages, the demand often outstripping the supply. Also three vernacular news sheets were produced locally in campaign areas.

During 1947 the Safe Mining Regulations and the Tin (Production and Export Restriction) Ordinance were amended, and the tin-mining industry has now returned to planned prospecting in an endeavour to replace ore reserves seriously depleted by the intensive production of the war years. The prohibition of general prospecting for gold was also raised. Uncertainty regarding the effects of the provisions of the new Minerals Ordinance for restoration of mined areas on the Plateau, coupled with a strike in the industry in May and the shortage and high cost of plant and machinery, contributed to a continued decline in cassiterite production despite the increase of the London price of tin from £380 10s. per ton in January to £500 per ton in December. The year's output of cassiterite, 12,597 tons, went to the British Ministry of Supply, while most of the columbite, 1,286 tons, went as usual to the United States. Of 2,503 oz. of gold produced, 414 oz. went to Britain and the remainder was sold to licensed goldsmiths in Nigeria.

Considerable attention has been given during the year to the examination and mapping of the black coals of the Enugu escarpment and of the lignites in the Benin and Onitsha Provinces. This work is being done in co-operation with a team of technicians from the Powell Duffryn Research Services Limited, coal-mining being a Government monopoly. Many samples have been collected for analysis in the Powell Duffryn Laboratory in London. Output for 1947 was 581,528 tons, a decrease of 56,718 tons on 1946 being due partly to the inability of the railway to move the tonnage produced and partly to labour troubles at the end of the year. About one-third of the output was exported, mainly to other British West African Colonies. Mechanisation of the mines is limited by the slow arrival of equipment, but Arcwall coal cutters and electric drilling equipment have arrived and are now in use. The new Valley Road

Housing Scheme was completed and the houses occupied during the year.

In February a highly successful Scout Jamboree was held in Lagos, attended by over one thousand scouts from all over West Africa. Unfortunately, owing to transport difficulties, the contingents from the French Cameroons and French Equatorial Africa were unable to attend, but the French Empire was represented by a troop from Dahomey. The Jamboree was presided over by Lord Rowallan, the Empire Chief Scout.

With the opening by B.O.A.C. on 1st September of a new air service from Heathrow to Kano, Lagos and Accra, the traveller can now reach Nigeria from London in the short space of fifteen hours. The service operates six times weekly by "Halton" aircraft. Kano has become an important international airport, being also used by Sabena Airways with five services weekly from Brussels, by Air France with two services from Paris and feeder services to Dakar and Fort Lamy, and by K.L.M. with two services from Amsterdam, as well as by various charter companies en route to South and Central Africa. The Nigerian Air Service, which runs twice weekly on the route Lagos-Port Harcourt-Enugu-Jos-Kano, will shortly be replaced by the newly-formed West African Airways Corporation, which already operates a service Lagos-Benin-Port Harcourt-Calabar-Enugu-Tiko and will soon open services from Kano to Lagos (via Jos, Kaduna, Ilorin, Ibadan), from Kano to Yola (via Potiskum, Maiduguri), and later a circular service Kano-Gusau-Sokoto-Katsina-Kano. All these will be operated by De Havilland "Dove" aircraft. Meanwhile sea communications are improved by the coming into service of Elder Dempster Lines' new motor vessel, the *Accra*, to be joined early in 1948 by a sister ship, the *Apapa*.

With the introduction of the new constitution, the year 1947 has brought important political advance. In the economic and social spheres progress has not been as rapid as Nigeria had hoped but preparations have been made for early developments of first importance, particularly in the fields of education, production and marketing.

On 14th October, Lord Milverton, on whom a barony had been conferred in the King's Birthday Honours, sailed from Lagos on leave prior to retirement from the office of Governor and Commander-in-Chief of Nigeria which he had held since December, 1943.

PART I

(b) Development and Welfare

SHORTAGES of staff and equipment, due to circumstances over which the Government has no control, have severely handicapped the implementation of the Ten-Year Plan of Development and Welfare for Nigeria, with the result that although expenditure on the Plan should have amounted to nearly £8 million by the end of March, 1948, it is likely to fall short of that figure by approximately £3¼ million. Those who hailed the making of the Plan with such high hopes two years ago are plainly and naturally disappointed by the slow rate of progress, particularly with schemes requiring heavy engineering equipment. The Native Authorities and responsible members of the community, however, generally appreciate the reasons for the delay and realise that the Plan is bearing fruit, albeit not as speedily or as plentifully as they could wish, while evidence that interest is being maintained and that disappointment is not giving way to discouragement was provided by the questions asked at the Budget Sessions of the Legislative Council and of the House of Chiefs and Regional Houses of Assembly.

The establishment of Provincial Development Committees with wide representation of local interests both official and unofficial, and the inception under the auspices of Native Authorities of schemes, financed from Native Authority funds, for rural improvement, agricultural extension, rural health, mass education, and the development of local industries have all been of value, not only in themselves, but also in maintaining interest and encouraging initiative and a spirit of self-help and co-operation.

INDIVIDUAL SCHEMES

Agricultural Development

Implementation of the programme in 1947 was seriously delayed by difficulty in recruiting staff, but work proceeded on the establishment of experimental farms at Yola and Maiduguri, a Poultry Development Centre at Oyo and a drainage and irrigation scheme at Bida. At Ilorin and Oyo, research into cattle disease is being undertaken with a view to investigating the resistance of certain types of cattle to trypanosomiasis. In addition, liming demonstrations and fertiliser trials were carried out in the Eastern Provinces, and experimental work on chinchona and an investigation into the economic possibilities of the nipa palm continued on a reduced scale.

Anti-malaria Measures, Lagos

This scheme, which was started in 1943 for the drainage and reclamation of swamps in and around the Lagos township area, was successfully completed. It entailed the construction of many miles of bunds, of more than 100 miles of drains, and of 22 tide gates.

Bamenda-Cross River-Calabar Scheme

This scheme is an experiment in the settlement of farmers from the over-populated areas of the Eastern Provinces upon the under-populated land of Ejagham in the Oban Hills area of the Calabar Province. The economics of the settlement will depend mainly on the oil palm; 1,000 acres will be planted by June, 1949, and it is proposed to establish a Pioneer Oil Mill in the area in due course.

This experiment is the first of its kind in Nigeria and, despite a difficult beginning, satisfactory progress was made during the year. Land which had never before been cultivated and on which a communal farm had been established to provide food in a foodless country is now yielding crops for the first time; timber has been exploited from the forests; oil palms, certainly not farmed for many years, are now yielding oil and kernels; and white lime is being produced locally.

Building Programme for Development

Once again lack of staff, acute shortage of building materials and the extensive building programme to which the Public Works Department was already committed caused results to fall short of what had been hoped, but substantial progress was made considering the adverse conditions.

Development Officers

Out of a total approved establishment of 100, 65 officers had been appointed and assumed duty in Nigeria by the end of the year under review. Of these, 26 were posted to the Northern Provinces, 15 to the Eastern Provinces, 11 to the Western Provinces and 13 to the Colony in connection with various schemes. These officers sometimes relieved Administrative or Technical Officers of their routine duties, thus freeing the latter for work in connection with the planning or the execution of development schemes, or undertook subordinate work in connection with local planning or the execution of development schemes on a village or small regional basis.

Development of Technical Education

Good progress was made with the buildings at the Trade Centres at Kaduna and Lagos and a satisfactory number was completed. By the end of the year a start had been made on arrangements for the reception, early in 1948, of the first group of trainees at the Lagos Centre. At the Technical Institute construction of new buildings and adaptation of existing ones was put in hand. Day continuation courses for apprentices of the Nigerian Railway and two commercial firms, and evening preparatory

trade courses were commenced and were marked by the enthusiasm of the trainees.

University College, Ibadan

During the year free grants amounting to £145,950 were made under the Colonial Development and Welfare Act to defray the cost of the salaries of the Principal and of his secretariat staff and also the cost of certain of the buildings. It was thus possible to convert the buildings of a former Army hospital for temporary occupation by the University College pending the erection of permanent buildings. Arrangements were made for the transfer to Ibadan of pupils from the Yaba Higher College in time for the opening of the University College in January, 1948.

Electricity Development

Progress was delayed by the resignation of the engineer in charge of construction and by difficulties in recruiting staff and obtaining materials. In the Northern Provinces constructional work on the Maiduguri scheme was commenced with such materials as could be made available locally, and equipment was ordered for the Bukuru and Sokoto Electricity Projects. In the Eastern Provinces investigations into the Abakaliki and Aba projects were carried out and equipment for the former was ordered. Delivery of plant for an extension to the Port Harcourt power station commenced and plant for a second extension was ordered. In addition, orders were placed for equipment for two hydro-electric schemes, one to supply Onitsha town, the other to supply the Buea, Bota, Tiko and Victoria areas in the Cameroons. In the Colony delivery of new plant for the Lagos power station commenced and it is hoped to complete erection during the coming financial year. The laying of an underground cable to Iju waterworks was completed and the erection of an overhead distribution system for the town of Agege was started.

Forestry Development

The object is to establish a proper forest estate throughout Nigeria in such a way that each reserve may in due course be handed over to the appropriate Native Authority as a going concern. The Benin Forests are now under complete felling control and a considerable area of reserves in Benin and Ondo Provinces has been demarcated. In the Northern Provinces the first forest saw-mill was established by a private operator in the Jemaa Forest, and a small portable mill was set up in Zaria Province to test the possibility of producing small size sawn timber from the poor savannah forests which cover a large part of Nigeria and are at present idle. In addition, further forest reserves were demarcated and a woodland reconnaissance was completed in various areas of the Plateau Province.

The limiting factor in carrying out the programme is the shortage of suitably trained staff in all branches of the service. Work on an extension to the Forest School buildings was started during the year, however, and it is hoped that this will enable the deficiencies in the Junior Service to be made good.

Gaskiya Corporation

The buildings were completed and all the machinery was installed except for the process engraving plant, certain parts of which had not arrived. The training of staff proceeded concurrently with the erection of machinery and the scheme is now well under way. The newspaper *Gaskiya Ta Fi Kwabo* was first printed on its own press in April, and in the last quarter of the year a number of pamphlets were printed for the Mass Education Scheme, and the type was set for three books to be published early in 1948. The Press also undertook on behalf of the Government the printing of the Northern Provinces Regional Estimates, the Annual Report on the Accountant-General's Department and various memoranda in Hausa required for the Budget Session of the House of Chiefs.

Leprosy Control Scheme

The vacancy caused by the resignation of the Senior Leprosy Officer was not filled and there was a shortage of Nursing Sisters and Leprosy Control Officers. The work in all settlements was maintained during the year but the number of applications for admission far exceeded the accommodation available. Towards the end of the year the British Empire Leprosy Relief Association Research Unit was established at Uzuakoli in the Owerri Province.

Medical and Health Services

The scheme provides for the organisation of hospital services, mass treatment of epidemic and endemic diseases by mobile epidemic units and the setting up of rural health centres as well as for the training of the necessary staff. The programme was seriously held up by difficulties in recruiting staff and shortages of building materials, but progress was made.

The School for Sanitary Inspectors at Aba and the hospital at Abakaliki were completed, while work was commenced on expansion of the hospital at Akure and on the training school for the Epidemic Team at Makurdi. Two Field Units started work on mass health surveys and treatment of and protection against epidemic and endemic diseases in the Benue and Cameroons Provinces.

Road Development

During the year, 133 miles of trunk roads and 159 miles of feeder roads were completed while 30 miles of roads were bituminous-surfaced. A considerable amount of work was carried out on improvements to existing roads, such as permanent bridging and culverting, and preparations for the design of five large bridges were completed.

Textile Development

Two Textile Centres were opened in the Western Provinces and a third is expected to be in operation early in 1948. One of the centres produced much of the equipment required for the remaining seven

envisaged in the Development Plan. The principal work of the centres is the training of spinners, weavers and dyers in modern methods of production, including methodical planning and costing: in addition, however, they will produce equipment for distribution to trainees at reasonable prices. Demonstrations of spinning and weaving were given in the Northern and Western Provinces. A certain amount of research, undertaken with a view to increasing production on broad looms, resulted in various components being devised sufficiently simple in form to be easily copied by local blacksmiths and carpenters. Progress was in general encouraging and there is no doubt that considerable interest has been aroused. Enquiries at Textile Centres indicate that local business men with money to invest are interested in the possibility of using power-driven looms and eight such looms are actually operating in Lagos.

Town Planning and Village Reconstruction

An encouraging sign has been the willingness of the villagers to cooperate voluntarily in village reconstruction, particularly in the Northern Provinces where numerous rural development schemes are in progress. A good example of such a scheme is afforded by the work going on at Biliri in the Tangale-Waja area of the Bauchi Province. Soil erosion, epidemics due to overcrowding, and inadequate water supplies had already begun to drive the people from the steep hillsides to the plain. It was, therefore, not difficult to organise the movement of population and to establish a balanced rural economy. Six villages have been established and 1,200 compounds laid out. Of the numerous other schemes in progress, those at Jiwa, Gulu and Doko in the Niger Province are worthy of mention. At Port Harcourt, in the Eastern Provinces, town planning on a large scale was undertaken. A Town Planning Authority was appointed and has the services of a Development Officer to assist in the planning and implementation of schemes. Good progress was made during the year under review: two planning schemes designed to alleviate the acute housing shortage were prepared and put in hand, and preparation of others was commenced.

Veterinary Development

This is a large-scale programme for the general development of the livestock industry and embraces research into and treatment of animal diseases, large-scale immunisation, livestock improvement and the study of the types of animal best suited to the various parts of the country. Provision is also made for general investigation work and economic surveys with a view to raising the standards of flaying and drying hides and skins for export. Much of the work is highly technical and depends on the availability of first-class research workers, but a certain amount of progress was achieved, particularly in the establishment of Livestock Improvement Centres and Immunisation Centres; of the latter three are now complete and a fourth is under construction.

Rural Water Supplies

More equipment became available during the year and it was possible to commence drilling operations with three rigs. Three hundred and seventy-nine new wells were completed, 80 tanks were erected and 58 dams, catchment areas and other miscellaneous minor schemes were completed. In addition 11 bore-holes were sunk in the Bauchi, Bornu and Kano Provinces and two river-bed test bores were sunk at Maiduguri.

Urban Water Supplies

Consulting engineers prepared schemes for Ilorin and Iwo and commenced investigations for Offa, Ilesha and Ikirun. Good progress was made on the schemes for Minna and Warri, and investigations for a hydro-electric and water scheme at Onitsha were carried out. Work was commenced on the Sokoto Scheme and on the extension to Jos water-works. Investigations or actual construction were commenced on a further seven schemes.

General

Substantial financial provision was made for schemes for forestry, general education, marine and telecommunications development, but little could be achieved during the year owing to difficulties in obtaining staff and equipment. Some progress, however, was made under the Building Programme Scheme with the buildings required for these schemes.

Work continued as in former years on the schemes for fisheries development, soil conservation and social welfare. In addition the following schemes continued in operation: mission advisers on education, the Oil Palm Research Station, mineral resources research, and pathological and physiological research.

Towards the end of the year under review the Director of the West African Institute of Trypanosomiasis Research was appointed. The sites for the two main centres of the Institute were selected, layout plans were prepared and outline drawings of all the necessary buildings were made.

PART II

Chapter 1: Population

No general census has been undertaken throughout Nigeria since that of April, 1931, when the population was found to be 19,928 171, inclusive of natives of Nigeria, native foreigners and non-natives. Estimates of a varying degree of accuracy can, however, be made from annual returns of tax-payers. These returns have only a limited value as guides to population trends, if only for the reason that women are not subject to direct taxation over large parts of the territory, so that their number, as well as that of children over wide areas, can only be estimated roughly. But it can be safely said that the native population of Nigeria is increasing, the estimated total figure for the last pre-war year being 20,588,840, and those for the years 1943, 1944 and 1945 being 21,329,328, 21,498,674 and 22,023,662 respectively.

The predominant type in the population of Nigeria is that of the "West Coast Negro". As might be expected, this is to be found with greatest uniformity and least dilution in the heavily timbered country of the south-east, where overland migration has always been difficult and unattractive. In the north and west other stocks have mingled with the substratum, and in some regions overlaid it—if, indeed, it was originally present there. The Fulani and Shuwa Arab, for example—the former widely but thinly distributed north of the forest zone, the latter practically confined (in Nigeria) to the neighbourhood of Lake Chad—represent types very far removed from the Negro, and may be roughly described as "Mediterranean" and "Semitic" respectively. It should be added that there are many conflicting theories as to the origin of the Fulani, and that all that is certainly known is that their ancestors spread westwards between the desert and the forest, reaching Bornu from Melle in the fourteenth century, and that they are to be found to-day in scattered communities over the whole of the Western Sudan, from Cape Verde to the Kordofan. Between the extremes represented by pure Fulani, Arab and Tuareg on the one hand and the Forest Ibo on the other there exists a great variety of physical type, language and culture, the result of long and extensive intermingling of immigrant stocks, such as Berber, Bantu and Nilotic Negro, and in all but a few areas it is impossible to draw definite lines of ethnic demarcation.

The term "tribe" is highly misleading as applied to the peoples of Nigeria, inasmuch as most of the groups on which it is commonly conferred lack both self-consciousness and political focus as such, and often include a considerable diversity of ancestral stocks. For descriptive purposes, however, it has been customary to list certain major groups, in

most of which the distinguishing characteristic is language; some of these are localised, and in a few there is physical homogeneity and belief in a single derivation. But neither political nor ethnic ideas should in general be attached to such categories for in Nigeria scientific ethnography is possible only as a product of the closest study and correlation of local histories, traditions and culture, and language is often fallacious as a guide to racial affinities. The strength of the four main linguistic groups as shown by the 1931 census was: Hausa 3,604,016; Ibo 3,172,789; Yoruba 3,166,154 and Fulani 2,025,189. Four other groups—the Kanuri the Ibibio, the Tiv and the Edo—showed census figures varying between 1,000,000 and 500,000, whilst the number of Nupes was shown as 326,017 and that of Ijaws as 156,324.

The Hausa are simply a linguistic group, consisting of those who speak the Hausa language as their mother tongue and do not claim Fulani descent, and include a wide variety of stocks and physical types; the greater part of this group is found in the northern emirates. The Fulani are intermingled with the Hausa, and include all who claim descent (often only in the male line) from the true Fulani stock, which is to-day preserved only amongst the nomadic herdsmen ("Cow Fulani") and a minority of settled communities which have escaped intermarriage with the indigenous people. A majority of those listed as Fulani speaks the Hausa, not the Fulani, language as its mother tongue. The Kanuri, largely localised in the Chad basin, are a linguistic group, but have more physical homogeneity than either of the two already mentioned, and a political focus in the ancient kingdom of Bornu. The Tiv may properly be termed a "tribe", for they form an almost solid block occupying a limited region on the lower Benue, have a conspicuous uniformity of language and physique and believe themselves to represent a fairly recent immigration from the south-east; moreover, they possess the germ of political unity, which is being sedulously fostered under their present administration. The Nupe are partially localised in the valley of the River Niger above its confluence with the Benue, and, like the Hausa, are a linguistic group including various stocks and dialects and, since the Fulani conquest, divided amongst a considerable number of states.

The remaining groups, all linguistic, belong to the Southern Provinces, except a considerable minority of the Yoruba resident in the south-western part of the Northern Provinces. Edo (or "Idu") is the native name for Benin, and has been applied to those who speak the language of that place, the seat of a powerful dynasty which has at one period or another dominated most of the "Edo-speaking people" or their ancestors. None of the other groups mentioned preserves any recent tradition of political unity, and both Ibo and Yoruba, especially the former, include a diversity of physical types, while many Ibo dialects differ so much amongst themselves as to be practically distinct languages. Yoruba, however, is spoken with some uniformity throughout the ancient kingdoms of the south-west, and with the spread of literacy is developing a literature of its own. The Ibo-speaking peoples form an extensive and fairly solid block immediately to the east of the lower course of the Niger, but, like their neighbours, the Ijaw on the south-west and the Ibibio on

the south-east, seem never to have developed any political organisation higher than that of the town or small group of villages.

In addition to the ten listed above, there is a very large number of minor linguistic groups, some comprising tens of thousands of individuals, others limited to single villages. These together account for the balance of 4,683,044 (1931 census) not included in the ten main divisions of the population. Many of these minor groups still vigorously preserve their distinctive languages and customs, but with improved communications there is a growing tendency towards assimilation, particularly in the north by reason of the spread of Islam and the Hausa language. Throughout the greater part of the Northern Provinces Hausa is the language of the markets and trade routes, and, like Swahili in East Africa, but to a more limited extent, is becoming the *lingua franca* of that region.

Whilst the registration of vital statistics is compulsory in certain townships in the Protectorate, and is also undertaken with varying success in a number of Native Administrations in both the Northern and Western Provinces, a fair standard of accuracy has been attained so far only in Lagos where registration has been in operation since 1867. The available Lagos figures indicate that between the two past wars a fall of the death-rate has taken place from 30 per 1,000 to 20 per 1,000, whilst the birth-rate has remained fairly constant at about 24 per 1,000. Infantile mortality fell during the same period from 285 to 123 per 1,000 live births and the percentage of still to live births fell from 5.6 to 3.4.

The only important general population trend which has taken place during the war years has been a steady drift to Lagos and Ibadan and to certain other towns, particularly in the Western Provinces. This was accentuated by heavy demands for labour on military works, but the main reason is undoubtedly the attraction of higher wage rates and increased social amenities in the towns with which, owing to improved communications, the peasant is now becoming increasingly familiar.

The drift to the towns during 1947 was less marked than previously in Lagos as a result of restrictions placed on the registration of workers in order to prevent overcrowding by the influx of people from the provinces seeking work. At the same time certain parts of the Northern Provinces showed a tendency to reverse the drift, with a steady exodus from the "county town" to the country farm.

Some of the pagans of the Bauchi, Adamawa and Plateau Provinces, who for generations have lived clustered together in the remote hilltops to escape the marauding bands of Hausa and Fulani slavers, are at long last moving down from their hills to less cramped and more healthy accommodation on the surrounding plains. In the West Tangale district of Bauchi Province, where the hill population is particularly dense, this movement has been assisted by a carefully planned resettlement scheme supervised by a resident Development Officer.

Chapter 2: Occupations, Wages and Labour Organisation

OCCUPATIONS AND WAGES

Nigeria is still very largely a country of peasant farmers. Although no accurate figures are available showing the numbers actually engaged in the various branches of agriculture, it can safely be stated that the great majority of both the male and female working population are so employed.

This overwhelming predominance of agriculture as the source of livelihood should not, however, be allowed to obscure full appreciation of the growth of wage-earning employment both in Government services, such as the Railway, the Colliery, Public Works and Posts and Telegraphs, and in the service of private firms. There are extensive tin mines in the Plateau Province, a factory producing local cigarettes, one or two soap factories and local weaving enterprises on a small scale. In addition, gold is being won in the Ife-Ilesha district of the Oyo Province and the scientific examination of Nigeria's gold prospects, with a backing of adequate capital, is commencing for the first time as a result of the grant of special exclusive prospecting licences to a number of interested industrial concerns.

As regards the total numbers employed in wage-earning occupation, Government and Native Administrations employ some 135,000 workers, whilst non-Government enterprises employ a further 101,500, making a total of 236,500. These figures are reasonably accurate in respect of employers with 10 or more employees, but there are no records of the employees in smaller business. It is possible therefore that the total number of workmen earning regular wages may be as high as 250,000. Of the figures given above, 68,000 are employed by European firms, 16,000 by Missions, 15,000 by African firms and 2,000 by Syrians, Lebanese and others.

Government is the largest employer of labour in the country. As the Harragin Commission Report did not cover the unestablished and daily paid staff, a committee was appointed by Government to make recommendations for the consolidation of wages and cost-of-living allowances for these employees. The recommendations, which were accepted by Government, included the division of labour into three categories, general labour, special labour and skilled artisans, and of the country into six geographical areas for wages purposes, with consolidated wages and increments retrospective to 1st January, 1946. The new rates varied from 9d. to 2s. 7d. a day for general labour and from 1s. 1d. to 3s. 6d. a day for special labour according to locality, while artisans receive from 4s. 6d. to 8s. a day according to grade, with various rates of increment. There is no change in the standard hours (45 per week) laid down by Government for its employees. Overtime rates are paid where necessary. Most commercial firms have followed Government's lead and have raised the minimum wages paid to general labour. Lower rates and longer hours are found among small business firms and contractors.

COST OF LIVING

The continuous rise in prices of all imported merchandise and provisions during the war, coupled with representations made to Government by the Association of European Civil Servants of Nigeria, led in 1943 to an attempt to compute a cost-of-living index for those officials working in Nigeria whose homes were overseas. Difficulties were rapidly encountered by the investigating committee. In the case of married men, since the maintenance of two homes is involved, the cost of living in the United Kingdom had to be considered; and in the cases of both single and married men the cost of living in Nigeria varies enormously from station to station. If, in addition to officials of Government, a cost-of-living index for non-indigenous persons in general had been attempted, it would have been still more complicated by the different national characters, the wide range of incomes (£400 to £2,500 for officials and for non-officials in many cases much in excess of £2,500 per annum) and the variations in social status of people accustomed from birth to very different standards of living. The investigating committees, on examining replies to a questionnaire circulated to Government officials, ultimately found that it was impossible to produce accurate "weightings" of expenditure patterns, due to enormously varying interests, personal commitments and customary standards of the officials. It was, however, considered reasonable to deduce from the facts given, that a single man in 1939 could live comfortably on £200-375 a year according to locality. It is estimated that the minimum cost of living in Lagos now for a single man is £375-400 per annum.

Local Workers

No accurate figures of the cost of living of local workers are available. The preparation of a cost-of-living index for such workers has always been fraught with difficulties; the problem is not one, but many. The enormous area involved, some 370,000 square miles, the diverse types of people and their widely-varying expenditure patterns, the different rates of pay according to the Department of Government and the part of the country concerned, all combine to make the computation of an accurate index impossible without an elaborate programme of field work. The Commission of Inquiry, under Mr. W. Tudor Davies, appointed by the Secretary of State, to enquire into the rises in cost of living and to make recommendations *inter alia* as to methods of control, increased allowances if necessary, and methods of computing cost-of-living indices, submitted its report in April, 1946, and consideration is now being given to the means whereby a Nigerian cost-of-living index can be computed from information as to conditions in the main towns and the more populous rural areas. The work is being undertaken by the newly formed Department of Statistics.

LABOUR DEPARTMENT

The size and work of the Labour Department increased during the year. So far as its limited staff permitted, the Department made good use of the powers vested in the Commissioner of Labour to perform duties

whose scope extended over the whole of Nigeria. These duties included the regular and systematic inspection of work-places with a view to enforcing the observance of labour laws; the improvement of industrial relations by the maintenance of constant contacts with both employers and workers; assistance rendered to trade unions with a view to their being developed on sound lines; the control and registration of labour; trade testing of employees in Government and commercial employment and the regulation of working conditions generally.

Although the staff position did not show much improvement during the year, the Department was fortunate in the appointment of a number of Labour Officers from the United Kingdom, who have had previous experience of the type of work they are required to do locally. In particular the appointment of a Trade Union Officer gives hope that trade-unionism will develop along sound lines. He was able to assist with the re-organisation of trade unions and to instruct trade union leaders on the responsibilities attached to their office as the mouthpiece of the working population. Other officers with experience in the different aspects of the work of the Ministry of Labour also helped workers to realise that they, like their employers, were free to consult the Labour Department in all matters relating to their conditions of service, an opportunity of which they take an increasing advantage.

The Trade Testing Branch has contributed to the confidence which workers now repose in the Department. Consequent upon the classification and revision of wages of unestablished Government staff, enquiries were received from the Nigerian Railway and the Public Works Department regarding the possibility of testing their employees in the Provinces. Owing to the acute shortage of testing staff and the absence of trade testing centres in the Provinces, it was not possible to arrange for the tests immediately after the requests were made. The position improved somewhat towards the end of the year when programmes of visits to important centres in the country were drawn up. Applications for trade tests received from individual Government Departments and private employers have increased considerably and workers have expressed satisfaction with the scheme and regard the decisions of the trade testers as unbiassed and impartial. The activities of the Labour Advisory Board for Lagos and the Colony were increased during the year and the recommendations of the Board have been submitted to Government for consideration. The Plateau Minesfield Board completed its enquiry into the conditions of employment of unskilled labourers and task workers employed in tin mining on the Plateau. Its recommendations have been submitted to the Governor-in-Council.

Preliminary investigation into the service conditions of workers in the timber areas of the Western Provinces was undertaken by a Labour Officer. The Officer's report disclosed that there was need for improvement, not only in wages and conditions of work, but also in the general welfare of workers.

The Industrial Relations Branch of the Department was taxed to its utmost capacity during the year. Early in the year, the Secretary of State for the Colonies approved the adoption of the majority of the

recommendations made in the report of the Harragin Commission. The new terms and conditions of service were brought into effect from 1st January, 1946.

Government also published the "Report on Unestablished and Daily Rated Government Servants". Both sets of recommendations involved a substantial increase of wages for established and unestablished employees of Government. As a result of these recommendations, workers employed in commercial establishments demanded increases in their rates of wages. Strikes were staged by some of these owing to their impatience for action by their employers, who had to consider Government's awards before taking final decisions on how far they could meet the demands of their own employees. The Labour Department was instrumental in settling many of these industrial disputes and maintaining industrial peace thereafter.

The work of the Employment Exchanges was extended by the opening of a new Registration Office in Sapele. Workers in general have begun to appreciate the usefulness of these offices, and employers have also co-operated with the Department in the selection of suitable candidates to fill vacancies. In Lagos, notices appeared in the Press from time to time reminding employers of their obligation to employ only persons who possessed Labour Registration Cards. The Restriction on Engagement Order has had a salutary effect in checking the number of applicants for work. Both adults and juvenile applicants for work now appreciate the need of suitability for various jobs and, therefore, take the advice of Exchange Managers in good part.

The training of staff during the year was not overlooked. Series of lectures were given at regular periods to Assistant Labour Officers-in-training and Assistant Exchange Managers-in-training. All these African officers are being trained with a view to making it possible for them to perform satisfactorily more important duties in the future. A six-monthly progress test for these officers, as well as for Assistant Labour Officers and Assistant Exchange Managers, was inaugurated during the year and the results of these tests have so far been satisfactory. Arrangements have also been made for the Heads of separate branches of the Department to give talks on the policy, scope and functions of the work of their branches and to answer questions on any points which are not clear to those attending the lectures. The Labour Department is expanding gradually and it is worthy of note that suspicion by members of the public—especially workers—is now giving way to confidence and faith in the Department.

TRADE UNIONISM

During the year keen interest was shown in the regrouping and re-organising of unions on a craft and industrial basis.

The following amalgamations have taken place:

- (a) three registered trade unions catering for motor transport workers amalgamated to form the Nigerian Motor Transport Drivers' Union.

- (b) five unions catering for employees of the U.A.C. have amalgamated to form the Amalgamated Union of U.A.C. Workers of Nigeria;
- (c) the Amalgamated Union of Clerical and Allied Workers was formed from five registered unions and six unions in the process of registration;
- (d) five registered tin-mine workers' unions amalgamated to form one union.

Arising from the amalgamation of the tin-mine workers' unions, the employers in the tin mining industry have agreed to give recognition to the new union and a new relationship between employers and workers has developed. A dispute at the Enugu Colliery made necessary a complete re-organisation of the Colliery Workers' Union and resulted in the restoration of official recognition to the union. Sectional branches of the union have been set up and proper machinery is now being considered to deal with future problems at the colliery.

The Trade Union Officer was invited to attend the annual conferences of the following unions and gave an address at each conference: Railway Workers' Union, Railway Station Staff Workers' Union, Railway Loco Drivers' Union, Federal Union of N.A. Staff, Amalgamated Union of U.A.C. Workers, and the Trade Union Congress.

The British Parliamentary Delegation which toured Nigeria in the early part of the year met representatives of the Trades Union Congress and Railway Workers' Union. The subjects discussed during the meeting included racial relations, land and housing problems of Nigerian workers, the Labour Department, the economic well-being of Nigerian workers and political and educational problems of Nigeria.

The development of trade unions is progressing but many workers still do not understand the proper functions of a trade union. The Labour Department continued to give advice on the rudiments of trade unionism, and the willingness on the part of trade union officials and members to bring their difficulties to the notice of the Trade Union Officer showed that the former were overcoming the distrust which they had so often revealed in previous discussions.

The total number of registered trade unions at the end of the year was 102, with a total recorded membership of 76,333.

LABOUR LEGISLATION

Two important bills, which were fully discussed with trade unions, were passed into law at the March Session of the Legislative Council. They deal with the proper keeping of trade union accounts and with strikes in essential services.

The first, entitled "An Ordinance to amend the Trade Union Ordinance, 1938", empowers the Registrar of Trade Unions to take necessary steps to ensure that union accounts are properly kept, that adequate means of checking irregularities and fraud exist, and to ensure compliance with rules essential to the proper keeping and rendering of accounts. The Registrar has also power to call for any books, records and

documents relating to union accounts for examination by himself or by an auditor appointed by him.

He is further empowered to institute criminal and civil proceedings on behalf of any trade union for the recovery of funds where no proper account is produced.

The second, "An Ordinance to amend the Criminal Code", provides a new section (305A) to the Criminal Code and is designed to safeguard the supply of electricity and water where such services are vital to human life and public health. Under the provisions of the new section it is an offence for a person or group of persons maliciously to break their contract of service in such undertakings, and not less than seven days' notice of the intention to terminate such a contract of service must be given.

By Order-in-Council No. 35 of 1947 the provisions of the Labour Code Ordinance No. 54 of 1945 in as far as they relate to forced labour are now applied to the whole of Nigeria, and the legislation which was embodied in the repealed Forced Labour Ordinance (No. 22 of 1933) is thus restored. The effect of the Order-in-Council is to restrict the exaction of forced labour throughout Nigeria to limited and specific circumstances. These are:

1. The Governor may authorise the exaction of forced labour in order to provide carriers for purposes of transport and may make regulations governing their employment.
2. A Native Authority, with the sanction of the Governor, may exact forced labour for minor communal services such as the maintenance of native buildings used for communal purposes, the maintenance and cleaning of local roads and paths, the repairing of town or village fences, and the digging and construction of wells.
3. A chief, who is fully recognised as such by the Governor, may, within certain clearly defined limits, exact such personal services as are reserved to him by native law and custom.

In all other respects the exaction of forced labour is prohibited throughout Nigeria.

Chapter 3 : Public Finance and Taxation

REVENUE AND EXPENDITURE

Comparative statements of Nigerian Revenue and Expenditure are published monthly in the *Nigeria Gazette*. In 1938-39 Revenue amounted to some £6 million and Expenditure to some £7 million. The cost of public services has increased considerably in recent years, and this has been met by increases in the rates of direct and indirect taxation. Ordinary Revenue and Expenditure during 1946-47 reached £14,041,404 and £13,108,412 respectively (see Appendix A).

In 1946-47 Excise and Export Duties provided 51 per cent. of the Revenue, and Direct Taxes 18 per cent. Both these items showed increases throughout the war years (see Appendix B). Interest, largely contributed by the Railway in respect of Capital Works Expenditure

financed from Nigerian Loan and General Funds, provided 8 per cent. of the Revenue, the balance being made up of such items as licences, mining royalties, fees of court or office, and earnings of Government Departments. A useful adjunct to Revenue was the Nigerian share of the profits of the West African Currency Board, amounting to £320,031 in 1946-47.

Expenditure on certain public services in recent years is shown in Appendix C. £791,034 was received from the Imperial Government for development schemes under the Colonial Development and Welfare Act in 1946-47.

PUBLIC DEBT

All Nigerian loans, other than the local loan recently floated, are quoted on the London Stock Exchange. Those outstanding at 31st December, 1947, are listed in the following table:

| <i>Amount Outstanding</i> | <i>Description of Stock</i> |
|---------------------------|------------------------------------|
| £ 6,363,226 | Nigeria 6% Inscribed Stock 1949-79 |
| 4,263,373 | „ 5% „ „ 1950-60 |
| 4,188,000 | „ 3% „ „ 1955 |
| 5,700,000 | „ 4% „ „ 1963 |
| 300,000 | „ 3¼% Registered „ 1956-61 |
| 4,250,000 | „ 2½% Inscribed „ 1966-71 |

Early in 1947 the Nigeria 5 per cent. Loan 1947-57 of £4,250,000 reached maturity. It was decided to redeem this loan at the earliest opportunity in order to take advantage of the favourable conditions then obtaining on the London money market.

£3 million were accordingly redeemed, the remaining £1,250,000 being converted at the rate of 99 with interest at 2½ per cent. redeemable in 1966-71. This conversion represents the cheapest Nigerian loan ever raised.

The annual charges for the service of the Public Debt on account of interest and statutory sinking funds in the year 1946-47 amounted to £1,384,878, roughly 12 per cent. of total ordinary expenditure.

ASSETS AND LIABILITIES

The Balance Sheet of Nigeria as at 31st March, 1947, showed a general revenue balance of £8,051,594, a Reserve Fund of £1,500,000 and a Supplementary Sinking Fund of £1,580,517.

DIRECT TAXATION

Two forms of direct taxation are in force: *viz.*, income tax and general tax. The Income Tax Ordinance provides for non-natives throughout Nigeria, and natives in the township of Lagos, to pay a graduated income

tax; and for all companies to pay a flat rate. The rates in force during 1946-47 were the same as for 1945-46, *viz.*:

| <i>Chargeable Income</i> | | <i>Rate of Tax</i> | |
|------------------------------|---------------|--------------------|----|
| | | s. | d. |
| For every pound of the first | £200 . . . | | 4½ |
| „ „ „ next | £200 . . . | | 9 |
| „ „ „ „ | £200 . . . | 1 | 1½ |
| „ „ „ „ | £200 . . . | 1 | 6 |
| „ „ „ „ | £400 . . . | 3 | 0 |
| „ „ „ „ | £800 . . . | 4 | 6 |
| „ „ „ „ | £1,000 . . . | 6 | 0 |
| „ „ „ „ | £1,000 . . . | 7 | 6 |
| „ „ „ „ | £1,000 . . . | 9 | 0 |
| „ „ „ „ | £5,000 . . . | 11 | 3 |
| „ „ „ exceeding | £10,000 . . . | 15 | 0 |

There are special rates for incomes which do not exceed £50.

Early in 1948, an Arrangement was concluded with H.M. Government for the avoidance of double taxation. The main result of this Arrangement, which is in line with similar Arrangements concluded by H.M. Government with the U.S.A., Canada, Australia and certain other Colonies, is that the profits of a British trading concern having a permanent establishment in Nigeria will bear the full rate of Nigerian companies' tax, the burden of relieving the resultant double taxation being borne by the U.K. The Arrangement is retrospective to April, 1946.

The yield from income tax has increased progressively since 1940 (the apparent decline in 1946-47 being due to the fact that an exceptional amount of arrears was collected in 1945-46) as indicated by the sub-joined figures:

Revenue Derived from Income Tax: Individuals and Companies

| | £ |
|-------------------|-----------|
| 1939-40 | 99,141 |
| 1940-41 | 280,737 |
| 1941-42 | 565,805 |
| 1942-43 | 864,421 |
| 1943-44 | 1,517,283 |
| 1944-45 | 1,370,714 |
| 1945-46 | 2,496,644 |
| 1946-47 | 2,004,721 |

Natives outside the township of Lagos pay a general tax assessed in a variety of ways in conformity with local political, social and economic conditions, and ranging from the individual assessment of wealthy traders in large towns to a flat rate in backward areas.

In the financial year 1946-47 the general tax realised a total of some £3,000,000. Of this £250,000 was retained by Native Administrations, the balance being credited to the general revenue of Nigeria.

There are in the Northern Provinces seven main methods of assessing general tax:

(i) *Locally distributed income tax*, which is the most general method.

The unit of assessment is the village. Administrative Officers

prepare detailed assessment reports, based on a close investigation of selected areas, in respect of the average yield per acre cultivated, market price of produce, annual values of livestock and earning capacity of tradesmen and craftsmen. A total income for the unit is computed from these statistics, and a certain percentage (not exceeding 10 per cent.) is fixed as the total tax payable by a unit. The Village Head is informed of the total tax assessment of his area and apportions it, in consultation with his council of elders, according to the ability to pay of individual taxpayers. (This method of apportionment is, of course, very similar to the method followed for centuries in England, when the cost of services and works of local benefit had to be collected from the people);

- (ii) *Poll Tax*. In some backward areas, where the Village Headman is not equal to the responsible task of apportioning a total as between individual taxpayers, and where the differences in individual wealth are small, a flat rate is payable by every taxpayer;
- (iii) *Tax on Ascertainable Incomes*. The employees of Government, the Native Authorities and commercial firms who have definitely ascertainable incomes are assessed at the rate of 4*d.* in the pound up to £72 and 6*d.* in the pound on that portion of their income over £72 per annum;
- (iv) *Wealthy Traders' Tax*. In all large towns a number of well-known wealthy traders are excluded from the ordinary census made for the purpose of assessing tax by method (i). Examination is made of the wealth of these individuals from year to year and their tax is individually assessed. The income of these traders, who are not in the habit of keeping books of account, is by no means easily ascertainable; and it is for this reason that they are not classed for assessment under method (iii);
- (v) *Mines Labour Tax*. In mining areas where there is a large and, to some extent, shifting labour force, a tax of 4*d.* a month is payable by employees on wages of up to 4*s.* a week; a tax of 6*d.* a month is payable by tributers and by employees on wages over 4*s.* but not exceeding 7*s.* a week; and clerks, artisans and headmen whose wages are more than 7*s.* a week are assessed under method (iii). This tax is collected by the mining company's paymaster at the time the labour is paid, and is remitted by him to the District Head concerned;
- (vi) *Strangers' Tax*. In areas where community assessments are made by method (i), strangers or immigrants not included in the annual census are assessed by the District or Village Head concerned according to their apparent wealth, the tax payable by them being additional to the amount of the original community assessment. In the areas in which (ii) is employed, they pay the poll tax;
- (vii) *Land Revenue Tax*. This is based on a detailed assessment of the average productivity per acre in each revenue survey district, and is applied in a limited number of areas only.

In the Western Provinces quite different arrangements prevail, there are no community assessments and, broadly, the system is one combining

a flat rate with the income tax. The following types of tax are at present levied:

- (a) flat rate
 - (b) income tax rate
 - (c) trade taxes
 - (d) tax on unearned incomes
- } Levied in the Oyo and Ijebu
} Provinces only.

The rates at which the flat rate is chargeable vary from 7s. (Abeokuta Province) to 10s. (certain areas of Ondo Province). This is chargeable on annual income below a certain maximum (£24-30), and is payable by all adult males. In Abeokuta and Ijebu Provinces, in addition, a flat rate tax of 3s. is levied on all adult females. Income tax is payable by adult males whose incomes exceed the maximum at which flat rates cease to be payable.

The trade taxes still in force in the Oyo and Ijebu Provinces are payable, in addition to the flat rate tax, by persons engaged in certain trades *e.g.*, blacksmiths, goldsmiths, cattle dealers, etc. Rates differ as between trades. All tradesmen who are assessed on income as opposed to a flat rate are exempted from the trade tax. A tax at 5 per cent. in the Oyo Province and 2½ per cent. in the Ijebu Province is also levied on unearned, that is, investment income, such earnings not being included in the income which attracts an income tax rate.

The methods of assessment are not uniform in detail throughout the Western Provinces, but the same principles apply everywhere and the system may be briefly described as follows:

- (a) nominal rolls of all taxpayers are prepared and retained in the Native Administration Tax Office. These are revised annually, and it is the duty of Village and Quarter Heads to ensure that all the amendments are made. The nominal rolls form the basis for computing the amount of flat rate of tax payable by each quarter or village;
- (b) assessment committees are appointed for each town or village group and are responsible for assessing individuals liable under income tax rates. A return of income is demanded from each individual and forms the basis for assessment. Assessment committees also make such enquiries as they think fit regarding the circumstances of traders, contractors and others not directly employed who carry on independent businesses.

In the Eastern Provinces the system of assessment is similar to that in the Western Provinces to the extent that there are no community assessments, and the flat and income tax rates are the two methods by which the Direct Taxation Ordinance is applied. The great majority of taxpayers pay a flat rate of tax. In recent years, however, increasing emphasis has been laid on the need for progressive improvement in the number and accuracy of assessments on ascertained annual incomes. In making these individual assessments, the general practice is for assessment committees of the Native Authorities to furnish to the District Officer a list of persons whom they consider to be in receipt of ascertainable incomes which justify the application of a rate greater than the flat rate. Only in rare cases has it become the practice to call for written returns of income, and

ascertainment of income and assessment proceed in accordance with such methods as commend themselves to the tax collection authorities or their assessment committees.

An interesting experiment is being made in certain areas of the Cameroons and Onitsha Province, with the object of relating the tax payable more closely to the means of individual taxpayers. It is based on the assumption that there is a large number of taxpayers whose incomes, though unascertainable on a strictly individual basis, should attract assessment at a rate higher than the basic rate prescribed for their communities. The intention is to apply a scale which will proceed by intervals of, say, one shilling to a maximum above which there could be individual assessments, and to group the taxpayers accordingly. This places on the Native Authorities the important responsibility of distinguishing between the various levels of prosperity among those who at present pay a uniform flat rate of tax.

Collection of Direct Tax

The main fact to be noted about the collection of direct tax is that Native Authorities of Nigeria constitute the machinery for collection. The chain of authority characteristic of the northern system of native administration, and the fact that the most usual procedure is that of community assessment, makes the collection of tax in the north a relatively simple and straightforward process. In the Eastern Provinces the normal method of ensuring that each taxable male pays his tax is for the Native Authority to require the tax collectors, who in the majority of cases are the persons put forward by families as their representatives for this purpose, to furnish a nominal roll of all taxable males in the family or other unit. These nominal rolls are checked by the Native Administration staff and submitted for the District Officer's approval. When the rate is settled, the tax collector receives a demand note signed by the District Officer requiring him to collect from a specified number of persons the tax at the basic rate. It is then the duty of the collector to collect and receive the tax due from each man on his roll and to give him a numbered receipt. It is normally the practice to add to the demand note the details of individual assessments of tax on the ascertained income within the family or other unit for which the collector is appointed.

The arrangements in the Western Provinces for the collection of the flat rate tax are similar, although the collectors appointed by the collecting authority are usually members of that authority. In the case of tax on individually assessed incomes, demand notes are issued to each individual liable to pay the tax and he then pays direct to the Native Administration Tax Office or to the local tax clerk. In certain districts income tax may be paid by instalments.

Jangali, a capitation tax on cattle belonging to nomad herdsmen, is levied almost entirely in the Northern Provinces.

CUSTOMS TARIFF (SUMMARISED)

The First Schedule to the Customs Ordinance, 1942, enumerates articles on which import and export duties are imposed, together with

articles that may be imported free of duty. Duties were raised early in 1948, examples of rates in force at 31st March, 1948, being:

| | |
|---|---|
| Wearing apparel (shirts, sing- lets, boots, shoes and socks) | 16 $\frac{2}{3}$ per cent. <i>ad valorem</i> or specific rates. |
| Bicycles | 15s. each. |
| Clocks and watches | 1s. 3d. each or 20 per cent. <i>ad valorem</i> . |
| Motor Cars. | 10s. per 28 lb. net weight. |
| Motor Lorries | £6 5s. each. |
| Motor Spirit | 10d. per gallon. |
| Toilet preparations | 66 $\frac{2}{3}$ per cent. <i>ad valorem</i> . |
| Provisions | 20 per cent. <i>ad valorem</i> or specific rates. |
| Brandy, gin, rum and whisky | £3 15s. per gallon. |
| Other spirits | £3 15s. or 66 $\frac{2}{3}$ per cent. <i>ad valorem</i> . |
| Tobacco—unmanufactured | 4s. 3d. per pound. |
| Cigars | £1 per hundred. |
| Cigarettes | £3 per thousand or £1 6s. per pound. |

Exemptions from import duties include advertising matter, aircraft, goods imported by the British Overseas Airways Corporation and similar corporations, and for the service of Government Departments and Native Administrations; mosquito nets and agricultural, mining, water-boring and industrial development machinery. Approximately 66 per cent. of Nigerian import duty is derived from tobacco, salt, spirits, piece-goods and petroleum products.

Export Duties

At 31st March, 1948, the export duties in force were:

| | |
|--------------------------|----------------------|
| Cocoa | £6 10s. per ton. |
| Palm kernel oil. | £2 per ton. |
| Palm kernels | £2 per ton. |
| Palm oil | £3 per ton. |
| Tin | 6s. 8d. per ton. |
| Fresh bananas | 3d. per count bunch. |
| Dry bananas | 2d. per 10 lb. |
| Cattle hides | £19 per ton. |
| Sheep skins | £33 per ton. |
| Goat skins | £55 per ton. |
| Groundnuts | £2 10s. per ton. |

EXCISE DUTIES

These are levied on locally manufactured cigarettes.

LICENCES AND STAMP DUTIES

The revenue derived from licences and stamp duties in the year 1946-47 was as follows:

| | | |
|---|---|----------|
| Licences: Arms and ammunition | £ | 3,832 |
| Boat and canoe | | 1,153 |
| Forestry—General. | | 476 |
| Game | | 269 |
| Goldsmiths and gold dealers | | 857 |
| Liquor. | | 6,189 |
| Motor vehicles and drivers | | 182,708 |
| Storage of petroleum | | 1,147 |
| Wireless | | 777 |
| Unclassified | | 2,457 |
| Stamp Duties | | 18,580 |
| | | <hr/> |
| | | £218,445 |
| | | <hr/> |

ESTATE DUTY

There is no estate duty in Nigeria, but *pro rata* charges are payable to the Administrator-General in respect of estates administered by him. Revenue derived from this source in the year 1946-47 amounted to £1,661.

Chapter 4: Currency and Banking

The currency in circulation is a West African currency issued by the West African Currency Board in London on behalf of the four West African Colonies: Nigeria, Gold Coast, Sierra Leone and Gambia. It consists of notes of denomination twenty shillings and ten shillings; copper alloy coins of denomination florin, shilling, and sixpence; nickel-bronze coins of denomination threepence, penny, halfpenny, and tenth-penny. Notes, alloy coins and nickel bronze threepences are legal tender for any amount; nickel pence, halfpence and tenthpence are legal tender for amounts up to one shilling. The currency is interchangeable with sterling at par (subject to remittance charges). Currency is issued to the Bank of British West Africa or Barclays Bank (Dominion, Colonial and Overseas) as required, against payment to the West African Currency Board in London or against deposit of currency of equivalent value with the agents of the West African Currency Board in one of the other West African Colonies.

The following statement shows the currency issued in Nigeria by the West African Currency Board during the nine years ended 31st March, 1947:

| <i>Date</i> | <i>Notes</i> | <i>Alloy coin</i> | <i>Nickel-bronze coin</i> | <i>Total</i> |
|------------------|--------------|-------------------|---------------------------|--------------|
| | £ | £ | £ | £ |
| 31st March, 1939 | 250,000 | 4,732,894 | 873,643 | 5,856,537 |
| „ 1940 | 228,600 | 4,289,392 | 1,030,984 | 5,548,976 |
| „ 1941 | 287,558 | 4,588,590 | 1,183,557 | 6,059,705 |
| „ 1942 | 529,773 | 5,483,195 | 1,439,873 | 7,452,841 |
| „ 1943 | 1,440,851 | 8,377,909 | 1,590,333 | 11,409,093 |
| „ 1944 | 1,606,364 | 10,151,844 | 1,755,764 | 13,513,972 |
| „ 1945 | 2,276,198 | 11,207,947 | 1,901,964 | 15,386,109 |
| „ 1946 | 3,213,927 | 12,863,442 | 2,062,416 | 18,139,785 |
| „ 1947 | 4,696,430 | 16,512,093 | 2,220,490 | 23,429,013 |

The currency issued in Nigeria by the Board at 31st March, 1947, represented 57·9 per cent. of the total West Africa circulation. The increases in circulation recorded above are attributable mainly to the continued rise in the price levels of the primary products of the country and of imported goods, and the resultant increase in the level of general earnings.

The proportion of notes in circulation in Nigeria has increased progressively from 4·3 per cent. at 31st March, 1939, to 20·0 per cent. at 31st March, 1947, and while this trend is mainly attributable to the increasing popularity of notes in the Western Provinces there are also signs of their increasing use in the Eastern and Northern Provinces.

“Manillas”, tokens of horseshoe shape originally introduced into Nigeria by the Portuguese, are in circulation as currency in certain parts of Nigeria, mainly in Calabar and Owerri Provinces. Estimates of the number of manillas in circulation vary from 15 to 40 million, while exchange rates varying from 18 to 7 to the shilling have been reported. The redemption of these manillas is under consideration.

The banks operating in Nigeria are:

Bank of British West Africa Limited.

Branches at Lagos (2), Abeokuta, Calabar, Enugu, Ibadan, Jos, Kaduna, Kano, Maiduguri, Onitsha, Oshogbo, Port Harcourt, Sapele and Zaria.

Barclays Bank (Dominion, Colonial and Overseas).

Branches at Lagos, Ibadan, Ijebu Ode, Jos, Kano, Port Harcourt, Victoria and Zaria.

National Bank of Nigeria Limited.

Branches at Lagos, Agege, Abeokuta, Ibadan and Kano.

The two first named are incorporated in the United Kingdom, the latter being incorporated in Nigeria.

There is a Post Office Savings Bank organised on similar lines to the corresponding institution in the United Kingdom. Its operations are widespread and savings bank business is transacted at 124 Post Offices. There has been a steady expansion of its activities during recent years as shown below:

| | <i>No. of Depositors*</i> | <i>Total Deposits</i> £ |
|---------------------------|---------------------------|----------------------------|
| 31st March, 1939 . . . | 41,737 | 185,183 |
| „ 1946 . . . | 98,184 | 1,697,462 |
| „ 1947 . . . | 112,711 | 1,846,723 |
| 31st December, 1947 . . . | 120,513 | 2,133,000 (approx.) |

* Excluding dormant accounts.

Chapter 5: Commerce

The volume of visible trade increased more sharply in 1947 than ever before, and has now reached the record total of £70,795,732 (including re-exports†) in comparison with the 1946 total of £45,024,261. Undoubtedly general inflation in world prices has contributed much to this phenomenal rise in values, but nonetheless there was also a satisfactory all-round increase in the volume of trade, which is continuing evidence of the virility of this young country.

Imports this year were valued at £32,465,682, excluding bullion and specie (£6,955,830), and show a marked increase on last year's record total of £20,510,066. It is noteworthy that, due probably to production difficulties and shortage of raw materials, the United Kingdom and Empire share of these imports has fallen in comparison with 1946 from 63 per cent. to 49 per cent. and from 12 per cent. to 9·6 per cent. respectively. Much ground has been gained by the United States of America, whose share in Nigerian markets, particularly in respect of textiles and machinery, has increased substantially. Italy, Belgium, Czechoslovakia and Mexico also show very substantial increases, and interesting newcomers to Nigerian trade are Algeria, Hungary and Iceland.

Textiles, again, were the most valuable single item for 1947, and accounted for approximately 40 per cent. of the value of the total imports. Nevertheless, the supply position in this commodity is not yet satisfactory, although Nigeria, drawing from such varied sources as Italy, India, Japan, Mexico, the United Kingdom and the United States of America, has benefited to some extent from increasing world supplies. A corresponding increase in value and volume has also occurred in the majority of commodities, as the following value figures will show.

† Valued at £1,211,211 in 1947 and £887,883 in 1946

Figures in parenthesis are given here and elsewhere in this chapter for purposes of comparison with figures for the year 1946:

| | £ | £ |
|--------------------------------|-----------|-------------|
| Cotton piece-goods | 9,993,753 | (5,921,284) |
| Electrical apparatus | 386,327 | (239,244) |
| Iron and steel | 1,291,839 | (949,084) |
| Industrial machinery | 280,024 | (208,868) |
| Locomotive parts | 425,585 | (78,967) |
| Motor chassis | 472,371 | (114,189) |
| Hollow-ware | 360,698 | (71,465) |
| Private cars | 620,906 | (202,414) |
| Bicycles | 402,663 | (246,606) |
| Boots and shoes | 224,455 | (79,739) |
| Jute | 865,374 | (530,912) |

The volume of exports was, in general, well maintained, although internal transport and storage difficulties still persist. The value of this trade (merchandise and raw gold) increased to £37,118,839, excluding specie (£23,626,312), and constitutes a new record. This is due mainly to the persistent rise in world prices for the commodities which Nigeria exports; nonetheless the majority of commodities also showed a slight increase in volume, Cocoa exports, for example, whilst increasing only in volume from 100,186 tons in 1946 to 110,793 tons in 1947, increased in value from £3,778,507 to £10,650,131. Large increases were also recorded in palm oil—£3,241,936 (£2,050,855)—and palm kernels—£6,203,904 (£4,160,262)—while groundnuts showed a smaller balance £6,270,047 (£5,675,416). An interesting feature of the export programme was the continuing world demand for hides and skins and outstanding increases, both in value and volume, were recorded. Exports of hides, for instance, increased in value to £903,292 (£289,962) and in volume to 104,707 cwt. (60,664 cwt.). Sheepskins, untanned, rose in value to £330,410 (£134,909) and in volume to 2,379,388 lb. (1,390,723 lb.), while goatskins increased to £1,868,774 (£686,973) and in volume to 7,960,845 lb. (4,698,419 lb.). The new reptile skin industry is slowly developing momentum and promises to become a lucrative export. Many countries are showing interest in this particular product.

Generally, then, Nigeria's trade position is very satisfactory and, with an expanding economy drawing inspiration and momentum—albeit slow—from the Development Plan, the prospects for the future are bright. A favourable balance of trade* in 1946, amounting to £4,004,129 has been increased to a credit balance of approximately £5,114,107 during a year when imports have again reached a record level. Moreover, in these days of controlled economies and currency difficulties, a really encouraging feature for the future is the development of the export trade to the United States of America. In the short period of a year Nigerian exports to this destination have expanded from £2½ million to nearly £6 million.

* Exports (including raw gold) and re-exports—imports (excluding bullion and specie).

Export Produce

During the year the bulk of the export crops was purchased by the West African Produce Control Board and marketed in accordance with International Emergency Food Council allocations. Purchasing was carried out by the licensed buying agents appointed by the Government; these firms operated in accordance with the control schemes applicable to the various crops and sold their purchases to the Board at a fixed port price. The minimum prices at up-country buying stations were also fixed and, where necessary, reasonable producer prices were ensured by the payment of transport subsidies. In practice, the control system has continued to work well and the fixed prices have afforded the growers a degree of security and have provided an incentive to produce cash crops. Numerous applications were received for appointment as licensed buying agents and a number of additional agents were appointed during the year for all controlled crops.

The Nigeria Cocoa Marketing Board assumed responsibility for the marketing of the 1947-48 crop at the beginning of the cocoa season and its initial operations were favoured by the exceptionally high prices ruling on the world market. The port prices fixed for the various grades of cocoa when the season opened were intended to ensure that reserve funds would accumulate, even at normal world price levels, at the end of the year. The prospects indicated that the season's trading would result in the accumulation of a substantial reserve which would permit the operation of a stabilisation fund. The fact that the control of cocoa marketing is now vested in Nigeria stimulated public interest in the operations of the new Board and there have been signs of a growing realisation that the Board's control of prices and marketing is likely to result in long-term benefit to the grower in future seasons when world prices have fallen to more normal levels.

In fixing buying prices the Board offered substantial premiums for the better grades of cocoa, and purchases up to the end of the year showed that this was proving a valuable incentive to improvement in quality—a factor of vital importance if Nigerian cocoa is to attain a proper place on world markets in the future.

The oilseeds crops during the year were heavy, and storage problems arose through lack of rail capacity to effect regular and rapid evacuation to port. The storage problem for the heavy stocks of Kano area groundnuts was particularly formidable and called for the provision of large quantities of tarpaulin to cover groundnuts stacked in pyramids awaiting railment. At the opening of the 1947-48 groundnut season at the beginning of November, approximately 92,000 tons of the previous season's crop still awaited evacuation, and, with the prospect of another heavy crop in the new season, it was obvious, by the end of the year that the evacuation backlog could not be reduced until the Railway was equipped with the new locomotives and rolling stock already overdue. The railment position improved temporarily with the arrival in July and August of sixteen Newfoundland engines, and it seems likely that the arrival of the twenty new Vulcan locomotives from the United Kingdom will do much to ease a difficult situation.

With regard to palm produce, the rates of evacuation and shipment were slowed down in the summer and early autumn owing to heavy rain. In the west, stocks of palm kernels were kept from accumulating by the maximum use of road transport, but in the Eastern Provinces stocks accumulated, owing to the reduced capacity of the Railway and temporary congestion at Port Harcourt. Good progress was made towards the end of the year in reducing these accumulated stocks. It is worthy of note that, in the case of both groundnuts and palm kernels, the deterioration of stocks which occurred has been negligible, in spite of the very considerable storage and evacuation problems which were encountered.

Timber exports have risen to 2,492,000 cu. ft. of logs (1,845,000) and 744,531 cu. ft. of sawn timber (540,000).

Export of rubber was affected by a sharp drop in prices and the relaxation of export control. 1947 figures were 16,506,307 pounds valued at £665,447 compared with 25,367,307 pounds at £1,390,386 in 1946.

During 1947 six companies incorporated abroad were registered in Nigeria and thirty-two companies were incorporated and registered locally. The total share capital of locally incorporated companies amounts to £637,600 and of locally registered companies the nominal share capital is £7,055,359; 1,428 business names were registered, as against 1,379 in 1946.

Chapter 6: Production

PRINCIPAL AGRICULTURAL PRODUCTS

(a) *Local Food Crops*

Growing conditions throughout Nigeria were very favourable during the 1947 crop season, and in the south good yields of staple food crops—yams, cassava and maize—were obtained. In the Northern Provinces larger areas of food crops were reported to have been planted than in 1946, and excellent crops of millet and guinea corn were harvested. From the thickly populated Owerri Province in the eastern region 30,000 tons of garri were railed to the north.

Groundnuts. Every effort was made to obtain maximum production of this crop in view of the continuing need for all types of oil seeds. Purchases for the 1946-47 season reached 323,000 tons, representing an increase of 21,000 tons over the previous season. The increase in price from £12 to £16 per ton, coupled with good growing conditions, were responsible for this large tonnage which has been exceeded only on one previous occasion. It is anticipated that the Railway will be unable to complete the evacuation of the 1946-47 crop before March, 1948, and stacking of large tonnages in pyramids in the open under tarpaulins has had again to be employed. This season's crop has also been satisfactory, and purchases are not expected to fall far short of the previous figure.

Palm Oil. The quantity of palm oil graded for export totalled 154,469 tons in 1947, against 121,893 tons in 1946. Weather conditions favoured

fruit production, and a rise in price from £16 16s. 6d. to £25 6s. 6d. per ton (Grade I oil at Lagos), which occurred in February, probably also stimulated production and sale for export. The increasing demand for hand presses and Pioneer Mills is noteworthy, and the proportion of Grade I oil containing less than 10 per cent. free fatty acid increased from 60 per cent. in 1946 to 64 per cent. in 1947, the second successive year of such improvement.

Palm Kernels. Throughout the oil palm belt 1947 was a year of exceptional rainfall which made the proper drying of kernels very difficult. The buying price rose in February from £11 15s. to £16 15s. per ton (port of shipment), and it is reported that this rise, coupled with greater availability of consumer goods, raised export purchases in the Eastern Provinces. This increase was partly offset, however, by smaller gradings in the Western Provinces where the counter attractions of food production and the high prices offered for cocoa have distracted attention. Total gradings for the year at 319,373 tons showed an increase of 14,118 tons over 1946.

Cotton. In spite of favourable conditions for the crop, purchases of cotton in the Northern Provinces for 1946-47 decreased by 1,000 bales, a reduction caused partly by increased competitive demand for seed cotton in local markets and partly by bollworm attack. Growing conditions for the cotton crop were less favourable in 1947 and caused reduced yields, while the scale of damage by bollworms showed little change. A small increase in the official price late in the season had little effect in increasing purchases for export, while the increased price differential between Grades I and II is thought to have diverted much of the Grade II cotton from the export market. Similar keen demand for seed cotton for the local spinning and weaving industries at prices considerably higher than those offered for export purchases precluded any export trade in improved Ishan cotton from the Western Provinces.

Cocoa. The improved prices paid for cocoa over the past two seasons, coupled with an extensive propaganda campaign by all members of the field staff of the Agriculture Department, have been followed by a very marked improvement in the standard of maintenance of cocoa farms in the Western Provinces. The 1947 crop was potentially a very good one, but the abnormally wet weather during the period July to September resulted in a heavy infestation of Black Pod disease which, it is estimated, destroyed over 30 per cent. of the crop. In addition, lack of sun and continuous rain made satisfactory drying of the mid-season crop extremely difficult, and much cocoa was damaged by mould. As a result, however, of intensive propaganda carried out by all members of the Department in collaboration with the Administration, the Co-operative Department, and Native Authorities, a most gratifying improvement in the cleanliness and quality of the crop was secured. Whereas in 1946 only 37 per cent. of the main cocoa crop had a content of slatey beans of under 20 per cent., and only 15 per cent. of the crop a content of under 5 per cent., in 1947 these proportions were raised to 89 per cent. and 45 per cent. of the crop respectively.

Rubber. The return of Malayan rubber to the world market has had the effect of depressing the prices offered for Nigerian rubber, whilst at the same time making necessary more exacting standards of grading. Prices for Grade I sheet have fluctuated from $3\frac{1}{2}d.$ to $7\frac{5}{8}d.$ per lb. As a result, there was a steady decline in production which was arrested, however, by an improvement in prices towards the end of the year.

Rice. Further encouragement was given to the cultivation of upland and swamp rice by demonstration work and the issue of seed on easy terms to farmers, and yields in 1947 were generally good. The increasing popularity of this crop, particularly in Onitsha and Ogoja Provinces, has been noted.

Benniseed. Purchases for export in 1946-47 were 5,256 tons compared with 3,469 tons in the previous year. An increase in price from £7 to £15 per ton in March, 1947, has renewed interest in this crop.

(b) *Production Methods*

Soil Fertility. In the Report for 1946 the main features of the prevailing traditional methods of crop production and processing were described; it was pointed out that with the increase of population, and a rising standard of living, increased pressure on the land, demanding a higher output per unit area, was exposing the weaknesses of traditional methods of farming, dependent for the maintenance of fertility on long-term fallows, rather than on the application of fertilising agents and the use of cultural practices designed to safeguard the soil against erosion. The main lines on which these problems are being tackled in the different areas of the country were also described. Limited progress on these lines can be claimed during the year under review.

In the thickly populated Eastern Provinces, where the maintenance of fertility on acid sandy soils is an acute problem, the value of the application of lime in increasing crop yields has now been established, and propaganda is being undertaken to popularise its use. There are already signs that the practice is gaining in favour. Trials have also shown that the use of artificial fertilizers on these soils is capable of securing a marked increase in yields. Further trials, particularly on the economic aspects of manuring, are necessary however, before the practice can be advocated on an extensive scale. The preparation and use of composts are being actively encouraged, and this work is being ably assisted by good work being done in schools. In the Northern Provinces, the system of mixed farming with stall-fed working cattle continues to expand, and at the end of September, 1947, the number of practising mixed farmers in that area totalled 4,068: an increase of 741 during the year. Factors which at present limit greater expansion are the temporary shortage of ploughs, and the scarcity and high price of suitable working cattle.

Soil Conservation. Major work and experimentation in conservation measures has been undertaken at several of the more important Agricultural Stations, and in 1947 over 400 acres were protected. These experiments will prove of value when it is possible to plan more extensive soil conservation programmes. This work has been delayed due to difficulties in obtaining heavy mechanical equipment.

Livestock Improvement. Breeding and selection work with local breeds of cattle with the purpose of improving milking capacity has been continued at Shika Stock Farm, and a new record lactation of 7,000 lb. of milk was recorded there in 1947. Distribution of improved cows to selected farmers has been hampered, however, by an outbreak of contagious abortion among the stock, and methods of controlling the disease are engaging the attention of the Veterinary Department. At Ilorin, research work continues, and results to date continue to indicate that the Ndama breed has definite advantages over other breeds under the conditions found in the middle belt.

In the western region considerable progress has been made with the control of village cattle herds in Ondo and Benin Provinces, and in order to meet the demand for an improved type, suited to the conditions of the Western Provinces, a cattle multiplication farm has been established at Oyo, stocked with eighteen bulls and 75 cows of the Ndama breed recently purchased in French Guinea. This farm is intended to supply stud bulls for the up-grading of village herds, and thus to provide stock for future mixed farmers in the Western Provinces. The need to make available to poultry keepers improved breeds of birds on a large scale has also been recognised, and to that end a poultry breeding and research station has now been established in Oyo Province. Experiments on the grading-up of local pig stocks with imported pure English breeds are also being conducted. The work on livestock improvement is being carried on in the closest collaboration with the Veterinary Department.

Plant Breeding. Botanical research has included work on the export group of crops, *viz.*, cocoa, oil palms, cotton and groundnuts, and on food crops, particularly cassava and guinea-corn. Cocoa, selected over many years for high yield and large size of bean, is now being actively propagated to provide improved material for meeting future planting demands. At the Oil Palm Research Station, near Benin, plant breeding and field experimental work on the oil palm has been continued and expanded, while seed of selections already made has been propagated for issue to planters. Favourable reports have been received on a Botanist's groundnut selection No. S.38; and a Botanist's cotton selection Samaru No. 26C continues to show marked superiority over unimproved Allen Cotton, and is being multiplied for general issue. Sterility of guinea-corn in parts of the Plateau Province, and resistance to mosaic infection as a genetic factor in certain strains of cassava, are also problems which have received close attention.

Plant Diseases and Pests. The extent of the loss caused by Black Pod disease in the cocoa crop, and the prevalence of the bollworm as a pest in the cotton crop, have already been mentioned.

Nigeria was fortunate during the year, however, in obtaining the services of Messrs. Hutchinson and Pearson of the Empire Cotton Growing Corporation, who carried out an investigation of the entire Nigerian cotton industry. Their recommendations are awaited. The survey revealed that the red bollworm is probably causing even greater damage than the pink variety. As a result, the control measures now in

use against the pink bollworm may have to be modified to include measures against the other variety. In 1947 cotton in parts of the Western Provinces also suffered heavy attack by *Helopeltis*. Experiments with insecticides failed to determine an effective system of control, and the problem will be further pursued during the next cotton season. A locust survey of parts of Bornu Province revealed the presence of a small population of the migratory locust, and these areas are being kept under close observation.

Processing. Facilities for cleaning and hulling part of the rice crop by mechanical means have been introduced by the provision of a number of small power-driven rice mills at suitable centres. Hand-operated palm-oil presses have continued to find ready buyers in the Eastern Provinces; while the Department of Commerce and Industries has installed and is operating a number of pioneer oil mills in that area. It is intended that facilities for more efficient processing of these and other crops should be increased and expanded as circumstances permit.

Agricultural Schools. During the year there were 75 Nigerian and 6 Gold Coast students in training at the School of Agriculture, Ibadan, of whom 43 completed their training. At Samaru there were 40 students, of whom 9 completed their training. In order to remedy the shortage of Assistant Agricultural Officers, a new three-year supplementary diploma class was started to provide for the further training of selected Agricultural Assistants of special ability. At the Oyo Farm School, which provides vocational training in farming for elementary school boys, twelve scholarships were awarded out of a total application list of 120. Special facilities have also been provided for the training of ex-servicemen at Oyo and Daudawa. Other farm schools are projected as soon as the staff position permits.

Agricultural Shows. A number of shows and Farmers' Weeks were again held this year, and have been of value in focussing the interest of farmers on the quality aspect of their products, and on the result of better farming practice.

Factors Affecting Production. Food production was satisfactory during 1947. Prices remain high, however, particularly in and near the larger towns. Evacuation of export crops is still restricted by lack of transport, and their production by the acute shortage of certain imported goods, particularly textiles. The lack of imported textile goods, despite some recent improvement, is having serious repercussions on the output of cotton for export, as the local demand from the spinning and weaving industry continues to rise. Local market prices for cotton remain high and in excess of the export price.

Groundnut Mission. As a result of the visit of the Groundnut Mission to Nigeria in June and July, a comprehensive survey of two sparsely populated districts in Bornu and Niger Provinces has been carried out. The survey party worked under the direction of the Agricultural Chemist, Ibadan, and included administrative, technical, and specialist officers. Exhaustive particulars of the population, water supplies, soil,

and vegetation of the areas concerned were collected. A survey of a third area in the Shendam Division of the Plateau Province has yet to be undertaken.

Cocoa Survey. Very satisfactory progress has been made with the Cocoa Survey in the Western Provinces during the year. Since the commencement of the survey in 1944 a total of 264,705 farms, comprising 461,807 acres of cocoa, have been surveyed. As far as is known, Swollen Shoot Disease is at present confined to a comparatively small area in Oyo Province within a radius of approximately 30 miles of Ibadan. Infected farms are being treated as rapidly as circumstances permit, and, up to 31st December, 1947, the total number of diseased trees cut out amounted to 217,040, which is approximately equivalent to 540 acres of cocoa. The survey of cocoa farms in the Cameroons was started in November, and is expected to take some nine or ten months to complete.

MINERALS

The principal products of mining during the year under review were:

- (i) Tin ore (cassiterite) 12,597 tons (2,240 lb.).

The cassiterite was produced by 25 limited companies incorporated in Britain, 10 private limited companies incorporated in Nigeria, and the remainder by partnerships and individuals. Nearly half the output was produced by one company. All the cassiterite was exported to Britain.

- (ii) Columbium ore (columbite) 1,286 tons (2,240 lb.).

Much of the columbite was won as a by-product of tin mining. Nearly all was exported to the U.S.A.

- (iii) Gold 2,503 oz. (troy).

The gold was produced by partnerships and individuals. Two large groups of mining companies have been prospecting for gold during the year but they have not made any application for mining leases. 2,089 oz. of gold was sold to licensed goldsmiths in Nigeria.

- (iv) Coal 579,354 tons (2,240 lb.).

Coal mining is a Government monopoly. A large proportion of the coal produced is used on the Government Railway, but a fair quantity is exported to the other British West African Dependencies.

Prospecting for mineral oil was carried on by a British company in the Eastern Provinces during the year. There were some strikes of short duration among the labour employed on the Plateau minefield and the colliery and these adversely affected production of cassiterite, columbite and coal.

In Plateau Province an old lead-zinc-silver mine is being re-opened; production from retreatment of old tailings dumps is expected shortly. In Ogoja Province another old mine is being reopened. Geophysical prospecting for lead-zinc-silver is being undertaken by a large mining company in Ogoja Province and the 1947 results indicate that substantial deposits exist.

FISHERIES

Fishing both in inland waters and in the sea is carried out exclusively by Nigerian fishermen and fisherwomen using nets and traps. The only type of fishing boat employed is the dug-out canoe, paddled or sailed. All inland waters are heavily fished and no effective conserving measures are employed. There is considerable variation in the productivity of inland water and certain areas, in spite of intensive fishing, give a consistently greater return than others. Fishing in the open sea is not extensively practised, the generally accepted reason being that, as there are vast areas of sheltered waters and creeks, the coastal fishing people prefer not to risk the hazards of the sea. The estuaries, of which there are twenty-three, are heavily fished, some in spite of intensive fishing giving consistently better results than others.

All cured fish are consumed locally; the greater part of the catch is cured by heat and smoke, giving a product much appreciated by the people. The product is kept for some ten days only and the demand for it is so great that a longer keeping quality is unnecessary. The demand for both fresh and smoked fish greatly exceeds the supply and there is consequently no export of fish. On the contrary, there is a large import of dried unsalted fish and canned fish.

Government is considering two forms of development of the fishing industry. The first is fish farming on which exploratory work has continued at Lagos during the year and which has been combined with a training school for fishermen. The second is trawling. A small motor fishing boat is being tried out in the inland waters, and a 35-foot all-purpose motor fishing craft is being purchased, capable of operating at sea with all types of gear.

ANIMAL PRODUCTS

The principal products in which the Veterinary Department is directly interested are:

(a) *Hides and Skins*. The bulk of these are exported to the United Kingdom, but recently, owing to the political disturbances in India, Java and China, the usual large supplies of hides and skins from these countries have not been coming forward to the world's markets, with the result that a considerable quantity of goat skins has been shipped at high prices from West Africa to the United States of America.

The total value of hides and skins exported was over three million pounds sterling. This figure represents the hides of 900,000 cattle and the skins of 900,000 goats.

In addition to exports, a flourishing "backyard" tanning trade exists, the leather produced being used locally. The main centre of the industry is at Kano, the end of the old caravan route across the desert; the dressed skins in the old days formed the bulk of the morocco leather trade, the finished articles finding their way as far north as Cairo and the various Mediterranean ports.

A staff of inspectors, both European and African, tour the countryside regularly, lecturing and demonstrating on the latest methods of

flaying, drying, stretching, etc., and according to the United Kingdom Tanners the standard and quality of Nigerian hides and skins is high.

An officer of the Veterinary Department with considerable tanning experience has recently completed a comprehensive tour of inspection of all local tanning centres on behalf of the Department of Commerce and Industries.

(b) *Meat*. There is a vast and growing trade in slaughter-stock, cattle, sheep, goats, and pigs, the bulk of which is consumed in the thickly populated areas of the central and southern belts of the country. The Northern Provinces constitute the main stock raising area from which by road and by rail large numbers of stock pass daily southward, along established routes. It is estimated that some 600,000 head of stock pass annually through the numerous veterinary control posts on their way to the large disposal markets in the south. In addition some seven million sheep and goats are trekked along these routes.

Disease

The main factor affecting the stock industry is the presence, or the threat, of epizootic diseases, which not only may cause heavy death rates but also may preclude the free movement of stock. The diseases which are the most serious from this point of view are undoubtedly rinderpest, pleuro-pneumonia and trypanosomiasis, although from the point of view of the stock-producer such diseases as blackwater, anthrax, and foot and mouth disease are of equal importance, owing to the toll they take annually and to their interference with the normal movements of the herds to and from seasonal grazing and water.

With regard to rinderpest, which for so many years was difficult to control, the introduction of the goat virus immunisation technique has done much to simplify matters, and it may be said that to-day, through the immunisation of vast numbers of cattle annually, rinderpest seldom causes any serious disorganisation of the livestock trade. It is intended during the next four or five years to so intensify this campaign that, with increase in staff, more modern equipment and the co-operation of the French Authorities, rinderpest will become of little or no economic importance.

Contagious bovine pleuro-pneumonia, a most insidious disease, continues to play a much more important part than the actual number of infected herds would seem to justify. This is because of the difficulty of early diagnosis, the reluctance of the owner to report sickness, and the cumbersome long-drawn-out technique of inoculation by three injections of vaccine. A simple single-shot vaccine and an easily applied diagnostic test are eagerly awaited.

The nomadic habits of the northern stock-owners, forced on them, in the majority of cases, by shortage of water and grazing in the dry season, coupled with the widespread presence of tsetse fly, makes trypanosomiasis our leading problem to-day; although the losses may not be as spectacular or striking as those of a severe rinderpest outbreak, yet, in the aggregate, the annual loss due directly or indirectly to trypanosomiasis must run into thousands. Various drugs such as tartar emetic, antimosan, phen-

anthridinium, dimidium, etc., have been tried out, but to date no satisfactory treatment has been evolved.

Research

In the Central Laboratory at Vom, which is well equipped but sadly understaffed, the main task has been the production of vaccines and sera for use against the common diseases of the country. Approximately two million doses have been produced. In addition a considerable amount of routine pathological and bacteriological work has been carried out. A start has been made by the Biochemist with research into technique concerned with the agglutination test for contagious abortion, the anæmias of stock suffering from trypanosomiasis, and the various mineral deficiencies seen in local stock. Research into the parasitic diseases of young stock is also proceeding.

Food Production Scheme

Owing to the sudden cessation of imported supplies of bacon, hams, butter, etc., at the outbreak of war the Veterinary Department embarked on a production scheme at Veterinary Headquarters. A small factory was set up, consisting of improvised equipment, housed in converted buildings, and run by Veterinary staff who could be spared from time to time from other duties. At this factory butter, cheese, bacon, sausages, pickled pork, lard and clarified butter fat are produced to a total annual value of over £30,000, most of the money going back to the local African stock-owner. It has now been agreed that this industry should be handed over to the Department of Commerce and Industries with a view to expanding its production rate and placing it on a commercial footing.

FORESTRY

Although the most conspicuous forest product of Nigeria is the large highly selected export log of the "luxury" and utility timbers, Mahogany (*Khaya spp.* and *Entandrophragma spp.*), African Walnut (*Lourea Klaineana*), Obeche (*Triplochiton scleroxylon*) and others, the export trade is really of small importance in comparison with the internal requirements of the country. It covers the cream but not the bulk of forest produce. Nigeria, with its peasant population, depends to a far greater degree than is apparent upon its forests and woodlands for rough hewn timber, poles for house building, palm and other leaves for thatching, canes and fibres, wild fruit and, above all, for firewood.

During the year 1947, 2,492,000 cubic feet of logs, valued at £377,507, and 744,531 cubic feet of sawn timber, valued at £206,926, were exported. The internal use of timber is only controlled insofar as it concerns the permanent forest estate and the more valuable species in limited supply outside the reserves; it is uneconomic and undesirable that control should go farther. The quantities used are very large indeed and an estimate is of little practical value. The export of snake, monitor (lizard), crocodile and

leopard skins, which are classed as minor forest produce, deserves mention and amounted during the year to £77,296. The great bulk of this trade is in snake skins, mostly puff adder and python. The collection of wild rubber, a war-time necessity, has ceased.

The regular export timber trade of the country is in the hands of companies, still predominantly European, although African concessionaires work in concert with them and certain African concerns are now considering entry into the business with the mechanised equipment which has become necessary in modern timber work. These firms work under long-term licence on concessions granted by the forest-owning communities with the approval of the Government, the conditions of these licences being in accordance with forestry principles as decided by the Forest Department. The almost unlimited demand for timber by the United Kingdom, South Africa, the United States of America, and, now and again, by certain European countries, has led to a further, and considerable increase in the number of persons, both Nigerian and from overseas, who have interested themselves in the buying and export of logs and sawn timber, though possibly for only so long as the boom lasts. Their supplies are largely obtained as "salvage" from the farmlands and scattered patches of unreserved forest. Much dissatisfaction has been expressed, particularly from America, on account of the deplorable quality of many shipments from such sources which often do not comply in any way with specification. There are without doubt unscrupulous shippers, but in some cases the fault arises from their inexperience and complete ignorance of the requirements of the trade. Grading of timber, where the great bulk of it arrives at the port by water in rafts and small parcels, presents difficulties which cannot be overcome at the present time, and it is felt that the remedy lies in inspection by an agent of the buyer before shipment.

INDUSTRIAL DEVELOPMENT

The call for a more rapid industrialisation of Nigeria is growing in intensity and is slowly being answered by a combination of commercial and Governmental action. The expansion of small-scale production on a commercial basis still continues, and in particular, the mineral waters and raffia goods industries have made substantial progress. A quota was obtained in respect of the latter industry from the Board of Trade to export goods to the value of £15,000 to the United Kingdom for 1947, and it is hoped that this will be greatly increased for 1948. More ambitious projects are the establishment by the United Africa Company of a brewery, which is nearing completion, and a plywood factory at Sapele, which is now turning out veneers; while a sawmill at the same place is being completely rebuilt and modernised, and will eventually enable the United Africa Company to increase its capacity and decrease its costs. A boot and shoe factory under African direction and management is also contemplated and should come into operation on a small scale early next year. Nevertheless, the absence of any large-scale African capital in this field of endeavour is very disappointing, and until it is forthcoming, progress cannot be really significant.

Government action for the moment is confined to the actual operation, through the Department of Commerce and Industries, of centres for the active stimulation of native crafts, to the mechanisation of the palm oil industry so that it can hold its own in world competition, and to giving technical advice and encouragement to whatever young industries require assistance. Interesting results are being obtained in the textile industry and the palm oil industry, and a comprehensive review of these activities is perhaps justified.

Textiles

Two of the four centres expected to be established by the end of 1947 were formally opened during the year—the Ado Ekiti Centre in April and the Oyo Centre in September. A third centre will begin work at Auchi in April, 1948. These three centres will cover the cloth-producing areas of the Western Provinces. The building of the fourth centre at Minjibir in Kano Province was postponed; all the preparatory work essential to the establishment of a textile centre had been accomplished, but building could not begin owing to lack of European supervision.

The training of small groups of spinners and weavers, already begun in Kano, Katsina and Zaria Provinces, is being continued by means of spinning and weaving demonstrations in the charge of an African Textile Assistant and a small group of instructors.

The work of improving the textile industry in the Western Provinces, by the introduction of broad looms and other preparatory equipment and spinning wheels in place of the traditional frame looms and spindle, is making good progress.

During the year a start was made in the teaching of dyeing methods with synthetic dyestuffs; this instruction was limited to one group of dyestuffs, as it was known that only this group would be available. The progress already made confirms that the right teaching methods are being employed. Each centre is run as a production unit, and trainees are taught to plan and cost the various stages in cloth production in addition to the routine work involved in preparing and weaving the material. The expectation that craftsmen and craftswomen would return to their villages after training and continue the practice of their crafts, at a higher productive level, is being realised.

It had been realised that unless spinners and weavers, having completed a course of training at a centre, were enabled to purchase reliable equipment at moderate prices, the value of the training would be lost. All the territorial centres will now produce equipment for distribution to trainees: a loom will cost £8, a warping mill £4 and a spinning wheel 30s. The equipment required for the weaving shed at all Government Centres has now been produced, and the carpenters who have been trained to make weaving equipment will now turn out equipment to order. Local carpenters and blacksmiths are also learning to make equipment and a profitable and useful secondary industry, using local skill and material, should be able to establish itself.

In order to increase production on broad looms it was decided to introduce a sley with boxes to accommodate a flying shuttle. The

technical problems involved were not especially difficult, but considerable experimentation was necessary before a suitable box, whose construction could be easily copied by local carpenters and blacksmiths, was evolved; The use of this kind of box necessitates a take-up motion on the loom employing it, and a simple arrangement for this was also evolved. The flying shuttle motion was a success and at present is going through a trial run at Ado Ekiti.

During the year a simple measuring counter for warping mills was designed and made. A start has now been made on the designing of a hand-carding machine for the use of spinners; if this is successful it will be possible to use lint from the ginneries, and spinners will be spared the tedious work of ginning by hand.

The expansion of the local weaving industry will depend on finding a means to increase supplies of yarn to weavers. During the war years, and since, weavers have become more dependent on locally spun yarn. The use of spinning wheels instead of hand spindles is effecting an improvement in yarn quality, but the production per spinner will not, it seems, be greatly increased. An effort is being made to multiply the number of spinning wheels rapidly at Textile Centres and through local craftsmen, but the shortage of yarn is not likely to be overcome, as the use of broad looms is increasing rapidly. An alternative source of supply of yarn of suitable counts will need to be found. During the year prices for lint in the local markets of the Western Provinces have varied from 1s. 3d. per lb. to as much as 4s. 6d. per lb., at the end of the year. The price of lint at the ginnery for local consumption is now 1s. 6d. per lb., including baling, as compared with the export price of 1s. f.o.b. Lagos. Formerly, spinners would not touch machine-ginned lint because of the difficulty of opening, but the use of improved methods of opening is breaking down this prejudice and there will be an increased use of it. Local spinners must, however, get lint at lower rates ex-gineery if local cloth is to come down in price.

Until centres are established at Aba and in the Northern Provinces, it will not be possible to introduce considerable improvements in the mat-making industry.

It was possible during 1947, however, to assist the Ikot Ekpene raffia industry. A Textile Assistant was posted to Ikot Ekpene and was able to produce a series of designs for the raffia workers, as well as to give instruction in dyeing. The use of broad looms has increased the mat production considerably. Warping mills and winders have been made for Ikot Ekpene by the Government Textile Centre at Ado, where raffia workers were trained to use them. Assistance to the Ikot Ekpene Raffia Co-operative Society is being continued.

Palm Oil Mills

The process of conversion from uneconomic and primitive native methods of extraction of palm oil to mechanical processes continues apace. Three mills have now been erected and are operating on a full eight-hour shift, with the prospect of expansion to a two eight-hour shift basis by virtue of increased supplies of fruit. Another mill, now nearing

completion at Ahoada, is expected to be in production by January, 1948, and sites for three more have been selected in three Provinces. In addition, three mills have been sent to the Cameroons plantations and fifteen mills are now on order for delivery as early as possible.

The erection of the mills has been greatly delayed by machinery supply difficulties.

The mills are designed to deal with at least 12 cwt. of palm fruit per hour, although the intake can be increased to 16 cwt. at the expense of extraction efficiency. Experiments have proved the efficiency of the Pioneer Oil Mills.

Some difficulties have arisen with regard to the quality of the fruit, but it has so far proved more satisfactory to purchase a fair average mix of fruits than to establish differentials for varying grades. In this connection, a standard unit of 36 lb., based on the weight of a petrol tin of fruit, has proved most convenient.

Prices fluctuate according to the season, but because of the superiority of mechanical extraction over hand extraction it has been possible to fix them above local prices.

It can be stated definitely that the enterprise is a commercial success and is slowly becoming accepted by the African population in those areas where the mills have been established. The enterprise will undoubtedly prove of great benefit both to the local people and to Nigeria. It is interesting to note, in this connection, that the average f.f.a. content stands at 4.45 per cent., with moisture content and impurity well below produce-inspection specification. Thus the main object of producing a commodity capable of competing in world markets has been achieved.

CO-OPERATIVE SOCIETIES

Producers' co-operatives were mostly concerned with the cocoa crop, though small quantities of cotton, rubber, yams, palm kernels and bird's-eye chillies were marketed. The Co-operative Cocoa Marketing Unions and their affiliated societies had a somewhat disappointing season in 1946-47, total production falling from 13,762 to 13,253 tons—a drop proportionately greater than it looks at first sight because the total Nigerian crop was appreciably higher than in the previous year. Of this total tonnage 8,569 tons were exported through the Association of Nigerian Co-operative Exporters.

The quality of co-operative cocoa (68 per cent. Grade I) compared favourably with that of the whole Nigerian crop, of which only 22 per cent. reached the Grade I standard. The sum of £4,666 was issued in loans to members, who also deposited £16,061 as short-term savings in their societies.

Among craftsmen's societies, the Ikot Ekpene Co-operative Raffia Marketing Society had a most successful year, largely owing to the big demand for floor coverings in the United Kingdom and the high prices paid. Goods to the value of £7,932 were manufactured and a surplus of £2,675 achieved. The society entered new premises, increased its number of looms and frames, and produced an improved range of designs

and colours. The Agege Farmers' Co-operative, producing citrus fruit drinks, made a big advance in turnover and profits during the year, while other craft societies continued their production of woodwork and carpentry, leatherwork, ironwork, and weaving. A new society of shoemakers was started in Benin, and in Lagos a Co-operative Crafts Shop was established and displayed and sold satisfactory quantities of the various products mentioned above.

The number of Co-operative Thrift and Loan Societies among salary-earners rose from 224 to 265 during 1946-47, and their total savings from £154,024 to £204,671. The co-operative thrift and credit movement among the farmers, artisans and small traders in the Calabar Province continued to expand. The number of societies increased from 134 to 185 during 1947. Membership at 31st March, 1947, was 4,736. Although total assets at that date were only £7,308, this figure is appreciable when compared with the low income levels of the members.

The embryo consumers' movement made only a slight advance, mainly owing to the difficulty of obtaining supplies. At the end of the year there were 9 rural and 13 urban societies in operation. These latter included the Lagos Co-operative Provisions Shop, which supplied fair quantities of imported goods and local foodstuffs to a large membership.

Co-operative Maternity Centres functioned at two villages in the Udi Division of Onitsha Province, and 9 co-operative schools catered for about 600 children in the Benin, Ondo and Calabar Provinces.

Chapter 7: Social Services

EDUCATION

Primary Education

The demand for primary education continued unabated during the year, though progress was, in the main, more a matter of quantity rather than of quality. This state of affairs will continue until the rate of production of trained teachers is very considerably increased, though, as mentioned last year, the redistribution of trained staff amongst the schools of the voluntary agencies, and an increase in supervisory staff, can accomplish much.

Accurate statistics are still not available, but the following shows the approximate regional distribution of primary school children under instruction at the end of the year.

Western Provinces: 190,000 boys, 50,000 girls.

Eastern Provinces: 260,000 boys, 60,000 girls.

Northern Provinces: 55,000 boys, 11,000 girls.

In the Northern Provinces, apart from two township schools conducted by Government, primary education is shared between the Native Authority and the voluntary agencies. Voluntary agency schools may be divided into three categories: those in the "Middle Belt" which are of southern type and educate about 21,000 pupils; those in the large towns catering for children of non-northern origin, to a number of about 8,000; and those in non-Moslem areas of the central provinces, with an enrol-

ment of around 14,000. The last category approximates to the Native Authority type of school, with a four-year vernacular course.

In the Western and Eastern Provinces, primary schools fall into several well-defined types: Government schools, mainly in large towns or Administrative centres, supported by public funds; Native Authority schools, mainly in areas where demands on local public funds for such matters as public works are not so high as to preclude such expenditure on social service; voluntary agency schools, supported by Government grants, school fees and public subscription; community schools, supported generally by local contribution but in a few cases also by Government grants; private schools which, except where safeguards against profit are rigidly applied, do not qualify for Government grant.

The need for local planning in this field is evident, and during 1947 much progress was made in the Western Provinces in consultation with the Local Education Committees which are now an established feature of the educational system in this region. In the Eastern Provinces some Local Education Committees exist, but the most active of these concern themselves with the organisation of their own system of primary schools in large townships. The proposed remodelling of the system of local government in the Eastern Provinces, if it comes into being, should do much to accelerate the formation of responsible Local Education Committees.

In many areas—and not the least notable of these are in the densely populated parts of the Eastern Provinces—the numbers of boys attending primary schools have reached, or very nearly reached, saturation point. By this is meant that the enrolment of boys is about equal to the number in a four-year age group. In other areas, however, primary education has still a long way to go, even quantitatively, and active opposition to it still exists in parts of the Eastern Provinces.

In no area does the number of girls attending school in any way compare with the enrolment of boys, and a proportion of 1 : 3 is the best which has yet been achieved anywhere. A proportion of 1 : 6 is common.

While not confined to primary school teachers, its effects in that field were so great that it seems apposite to mention here the revision of teachers' salaries which took place during the year. Such an increase became inevitable following the revision of salaries of Government servants, including teachers, and necessitated large increases in grants-in-aid to enable the Voluntary Agencies to pay the revised salaries. The salaries of Native Authority employees were also revised during the year and grants were paid to the Native Authorities to assist towards meeting the salary bills of their teachers, thus for the first time placing the Native Authorities on the same footing as the voluntary agencies in this respect.

The whole question of educational grants-in-aid is to be investigated early in 1948 by Mr. S. Phillipson, C.M.G., and a new system will doubtless be evolved.

It is hoped that one of the results of this investigation will be the introduction into the system of means whereby the services of trained teachers will be used to more advantage than hitherto. The necessity for this will be realised from the fact that of some 25,000 teachers in primary

schools in the Eastern and Western Provinces, not more than 5,000 at the very outside can be regarded as "qualified", and fewer than 4,000 are certificated.

Secondary Education

During the year some assistance towards buildings, both for existing and new secondary schools, has been given to voluntary agencies, mainly under Colonial Development and Welfare Schemes. The staffing position shows some slight improvement. This, however, is all that can be put to the credit side of the account of secondary education, and in general the position is much as it was last year, though where the staff position has allowed, as at one of the Government boys' secondary schools, a start has been made with "sixth form" work.

With the staffs available at present it would be unfair to accuse the secondary schools of being mainly interested in pushing their pupils through the School Certificate examination, and until the teaching of traditional subjects is recognised, and fully trained staff available in adequate numbers, this major criticism is likely to continue to apply.

Few secondary schools have more than three or four graduates on their staffs—some have even fewer—and until the University College at Ibadan and the Institute of Education in the Gold Coast get fully into their stride an adequate supply of secondary school teachers cannot be assured. Some voluntary agencies are better placed than others in the supply of expatriate staff, and the only other source of trained staff is from Africans trained at British universities. At present, however, the possession of a degree of a British university is the stepping stone to many careers offering more material benefits than that of teaching, and there is no guarantee that a voluntary agency which sends an African for training in Britain will be able to retain his services on his return.

The majority of secondary schools have set up Boards of Governors, and principals are learning how to work with them. These Boards generally include an Administrative and an Education Officer as well as representatives of the community. Perhaps their greatest value lies in education of the public in the problems of secondary education. Such education is badly needed for there is little or no general appreciation, for instance, of the low standard of applicants for admission to secondary schools—only about 10 per cent. pass the entrance examinations to Government secondary schools.

Girls' Education—Primary and Secondary

While the majority of girls at the primary steps of education attend "mixed" schools, there is a general move in the direction of separating boys and girls at the senior primary stage. The Eastern Provinces show the most rapid progress in the foundation of schools for girls only, notably in the Owerri Province, under the auspices of the Roman Catholic Mission.

The main handicaps to rapid progress, which are not peculiar to girls' schools, are shortage of text-books and equipment, and of suitable

buildings. There is also a shortage of senior African mistresses capable of taking charge of a large school.

In the Northern Provinces progress has been slow, but there are good girls' primary schools run by voluntary agencies at Jos and in the Benue Province.

The number of primary schools with "modern" classes has increased.

The demand for Domestic Science Centres continues, but there is considerable difficulty in establishing them, owing to lack of adequate buildings and shortage of trained staff.

Girls' secondary schools are developing slowly, and several building plans are receiving assistance under Colonial Development and Welfare Schemes. The regional distribution of existing schools is:

Lagos, 3; Western Provinces, 1; Eastern Provinces, 3; Northern Provinces, 1. One of the schools in Lagos is Government-owned.

Teacher-Training

There has been considerable activity in teacher-training, and though the position at present is far from satisfactory, plans for the expansion of existing teacher-training institutions and for the establishment of new institutions, both for the training of men and women, and under the auspices of both Government and the voluntary agencies, are being pressed forward. The majority of these schemes are being financed by money provided under Colonial Development and Welfare Schemes.

At the end of 1947 the position was:

Northern Provinces. Men. Four centres, with an annual output of 100 teachers with the Elementary Certificate, now functioning.

Women. An Elementary Certificate course for girls was opened at Kano at the new combined boarding school and teacher-training centre. The centre at Sokoto was reorganised to provide a similar course. Twenty-one girls were undergoing a similar course at the Roman Catholic centre in Kaduna.

Western Provinces. Men. Three recently established Elementary Centres added new classes. A new Government Elementary Centre opened at Abraka in the Warri Province.

Women. The year was one of planning and there were signs of impatience over the delay in starting building operations on the proposed Government Centre.

In the main progress has been slow but the pace has been accelerated and the outlook for the future has improved.

Eastern Provinces. Men. Two Government and 10 voluntary agency centres, of which seven had classes for the Higher Elementary Certificate, produced 306 trained teachers, an increase of 51 over the previous year.

Women. One hundred and seventeen entered for the qualifying examinations in December, but not all these came from the eight centres, one of which specialises in domestic science. Work began, at the very end of the year, on a new Government Centre.

The aim of the teacher-training programme in the Eastern Provinces is to produce 1,000 trained teachers annually (750 men, 250 women).

Mass Education

Mass education campaigns are now in progress in ten rural areas and in one of the Cameroons plantations. The areas are:

Northern Provinces: Zuru, Abuja, Kankiya, Misau, Jecira (Tiv).

Western Provinces: Ekiti, Ilaro.

Eastern Provinces: Eket, Ngwa, Udi.

Three more campaigns are about to be started. In each of these areas, comprising about 80,000 people, nearly every village has an adult education centre run and organised by a village committee. It can, therefore, be stated that in these prescribed areas the total population of nearly a million people now have the opportunity of learning to read and write in the vernacular; or at least, the facilities are there and it is for them to make the effort.

Registers show that a total of about 15,000 attend classes, with a turnover which indicates that about 50,000 individuals attend during the course of a year. It is the opinion of those on the spot that these campaigns are having the effect of making the people more progressive-minded and prepared to undertake activities for social improvement. These campaigns have been supported by the production of many primers in Hausa, Tiv, Yoruba, Ibo and Efik and of cheap literature. During the year, 22 booklets have been produced and an equal number are now with the printers. The present shortage of paper is, however, making production difficult. It is particularly satisfactory to note that in the Northern Provinces, where sales have been largely confined to the campaign areas, the supply has frequently not kept pace with the demand; in the course of some six months 30,000 copies of booklets have been sold. There are now three vernacular news-sheets being produced locally in campaign areas and more are in process of production.

In the specific field of adult women's education there are, in the Eastern Provinces alone, over 50 institutions in all stages of evolution, catering for adult women and girls of marriage age. Some are marriage training courses for literate, semi-literate and illiterate women; some are day classes, some boarding institutions; some are running in full terms like a school, some are catering for illiterate women who can attend for limited periods of, say, a month, the periods being regulated by farming seasons. In the Cameroons adult classes are attached to various Government Domestic Centres. Kumba Centre alone has 80 women on the roll.

Dr. Kabery's investigations in Bamenda Division, Cameroons, have led to the appointment of a Woman Education Officer to work entirely amongst adult women at Bansa, where a centre is being built. The Mass Education Officer has asked for classes in domestic subjects in connection with the literacy movement in Eket, and a part-time Women Education Officer is investigating the possibilities.

Technical Education

During the year a special drive was initiated to speed up the building programme at Yaba and at the close of the period, notwithstanding serious interruptions caused by rain and by the difficulties of the supply

situation, the volume of completed work was ahead of the schedule laid down in the Technical Education Ten-Year Plan.

The Higher College classroom and laboratory furniture and equipment at Yaba were transferred to the new University College buildings at Ibadan by the end of the year, and the first Technical Institute day and evening classes commenced in October.

The work of the classes is at present of an elementary character, comprising preparatory courses for mechanics and carpenters, but improved entrance standards for candidates for admission will be gradually introduced and efforts made to proceed to more advanced work. The trainees in attendance at the courses exhibit the keenest interest in the work which has got off to a very fair start, though there are signs even at this early stage that progress both in the workshops and classes is being retarded by the unsatisfactory general education of many of the trainees. The apprentices in attendance at the day courses are released from work by arrangement with the Nigerian Railway and the United Africa Company. Students attending the evening classes are boys who have recently left school, most of whom are still seeking employment.

At the close of the year at Yaba Trade Centre two hostels to accommodate 96 apprentices and a canteen were rapidly nearing completion and it was hoped that by April, 1948, training for 20 carpenters, 20 cabinet makers and 15 wood machinists would commence. The carpenters will first be taught the fundamentals of their craft and as soon as these are understood will be drafted directly to actual production.

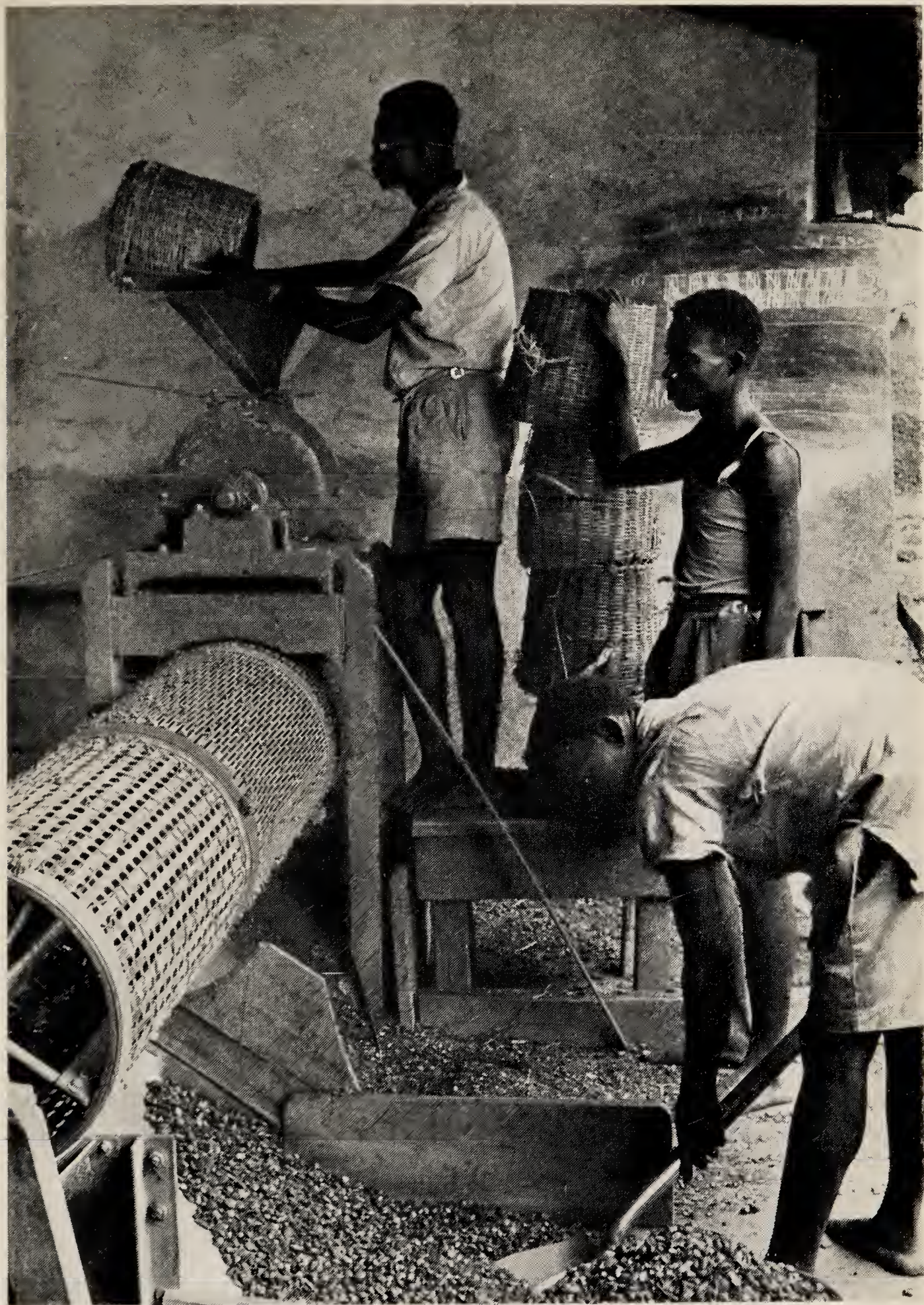
The Trade Centre at Ibadan has been in operation since October, 1946, when it started with 22 apprentice carpenters and 22 apprentice mechanics. Most of the trainees have been quick to learn to handle tools with a very fair degree of skill but, as in the case of the Technical Institute, Yaba, their standard of general education makes it difficult for them to take the fullest advantage of the instruction provided. At the close of the period under review arrangements were being made to admit a further 50 apprentices in bricklaying, carpentry and general fitting.

Owing chiefly to protracted negotiations about a suitable site, and the delay involved at a later stage in acquiring the selected site, it was not possible to commence building operations at the Trade Centre, Enugu, in 1947 but it is hoped shortly to make a start on the erection of staff quarters and workshops.

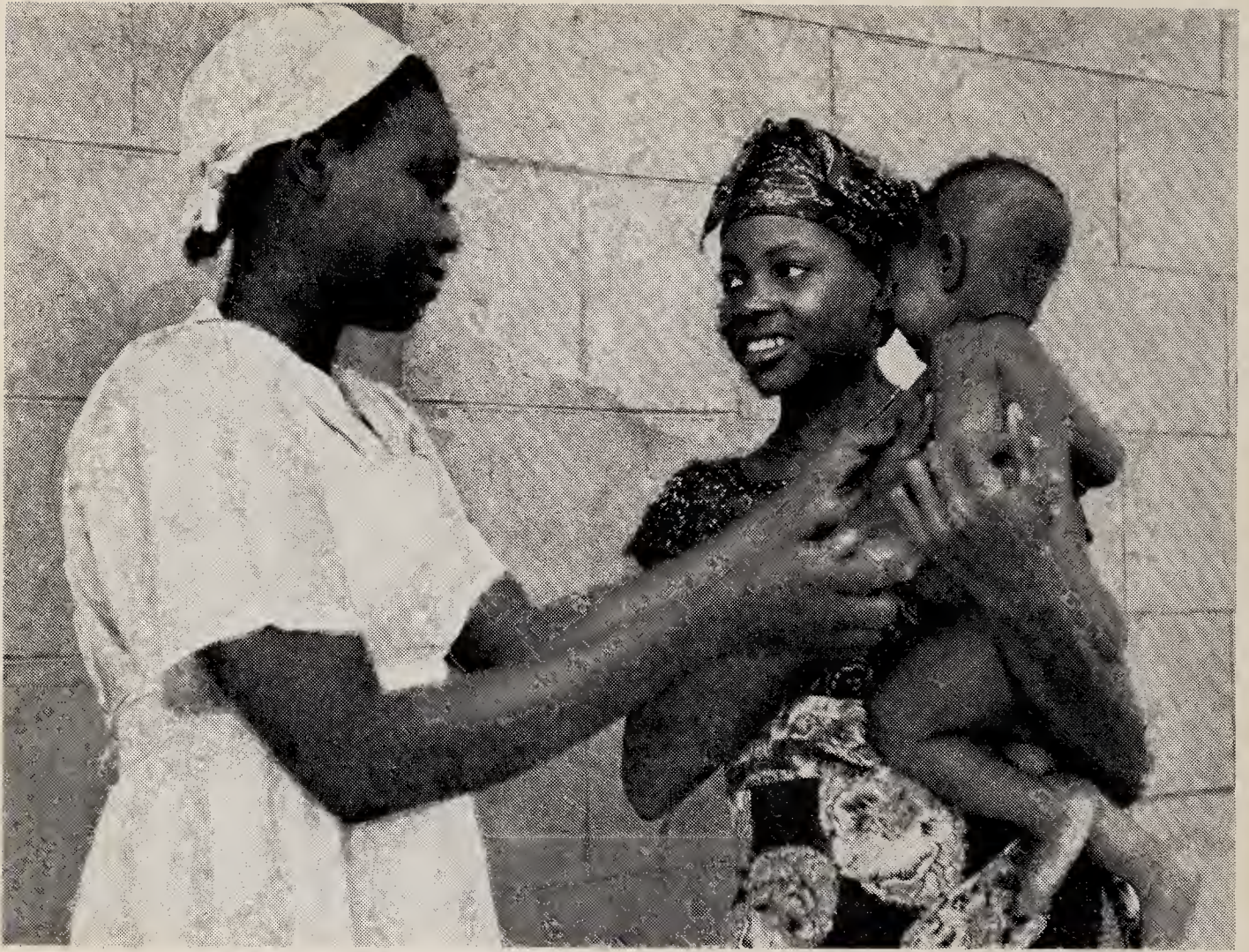
The position with regard to recruitment of staff improved considerably during the year and equipment and tools, indented for in previous years, arrived with fair regularity though in small quantities.

The arrangement obtaining in previous years by which all construction in connection with the Technical Education Ten-Year Plan is carried out by the staff of the Technical Education Branch of the Department, under the supervision of Divisional Engineers of the Public Works Department, continued to operate satisfactorily in 1947, and the cordial co-operation of that Department is gratefully acknowledged.

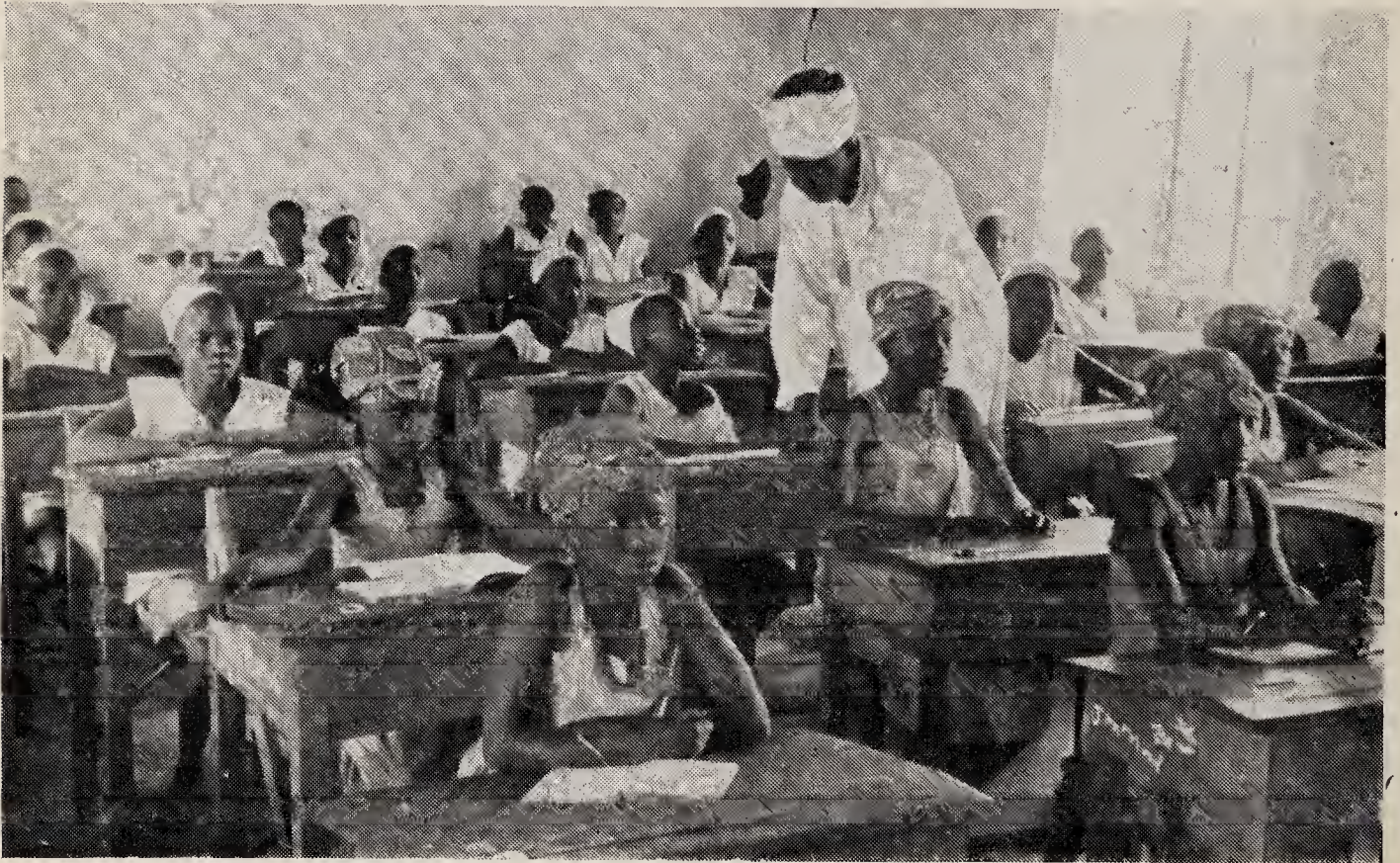
The Ex-servicemen's Trade Training School, Enugu, commenced operations on 8th February, 1947. Experienced European instructors are in charge of instruction in sections for carpentry, bricklaying,



WITH THE INSTALLATION OF PIONEER OIL MILLS, THE DRY NUTS OF THE OIL PALM ARE CRACKED BY POWER-DRIVEN CRACKING MACHINE



A VILLAGE MIDWIFE WITH A YOUNG MOTHER AND HER CHILD
IN THE UDI DIVISION OF ONITSHA PROVINCE



THE REMOVE CLASS IN THE MIDDLE SCHOOL, BAUCHI



A TRUNK ROAD CONSTRUCTED UNDER THE DEVELOPMENT PLAN



THE PLATEAU LIMITED

The train has full restaurant and sleeping accommodation and connects Lagos with the northern provinces; Lagos to Jos is 735 miles



A GOVERNMENT TRADE-TESTER EXAMINING THE WORK OF A
CARPENTER IN LAGOS



AN EXAMPLE OF MODERN NIGERIAN
WOOD CARVING BY S. AGGO, ONITSHA
The Group is 2 ft. high

general fitting, vehicle fitting, and electrical installation and maintenance.

The training is directly controlled by the Technical Education Branch of the Education Department, but the recruitment of trainees and their placing at the conclusion of the courses are undertaken by the Resettlement Branch. Workshop equipment, taken over from the military authorities, is adequate apart from woodworking machinery, which is not obtainable in the territory at the moment. Workshop buildings are also satisfactory and the trainees are housed in well-constructed huts capable of accommodating up to 270 ex-servicemen. Recreation and study rooms are provided and are regularly used after training hours; and it is satisfactory to report that since the school opened the general conduct of the men has been exceedingly good.

The duration of each course is normally six months but in cases where trainees show special promise the course may be extended to twelve months. There have been several trainees whose work has merited such consideration, but the men's chief anxiety is to complete the six months' course and return to regular employment. The standard of the work of the great majority of the men is satisfactory and they have, with very few exceptions, worked hard to improve the quality of their craftsmanship. On completion of his course each man has recorded in his Army Discharge Book a certificate of trade proficiency based on examination results and on general character.

The Veterinary School at Vom, having been established as a fully-equipped institute by means of a Colonial Development and Welfare grant, was taken over by the Nigerian Government on 1st April, 1947. The Nigerian Government is now responsible for all recurrent expenditure connected with the school.

During the year three Veterinary Education Officers were appointed and the teaching staff of the school is now complete. Departmental staff continued to give valuable assistance as part-time lecturers in special subjects. Over 40 students are now attending the three courses of instruction given. There is, however, still a serious dearth of students for the Assistant Veterinary Officers' Course, based on the M.R.C.V.S. curriculum.

The graduation of the first two African Assistant Veterinary Officers was an event of note during the year, and will remain a landmark in the history of veterinary education in Nigeria.

HEALTH

During the past year considerable progress has been made with the regionalisation of the Medical Department. Although there has been an improvement in the recruitment of Medical Officers and nursing sisters, there is still difficulty in recruiting specialist Medical Officers for work in leprosy and pathology. The shortage of sanitary superintendents continues.

Two medical field units have gone into operation in the Benue and Cameroons Provinces and, although it is too early to assess their value, the start has been encouraging. These teams are carrying out detailed surveys in selected areas and will be the forerunners of the more

permanent rural health centres. The units in question are collaborating closely with the French authorities across the frontier in order to carry out mass vaccination against smallpox and inoculations against yellow fever. In all matters the neighbouring French authorities have been most co-operative.

During July an outbreak of relapsing fever occurred in the Plateau Province and assumed epidemic proportions. For many years the Northern Provinces have been free from the disease, which is of louse-borne origin. A mass de-lousing campaign brought the epidemic under control. The incidence of smallpox throughout the country has been sporadic, and the vaccination campaign carried out in various areas has contributed much to the control of this disease. The recent devastating epidemic of cholera in Egypt caused the department some concern and the necessary steps, such as the rigid control of the airports at Kano, Maiduguri and Lagos, were taken to prevent its introduction into Nigeria.

No cases of yellow fever were reported during the year; all employees of the Railway Department between Enugu and Kafanchan were inoculated against this disease. There was a small outbreak of cerebral spinal meningitis in the Mamfe Division; otherwise the incidence has been negligible.

The Medical Department is making every effort to push forward with its training programme of auxiliary personnel. A school for training dispensers for hospitals was opened at Zaria. In the Northern Provinces the recruitment of candidates with the requisite educational standard has proved difficult. In Kano, plans have been made for institutes for training midwives and for a probationer nurses' training school. At Makurdi, a special school for training the staff of the medical field units is making satisfactory progress; by December, 1947, over a hundred field unit orderlies were trained.

An agreement was reached in London with the Church Missionary Society regarding the Oji Settlement and the Nigerian Leprosy Service. However, the work of the Leprosy Service was set back by the subsequent retirement of the substantive Senior Leprosy Officer, and at present there is difficulty in finding a suitable person to fill this post. The Central Leprosy Unit has now moved into its permanent quarters in Oji River, and new offices, laboratory buildings and staff quarters at Uzuakoli have been completed. The experimental work with the new sulphone drugs, and the continuation of the policy of establishing segregation villages and clinics, has given a more hopeful outlook on the treatment and control of leprosy.

Malaria control work in and around Lagos is now complete and the maintenance of the control scheme has been handed over to the Lagos Town Council. An interesting malarial survey has been conducted in Katsina town during the year in order to assess the incidence of this disease during the wet and dry seasons. The results have shown a high incidence throughout the year.

Surveys and mass treatments of human trypanosomiasis have continued. Low infection rates were found in the Katsina, Bauchi and Benue Provinces; these regions had not been previously examined.

Extensive resurveys in eight provinces with the examination of 557,000 people showed an infection rate of 0·5 per cent.

The Department gave much consideration to the question of nutrition and malnutrition during the year, and surveys were made in the Bida area. The medical field units operating in the Benue and Cameroons Provinces devoted much attention to this problem.

The treatment of mental disease has at last come under the care of specially trained officers. The small mental hospital at Lantoro, near Abeokuta, has been reorganised and satisfactory progress has been made in the treatment of mental patients. The Alienist has visited many prisons in the country in order to assess the types of mental patients in such institutions. Plans are now in preparation for building a large mental hospital at Abeokuta.

The Colonial Research Committee at the Colonial Office has interested itself in West African research problems and has already put into effect certain measures to reorganise the research work being done at Yaba. A Director has been appointed to establish a West African Trypanosomiasis Research Institute at Kaduna in co-operation with the Medical and Veterinary Departments.

During the past twelve months the department worked in close co-operation with the Medical Missions in order to combine the activities of both organisations.

Seven students were sent to England for post-graduate training in medicine and for training in general nursing and the nursing of mental disease. It is hoped that these students on their return to Nigeria will be available to work in rural areas, particularly in connection with rural health centres and medical field units.

Although the building programme has not been kept up to schedule owing to the shortage of supervisory staff and materials, the hospital at Victoria has been completed and considerable progress made in the building of the new hospital at Abakaliki. The extension to the Akure hospital is also making satisfactory progress and temporary extensions have been made to the General Hospital, Enugu, to accommodate a further 60 patients and provide facilities for housing an X-ray plant.

Work in the hospitals continues to multiply in many areas, particularly in those on the motor roads because of increasing accidents, and consequently there is a general and increasing demand for hospital accommodation.

Schools

Lagos School Medical Service has expanded both its routine examination of scholars and the work of its general and special clinics. Records of examination by the Lady Medical Officer of 1,840 girls during the last half of the year have given a good cross-section of child and adolescent health in Lagos. In 12 per cent. hyporiboflavinosis (deficiency of a Vitamin B component) was found; in 83 per cent. there were intestinal worms; sub-tertian malaria was demonstrated in 8 per cent. of the children as compared with 30 per cent. in 1945. In the clinic section of the school health services, of 11,757 new cases, 14 per cent. had symptoms

referable to the eyes; one-third of these were ocular symptoms of nutrition deficiency (hyporiboflavinosis) and one-quarter were cases of myopia. In the provinces a service on this scale is impracticable; it is, however, an important part of the work of the medical and health staff to inspect and advise on sanitation, hygiene, nutrition and health teaching in schools.

Dental Service

In addition to normal duties the training of six technicians has been undertaken. The clinical work of the service has doubled and opportunity has been taken for a survey of 4,000 Enugu school children which has shown the incidence of caries of the permanent teeth to be only one-twentieth of that of comparable surveys in Great Britain.

HOUSING

Northern Provinces

The type of living accommodation in the Northern Provinces varies from the most primitive to the almost palatial. The nomadic Fulani in their grass or leaf-covered movable "wigwams", the hill pagans in their closely sited thin-walled mud huts with thatched roofs, and the settled peasantry (in areas where building mud is unobtainable) in huts made entirely of grass thatch and corn stalks live under what most Europeans would consider highly austere conditions. But it is important to realise that among these peoples—and indeed in Africa generally—the hut is a bedroom or a store, and is little used during the day. Among the non-Moslem tribes the huts of men and animals and the grain stores are normally huddled together in close proximity, but this is often through choice rather than from necessity. One of the principal advantages of these types of building is that new huts can be built with materials from close at hand for any additions to the family.

In the towns the increasing use of squared mud blocks, instead of round mud bricks, and also of cement is becoming more noticeable, and two and even three-storied buildings are going up in the wealthier areas. These, however, are often turned into lodging houses, and letting and sub-letting is producing settlements approximating to slums in the bigger towns on the railway. In Zaria and Kaduna sketch plans are being made of every plot to decide what buildings must be removed; in these and many other centres no new buildings may be put up without the prior submission of plans to the native authority health department; improvements in sanitation by cementing the "sanitary lanes" have been effected in Kano Sabon Gari.

During the year there has been a marked increase in the desire for the improvement of layouts in both small towns and rural areas. From many provinces come reports of villages demanding wide avenues and of clearing them themselves: in one district in the Daura Emirate every village has been so re-planned on the inspiration of the completed model villages of Kaita and Daudawa in Katsina. A new layout to relieve congestion at Minna has evoked a far greater demand for the new plots than was expected. A new plan for Lokoja town is in preparation and a com-

plete new headquarters town for Igala Division is being drawn up. Serious fires in Makurdi, Lafiagi, Lafia and Biu caused wide-scale destruction as they swept along the grass fences and from thatched roof to thatched roof; it is almost impossible to control these fires on a windy day when the grass and thatch are tinder dry but as far as possible re-building is not allowed without wind-breaks in the form of wider roads. The sanitary staff of the Native Authority health services advise on building and sanitation in both urban and rural areas and prevent the worst abuses. Particular progress has been noticed during the year in the mining camps on the Plateau: standards of construction have been laid down by Government and all camps are inspected periodically by Labour and Health Officers.

Western Provinces

The usual type of house occupied by the poorer classes has mud walls, wooden windows and doors, and a thinly thatched roof. The houses of the more prosperous classes are of mud or brick walls, cement rendered, and have corrugated iron roofs and glass windows; in many cases a house of this type will consist of two or more storeys and will generally include a produce store or shop on the ground floor. The older houses are normally owned by a family group, but there is a growing tendency for the people to build separately for their own immediate family. In some of the larger towns such as Abeokuta and Ijebu Ode, where there is a considerable demand for accommodation, the building of houses is a favourite and profitable way of investing capital. In most Government stations a fair number of quarters are provided at reasonable rents for the African staff. They are usually built of concrete in the larger centres; elsewhere of mud, with a cement finish.

The Native Authorities of many districts have passed simple Sanitary Rules and a few have also passed Building Regulations. In Abeokuta Province, Town Planning Authorities have been established under the Nigeria Town and Country Planning Ordinance at Abeokuta, Otta and Ilaro.

Eastern Provinces

Housing in the Eastern Provinces varies from types, chiefly in rural areas, which consist of mud and wattle walls, with a palm or grass thatch roof, to those built of mud or mud and cement blocks with a corrugated iron roof and cement floor. In the larger towns the layout varies from the usual conglomeration of untidy shacks of mud and thatch to the more orderly lines of corrugated iron roofed dwellings on the European model. In the villages, houses are individually or family owned, while in the larger centres such as Port Harcourt a fair proportion can be found which are owned by a landlord and leased to those who for one reason or another have migrated to the towns.

By the end of 1947 the Port Harcourt Town Planning Authority had started two Planning Schemes known as the Creek Road Extension Scheme, and the Hospital Road Extension Scheme, the object of both schemes being to alleviate the acute housing congestion in Port Harcourt.

These schemes involve the provision of additional properly planned and laid-out building plots, and the provision for residents in the new plots of such essential services as access roads, sanitation, water supplies, and drainage; the houses themselves will, however, be privately built and privately owned.

There has been a steady but unspectacular increase in interest during the year in village development and replanning, principally in, but not confined to, the Onitsha Province. Grants amounting to 10 per cent. of the cost of such village improvement and replanning are made from Colonial Development and Welfare funds, and provide a useful incentive and stimulus to further effort. Development officers, where they can be spared from other duties, or as an ancillary duty, are in some cases available to advise and assist in such replanning.

Colony

In Lagos, housing conditions vary according to the status and means of the occupants, and in almost every street of the metropolis may be seen a medley of all types of dwelling, from the substantial cement or stucco mansions of the professional and business men to the primitive huts or tenements of the poorer classes, most of which are constructed either of bamboo or of rusty sheets of galvanised iron. According to a report of the Medical Officer of Health (Dr. Ladipo Oluwole, whose 23 years of work were recently recognised by the award of the O.B.E.), of the 9,673 dwellings on Lagos Island a total of 5,756, or approximately 60 per cent., are either unfit for human habitation or are constructed of prohibited materials, *i.e.*, bamboo or galvanised iron.

In the poorer parts of the town narrow and tortuous alleys wind through a labyrinth of crazy shacks with dark, cavernous rooms, each of which may house several families; every inch of space is utilised and in some places noisome corridors are partitioned into living rooms by the simple expedient of hanging grass mats at intervals from the roof. In short, a tour of the Lagos slums is an unanswerable argument to the opponents of the town planning scheme.

Various expedients have been tried to deal with the slum menace: the first building regulations were passed in 1911, forbidding the construction of houses of inflammable materials. A few years later these were revised and in 1926 a further revision took place, conditions of building being rendered more stringent and the use of galvanised iron sheets for the walls of houses prohibited. Finally, in 1937 the existing by-laws were introduced which lay down definite rules governing the type of materials to be used, the minimum floor space of a room, the provision of wide sanitary lanes and other technical specifications calculated to restrict the spread of slums. At the present time all persons wishing to build within the township are obliged to submit their plans to the Town Council for its approval, after careful scrutiny by the Town Engineer and the Medical Officer of Health, and an army of Building Inspectors is employed to ensure that these by-laws are strictly complied with. Unfortunately, however, these by-laws failed to consider the need for demolition of buildings constructed of prohibited materials and, owing to the ingenuity

of the owners in carrying out all requisite repairs during the hours of darkness in defiance of the regulations, large numbers of insanitary and unsightly shacks of bamboo and galvanised iron have survived to this day.

In 1930, after a particularly serious outbreak of bubonic plague, it was decided that steps should be taken to eliminate the slums of Lagos, and a body entitled the Lagos Executive Development Board was established for this purpose. The work of this Board, adversely affected by the economic depression of the early nineteen-thirties and by the war period, has been limited by lack of funds and staff, but it has succeeded in clearing a total of 54.92 acres of slums; in that area straight, clean thoroughfares, bordered with well-built cottages, now stand on the site formerly occupied by the worst slums in Lagos.

One of the most vital problems confronting the Lagos Executive Development Board is the reclamation of the swamps and shallow areas of lagoon surrounding Lagos on all sides. Throughout the year exhaustive examination of the terrain has been carried out by reclamation experts from Europe. At the same time the whole of Lagos township has been declared a Planning Area under the provisions of the Lagos Town Planning Ordinance, which has the effect of freezing all building operations except those which conform to the provisions of a zoning plan. Plans have also been drawn up, and a scheme approved, for the establishment at Apapa of a residential area, capable of accommodating approximately 15,000 persons, together with excellent sites for light industry, easily accessible to both rail and water transport and the usual amenities of a modern planned town. The aim of the scheme is to render this "satellite town" as far as possible independent of Lagos both culturally and economically, although no doubt a large proportion of its inhabitants will be employed on the island. Already large numbers of applications have been received for vacant plots in this township, and although a proportion of the area allocated will require reclamation, adequate space already exists for present requirements and it is expected that its establishment will do something to relieve the existing acute congestion in Lagos Island.

In addition to these main tasks the Board has carried out a host of minor duties, such as the preparation of zoning plans and slum clearance schemes, while at the same time the immediate problems of normal development have not been overlooked.

Despite the shortage of building materials a considerable amount of construction has been carried out by private individuals and, even without the aid of the town planning scheme, many of the worst types of shacks are gradually being replaced by modern houses and tenement buildings owned by wealthy Africans or Syrians. All plans require prior approval by the Board and the strictest compliance with the building regulations and zoning orders is enforced. In order to assist the public in understanding the complexities of these regulations the Board's Officers have set aside two hours in each day for consultations with the public and, as a result, a total of 492 building plans were submitted by private individuals during the year, of which 451 were approved.

The scope of the Ikeja Area Town Planning Authority has been very much more restricted than that of its neighbour as a large proportion of the land within its jurisdiction is devoted to agriculture. Its main task has been to stop the ribbon development along the main roads in the vicinity of the township, which at one time threatened to degenerate into an extension of the worst Lagos slums, and to prevent the conversion of valuable agricultural land into sprawling suburbs for Lagos workers.

The importance of Ikeja, which was formerly a minor post administered by one officer, has been greatly magnified by the establishment near the station of the main Nigerian airport. Owing to the resultant influx of officials it has been necessary drastically to amend the former town plan and to acquire an area of 847 acres for use as a Government residential area. As a result of this foresight the growth of the new Ikeja will proceed on ordered lines, and the provision allowed for future expansion is expected to accommodate foreseeable future requirements.

SOCIAL WELFARE

Northern Provinces

The care of the aged, the pauper and the infirm has always been a family concern in Moslem and to a lesser extent in pagan areas, and modern economic conditions have not yet, except in a few areas and in some towns, broken this tradition.

The care of destitute strangers, including children, is becoming important, particularly in such areas as the Plateau, where exaggerated ideas of the employment available have been disseminated far and wide; such people are usually repatriated at the expense of their home Native Authorities. In such areas as the Benue Province, where the spread of elementary education through Missions is on a much greater scale than in Moslem areas, and where there is also the influence of the railway and a great desire for salaried employment, the break-down of family ties is more pronounced. Minna has opened a casual ward for persons awaiting repatriation and this has had a daily average population of 16. Pauper patients are admitted to all hospitals without payment, and increasing use is being made of these facilities.

On the minefield the appointment by the firms, without pressure from Government, of a full-time European Welfare Officer, who looks after five African clubs, is an example of welfare theory being put into practice; the presence there of a full-time Labour Officer and visits by the Trade Union Officer have also been of great assistance in settling labour conditions and preventing the social evils of widespread labour unrest.

The community activities of the northerner have been said in the past to be very restricted, but during the year many new reading rooms, debating societies and even athletic clubs have been established which have a real appeal, not only to the younger elements. The Scout movement is established in many centres and a number of new troops have been started during the year; the Sudan United Mission encourage the Boys' Brigade at Jos, Numan and other centres. At New Giwa, the new

settlement in Zaria Province, an assembly room has been built by communal effort as a recreation centre and for the holding of district and village conferences. At Kaduna a boys' club was started by African enthusiasts without outside assistance. Juvenile delinquency is reported as a growing problem on the Plateau and in Benue Province.

Eastern Provinces

Social welfare activities in Calabar have mainly been in connection with juvenile destitution and delinquency with their attendant evils. These activities have been under the supervision at varying times of the Social Welfare Officer and two Assistant Social Welfare Officers, assisted by the Calabar Juvenile Welfare Committee.

Work completed has included the opening in 1947 of a Juvenile Court, with weekly sittings in Calabar and occasional sittings at Oron. The Court dealt with 202 cases involving children and young persons, resulting in the virtual stamping out of juvenile destitution in Calabar; the very few destitute children are now cared for at a hostel attached to the Remand Home. A total of 230 children were found apparently destitute in 1946 and 1111 in 1947, but of these only 14 were genuinely destitute and were cared for in the hostel. Effective supervision has been maintained over the conditions of employment of child labour, despite lack of popular support for this measure, and a very careful watch maintained on all children entering Calabar to ensure that attempts are not made to revive old practices in this respect.

Other work has included the investigation of matrimonial cases, the care of discharged prisoners and females without means, the inauguration of youth clubs and a hostel for European seamen visiting Calabar. These activities have been successfully carried out despite the complete apathy and indifference of the Native Authority and the bulk of the population. The only interested parties are a very small minority of the more enlightened elements who form the Calabar Juvenile Welfare Committee and who have provided funds for the care of wandering children pending their repatriation.

Western Provinces

At present no organised social welfare services exist in the Western Provinces though much is done in this way by Missions. The Administrative Officer also may well be called a Welfare Officer, as much of his time is engaged in such work. Through both these agencies attempts are being made to increase interest in village life with the purpose of encouraging the younger generation to remain in the country instead of migrating to the towns, where so often they merely swell the ranks of the unemployed.

The extension of medical and health services is doing much to promote social progress. Throughout the Western Provinces the number of Native Administration dispensaries, maternity and infant welfare centres increases each year. They are welcomed by the people.

In a society based mainly on family ties, the relief of the destitute and disabled devolves upon the relations of the persons concerned. Very few beggars are to be seen, except in the larger towns, and these are mostly strangers from other parts.

Colony

The Colony Social Welfare Staff have continued their uphill struggle against the evils of child prostitution, juvenile delinquency, sweated child labour, cruelty and neglect. The year saw the welcome addition to their ranks of a Women's Welfare Officer but their numbers remain quite inadequate.

The policy during the year has been to build up units or teams, under the charge of the more experienced members of the junior staff, and to empower them to deal directly with the routine functions immediately concerning them. This policy has resulted in a maximum degree of decentralisation and a much more responsible attitude towards case work, thus leaving the senior officers free to concentrate on planning, co-ordination and training. The most successful of these teams has been that concerned with the conduct of the Juvenile Court, the officer in charge of which was given full responsibility for the work of the Court, the conduct of the Boys' Remand Home, the organisation of matrimonial conciliation, the boarding-out of children, recording of corrective orders, etc.

The Juvenile Court has worked to capacity during the year and the two afternoons set aside each week have proved insufficient, the Court having been obliged on occasion to work into the night. A total of 1,224 cases were dealt with. Of this total, 220 cases were of a criminal nature, a comparatively insignificant number when the size of Lagos is taken into consideration; but the majority of juvenile delinquents are petty thieves and pickpockets, many of whom are sufficiently adept to defy detection, and it would be unwise to assume that this figure was any accurate indication of the incidence of juvenile delinquency. Towards the end of the year it became apparent that there was a number of young persons in Lagos of confirmed criminal habits and, at the request of the Juvenile Court, the Government was asked to consider the introduction into Nigeria of the Borstal system. A large number of the offences dealt with were infringements of the Street Trading Regulations which banned the employment of boys under fourteen and girls under sixteen as hawkers. Experience has proved the ban to be amply justified. An alarmingly high percentage of the girls had venereal disease and special women officers made sure that these received the full course of treatment at the clinic.

Two male and one female Probation Officers have been employed during the year but their work has been handicapped by various factors such as the unco-operative attitude of the parents, the general lack of a normal stable home life for boys of the class from which most probationers are drawn, and the inexperience of the officers themselves. But a start has been made and it is proposed during the coming year to assign an Assistant Welfare Officer to the rural parts of the Colony for the extension of such work among other general duties.

The Remand Home functioned successfully, 647 boys being admitted of whom only 39 were second offenders. Until October it was necessary to use it also as a home for stray boys but in that month a suitable building was found for conversion into a Boys' Hostel; this useful amenity accommodated a total of 113 destitute boys during the first two months of its career. The Girls' Hostel accommodated a total of 629 girls during the year.

The Approved School at Isheri has done excellent work. The school provides accommodation for some seventy boys; work has already started on reconstruction which, when completed, will provide for double the existing accommodation. The discipline and morale of the school have been maintained at a very high standard and the boys have not only received skilled instruction in various trades and handicrafts, but have also been encouraged to compete in athletic exercises such as boxing, wrestling, tennis and athletics. Only seven boys absconded during the year, of whom five were subsequently found.

On the constructive side much has been done. Past experience has shown that the assumption of full responsibility by the Welfare Branch for the conduct of boys' clubs stultified initiative and encouraged the common spirit of dependence on Government, whereas the inducement offered by a grant to clubs conducted by voluntary organisations, on their attainment of a recognised standard of efficiency, encouraged those who were interested, inculcated a sense of public-spirit and spread available financial benefits more evenly over the various organisations concerned. Policy was changed accordingly and at the moment grants are being paid to four independent boys' clubs, in addition to the two demonstration clubs run by the department, while negotiations are pending with regard to the assistance of others. Another interesting experiment carried out by the Department is the founding of Village Institutes, whereby the voluntary efforts of the villagers to improve their social, cultural and recreational amenities are guided and assisted by contributions in cash or kind.

Other activities of the Department comprise the establishment and conduct of play centres, holiday camps and community centres, conciliation in matrimonial disputes, welfare work among the inhabitants of local prisons and leper camps, the care of the aged and destitute, and general welfare work among the teeming population of Lagos and its environs.

An important contribution to the welfare of the Lagos youth has been the conversion of the area within the racecourse rails into a public recreation ground, comprising six football and five cricket pitches, and a running track. This valuable amenity has led to a marked enthusiasm for sport generally and the grounds are constantly in use, not only by the Lagos school-children but also by the teams of illiterate youths and boys who were hitherto obliged to take their recreation in the streets and alleys of the town.

Port Welfare

The need for a properly organised body to minister to the welfare of seamen of all races in Nigeria becomes increasingly apparent. Hitherto

such work has been officially confined to Lagos, although outstanding efforts have been made by private individuals in other Nigerian ports to provide some comfortable and homely place to which visiting seamen can resort for rest and refreshment. Steps are now being taken to co-ordinate these activities, and the Port Welfare Officer, Lagos, visits all ports at least once annually to furnish advice and guidance to the management of voluntary seamen's welfare institutions and to ensure the equitable distribution of available funds. The trustees of the Colonial Seamen's Welfare Fund have kindly made a grant of £600 towards the work of the African Seamen's Hostel in Lagos and of the Recreation Room in Calabar.

The Port Welfare Officer and his African Assistant carried out 240 routine visits to ships during the year, exchanged 3,506 books and 55 Ocean Libraries, rendered financial assistance to distressed seamen, and organised football matches and other sporting events, picnics, Christmas dinners and many other kinds of benefits which have rendered tolerable the lot of visiting seamen and served to deter them from plunging into activities of a less reputable nature.

Chapter 8: Legislation

The most important Ordinance of the year was the Nigeria Cocoa Marketing Board Ordinance (No. 33) which, following similar legislation on the Gold Coast, provides for the control of cocoa marketing and exports in the interests of the producers. No cocoa may be exported or purchased for local processing without the authority of the Board, which is at the same time bound itself to purchase all cocoa graded as suitable for export that is offered. The Board will be advised by an Advisory Committee representing producers and commercial interests. Prices will be fixed to prevent violent fluctuations and the insecurity to producers consequent on unhealthy speculation.

The Motor Transport Licensing Ordinance (No. 42) is designed to ensure efficient transport services and the prevention of uneconomic competition. Application will be gradual and will only cover certain roads to be declared from time to time as regulated roads. Together with this Ordinance goes the Road Traffic Ordinance (No. 43) which consolidates the provisions of the old and much amended Motor Traffic Ordinance of 1927 and makes certain new provisions to ensure greater safety on the highways.

An interesting Amendment to the Criminal Code Ordinance is No. 8 of 1947 which ensures that men employed in public utility undertakings should not abuse their right to strike to the serious prejudice of the whole community, especially in regard to public health services. Any person so breaking his contract of service with less than seven days' notice as to endanger human life or public health, including the health of inmates of a hospital or similar institution, or to cause serious bodily injury or to expose valuable property, real or personal, to destruction or serious injury, becomes guilty of an offence liable to a fine of fifty pounds or imprisonment for six months or both.

The necessity for the proper control of public collections of money, as exercised in England under the War Charities Act, 1916, and House to House Collections Act, 1939, is the reason for the Public Collections (Regulation) Ordinance (No. 39) which binds any person desiring to make a public appeal for donations in money or in kind to obtain a licence and enables regulations to be made for the proper accounting and auditing of such collections. Purely local charitable collections may be exempted by a Resident in charge of a Province.

Further proof of the Nigerian Government's opposition to any form of racial discrimination is evinced by the Liquor (Amendment) Ordinance (No. 23) which makes it an offence for any person, holding a licence to sell liquor to the public, to refuse to sell to any person on account of his race, creed or colour.

The Crown Grants (Township of Lagos) Ordinance (No. 18) is one of four Bills published with Sir Mervyn Tew's Report on title to land in Lagos, designed to clarify the legal position of private landholders in Lagos by declaring and confirming the effect of certain grants made by or on behalf of the Crown between 12th June, 1863, and 18th April, 1918. Provision is made both in respect of grants and of leaseholds for the protection of rights under native law and custom.

The Income Tax (Amendment) Ordinance (No. 16) enables the Governor to arrange with the United Kingdom or any other country to relieve from the effects of double taxation any income which is liable to tax both in Nigeria and in the other country.

The Radio-Active Minerals (Atomic Energy) Ordinance (No. 37) is designed to ensure adequate control over the production of radio-active minerals in Nigeria and to provide for the working and acquisition of such minerals where necessary.

Order No. 44 under the Tin (Production and Export Restriction) Ordinance, 1931, revokes Order No. 18 of 1931 made under the same ordinance which prohibited the production and export of tin except under licence from the Governor. Together with the Safe Mining (Amendment) Regulations (No. 18) this release of restrictions is designed to assist the mining industry.

Chapter 9: Justice, Police and Prisons

RETROSPECT

During the war there was a great increase in the number of Magistrates. The purpose of this was to afford relief to the Administrative Service, which was short of staff because of the virtual cessation of recruitment and the absence of many officers on war service, by taking over the magisterial work hitherto done by Administrative Officers. At the beginning of this period there were six Magisterial Districts, each requiring the services of one Magistrate, while three Magistrates sat in Lagos. At present, there are four Magistrates' Courts in Lagos and eighteen elsewhere. These courts were kept in operation with increasing difficulty as their numbers rose and suitable persons for appointment as Magistrates became harder to find. At the same time, while there was no

increase in the number of judgeships, vacancies were less easily filled as the war progressed (there were still three vacancies at the end of 1946 which have since been filled). In 1946 several new magisterial appointments were made but since then there has been a dearth of candidates for appointment. At the same time there has been a considerable increase in crime and litigation especially in the Magistrates' Courts in Lagos where the number of cases disposed of, both civil and criminal (including petty as well as more serious offences), has increased from a total of 8,400 in 1940 to 30,756 in 1947. It has become apparent that a further increase in the number of Judges and Magistrates is necessary and this is receiving consideration.

June, 1945 was an important date in the history of the Nigerian Courts. On the first of that month the jurisdiction of the Supreme Court was extended to cover the whole country. Previously the court exercising limited jurisdiction in the Protectorate had been the High Court. The High Court had no jurisdiction in probate, admiralty, or divorce, or in matters arising under certain Ordinances, and the jurisdiction so excepted was exercised in the Protectorate by the Supreme Court, which otherwise functioned in the Colony area only. The effect of the change was to establish one superior court of record exercising uniform and unlimited jurisdiction over the whole country. At the same time the jurisdiction of the Magistrates' Courts was increased and Ordinances were passed to provide for new forms of procedure in them and in appeals from them to the Supreme Court; new provision was also made regarding the enforcement of the judgments and orders of the Supreme Court and Magistrates' Courts.

LAW AND COURTS

There are two kinds of law in force in Nigeria, English and native. The courts where these systems of law are administered are, on the one hand, the Supreme Court and the Magistrates' Courts, which primarily administer English law, and, on the other hand, Native Courts, which primarily administer native law and custom. Appeals from the Supreme Court are brought before the West African Court of Appeal, established by Order-in-Council to hear appeals from all the West African Colonies.

Jurisdiction

The jurisdiction of the Supreme Court is unlimited as regards subject matter and degree, area and persons. The Court sits as a court of first instance, and as a court of appeal from Magistrates' Courts and such Native Courts as may be prescribed. Subject to certain reservations, the original, as distinct from the appellate, jurisdiction may not be exercised in any case relating to land, marriage, family status, or the succession to property which comes within the jurisdiction of a Native Court; and the jurisdiction is completely excluded in any case over which a Native Court has exercised or is exercising any of its own jurisdiction.

The same limitation is imposed on the original jurisdiction of Magistrates' Courts, which is further limited to personal actions for specified amounts varying from £25 to £200 according to the grade of the Magistrate concerned, and, on the criminal side, to the infliction of punishments

similarly restricted. As regards area, a Magistrate's jurisdiction is exercised within one or other of the Magisterial Districts into which the country is divided.

Where it is so prescribed, the Magistrate sits on appeal from Native Courts.

The jurisdiction of Native Courts is limited in subject matter and degree according to grade. The limit for money claims in the lowest grade is £25; in the highest grade there is no limit. All Courts have full jurisdiction in matters relating to native marriage and succession where there is no money claim, and such jurisdiction over land cases as is stated in the warrant constituting each court. Punishments ranging from 3 months' imprisonment to death may be inflicted. As regards persons, the jurisdiction is limited, briefly speaking, to Africans.

Law

The law applied in the Supreme Court and Magistrates' Courts is that in force in England on 1st January 1900, as modified by local legislation and by Imperial Acts extending to Nigeria. The courts may apply such native law as is not repugnant to natural justice, equity and good conscience, or to any other law for the time being in force, and must do so where the parties are natives, unless it appears that the transaction was one intended to be governed by English law, or was one unknown to native law.

The law administered in a Native Court is the native law and custom prevailing in the area of the court's jurisdiction, together with any subsidiary legislation enacted by a Native Authority and in force in the same area, and such Ordinances as the court may be authorised to enforce by order of the Governor. The application of native law and custom is subject to its not being repugnant to natural justice or morality, or the provisions of any enactment.

Juvenile Courts

Juvenile Courts were established in Lagos and Calabar in July, 1946, under an Ordinance which follows closely the provisions of the Children and Young Persons Acts. The courts are constituted by a qualified Magistrate as Chairman sitting with lay assessors chosen in rotation from a panel. They deal not only with offenders but also with children in need of care and protection, and have power to make corrective and other orders for the child's benefit as well as to inflict punishment.

Cases, General

Of the criminal cases brought before the Courts administering English law, the great majority are concerned with offences against property or the person. Offences against public morality are extremely rare. Of offences against property, those involving fraud are naturally rarer in the more primitive parts of the country than in the more urban centres. During 1947 the Supreme Court and the Magistrates' Courts in Opofo and Abak have been kept very busy investigating and trying murder

cases connected with the "Leopard Society" among the Ibibios in the Eastern Provinces, and a Judge was specially assigned to hear these cases. By the end of the year there were only two prosecutions pending and as there has not been a fresh outbreak of murders in this area the special Supreme Court at Opoobo has been closed.

Among civil cases in the same courts, land cases are frequent and long fought, not only in Lagos where there is no Native Court to oust the Supreme Court's jurisdiction, but also in many places in the Protectorate where the jurisdiction of the Native Court is limited, or the case comes before the Supreme Court on appeal. Among civil cases of other kinds, company law finds little application and bankruptcy law is unknown. Probate and divorce matters are still in practice very largely confined to Lagos. Rent restriction has been enforced in the courts since February, 1946, in some urban centres, but the litigation is not nearly so voluminous as in England and workmen's compensation cases are also of comparatively rare occurrence.

Particular Cases

The most interesting case decided in 1947 was Gwandu Native Authority *versus* Tsofo Gubba. In this case the defendant was convicted by a Native Court applying Mohammedan law on evidence which, under that law, established the commission of an offence punishable with death; and the death sentence was pronounced accordingly. The evidence in a court administering the English system of law would have been sufficient to find a verdict of manslaughter only, not murder. The defendant appealed to the Supreme Court and then to the West African Court of Appeal. It was held by the three Chief Justices sitting on the West African Court of Appeal that where there was a conflict between the Criminal Code of Nigeria and native law and custom, the Criminal Code prevailed. The evidence was sufficient to find a verdict of manslaughter only, under the provisions of the Criminal Code, and it was held that the West African Court of Appeal had no power to substitute a verdict of manslaughter for that of murder and the conviction was quashed and sentence set aside.

POLICE

The Nigeria Police Force is distributed throughout the Colony and Protectorate of Nigeria and the Cameroons under British trusteeship. There are 113 police stations and sub-stations: 18 in the Colony area, 24 in the western, 43 in the eastern and 28 in the northern areas.

In the Northern Provinces a considerable part of the police work is carried out by Native Administration Police Forces to which officers of the Nigeria Police have been seconded for organisation and training.

In the Eastern Provinces there are no Native Administration Police, and prevention and detection of crime is carried out solely by the Nigeria Police.

Native Administration Police Forces exist in the Western Provinces, but as the total establishment of these is only 556, most of the police work is carried out by the Nigeria Police Force.

Establishment Strength

The establishment of the Force on 31st December, 1947, was:

| | |
|---|-------|
| Officers | 109 |
| Inspectors and Sub-Inspectors | 72 |
| Rank and File | 4,931 |
| Force Clerical Branch | 121 |
| | <hr/> |
| Total | 5,233 |
| | <hr/> |

Recruiting

Recruitment for the Force has been very satisfactory. As a result of the improved rates of pay, applications for enlistment in the Southern Provinces exceeded requirements. The resources of the Southern Training School continued to be taxed to the utmost in providing trained constables to fill vacancies consequent on substantial increases in establishment and normal wastage, and in training members of Native Administration Police Forces. Over 400 recruits were enlisted during the year of whom 125 were ex-servicemen.

In the Northern Provinces most of the members of the Force who had been released for military service have now been reabsorbed and recruits are again being enlisted. The improved conditions of service have attracted a better and more educated type of northerner to the Force.

Criminal Investigation Division

Organisation and Establishment. The Criminal Investigation Division is a branch of Headquarters. It is divided into Administration, Records, Investigation, Special, Fingerprint and Criminal Record Sections. In addition, there is a well-equipped laboratory and photographic section which can effectively deal with subjects such as the identification of handwriting, typewriting, firearms used in the commission of crime, etc. Its personnel undertake the investigation of difficult cases and cases of major importance in the Northern and Southern Provinces. In practically every case they handled in the Provinces during the past year they met with success, and requests for their assistance are rapidly increasing.

Finger-print Bureau. During the year 19,187 sets of finger impressions were received and classified, bringing the total number of impressions on file in the Bureau to 163,678 sets. During 1947, in a search for 19,187 impressions, 4,390 (23 per cent.) were identified.

The Single Finger-print System, which is still in its infancy, was added to throughout the year and in one case—the first on record—the perpetrator of a burglary was identified and apprehended as a result of a single finger impression left at the scene of the crime. He pleaded guilty to the offence.

C.I.D. Courses of Instruction. Photographic courses have been held throughout the year for the rank and file from the Provinces. Apart from these courses personnel from Native Administration Police have been sent to the C.I.D. for courses covering all spheres of criminal investigation.

Forensic Medicine

The Force has had throughout the year the valuable services of Dr. P. J. L. Roche, Government Pathologist, who is now on leave taking a course in Forensic Science with a view to returning to this country and greatly intensifying the medico-legal aspect of the Force's work.

Crime

Although the statistics for the year indicate a general increase in crime in most of the Southern Provinces and in the Colony, it is not considered that crime has, in fact, increased to the extent indicated, and the rise may be attributed to the expansion of police services throughout the area which has resulted in considerably more offences being reported by the public. It is gratifying to be able to say, however, that the incidence of crimes of violence has decreased.

While there has not been any appreciable increase in crime generally in the Northern Provinces there has been a noticeable increase in the number of offences against property in the Zaria and Plateau Provinces. This may be attributed to the large number of ex-servicemen who are at present unemployed.

The number of offenders who have been detected in relation to offences reported, and who have been prosecuted to conviction, has been satisfactory, and a large percentage of property reported stolen has been recovered.

For the purpose of dealing more speedily and effectively with cases of crime committed in Lagos, a Control Room was inaugurated in October to which emergency telephone calls could be directed at any hour of the day or night by members of the public. This has resulted in the prompt despatch to the scene by motor vehicle of police and equipment necessary to deal with the type of offence reported. In 1948 it is hoped to extend and improve this system by providing for patrol in the Lagos area a number of motor vehicles fitted with wireless apparatus which will be in radio-telephonic communication with the Control Room. There are indications that this system, although still in its infancy, is being appreciated and is being increasingly made use of by members of the public.

Leopard Society Murders. The continued perpetration of these murders in the Abak and Opobo Divisions of the Calabar Province necessitated the Special Investigation Force being maintained in the affected area during most of the year. Two permanent Police Posts have also been established at Ibesit and Ikot Afanga. As a result of a decline in the number of murders committed following an extensive tour of the area by delegates of the Ibibio Union this Special Force was, in October last,

reduced to two officers and 50 rank and file, and the Curfew Order imposed during 1946 was raised with a view to re-establishing normal administration as soon as possible. Thirty-nine executions of Leopard murderers were carried out during the period under review.

Control of Traffic

There has been a marked increase in the number of motor traffic offences and motor accidents and it is evident that the standard of driving in Nigeria generally, and in Lagos in particular, has deteriorated considerably. This may be attributed to the greatly increased number of vehicles on the roads, many of which are imperfectly serviced and unroadworthy, and have been driven with little regard to their condition and to the other traffic, both vehicular and pedestrian, using the highways. In the Colony the prosecution of offenders by the police has resulted in a most congested cause list with which the Bench has been unable to cope, and up to the end of November, there were 3,650 cases awaiting trial. The need to establish a court solely to adjudicate in motor traffic offences is evident and is receiving consideration.

The inauguration of one-way traffic in a number of streets within the township of Lagos has eased, to some degree, the congestion of traffic on the principal thoroughfares and has contributed to greater safety on the roads. It is hoped to extend this system during 1948 and to introduce a system of "Stop" streets.

During 1948 it is hoped to replace the existing traffic control posts by mobile motor traffic units supervised by Superior Police Officers. These units will operate on the highways throughout the country, and will exercise greater and more effective control of traffic.

Railway Police

During the year the rank and file employed on Railway Police duties were formed into a separate Police Province under the command of a Senior Officer, with headquarters at Ebute Metta and with regional headquarters, each under a Superior Police Officer, at Enugu and at Zaria. For the short period over which this Force has operated, it has more than justified its establishment. Revenue from passengers' fares alone exceeded the amount collected in 1946 by over £100,000. There was also a marked decrease in the incidence of theft of railway property and of goods in transit.

PRISONS

There are 47 Government prisons and 67 Native Authority prisons in Nigeria. The former are administered by officers of the Prisons Department, or in the case of smaller establishments, by the local Administrative Officer. The latter are run by the Native Authority themselves under the supervision of Administrative Officers, but the Director of Prisons is responsible for their general conduct.

During the year the total population of Government prisons was 31,746 of whom 1,887 were women. Of these only 1,112 men and 14 women were serving sentences of over 18 months.

Lepers admitted to prison are few and are strictly segregated. Lunatics are at present housed in prison annexes but a mental hospital is to be built at Abeokuta. As far as possible habitual criminals and first offenders are kept apart, both at work and in the cells.

The majority of prisoners are employed in public work in the local towns, but in the larger prisons valuable industries have been established. During 1947 a scheme of payment of wages to selected prisoners was approved, and about 600 men serving long sentences who have already served two years are allowed to participate.

The diet scales in force in both Government and Native Administration prisons have been arrived at after careful and expert examination, and experience has taught that they serve their purpose well. Many prisoners gain in weight after the first few weeks of imprisonment, but if there is any evidence of a general loss of weight, or a general tendency to deficiency diseases in any prison, the Medical Officer is empowered to alter the diets without regard to cost.

Prison discipline

Every offence committed by a prisoner must be dealt with by a superior officer in the first place, and in no circumstances are warders, no matter how senior they may be, permitted to award punishments. Minor offences usually entail the loss of a few days' remission, or a period on reduced diet, but in the case of serious offences such as mutiny, assaults upon officers of the prison, or offences of special gravity it may be necessary to resort to corporal punishment. During the past years it has been found possible to reduce considerably this form of punishment, and it may be of interest to record that the average number of whippings for prison offences in each large convict prison in 1947 was two. Mechanical restraints such as leg irons or body belts are used sparingly and never as a punishment. They become necessary at times to restrain temporarily violent persons who may do harm to themselves or to officers of the prison, and they are sometimes applied to dangerous criminals for security reasons.

Young Offenders

Important changes have been effected in the treatment of child offenders during the past few years, and the subject of juvenile delinquency now receives the attention it deserves. The imprisonment of children and young offenders is clearly contrary to public policy, and particularly so in Nigeria, where they rarely commit serious crimes. There are, at the moment, two Approved Schools administered by Government and every effort is made to approximate these institutions to ordinary schools. Such resemblances to prisons as high security walls and barred windows have been avoided and the lads are often permitted to walk into the towns unattended. The reason for this is to train them in habits of self-control and few of them have so far abused the privilege.

The forms of occupation have been chosen with the object of giving the boys at least the rudiments of some trade which will help them on discharge. Carpentry and blacksmith's work often furnish valuable training which is of use in every part of Nigeria, and they are in consequence the chief industries taught. The system of after-care to be exercised over discharged boys is considered to be of special importance, and employers of labour have on the whole been generous and helpful. Many of the lads who have passed through the "shops" of the Enugu school are now earning their own living at the trades they have been taught without official support, although it is always at their disposal.

Five permanent chaplains, representing the principal denominations, have been appointed to the convict prisons and held regular services. The question of the employment of qualified teachers is being considered and it is proposed to establish small prison libraries.

A training school for warders was established in 1947 under the command of a Senior Superintendent. The school has accommodation for 120 and all recruits will undergo a period of four months' training, while refresher courses will be run for serving warders. It is also proposed to admit a limited number of warders from Native Authority prisons. These courses will make it possible to introduce modern methods in the treatment of offenders.

Chapter 10: Public Works and Utilities

WATER SUPPLIES

The twenty-eight major water supplies, fifteen Government-owned and thirteen owned by Native Administrations, operated efficiently throughout the year, supplying an average of 9 million gallons per day to an estimated population of 1,400,000. At those water supplies at which full treatment is undertaken a continued high standard of purity was maintained. Rates continued to be reasonable despite the increased cost of labour and materials. The capital value of the undertakings is approximately £1,200,000. Operation and maintenance costs are approximately £95,000 per annum with a revenue of about £140,000 per annum. In addition there are several small supplies in operation maintained for the purpose of supplying water to agriculture, veterinary stations, hospitals and research stations. During 1947, work was continued under the C.D. & W. Scheme on three new major schemes and four extensions to existing supplies. Investigations, surveys and plans are in progress for a further thirteen new schemes and extensions to existing supplies. In addition investigation for three schemes is completed and waiting arrival of materials for construction to proceed. In providing rural water supplies good progress was maintained in the sinking of open wells and in the drilling of shallow and deep bore-holes. In the extension of both urban and rural water supplies the lack of staff and delay in delivery of materials are having a marked effect on progress.

ELECTRICITY SUPPLIES

Ten electricity undertakings are owned by Government and four by Native Administrations. Of the former, those at Jos and Vom purchase current in bulk from the Nigerian Electricity Supply Corporation for distribution to consumers. The aggregate installed plant capacity of the remaining eight undertakings is 18,470 kilowatts, and of the four Native Administration plants 3,000 kilowatts, generating annually some 30 million and 6½ million units respectively.

The largest undertaking is in Lagos, where considerable extensions and improvements have been made by the installation of two 5,000-kilowatt turbo-alternator sets. Investigations are being made as to the possibility of hydro-electric development in the Cameroons. Some forty new installations are proposed under the ten-year Development Plan, costing £1,700,000.

WORKS AND BUILDINGS

During the war years the staff was fully engaged on military works, so that large arrears of work for civil needs face the Public Works Department in addition to an extensive development programme costing some £8 million over the next ten years.

Of the works in progress or completed during 1947 the following deserve mention:

| | £ |
|--|---------|
| Hospitals at Victoria, Abakaliki, Jos, Maiduguri | 102,000 |
| Printing offices at Kaduna and Enugu | 61,000 |
| Secretariat extensions at Kaduna and Lagos | 83,000 |
| Rehabilitation Centre at Igbobi | 109,000 |
| Quarters at Lagos and Ikeja | 227,000 |
| Colliery Housing Scheme | 112,000 |

Work on the construction of twenty catering rest-houses all over the country at a cost of £160,000 continued.

Workshops. The Department maintains its own fleet of motor vehicles and other mechanical plant. New workshops are being constructed at Ibadan, Kaduna and Enugu, and the central workshops at Ijora are being extended. The extension of workshops at Provincial Headquarters Stations is under consideration.

Stores. The central stores are at Ijora, with regional stores at Kaduna, Ibadan and Port Harcourt. The total value of materials issued in 1946-47 was £862,000.

Sawmills. The sawmills and woodworking shops at Ijora were working to full capacity, supplying not only departmental needs but the requirements of the railway, other departments and Native Administrations. The output of sawn timber was approximately 37,000 cubic feet per month. In addition, woodworking shops at Regional and Provincial Headquarters Stations were working to maximum capacity.

Drainage. Work was continued on the drainage schemes at Aba, Port Harcourt, Jos and Kano. Anti-malarial drainage work was continued on the swamp area between Ebute Metta and Apapa.

Headquarters Research Laboratory. The laboratory was re-organised and extended during the year. The re-organisation was assisted by the loan of two officers from the Road Research Laboratory of the Department of Scientific and Industrial Research.

General. Recruitment of staff for the Senior Service was disappointing. This combined with the acute shortage of many building materials had an adverse effect on the progress of construction works. Only 54 per cent. of the authorised Engineering Establishment has been recruited.

BROADCASTING

There are six wire-diffusion stations at present in operation and the number of box-holders is as follows: Lagos, 2,731; Ibadan 867; Kano, 843; Abeokuta, 679; Zaria, 576; Part Harcourt, 505. Other stations will be opened shortly at Calabar, Jos and Ijebu-Ode.

All stations relay programmes from the B.B.C., supplementing them with local programmes consisting chiefly of talks in English and the vernacular, news bulletins in the vernacular, gramophone records of African songs and music, and performances by African bands and concert parties.

Plans for the installation of a transmitting station to serve the whole of Nigeria are under consideration. The number of licensed wireless receiving sets still remains low, although there is now little difficulty in obtaining these sets.

Chapter 11: Communications

ROADS

The following table shows the total mileage of roads in Nigeria:

| | | | | |
|--|---|---|---|-----------|
| (a) <i>Government maintained roads</i> | | | | |
| Bituminous Surface | . | . | . | 666 miles |
| Gravel or Earth Surface | . | . | . | 5,802 „ |
| (b) <i>Native Administration roads</i> | | | | |
| Bituminous Surface | . | . | . | 15 „ |
| Gravel or Earth Surface | . | . | . | 17,924 „ |
| (c) <i>Townships</i> | | | | |
| Bituminous Surface | . | . | . | 79 „ |
| Gravel or Earth Surface | . | . | . | 173 „ |
| Total | . | . | . | 24,659 „ |

An apparent reduction in total mileage as compared with last year is due to the deletion of certain old dry season tracks which are no longer required as better alternatives are available.

During the year further progress was made with the road construction

programme under the Colonial Development and Welfare Scheme. The most important trunk roads now under construction are given below:

| | | |
|--|---|---|
| <i>Lagos-Ikorodu Road</i> (13 miles) | | These links are part of the main |
| <i>Shagamu-Asha-Ibadan Road</i> (27 miles). | | South-North Road (Lagos-Kano) and will provide a shorter route to Ibadan and other points north. |
| <i>Kano-Eastern Road</i> (106 miles) | . | This is part of the lateral road, Sokoto-Maiduguri. |
| <i>Mokwa-Kontagora</i> (89 miles) | . | This provides a by-pass on the Lagos-Kano Road and shortens the route to Sokoto from the south. |
| <i>Yola-Wukari Road</i> (234 miles) | . | This is an important link on the lateral road Ilorin-Yola. |
| <i>Bansara-Mamfe Road</i> (90 miles) | . | This is part of the lateral road Oyo-Benin-Bamenda. It will provide the first all-season route between Nigeria and the Trusteeship Territory of the Cameroons. It may eventually form part of the Nigeria-South Africa Route. |
| <i>Calabar-Mamfe Road</i> (104 miles). | . | This road will connect the Mamfe-Bamenda area with the port of Calabar. |
| <i>Kontagora-Bukuriam Sokoto Road</i> (215 miles) | . | This road provides a shorter outlet to the south from South Province and should help to develop this area. |

In addition, improvements to existing trunk roads were carried out and the construction of a number of feeder roads was continued. The provision of bituminous surfacing to the more heavily trafficked roads was extended; 150 miles of new surfacing were completed.

The provision of financial assistance to Native Administrations for maintenance of trunk roads B has been extended and in 1947 grants totalling some £14,500 were made in respect of 2,316 miles of road.

AVIATION

The year 1947 saw a considerable expansion of both international and internal air services in Nigeria, brought about by the greatly increased traffic passing through Kano and the inauguration of West African Airways Corporation services.

Regular trunk-route services are operated by B.O.A.C., Air France, Sabena and K.L.M., the two former through Kano and Lagos, and the latter through Kano; the aircraft used are Haltons, Skymasters and Constellations.

B.O.A.C. operate six services weekly in each direction, Sabena five, whilst Air France and K.L.M. operate twice weekly. In addition Air France operate feeder services connecting French West African territories; these services pass through Kano (the Dakar–Fort Lamy route) and Lagos (Douala–Dakar). Several charter companies operate aircraft through Nigeria, en route to South and Central Africa.

Internally, the inauguration of W.A.A.C. services has initiated the connection by air of the main population centres in the country. At the end of the year services were being maintained from Lagos to Benin, Port Harcourt, Calabar, Enugu and Tiko, soon to be augmented by routes from Lagos to Kano (via Ibadan, Ilorin, Kaduna and Jos), from Kano to Yola (via Potiskum and Maiduguri) and, at a somewhat later date, Kano–Gusau–Sokoto–Katsina–Kano. All these services are operated by Dove aircraft.

The Nigerian Air Service, operated on charter by B.O.A.C., was still operating the Lagos–Port Harcourt–Enugu–Jos–Kaduna–Kano route, but this is to be terminated at the end of January, 1948, when the services operated by W.A.A.C. will serve the places previously on the N.A.S. route. The B.O.A.C. service to Khartoum via Kano and Maiduguri has been suspended since June, 1946.

On 1st October the Air Ministry ceased to be responsible for the provision of meteorological facilities, which were then transferred to the control of the Nigerian Government although the overall responsibility is vested in the Chief Meteorologist of the British West African Meteorological Service, whose headquarters are in Accra.

NIGERIAN RAILWAY

The delivery during the course of this financial year of 14 main-line locomotives from Canada has helped to replace engines beyond economic use and repair, but the Railway's power position is still very much under strength, and no noticeable improvement will be felt until the arrival of 20 main-line locomotives from the United Kingdom, which are now expected to be completed in April, 1948. The wagon position is worsening, and although some alleviation will result from the impending delivery of 50 coal-hopper wagons and the quicker turn-round following a strengthening of the locomotive power position, the early delivery of the many hundreds of wagons on order is most necessary. In order to tide over a difficult period it has been decided to rebuild 400 American wagons locally, and for this purpose extensions to the Carriage and Wagons Shop are to be built and additional machinery imported.

Although the tonnage carried will not fall far short of last year's record of 1,393,648 tons, the Railway is still unable to meet all the demands upon it, particularly for the movement of coal and groundnuts as well as passengers. Industrial unrest and unauthorised strikes recently experienced have caused serious and lasting dislocation.

Revenue is estimated to reach £4,823,265, but further large increases in working expenditure, as a result of revised salaries and wages, and further increases in the cost of fuel and stores, will only leave a net surplus of £24,869.

During the year a comprehensive review and revision of the Railway Tariff was undertaken by Mr. A. J. F. Bunning, C.M.G., who was appointed Commissioner for Railway Rates Revision, and as a result of his report, which has been approved by the Nigerian Government, a new Railway Tariff has been framed, which will come into force on 1st April, 1948. It is designed to produce additional revenue amounting to about £400,000; at the same time rates for certain internal foodstuffs have been kept down in an effort to keep the cost of living at an economic figure. The inadequacy of the Nigerian Railway reserves to withstand slumps, the possible failure of crops or serious industrial unrest makes it very necessary to make substantial contributions to the Railway Reserve Fund (or Rates Equalisation Fund); also it is anticipated that when a review of the Renewals Fund can be undertaken it will be found that the yearly rate of contribution to the Renewals Fund is inadequate in view of the steep rise in prices.

The relaying of the 160 miles of track between Jebba and Minna with new 60-lb. rails and sleepers of local timbers progressed well until October, up to which time an additional 30 miles had been completed (making a total of 124 miles) when the shortage of civil engineers for normal maintenance became so acute that relaying operations had to be suspended. Limited working has now recommenced and a further 6½ miles have been completed. There still remain 30 miles to be done and, given the necessary staff, it is expected that this project will be finished in 1948; it is then hoped to make a start on the relaying of the Zaria-Kano section of the line.

The Railway has ahead of it a vast expansion programme, including the rebuilding of eight of its major stations and at least ten of the lesser ones, as well as offices, locomotive and carriage sheds, signalling installations and housing schemes for its staff, but unless a great improvement takes place in the recruitment of Civil Engineering Officers this programme will be delayed.

POSTS AND TELEGRAPHS

Postal Services

Although the expansion of postal services was to some extent delayed by lack of equipment, three former Agencies with limited facilities were converted to full departmental status providing all public services, and further progress was made with the opening of new Postal Agencies. The needs of the rural communities were also met with the introduction of Rural Postmen who deliver and collect letters and sell postage stamps at recognised centres. The pre-war regular mail boat services have not yet been restored but the frequency of other ships carrying mails increased.

There was a considerable improvement in both external and internal air services. The B.O.A.C. now operate an accelerated service with Great Britain across the Sahara on six days of the week. The West African Airways Corporation took over certain of the internal services and internal letter mails are now carried by air in all cases where this is advantageous without surcharge. A considerable expansion of the internal air services is anticipated in the near future.

Postal and money order commission charges and internal and external letter and parcel postage rates were reduced during the year. The internal letter postage rate of 1*d.* per $\frac{1}{2}$ oz., which covers conveyance by air, compares very favourably with that of any other postal administration.

Telegraphs

The difficulty in obtaining new equipment prevents the provision of much-needed additional channels and of extension of the service to other offices. Nevertheless, telegraph traffic continued to increase and extended use has been made of wireless channels to supplement land-line telegraphs.

Telephones

There are now 62 telephone exchanges in Nigeria and there has been a large increase in the number of telephone stations served. Growth was still restricted during the year by the delay in the delivery of equipment and line material. Carrier telephone and repeater equipment for the inter-zone trunks, Lagos–Oshogbo and Oshogbo–Enugu, has been received and is being installed. The general development of the trunk telephone system has been delayed by the difficulty in obtaining steel poles and pole fittings.

Aviation Wireless

In addition to the wireless stations operated for ordinary telegraph traffic there are aeronautical stations at Ikeja, Oshogbo, Kaduna, Kano, Maiduguri, Jos, Yola, Port Harcourt, Benin City and Enugu. V.H.F. H.F. and M.F. direction-finding equipment is installed at the main air ports. BABS blind-landing equipment is available at Ikeja and Kano aerodromes. Services given include communication with aircraft, aids to navigation, exchange of operational messages with other Nigerian and West African stations and with South and East Africa, French West Africa and Europe, and also collection and broadcasting of meteorological information.

Chapter 12: General

THE MAGAZINE *Nigeria*

This magazine was originated privately by the present Editor when an Education Officer and became so popular that Government decided to finance it. Published quarterly, it is concerned only with matters of local cultural interest and contains well-illustrated articles on travel, social welfare experiments, gardening, hobbies, art, antiquities and the like. The photography is of a particularly high standard. At a shilling a copy it is made available to all Nigerians through the kindness of bookshops, stores, Elder Dempster Lines and many private persons who ask no commission. It is also sold at all Post Offices. The Editor has also

organised exhibitions at the Exhibition Centre on the Lagos Marina, covering many interests including school crafts, modern African art, social welfare and the work of co-operative unions.

PUBLIC RELATIONS

The Public Relations Department held press conferences in Lagos every Saturday and issued some 2,000 Press releases to local papers during the year. Distinguished visitors to the country were often introduced to the Press, and "facility" visits were arranged for reporters to Government offices, workshops and institutions. The department took the initiative in encouraging journalists to form their own Press Clubs, which had a flourishing first year.

Besides publishing the weekly *Nigeria Review* and *Children's Own Paper*, the department distributes literature to 131 public reading rooms and libraries all over the country. The four Mobile Cinema Vans toured 17,000 miles, sometimes helping with specialised work such as the "swollen shoot" campaign in the cocoa areas of the Western Provinces. Facilities were also provided for the Colonial Film Unit, a unit representing "This Modern Age" (a subsidiary of the Rank Organisation), and numerous British and American journalists.

ANTIQUITIES

It was not possible to complete any of the projected museums, at Ife or elsewhere, in Nigeria during 1947, but the collections for the central museum have continued to grow by gift and purchase. Valuable collections of Benin bronzes and ivories have been bought in Great Britain and Lord Milverton appealed, when opening an exhibition of Benin art at the Berkeley Galleries, to possessors of specimens of Nigerian art to arrange, wherever possible, to return them to their original home for the benefit of the Nigerian people.

The post of Government Archæologist was made during the year and filled by the secondment of a trained archæologist who happened to be in the Civil Service and had done excavations in Nigeria. Archæology is an almost untouched field in British West Africa and this appointment has already resulted in the bringing together from the Plateau area of a series of finely modelled terra-cotta heads that are estimated from the present available evidence to date from 1000 B.C. The discovery of an art of such quality, and existing from so early a date, is of very great interest, for hitherto the earliest important examples of art known in Nigeria have been the Ife terra-cottas and bronzes which are supposed to be very much more recent.

VISITORS

Lord Rowallan, Empire Chief Scout, toured the country and inspected Scout Troops at various centres, after presiding over a Jamboree held in Lagos and attended by over 1,000 Scouts from various parts of British and French West Africa. The Girl Guides were fortunate in securing the assistance of Miss P. Richards, Commissioner for Training, who spent nine months touring the country.

The Chief of the Imperial General Staff, Field Marshal Viscount Montgomery of Alamein, visited Lagos and Kaduna in November and was warmly welcomed by Nigerians.

Other visitors included a Parliamentary delegation, which spent some weeks in the country studying its political and economic aspects, and H.M. Sloop *Nereide* of the South Atlantic station.

In the far north, a new phenomenon was the influx of British ex-servicemen, many with wives and children, travelling from the United Kingdom by way of the Sahara to the Union of South Africa; 393 persons arrived at Kano on this route, using a remarkable variety of motor vehicles, some of which had to be abandoned on the way. Lack of funds and sickness, including death, caused much hardship to such travellers. A number turned back, while others had to be repatriated.

PART III

Chapter I: Geography and Climate

NIGERIA is situated on the west coast of Africa, on the shores of the Gulf of Guinea, and is entirely within the tropics. It is bounded on the west and north by French territory, and on the east by the former German Colony of the Cameroons, a small portion of which is held by Great Britain in trusteeship. This is administered as an integral part of Nigeria. The total area of the territory, including the portion of the Cameroons, is 372,674 square miles.

Along the entire coastline of Nigeria lies a belt, from 10 to 60 miles wide, of mangrove swamp forest, intersected by the branches of the Niger Delta and other rivers which are interconnected by innumerable creeks. The whole constitutes a continuous waterway from beyond the western boundary of Nigeria almost to the Cameroons. North of this region is a zone from 50 to 100 miles wide of tropical "rain forest" and oil palm bush which covers the greater part of the central and eastern provinces of the south. Beyond this the vegetation changes, as the elevation rises, from open woodland to grass savannah, interspersed with scrubby fire-resisting trees; this covers the greater part of the Northern Provinces, except the extreme north, where desert conditions prevail. Nigeria possesses few mountains except along the eastern boundary, though parts of the central plateau rise over 6,000 feet above sea level. In addition to the Niger and Benue, which during the rainy season are navigable by steamers as far as Jebba and Yola respectively, there are various important rivers of which the Cross River is the largest. Except Lake Chad in the extreme north-east there are no large lakes.

In a country of this size, the physical conditions vary greatly from one area to another. The very great extent of what is now the Niger Delta has gradually taken its present form in the course of centuries from the quantities of sand brought down by the River Niger from its upper reaches. In this way the sea has been pushed further and further back. Mangrove trees flourish in this shallow water and act as a cementing influence, but there is little solid land; until the zone of tropical forest is reached further to the north almost nothing is produced, the people living by fishing and trade.

Further inland the belt of tropical forest varies from 50 to 100 miles in width and contains not only an abundance of oil palms but also mahoganies, Irokos and other valuable furniture woods. Very serious inroads have been made into the virgin forest by centuries of shifting cultivation and the bulk of vegetation consists of secondary growth, many different species growing together in the same area. There is a considerable amount

of cultivation in the forest zone but few signs of this are visible from the roads since it takes place in clearings usually screened by thick bush.

North of the forest belt the country gets more and more open until in the extreme north it approximates closely to desert conditions. One remarkable feature of the Northern Provinces is the Bauchi Plateau which rises in places to heights of 6,000 feet above sea level.

The River Niger enters the territory from the north-west and is joined by its principal tributary, the Benue, at Lokoja about 340 miles from the sea. From here it flows due south into the Delta area which extends along the coast for over 100 miles and for about 140 miles inland.

Although Nigeria lies entirely within the tropics the climate of its northern regions is in fact more nearly of sub-tropical than of tropical type; there is a long dry season from November to April when there is considerable diurnal variation of temperature and the harmattan wind blows from the desert laden with fine particles of dust. The climate of Southern Nigeria is more characteristically tropical; the rainy season there is long, and the relative humidity and temperature vary comparatively little throughout the year. It would be a mistake to assume, however, that the climate of Nigeria in any given year could be predicted with any precise accuracy. In 1946 in large areas of the Southern Provinces there was a long drought in the months of June and July when rainfall is usually at a high level. The normal annual rainfall, however, varies from upwards of 150 inches at Akassa, Bonny and Forcados to under 25 inches at Sokoto and Maiduguri. Mean temperatures are naturally higher in the arid areas of the north and a maximum of over 110 degrees is not uncommon at Maiduguri whereas in Lagos it does not as a rule greatly exceed 90 degrees.

Chapter 2: History

Nigeria has been described as "an arbitrary block of Africa". Its ancient history is largely lost in the mists of legend and little accurate data is now available. The interior first became known to Europeans in the first half of the nineteenth century. All that can be stated with certainty is that at this time the open country was, and had been for a considerable period, inhabited by peoples of Negroid and Berber stock. In many parts of the forest zone, on the other hand, which stretches in a belt from 50 to 100 miles wide running laterally from west to east along the northern fringe of the coastline creeks, there dwelt a number of negro tribes with a more primitive social organisation and a lower standard of life. There were over 100 small tribes of the Bauchi Plateau, these probably being part of the original inhabitants of the territory who took refuge in this broken hilly country when successive waves of conquerors pressed their fellows southwards to the sea.

At the time of European penetration of the country the tribes with the most advanced social and political organisation were the Yorubas and the Binis in the south and the Hausa, Fulani, Kanuri and Arab tribes in the north. Tribal tradition holds that the Yorubas originated in Ile Ife, where

God first created man, and although the extent of the territory under the direct control of the Oni of Ife was seriously curtailed in the nineteenth century Yoruba civil wars, Ife is still recognised as the spiritual headquarters of the race, and the Oni enjoys a position of peculiar influence as the custodian of the tribal relics. What is certain is that the Yorubas were established in the territory they now occupy at a fairly early date. Their precise origin is not known but anthropologists have thought it probable that they were not of negro blood, having acquired their present physical characteristics largely by intermarriage with the indigenous negro population.

Up to the beginning of the nineteenth century, the Yoruba kingdom occupied a large area which may at one time have extended from the Niger as far even as Accra and thus have included the greater part of what is now Dahomey. Certainly tribute was collected from Dahomey until as late a date as 1817. Over this wide area, occupied by a number of different clans founded by descendants of Oduduwa the first Oni of Ife, the Alafin of Oyo had probably risen to a position of practical suzerainty which he exercised, with a varying degree of success, over a long period. The nineteenth century, however, saw the complete disintegration of the Yoruba kingdom. Trouble with the Fulani to the north resulted in the sack of Oyo and the establishment of a Fulani Emirate in what had been one of the richest of the Yoruba Provinces. Central authority, probably never very strong, collapsed and the Yoruba clans entered on a period of civil war which, fanned by the necessity of meeting the insatiable requirements of the lucrative slave trade, was to last intermittently for nearly 70 years.

The dangers of war were probably responsible for the establishment of the Yoruba Colony of Lagos, since the first settlement in the neighbourhood was at Ebute Metta on the mainland, the inhabitants moving first to Iddo and then to Lagos Island as conditions rendered their original site increasingly less secure. The Lagos White Cap Chiefs are the descendants of these original immigrants whose position as landowners is still recognised although a later heavy influx of Binis largely altered the character and distribution of the population, the Binis eventually becoming the dominant factor, probably as early as about 1600.

Benin had at this time become a powerful and independent kingdom. The King or Oba had already thrown off any suzerainty previously exercised by the Alafin of Oyo and was nominally an absolute ruler, but the real power came to be wielded by the fetish priests who created a reign of terror maintained by wholesale human sacrifice which was only finally overthrown by the British occupation.

Of the early history of the Hausa-speaking tribes of the Northern Provinces there is also little accurate documentary evidence, possibly through the destruction of early written records by their Fulani conquerors, though this view has been challenged by acknowledged authorities. But the pagan Hausas were certainly established over large areas of the Northern Provinces prior to the spread of Mohammedanism which, making rapid progress sometime about the thirteenth century, affected greatly their social and political organisations. These came to be based very largely on Islamic law and doctrines.

The infiltration of the Fulani people into northern Nigeria probably began on a large scale in the thirteenth century. While many settled in the towns and intermarried with the Hausa population, others have retained until the present time both their pastoral habits and the purity of their racial characteristics. A quarrel with the pagan king of Gobir led in 1802 to the initiation of a religious war on the part of the Moslem Fulani under the leadership of a sheikh named Uthman dan Fodio. Out of this war grew the Fulani Empire, extending over the emirates of Katsina, Kano, Zaria, Hadejia, Adamawa, Gombe, Katagum, Nupe, Ilorin, Daura and Bauchi, all owing allegiance to Uthman dan Fodio's son Bello, the Sultan of Sokoto, as the Sarkin Musulmi or Commander of the Faithful. It was this empire whose independent power was finally overthrown by the British occupation, but the Fulani were able to maintain their rule for nearly 100 years, showing—in the early stages, at all events—marked administrative ability.

The Fulani Empire was never co-terminous with the present Northern Provinces boundaries. A number of pagan tribes on the central plateau and in the area of the Benue Valley were never brought into subjection. But foremost amongst the peoples who successfully resisted the invasion were the Kanuri of Bornu. This was largely due to Muhammed El Kanemi, who restored the position after the Sultan of Bornu had suffered a preliminary defeat by the Fulani, and went on to exercise the power of virtual ruler of the country, although the Sultan was restored to the throne as a figure-head.

The tribes of what is now south-eastern Nigeria have little or no known early history prior to the British occupation, with the exception of certain of the coastal peoples, who were long known as keen and enterprising traders. Since the establishment of the Protectorate, however, the rapid spread of education has brought great changes in a number of directions, and both the Ibos and the less numerous Ibibios now exercise an important influence on the social, economic and political life of Nigeria.

Neither the acquisition by the British Crown of the Colony of Lagos nor the establishment of a Protectorate over large areas of the interior was the result of deliberate long-range planning by the Governments of the day. On the contrary those Governments were forced by the pressure of events almost insensibly, and often reluctantly, into courses of action which finally resulted in the taking over of the administration of the entire territory. The events covering the whole period from the early discovery of Nigeria to the present day may roughly be set out under three heads, the period of exploration, that of penetration and finally that of consolidation of the ground won.

In the period of exploration the British were not the first in the field. As early as 1472 the Portuguese had found anchorages in the mouths of the many rivers in the Bight of Benin. They were not, however, left long in undisputed possession of the field and the first English ships reached the Bight of Benin in 1553 under the command of a Captain Windham. Then followed a chapter in the world's history on which Britain, in common with other nations, now looks back with distaste, only mitigated by

memories of the earnest efforts later made to remedy as far as possible the wrong which had been done. The discovery of America and the establishment of Spanish colonies in the West Indies led to a steadily increasing demand for negro slaves and a cut-throat competition between the maritime nations to participate in, and to oust each other from, the lucrative business of supply. The first Englishman to engage in this traffic was Sir John Hawkins, but he was followed by many others who gained in the rough and tumble of a hazardous trade much of that experience of ships and the sea which was eventually to prove the salvation of England when the long struggle with Spain moved to its climax in the latter years of the sixteenth century.

So clearly were the benefits of the slave trade to the growth of a prosperous and powerful merchant marine realised by the professional seamen that long after, when the cause of abolition began to raise its head, the Admiralty were amongst its foremost opponents on the grounds of the serious blow which would be dealt thereby to England's essential reserve of trained seamen. It is a measure of the extent to which the horrors of the trade finally aroused the conscience of the nation that abolition was finally passed in England in the middle of a great war and in the teeth of advice tendered by the country's greatest sailors.

In the sixteenth and seventeenth centuries, however, public opinion quietly ignored the moral issues and concentrated on the material profits and the English West Coast ports of Bristol and later Liverpool grew in prosperity accordingly. First the Portuguese and then the Dutch, the Danes, the Spaniards and the Swedes were successively supplanted and by the Treaty of Utrecht in 1712 the British secured a thirty-year monopoly of the trade. Although the Dutch and the French maintained slave establishments at Benin until the close of the eighteenth century, it is estimated that more than half the slaves exported from West Africa during the busiest year of the trade were in British ships.

Lord Mansfield's famous ruling in 1772 in the case of James Somerset, that any slave setting foot on English ground became free under the Common Law, was followed in 1787 by the establishment of a Society for the Abolition of the Slave Trade which finally secured the passing of an act of abolition in 1807. The continuous efforts made to implement the act and to suppress the trade were in a high degree responsible for the extension of British influence in Nigeria which proceeded steadily throughout the whole of the nineteenth century.

The trade in slaves led to the ships of all nations acquiring familiarity with the numerous river mouths between Lagos and Calabar. Little was known of the interior, however, until the beginning of the nineteenth century and in particular the source and direction of the great river which was widely reputed to flow across the continent of Africa was a complete mystery. Foremost amongst the names of those who sacrificed their lives to solve it was Mungo Park who reached the Niger from the Gambia River in 1796 and, in a second and officially-sponsored expedition from Goree in 1805, sailed down the river as far as Bussa where, with the remnants of his party, he perished in the rapids.

Although the Napoleonic War acted as a bar to further exploration for

a number of years, the mystery of the Niger was not lost sight of and from about 1816 on, a number of attempts were made from various directions to establish with certitude the course of the river. Finally, Richard and John Lander succeeded where others had failed in tracing the outlet of the river to the multitude of creeks and rivers now known as the Niger Delta.

In the attempts which followed to put the Landers' discovery to practical use and to open up trade with the interior the outstanding name in the early period is that of Macgregor Laird, and in the later that of Sir George Taubman Goldie. It became clear to the latter that some form of unity was essential if British companies were to establish themselves against the opposition both of commercial rivals and the sometimes hostile inhabitants of the hinterland, and, as a result of his persuasions the United Africa Company came into existence in 1879, being reorganised and incorporated as the National African Company Limited three years later. Legitimate trade prospered in spite of many discouragements and with little or no backing from Governments to whom imperial responsibilities in a distant and unhealthy territory had no appeal.

The Government could not remain blind, however, to the difficulties and danger to British trading interests of the international competition for spheres of influence which, in the last two decades of the century, developed into a general scramble for Africa. At the Conference of Berlin in 1885, the British representatives were able successfully to claim that British interests were supreme on the lower Niger and the British claim to a sphere of influence in Nigeria, the boundaries of which were as yet undefined, received international recognition. The Government's steps to undertake the responsibilities of efficient administration in that area known as the Oil Rivers Protectorate which came under the loose control of a British Consul were, however, both slow and reluctant. It was left to the National African Company, at last in 1886 granted a Royal Charter under the name of the Royal Niger Company, Chartered and Limited, to take a lead in opening up the Niger. The grant of the Charter greatly strengthened the position of the Company, the usual Government services were established and an armed constabulary was raised for the protection of the territory. By these means the Company foiled both German and French efforts to encroach within what are now the boundaries of Nigeria and, after the most serious of French threats to our position in the western part of the territory had been successfully averted by the Company's troops under Captain Lugard (as he then was) in 1894, these boundaries ultimately became generally recognised.

It was the British Government's efforts to suppress the slave trade, however, rather than the furtherance of commercial interests, which led to the most striking changes in its relations with the peoples of Nigeria. Lagos, an important centre of trade, was attacked and conquered in 1851, but resulting treaties with King Akitoye for the abolition of the trade proved almost useless in the absence of any administrative arrangements to ensure their observance and Akitoye's death in 1853 was followed by a long period of civil unrest. In 1861 Her Majesty's Government, therefore,

reluctantly decided on the occupation of Lagos as the only effective means to the desired end. This was achieved with little difficulty and the island was created a Colony the following year. The new Colony was consolidated and its boundaries were extended somewhat in the years which followed, and in 1886 the Government felt strong enough to offer its services as arbitrator to bring to an end the latest of the Yoruba civil wars which were such a fruitful source of supply for the slave markets. The offer was accepted, peace was temporarily restored and the war camps were burnt by the arbitrators. The precedent was too good a one not to be followed by those in difficulties, and an appeal was made to the Lagos Government by the Egbado peoples who were being oppressed by their more powerful neighbours, the Egbas of Abeokuta. This appeal, together with the fear of the establishment of treaty relations between the French and the Egbas, led to further expeditions into the interior and, later, to the still further stage of the appointment of a British Resident who set up his headquarters at Ibadan. Generally the whole of Yorubaland with the exception of the Egba state was attached to the Colony of Lagos as a British Protectorate. The wars ceased and a great increase in prosperity both in the hinterland itself and also, in consequence, in the Port of Lagos was the natural result. It was not many years before the treaty of 1893 recognising the independence of Egbaland was voluntarily abrogated since the authorities there found it impossible to maintain themselves in power without successive appeals for British support. In 1914 this area, too, came "unreservedly under the Government of the Protectorate of Nigeria".

The large area now known as the Northern Provinces was brought under British protection in the early years of the twentieth century, largely through similar reasons and from the same motives. Various slave-raiding Emirs carried on their activities within a few miles of the Niger Company's scattered posts and it became clear that nothing but force would stop them. One expedition naturally led to another in an area with much closer social and religious affinities than in the coastal belt, and after Government had finally taken over from the Niger Company in 1900 the time soon came when its relative strength and that of the Fulani Empire had to be settled. The issue was decided far more easily than might have been expected. The Fulani were aliens and the abuses of their later rule had left them with no deep-seated sympathy among the subject populations. First Kano and then Sokoto were defeated and occupied, the desert tribes submitted and the Fulani Emirs themselves accepted the relatively easy terms of the conquerors and came formally under British protection. The terms included the abolition of slave-raiding and the recognition of British suzerainty, coupled with an assurance that the Mohammedan religion and the existing system of law would not be interfered with.

The gradual extension of Government's influence in the Protectorate of the Oil Rivers had meanwhile been taking place. In 1893, by Order in Council, the Protectorate was extended over the hinterland and renamed the Niger Coast Protectorate, and the following year Government found itself forced to undertake an expedition against the Jekri Chief Nana, a

powerful slave trader whose activities extended over a wide area. Benin still held aloof and an unescorted expedition led by Acting Consul-General Philips in 1897 in an effort to establish a friendly settlement was attacked and its members, with two exceptions, massacred. A military expedition was accordingly despatched, and Benin city was captured with only slight loss six weeks later.

In 1899 the Charter of the Royal Niger Company was revoked and on 1st January, 1900, its territories came under formal Government control, compensation being paid to the Company in respect of its administrative expenses and its existing buildings and stores. The Company had added large areas of the rich hinterland of Nigeria to the British Empire and had done much to abolish the slave trade, bringing the benefits of peace and justice to peoples who had previously lived under the shadow of both unrest and oppression. Its virtual trade monopoly became in the long run no more defensible in principle than was the "administration at private discretion of Territories of which the defence was provided at public expense", and the revocation of the Charter was bound to come. But recognition should be given to the great part played by the Company in the building of Nigeria.

The extension of British influence over the wide areas of Nigeria had, as has been seen, been carried out by three different sets of officials responsible respectively to the Colonial Office, the Foreign Office and the Directors of the Royal Niger Company. Even when the Royal Niger Company disappeared as a governing body in 1900, there still remained three separate administrations. These were reduced in 1906 to two and the inevitability of the amalgamation of these was clearly foreseen. This came on 1st January, 1914, when the Colony and Protectorate of Nigeria was formally inaugurated under the authority of Royal Letters Patent and Order in Council. Sir Frederick Lugard, who had in 1912 been appointed Governor of both the then remaining administrations, now became the first Governor of a united Nigeria.

The period of consolidation which followed could hardly have begun in more difficult circumstances. The first world war began in August, 1914, and Nigeria not only found it impossible to recruit much-needed staff for the administration of the territory but some members of even such a limited service as existed left in order to play their part in the armed forces. Furthermore, the Nigeria Regiment was called upon to play an important part in the expeditions undertaken against the German colonies, first in the Cameroons and Togoland and later in East Africa. In all these campaigns the soldiers displayed both great gallantry and complete loyalty to their new allegiance. It was also a great tribute to the skill and tact with which Sir Frederick Lugard and his officers had handled the delicate situation in the north that not only was no advantage taken by the Emirs of prevailing difficult conditions to re-assert their independence but throughout the war they continued to give convincing proof of their loyalty to the British connection. Minor trouble broke out in various parts of southern Nigeria, due more to local administrative difficulties than to any general desire to throw off British rule. By far the most serious of these outbreaks was the Egba rising of 1918 which assumed serious

proportions for a time but was eventually suppressed without difficulty by the newly returned troops from East Africa.

In 1919 Sir Frederick Lugard, soon to become Lord Lugard, retired from the Governorship of Nigeria. To his outstanding position in its history no better tribute could be paid than the following extract from a speech to the Legislative Council of the 18th March, 1946, by His Excellency the Governor.

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

“To the ordinary man the outstanding characteristic of Lord Lugard was his prodigious industry. He never took a day off; he was at work all day and far into the night wherever he was—in Zungeru, on a launch on the Niger, in rest houses, even on leave and on the voyage to and from Lagos—and he continued to work at the same pitch right up to the end of his life. Only a man of his physical strength and tenacity of purpose could have accomplished that immense amount of detailed work, and at the same time, amid all the urgent problems, the day-to-day changes and the constant risks of those early days, have kept in clear perspective the administrative structure which he was building up and which we and all the world know to-day. Yet behind all this there was no mistaking the soldier and the man of action in the alert and wiry figure of ‘the Little Man’ as he came to be known later on. One did not argue with his swift decisions; once made they were immovable. One of his notes, on the choice of a school site, read, ‘I planted a white stick where the Superintendent’s house should be’—and there it was, and is.

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

The war had brought great difficulties to Nigeria in the complete dislocation of world trade, but the first two years of peace were a period of unparalleled prosperity. Boom prices were paid for Nigerian produce and exports rose to unprecedented levels. The slump which followed

caused great economic difficulties but it can fairly be said that, notwithstanding a series of financial crises due to world trade conditions, Nigeria progressed steadily in the period which intervened before the outbreak of the second world war in 1939. The staff of all departments was expanded, enabling Government to extend its activities in a number of ways. Communications were greatly improved, remote areas thus being brought for the first time under effective control. Further, social amenities were widely extended and began to assume for the first time the functions and status of a national service. An important part in this, and in the great spread of education which took place in these years, was played by voluntary agencies, chief among which were the Christian Missions. The educational work of these bodies in particular has been of the greatest value and has been extensively encouraged by grants from Government funds. Still further progress would have been made but for the necessity of financing development wholly, or almost wholly, from Nigerian revenues. These, being dependent to a great extent on import customs duties, were subject to considerable fluctuation owing to the world-wide ramifications of international trade.

In all this period there was only one major threat to law and order in the territory. This was the women's rising which occurred in the Owerri and Calabar Province in 1929 and largely resulted in the destruction of the local system of government which had been set up and in the establishment of Native Administrations based more closely on the indigenous customs of the people.

In 1922 Britain received a mandate from the League of Nations to administer that portion of the former German Cameroons Provinces which had been assigned to her. This territory is administered as an integral part of Nigeria. The southern portion forms one of the Eastern Provinces and the northern portion is divided between the provinces of Adamawa and Bornu. The former German plantations were sold by public auction and eventually almost all of them returned to German ownership. In 1939, however, they were vested in the custodian of Enemy Property and in 1946, under the Ex-Enemy Lands (Cameroons) Ordinance and the Cameroons Development Corporation Ordinance, they were acquired by Government and arrangements made for their development "for the use and common benefits of the inhabitants".

With the outbreak of the second world war the loyalty of Nigerians was, as in 1914, in many ways convincingly demonstrated. Recruits for the armed forces greatly exceeded the number which could be absorbed and money was generously subscribed for war purposes. An expeditionary force was despatched to Kenya, including many veterans of the East African campaign of the previous war, and after assisting in the occupation of Abyssinia it returned to man the frontiers of Nigeria, the Gambia and Sierra Leone against possible invasion from Vichy-controlled territory. In October, 1943, and April, 1944, the 81st and 82nd (West Africa) Divisions left for Burma, where they played a prominent part in the Arakan, and units of the Nigerian 3rd Brigade were included in General Wingate's special force operating behind the Japanese lines in Central Burma.

Meanwhile, Nigerians at home were bent on maximum production of essential export commodities. With the loss of Malaya, Nigeria became the chief source of tin for British war factories, while groundnuts and palm oil kernels were in urgent demand to maintain fat supplies.

The rising cost of living was met by the award of a general cost-of-living allowance to employees of Government and in 1946 this allowance was consolidated into permanently increased basic scales of pay. The Trade Union movement grew apace under the guidance of an experienced Trades Union official of the Labour Department and, with the exception of an abortive general strike which affected Lagos and a few other large towns on the railway in June, 1945, there were no major troubles.

Within a few months of the end of the war, Nigeria had embarked on an impressive Ten-Year Plan for Development and Welfare. Of the £55,000,000 to be spent on the plan, £23,000,000 was to come from the United Kingdom and the remainder from Nigerian local loans and revenue. Hand-in-hand with social and economic progress came political progress with the promulgation of a new Constitution which, as related elsewhere (see Part I (a), Part III Chapter 3 and Appendix F), came into being on 1st January, 1947.

Chapter 3: Administration

The main political divisions of Nigeria are the Colony of Nigeria and three groups of Provinces, known as the Northern, Western and Eastern Provinces, which together form the Protectorate. The whole country is under the control of a Governor and Commander-in-Chief to whom the Chief Commissioners of the Northern Western and Eastern Provinces and the Commissioner of the Colony are responsible. The Governor is assisted by an Executive Council consisting of certain senior officials and two African unofficial members. By Order in Council dated 2nd August, 1946, a larger Legislative Council was substituted for that previously operative. The Order in Council also established a House of Chiefs in the Northern Provinces and three Houses of Assembly, one in each of the Northern, Western and Eastern Groups of Provinces. The enlarged Legislative Council consists of the Governor as President, 13 *ex-officio* Members, 3 nominated Official Members, 24 Nominated Unofficial Members, of whom 4 are appointed by the northern House of Chiefs and 13 are appointed from among their own numbers by the unofficial members of the Regional Houses, and 4 Elected Members. The new Legislative Council legislates for the whole of Nigeria, and the House of Chiefs and Regional Houses of Assembly have important deliberative and financial functions not at present extending to the actual enactment of legislation. The membership of these bodies is shown in Appendix F.

Colony

The Colony, that is the area round Lagos, was administered until 1st April, 1938, under the system known as "Direct Rule", by British Officers. In practice, however, much assistance was given by village chiefs

and elders, particularly in the settlement of petty cases which might otherwise have been brought before the Supreme Court. For administration the Colony is divided into four parts—Lagos Township and the Districts of Badagri, Epe and Ikeja. The affairs of Lagos Township are controlled by a Town Council with the Commissioner of the Colony as President *ex officio*.

There is also in Lagos a body of traditional Chiefs, of whom the "Oba" (or crowned head) is the principal; although they have no part in the administrative machinery of the Township, they exercise influence in the community and provide the Commissioner of the Colony with valuable points of contact with the people.

On 1st April, 1938, a form of local government, on the lines of the system in force in the rest of Nigeria, was inaugurated in the districts outside Lagos Township, and separate Native Administrations have been established in four areas, each with its own Native Treasury and Native Court or Courts. In the other parts of the districts Administrative Officers were gazetted as Native Authorities as a temporary measure and administered Native Treasury funds in consultation with the village authorities concerned. Investigations pursued in these areas as to the possibility of creating further Native Administrations have given promising results.

The new Native Administrations are based on the village councils, whose traditional elasticity ensures their being reasonably representative. They have promulgated various rules and by-laws for the control of markets, the enforcement of sanitary measures and the like, while the village councils have not only undertaken the collection of tax but also helped to introduce a system by which assessment is adjusted to the means of the individual. The idea of local responsibility for local finance has been welcomed and is doing much to dispel the political apathy that formerly characterised these areas.

Northern Provinces

The Northern Provinces are administered under the system known as "indirect rule", whereby the local functions of Government are for the most part delegated to the native chiefs or councils acting under the supervision and with the assistance and advice of the British administrative staff. The local authorities so constituted are known as "Native Administrations", and are responsible to the Governor for the peace and good order of their respective areas, insofar as persons legally subject to their jurisdiction are concerned.

The District Heads and Village Heads complete the chain of executive responsibility, each answerable through his superior for the area in his charge. These, and also the Native Administration's Courts, prison and police, are financed by its Treasury, into which is paid its share of the taxes that it collects, as well as the total receipts of its Courts and various minor fees. The revenue and expenditure of each Native Treasury are shown in its annual Estimates, which are approved by the Governor, but are not subject to the control of the Legislative Council.

The Native Administrations also undertake such services as their means permit; the technical branches being supervised by European

officers of the appropriate Departments, paid by the central government. Hospitals, dispensaries, schools, roads and motor transport are thus provided and maintained, and some of the larger Native Administrations have embarked on the public supply of electricity and water and keep their own survey and printing departments. The railways, trunk roads, minefields survey, Township works, central hospitals, etc., fall outside the sphere of the Native Administrations and, like the Government troops and police, are directly controlled by officers of the central government departments concerned.

The prototype of the system of administration through District and Village Headman was found in the Northern Emirates at the time of the British conquest and, for reasons of expediency, was in the early years of the occupation adopted as a pattern throughout the Northern Provinces, both in pagan and in Moslem country. The system has had a wide measure of success, but in many areas it conflicted with the indigenous arrangements and ideas, and so failed to enlist the willing co-operation of the peoples, without which little progress can be expected. Of recent years, however, the policy of Government has been to promote close investigation of pre-existing institutions, especially in pagan areas; armed with the knowledge so obtained administrative officers have been able to enter into effective consultation with the people regarding the development of local self-government on lines which the latter could understand and approve. From such consultation a good deal of political re-organisation resulted.

Eastern and Western Provinces

In the Eastern and Western Provinces the system of Indirect Rule through Native Administrations was first applied to the four Yoruba Provinces and to parts of Benin and the Cameroons Province between 1919 and 1922, but it was not till 1928 that it was adopted throughout the territory. The Native Administrations thus differ from one another in their antecedents, and there is also a great diversity in the origins, customs and degrees of development of the peoples that they serve. Little detailed uniformity of constitution or operation is, therefore, to be expected; the Native Administrations may, however, be divided into two broad categories according to their general characteristics—on the one hand those of the Yoruba Provinces (Abeokuta, Ijebu, Ondo and Oyo) and parts of Benin, and on the other the remainder of Benin Province, the Warri Province and the Eastern Provinces.

The first category contains comparatively well-organised native units which had maintained to a large degree their indigenous forms of organisation, and had been ruled through their chiefs, such as the Alafin of Oyo and the Oni of Ife. The Native Administrations are, therefore, controlled by such chiefs or by confederations of chiefs who administer their own territory through their own native institutions. The autocratic powers of these chiefs are limited by the existence of councils and, in order to enlist the support of the literate classes, these councils have in certain cases been strengthened by co-opting persons in virtue of their education

or personality rather than their traditional prerogatives. The Native Authorities in a large measure control the Native Treasuries; and moreover, although Government Ordinances continue to apply, responsibility for enforcing many provisions of the laws is, at the request of the chiefs and councils concerned, being assumed by the Native Authorities. Minor legislation is also enacted by these authorities under the Native Authority Ordinance for such purposes as sanitation, the control of markets, the protection of particular trades and the licensing of bicycles. Public Works of various degrees of magnitude are undertaken and maintained under the control of these Administrations. Briefly, therefore, it may be said that with increased experience, efficiency and confidence, these Native Administrations are gradually assuming part of the responsibility which had formerly been borne entirely by Government.

In the second category are comprised tribes of various degrees of development, none of which has reached the stage achieved by those of the first division. The constitution of the Native Administrations in many areas has not yet been finally determined, and every effort is now being made to find satisfactory solutions to the many problems which arise in the attempt to evolve a system of Native Administration based on the indigenous organisations. The problem is rendered nonetheless difficult by the fact that all these people have already experienced a considerable period of direct European rule. One of the chief tasks of Government in these areas is to give the people an opportunity to gain experience and confidence in administering their districts and thus increase the efficiency of the indigenous institutions, which were in many cases called into existence by social rather than administrative requirements as we understand them to-day. It follows, therefore, that the training of the reorganised Councils and their officials is a slow and lengthy process. The representative character of Councils has been stressed, and this policy has met with considerable success. An increasing interest is being taken in finance, and in some cases the clans have framed their own estimates and have been responsible, entirely unaided, for the prompt collection of tax.

Chapter 4: Weights and Measures

Imperial weights and measures are in use.

Chapter 5: Principal Newspapers and Periodicals

| NAME OF PAPER | DAILY OR OTHERWISE | PLACE | PUBLISHER |
|--|--------------------------|-------------|---|
| 1. <i>Nigerian Daily Times</i> | Daily | Lagos | Nigerian Publishing and Printing Co. Ltd., 172 Broad Street, P.O. Box 139, Lagos. |
| 2. <i>The Daily Comet</i> | „ | „ | Comet Press Ltd., 76 King George Avenue, Yaba. |
| 3. <i>West African Pilot</i> | „ | „ | Zik Press Ltd., 34 Commercial Avenue, Yaba. |
| 4. <i>The Daily Service</i> | „ | „ | Service Press Ltd., 5/7 Apongbon Street, P.O. Box 163, Lagos. |
| 5. <i>Nigerian Spokesman</i> | „ | Onitsha | Zik Press, Onitsha. |
| 6. <i>Southern Nigerian Defender</i> | „ | Ibadan | Zik Press, P.O. Box 273, Ibadan. |
| 7. <i>Eastern Nigeria Guardian</i> | „ | P. Harcourt | Zik Press, Port Harcourt. |
| 8. <i>Gaskiya Ta Fi Kwabo</i> | „ | Zaria | Gaskiya Corporation, Zaria. |
| 9. <i>The Akede Eko</i> | Weekly | Lagos | I. B. Thomas, 116 and 139 Igbo-sere Road, P.O. Box 646, Lagos. |
| 10. <i>Catholic Herald</i> | „ | „ | Roman Catholic Mission, P.O. Box 19, Ebute Metta. |
| 11. <i>Nigeria Review</i> | „ | „ | Nigerian Government (P.R.O.) |
| 12. <i>Irohin Yoruba</i> | „ | Ibadan | c/o Service Press Ltd., 5/7 Apongbon Street, Lagos. |
| 13. <i>Western Echo</i> | „ | „ | D. T. Akinbiyi, P.O. Box 148, Ibadan. |
| 14. <i>Nigerian Observer</i> | „ | P. Harcourt | Enitonna Printing Press, P.O. Box 30, Port Harcourt. |
| 15. <i>Nigeria Eastern Mail</i> | „ | Calabar | Henshaw Press, P.O. Box 57, Calabar. |
| 16. <i>Nigerian Herald</i> | „ | Aba | Maurice Printing and Publishing Co., 26 Asa Road, P.O. Box 143, Aba. |
| 17. <i>In Leisure Hours</i> | Monthly | Lagos | C.M.S. Bookshop, P.O. Box 174, Lagos. |
| 18. <i>War Cry</i> | „ | „ | Salvation Army Headquarters, Odunlami Street, Lagos. |
| 19. <i>African Hope</i> | „ | „ | Ijaye Press, 55 Hawley Street, Lagos. |
| 20. <i>Niger News</i> | „ | P. Harcourt | C.M.S. Niger Bookshops, P.O. Box 34, Port Harcourt. |
| 21. <i>Ijebu Review</i> | „ | Ijebu Ode | Resident, Ijebu Ode. |
| 22. <i>Egba Bulletin</i> | „ | Abeokuta | Egba N.A., Abeokuta. |
| 23. <i>Nigeria Civil Servants</i> | Quarterly | Lagos | Civil Service Union, c/o J. Ojo, King's College, Lagos. |
| 24. <i>Nigerian Law Quarterly Review</i> | „ | „ | Bar Association (Nigeria), 9 Victoria Street, P.O. Box 484, Lagos. |
| 25. <i>Nigerian Journal</i> | „ | „ | Association of European Civil Servants of Nigeria. |
| 26. <i>Nigeria</i> | „ | „ | Government (see Part II, Chapter 12). |
| 27. <i>Farm and Forest</i> | „ | Ibadan | Forestry Department (private subscription). |

Chapter 6: Short Bibliography

For a fuller list, see the Nigeria Handbook (11th Edition, 1936).

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- History of the Yorubas* (Johnson, 1921).
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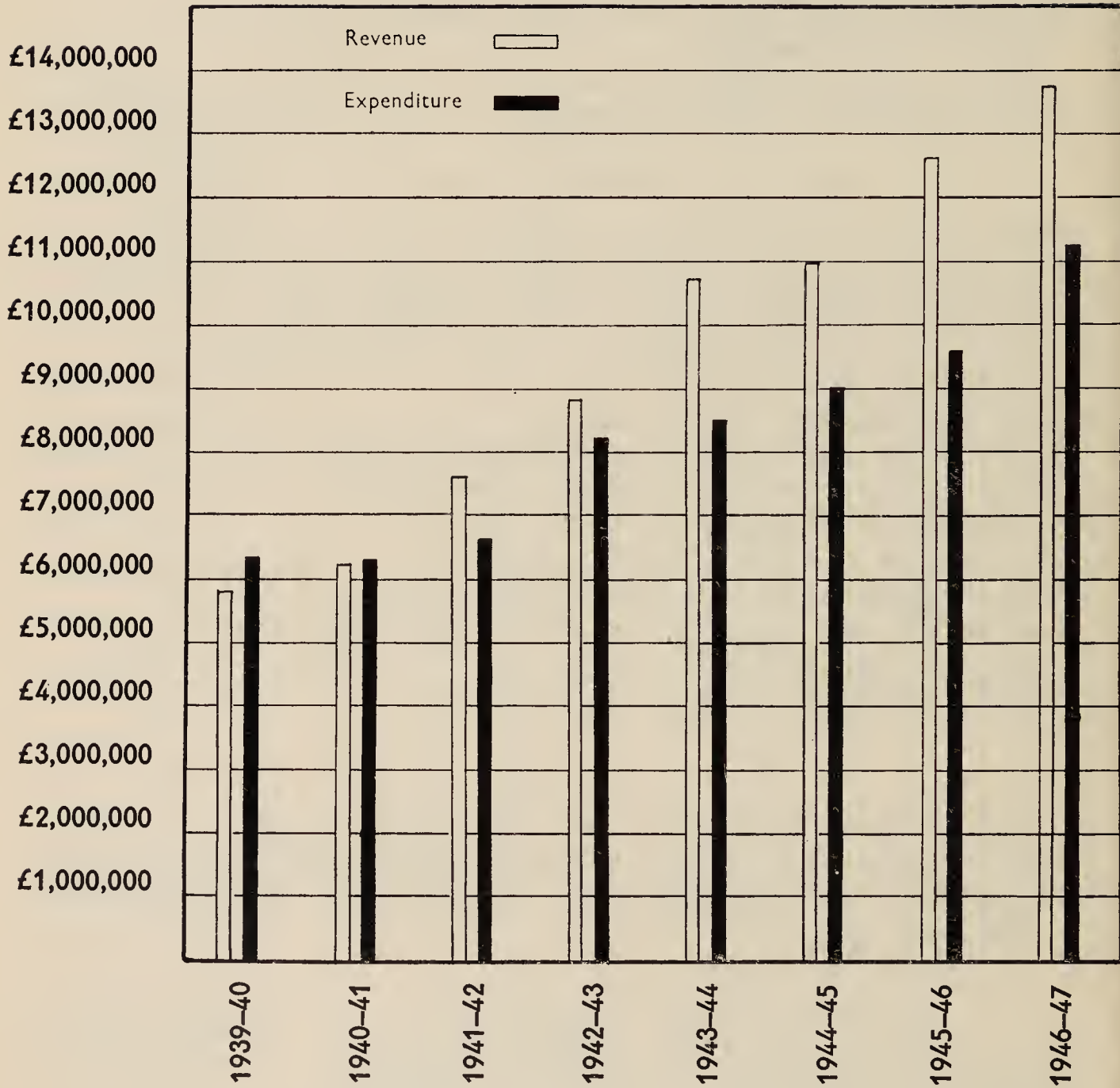
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- Flora of Tropical West Africa* (4 Vol.) (Dalziel).
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Appendix A

ORDINARY REVENUE AND EXPENDITURE 1939-47



APPENDIX D: INDUSTRIAL DISPUTES 1947 (continued)

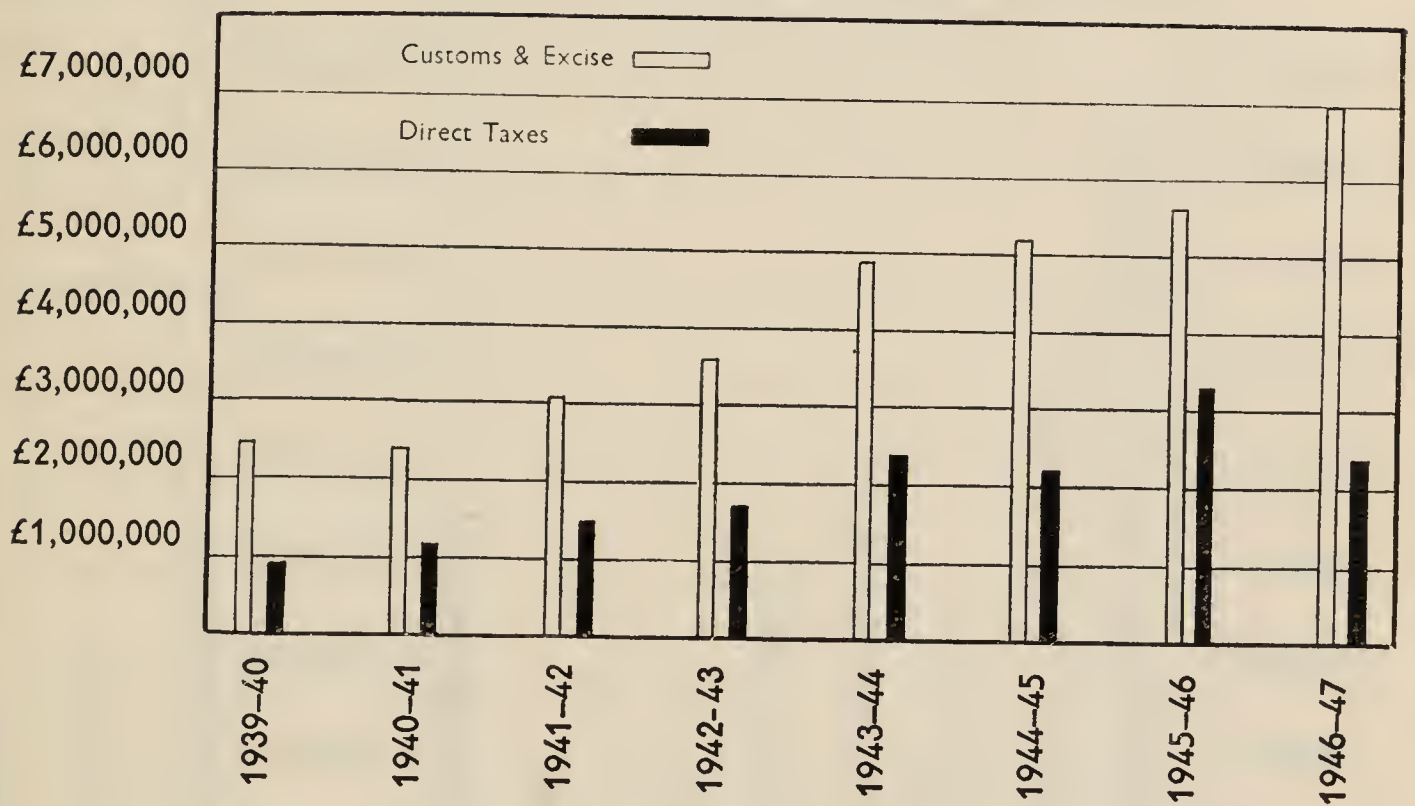
| Department or firm | No. of workmen involved | | Stoppage of work | | Cause | Terms of settlement |
|--|-------------------------|------------|------------------|---------|--|--|
| | Directly | Indirectly | Began | Ended | | |
| 7. Oil, Apapa | 100 | — | 6.3.47 | 7.3.47 | Demand for the removal of Officer-in-Charge of drum-filling shed; reinstatement of two men in their former employment and withdrawal of letters of warning issued to five employees. | Men returned to work pending negotiations between the Union's representatives and the Management. The first two demands were met and two letters of warning withdrawn. |
| 8. Public Works | 9 | — | 27.3.47 | 28.3.47 | Dissatisfaction with rates of pay. | Men, who were temporary masons, resumed work after position was explained. They have accepted basic wages offered to them by their employer. |
| 9. Stevedoring and Clerical, Burutu | 1,500 | — | 16.6.47 | 19.6.47 | Rejected Company's new rates and demanded adoption of Harragin recommendations. | Workers regarded themselves no longer in employment and were paid off. |
| 10. Government Electricity Undertaking | 465 | — | 9.6.47 | 9.6.47 | Demand for better conditions of service and early payment of arrears under Harragin recommendations. | Men resumed work pending resumption of negotiations. |
| 11. Marine Department Dockyard, Apapa | 400 | — | 10.6.47 | 10.6.47 | Delay in paying arrears of wages under Harragin recommendations. | Resumed work on the assurance that payment of arrears would begin the following day. |
| 12. (a) Tin Mining, Plateau | 200 | — | 26.5.47 | 9.6.47 | Demand for improved conditions of service and retrospective payment of Cost-of-Living Allowance. | Men resumed work pending negotiations. |
| (b) Tin Mining, Plateau | 10,000 | — | 9.6.47 | 17.6.47 | Demand for improved conditions of service and retrospective payment of Cost-of-Living Allowance. | Men resumed work pending negotiations. |

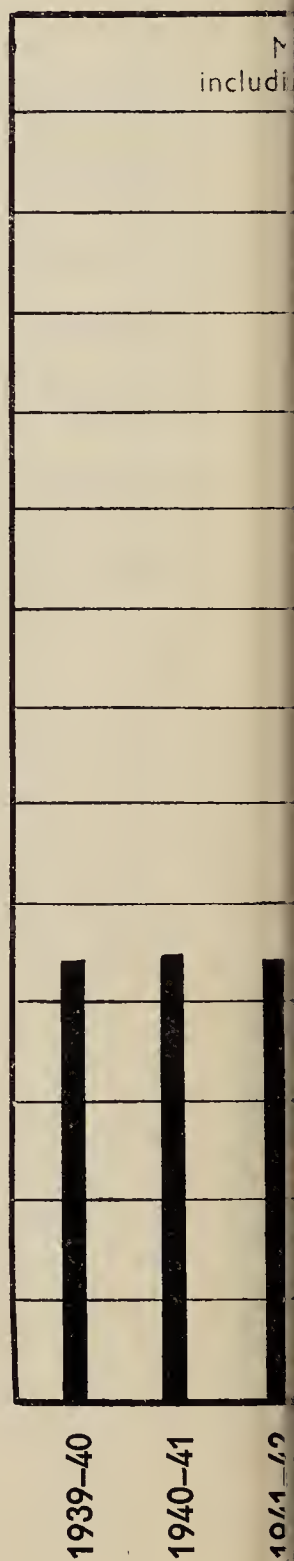
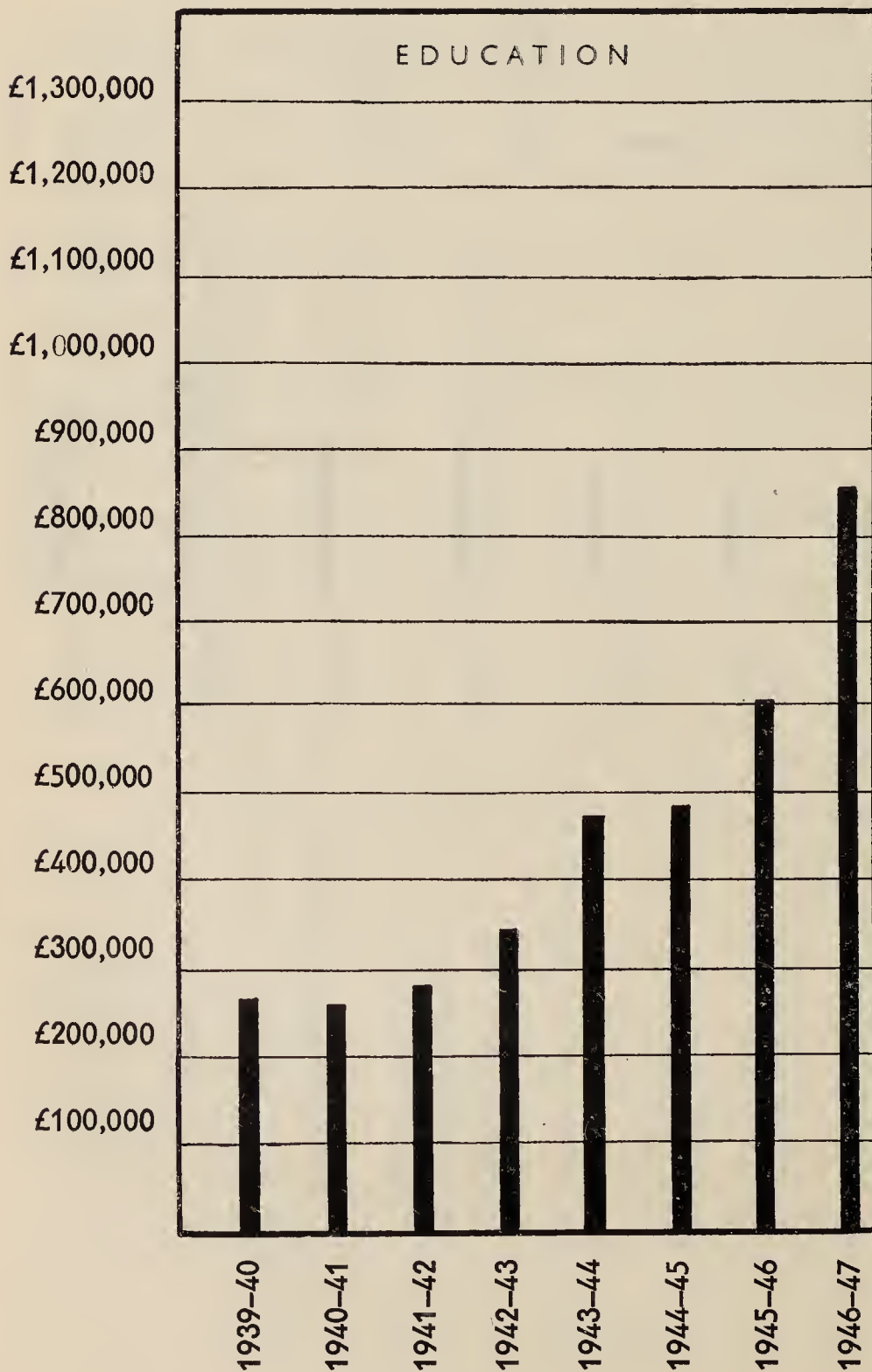
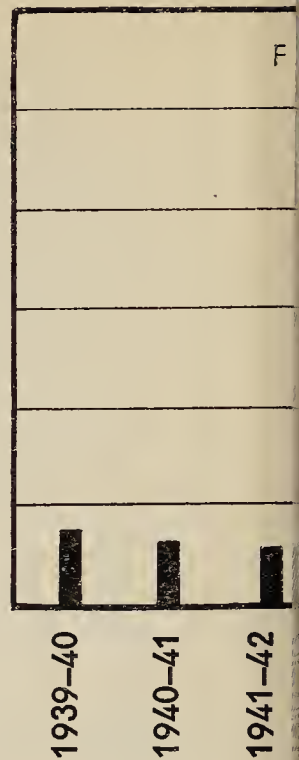
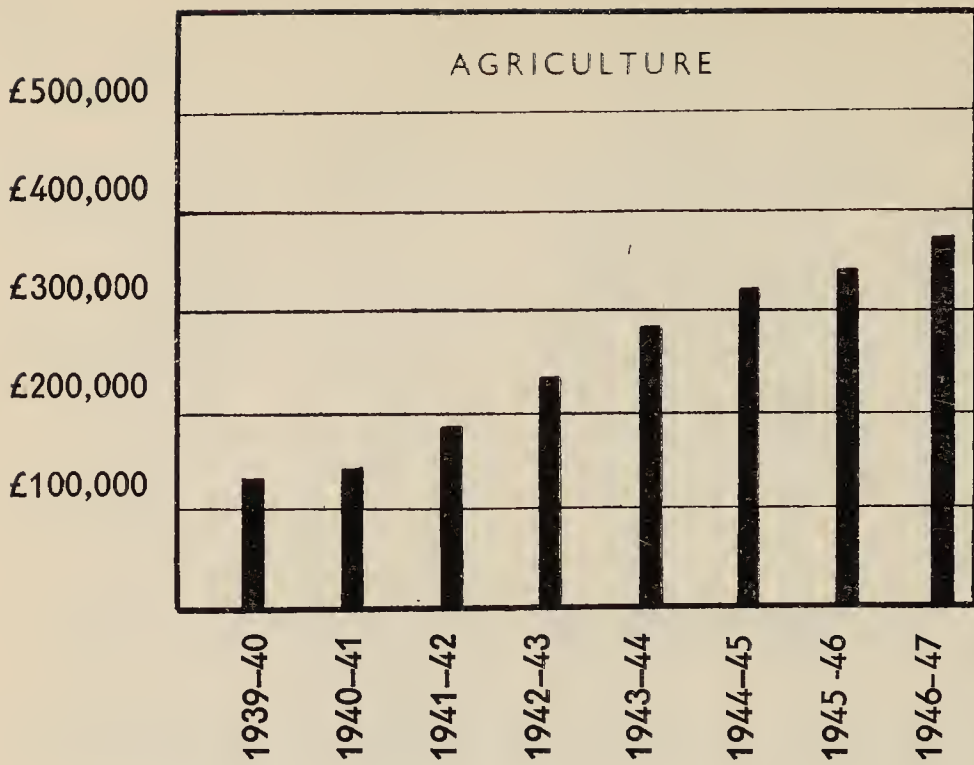
APPENDIX D: INDUSTRIAL DISPUTES 1947 (continued)

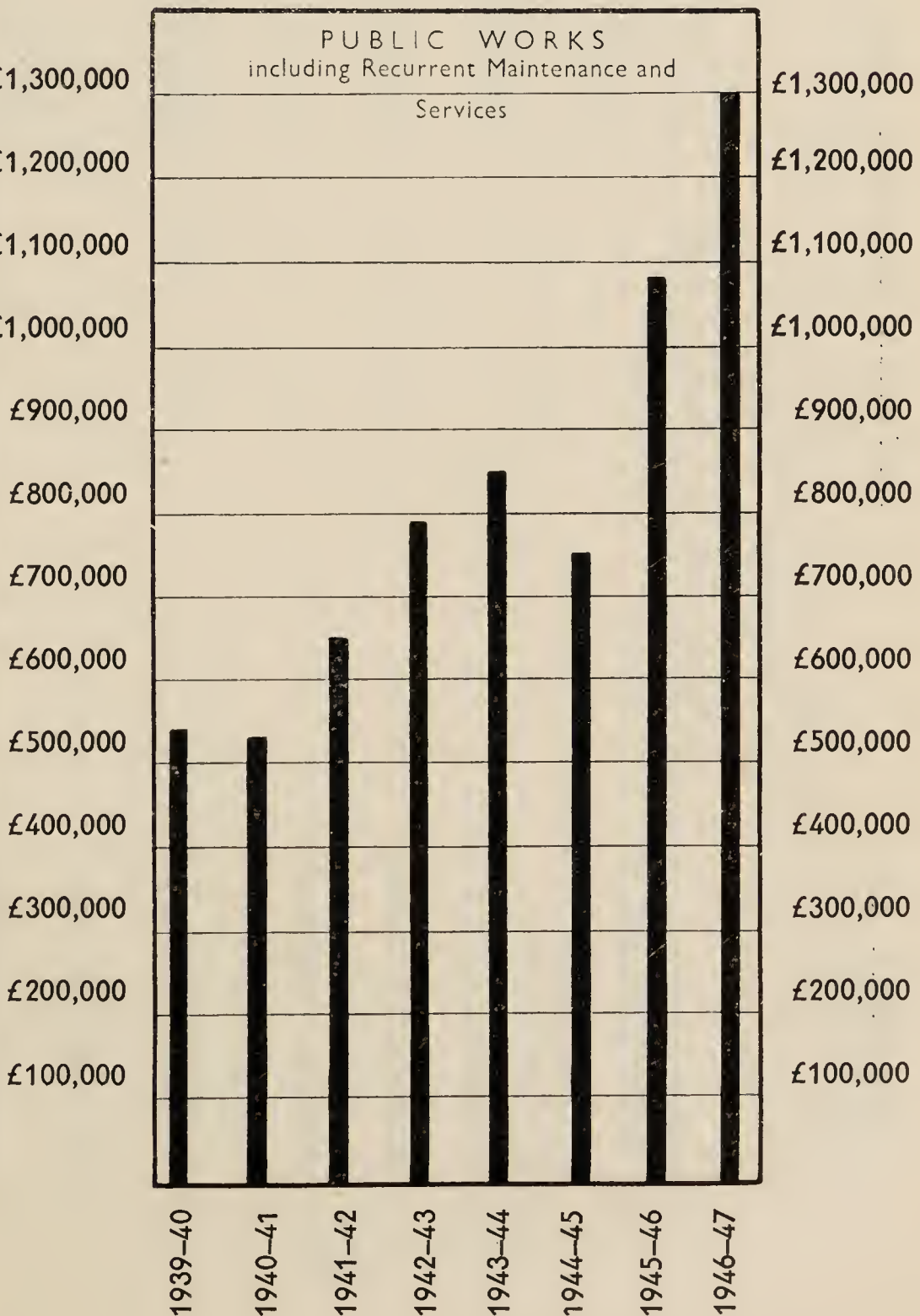
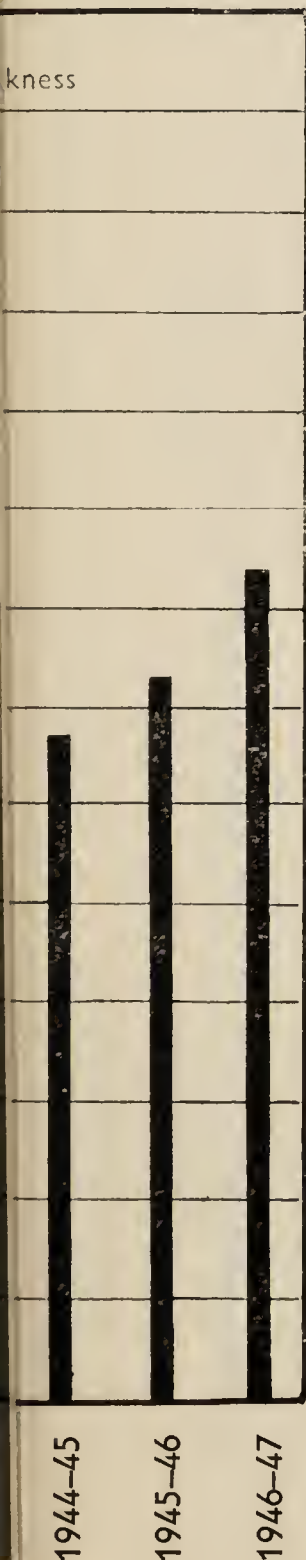
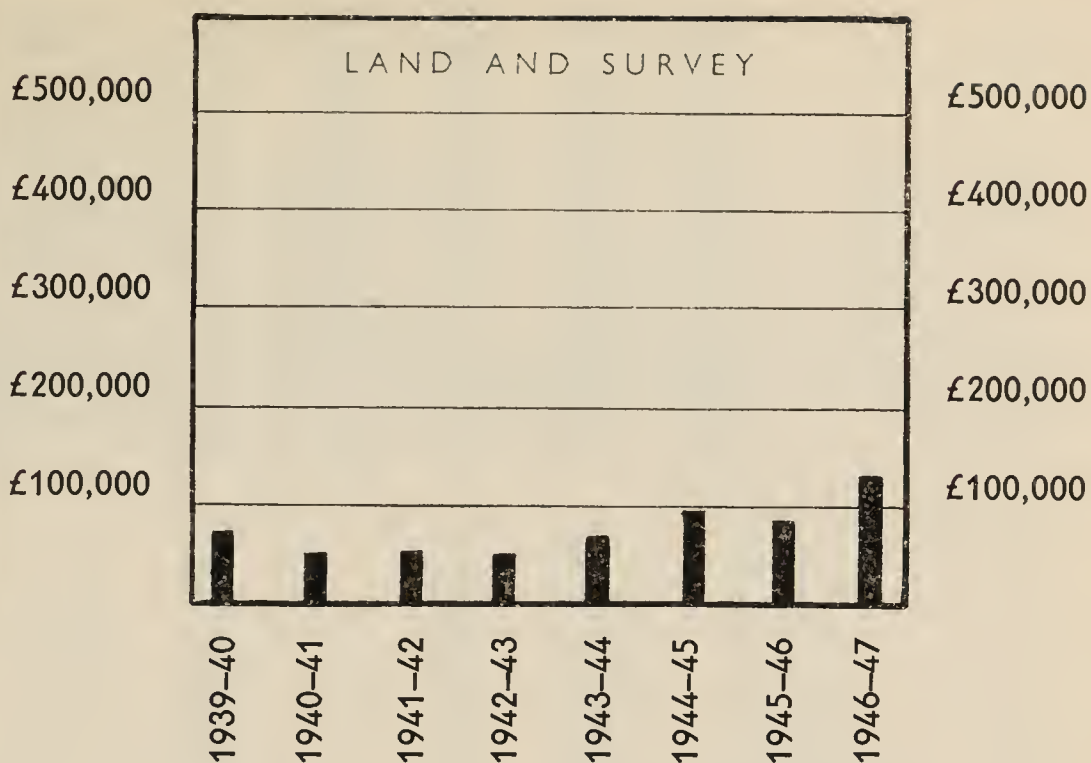
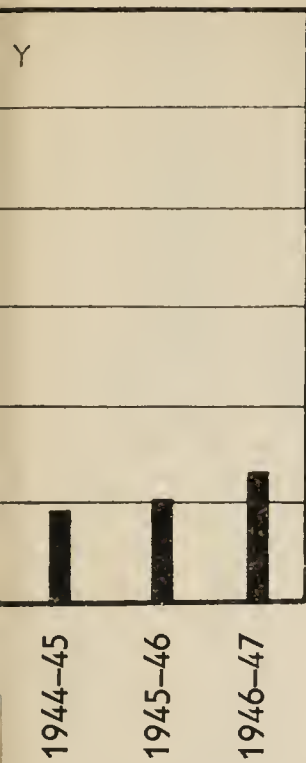
| Department or firm | No. of workmen involved | | Stoppage of work | | Cause | Terms of settlement |
|---|-------------------------|------------|------------------|----------|--|--|
| | Directly | Indirectly | Began | Ended | | |
| 13. (a) Plantations, Bota (Cameroons) . | 240 | — | 5.7.47 | 7.7.47 | Dissatisfaction with conversion rate offered particularly to Chipping Boys who were converted from 1s. 6d. to 1s. 3d. a day. | Men resumed work pending negotiations. |
| (b) Plantations, Bwinga (Cameroons) | 350 | — | 15.7.47 | 16.7.47 | Demanded reduction in task work, sick and accident pay and better housing. | Changes were effected in (i) Allocation of work. (ii) Persons injured at work would be paid provided accident was reported to the Dresser. (iii) Sick pay would be considered. (iv) The Head Overseer would investigate and settle complaints about housing. A Labour Officer examined the complaint and recovered wages for workers. |
| (c) Sapoba (Sapele) | 300 | — | 9.9.47 | 1.10.47 | Non-payment of wages for August, 1947. | Payment made on 17th and 18th October. |
| (d) Cameroons (Ekoma and Nolyko) | 1,606 | — | 10.10.47 | 17.10.47 | Non-payment of arrears under the new scale. | Agreement was reached on increase at negotiation meetings, but the two dismissed carpenters were not re-engaged. |
| (e) Plantations, Cameroons | 22 | — | 21.10.47 | 25.10.47 | Increase in task work of carpenters and dismissal of two carpenters. | Secretary was given further employment when new works began. |
| (f) P.W.D., Victoria | 151 | — | 22.11.47 | 27.11.47 | Alleged victimisation of Union Secretary who was "stood-off". | Secretary was given further employment when new works began. |
| (g) P.W.D., Buea | — | 130 | 25.11.47 | 27.11.47 | Struck in sympathy with the above. | Secretary was given further employment when new works began. |
| (h) P.W.D., Bakosisi | 350 | — | 27.11.47 | 1.12.47 | Delay in payment of arrears under the new wage scales. | Arrears paid on 1.12.47. |

Appendix B

REVENUE FROM CUSTOMS AND EXCISE AND DIRECT TAXES 1939-47







Appendix D

INDUSTRIAL DISPUTES 1947

| Department or firm | No. of workmen involved | | Stoppage of work | | Cause | Terms of settlement |
|--------------------------------------|-------------------------|------------|------------------|---------|--|---|
| | Directly | Indirectly | Began | Ended | | |
| 1. Timber, Warri Province . . . | 80 | — | 1.1.47 | 19.1.47 | Demand for payment of arrears of wages. | Men resumed work after each had received 5s. advance wages. Arrears of wages were later paid. |
| 2. Ship Repairing, Lagos . . . | 27 | 150 | 22.1.47 | 24.1.47 | Four riveters were alleged to have been victimised. | Men resumed work on the intervention of a Labour Officer. The Manager of firm offered Riveters alternative work which was refused. |
| 3. Engineering (P.W.D., Ijora) . . . | 370 | — | 27.1.47 | 28.1.47 | Dissatisfaction with the dismissal of a workman without notice | Men resumed work pending negotiations. Workman's dismissal was upheld. |
| 4. (a) Building, Ebute Metta . . . | 50 | — | 27.1.47 | 7.2.47 | Demand for higher wages. | Men resumed work on the same rates of pay. The Management's efforts to find other workers proved unsuccessful. |
| (b) Building, Lagos . . . | 800 | — | 3.2.47 | 6.2.47 | Dissatisfaction with the dismissal of five men surplus to the firm's requirements. | Men resumed work on the intervention of a Labour Officer and negotiations with the Management. |
| 5. Motor Engineering, Lagos . . . | 140 | — | 29.1.47 | 29.1.47 | Dissatisfaction with method of calculation of C.O.L.A. arrears. | Men returned to work after a meeting with the Management and the Senior Labour Officer. Re-calculation of the arrears was made and amounts due were paid in February. |
| 6. Hides and Skins . . . | 27 | — | 3.2.47 | 4.2.47 | Demand for increase in wages. | Men resumed work unconditionally after interview with a Labour Officer and the explanation of the Management's stand in the matter. |

APPENDIX D: INDUSTRIAL DISPUTES 1947 (continued)

| Department of firm | No. of workmen involved | | Stoppage of work | | Cause | Terms of settlement |
|---|-------------------------|------------|------------------|----------|---|--|
| | Directly | Indirectly | Began | Ended | | |
| 14. Posts and Telegraphs, Lagos | 123 | 25 | 14.7.47 | 15.7.47 | Dissatisfaction with conversion rates offered to Linemen and Wiremen. | Men defied all efforts to persuade them to return to work. Government, after due warning, brought into effect the Circular on Strike Action and the men were regarded as having terminated their appointments voluntarily. |
| 15. (a) Printing Establishment, Ijebu-Ode | — | — | 9.6.47 | 9.6.47 | Demand for improved conditions of service. | Men resumed work on temporary settlement. |
| (b) Printing (Lagos) | 40 | — | 3.9.47 | 4.9.47 | Demanded increase in wages and improved conditions of service. | (i) No general increase in wages could be granted. (ii) Management would pay arrears of wages after investigation by the Wages Inspector. (iii) Improved scales of wages based on new classification of employees would be operative from 1st September, 1948. |
| (c) Printing (Lagos) | 23 | — | 3.9.47 | 3.9.47 | Demanded increase in wages and improved conditions of service. | (i) Increase of 10s. a month to all employees. (ii) Annual leave of 14 days to Foremen and 7 days to other employees. (iii) Transport allowance to and from place of engagement during leave. |
| (d) Printing (Lagos) | 18 | — | 3.9.47 | 3.9.47 | Demanded increase in wages and improved conditions of service. | (i) Increase of 5s. a month to all journeymen. (ii) Annual leave of 14 days to journeymen and 7 days to apprentices. (iii) 4 weeks' annual sick leave with full pay. |
| 16. Commercial firm, Lagos | 25 | — | 8.11.47 | 10.11.47 | Dissatisfaction with the method of paying wages. | Agreement reached at Conciliation Meeting. |

Appendix E

MAPS ON SALE AT THE LAND AND SURVEY OFFICES,
RACECOURSE ROAD, LAGOS

(*Revised up to October, 1945*)

| | £ | s. | d. |
|---|---|----|----|
| Map of Nigeria, scale 1/500,000, revised 1945 edition in 15 sheets. Each sheet | | 5 | 0 |
| Map of Nigeria, 1938, scale 1/750,000 (Road Guide Series) in 15 sheets. Each sheet 2s., mounted 3s. | | | |
| Map of Nigeria, 1944, scale 1/1,000,000 (coloured) in 4 sheets. Each sheet | | 10 | 0 |
| Above mounted on rollers as one map | 2 | 10 | 0 |
| Map of Nigeria, 1944, scale 1/2,000,000 | | 5 | 0 |
| Map of Nigeria shewing Medical Facilities, scale 1/2,000,000 | | 5 | 0 |
| Outline map of Nigeria, 1938, scale 1/2,000,000 | | 5 | 0 |
| Map of Northern Provinces, Nigeria, 1945, scale 1/2,000,000 | | 3 | 6 |
| Map of Southern Provinces, Nigeria, 1939, scale 1/2,000,000 | | 3 | 6 |
| Nigeria Tribal Map N.P. (Census 1931), scale 1/2,000,000 | | 3 | 6 |
| Map of Nigeria, scale 1/3,000,000 (coloured) | | 1 | 6 |
| Map of Nigeria (1940), scale 1/3,000,000: | | | |
| Agriculture, Communication, Domestic Trades, Forest, Isogonic, Isothermal, Orographical, Population, Rainfall | | | |
| Dry Season and Rainfall Wet Season, each | | 2 | 0 |
| Map of Lagos Colony (1936), scale 1/250,000 | | 2 | 6 |
| Geological, Provincial and Airstrip Maps and Cadastral Plans of Townships are also available. | | | |

Appendix F

THE LEGISLATIVE COUNCIL

The *Ex-officio* Members are:

- The Chief Secretary to the Government;
- The Chief Commissioners of the three Regions;
- The Attorney-General;
- The Financial Secretary;
- The Director of Medical Services;
- The Development Secretary;
- The Director of Education;
- The Director of Agriculture;
- The Director of Public Works;
- The Commissioner of Labour;
- The Commissioner of the Colony.

The Nominated Official Members are three Residents, one from each region, appointed by the Governor, by Instrument under the Public Seal for each meeting of the Legislative Council.

The Nominated Unofficial Members are:

- (a) Four Members, being Members of the House of Chiefs appointed by that House;
- (b) Five Members, being Unofficial Members of the Northern House of Assembly, appointed by the Unofficial Members of that House;
- (c) Two Members, being Chiefs appointed by the Governor from those Chiefs who are Members of the Western House of Assembly;
- (d) Four Members, being Unofficial Members of the Western House of Assembly, appointed by the Unofficial Members of that House;
- (e) Five Members, being Unofficial Members of the Eastern House of Assembly, appointed by the Unofficial Members of that House;
- (f) A Member for the Colony appointed by the Governor after consultation with the Native Authorities in the Colony;
- (g) Three Members appointed by the Governor to represent interests or communities which, in his opinion, are not otherwise adequately represented.

The Elected Members are three Members for Lagos and one Member for Calabar, elected as provided in the Order in Council.

HOUSE OF CHIEFS

The House of Chiefs consists of the following Members:

- (a) The Chief Commissioner for the Northern Provinces as President;
- (b) All first-class Chiefs exercising their functions as such within the Northern Provinces and qualified under this Order to sit in the House; and
- (c) Not less than ten Members elected from their own number by second-class Chiefs, exercising their functions as such within the Northern Provinces. The number of such Chiefs, the manner of their selection and the tenure of their office are such as the Governor may, from time to time, direct in writing.

The Northern House of Assembly consists of the following Members:

REGIONAL HOUSES OF ASSEMBLY

- (a) Nineteen Official Members, who are
 - The Senior Resident, Northern Provinces, as President;
 - Twelve Residents of the Northern Provinces (the Secretary, Northern Provinces, being regarded as a Resident);
 - The Secretary (Finance), Northern Provinces;
 - The Deputy Director of Medical Services, Northern Provinces;
 - The Deputy Director of Education, Northern Provinces;
 - The Deputy Director of Agriculture, Northern Provinces;
 - The Deputy Director of Public Works, Northern Provinces;
 - The Senior Crown Counsel, Northern Provinces; and
- (b) Not less than twenty nor more than twenty-four Unofficial Members who are:
 - (i) such number of Members, not being less than fourteen nor more than eighteen and not being Members of the House of Chiefs (who shall be called Provincial Members), selected as provided in the Order in Council as the Governor may from time to time direct in writing;

- (ii) six Members appointed by the Governor to represent interests and communities which, in his opinion, are not otherwise adequately represented.

The Western House of Assembly consists of the following Members:

(a) Fourteen Official Members who are:

The Chief Commissioner for the Western Provinces as President;
 Seven Residents of the Western Provinces (the Secretary, Western Provinces, being regarded as a Resident);
 The Secretary (Finance), Western Provinces;
 The Deputy Director of Medical Services, Western Provinces;
 The Deputy Director of Education, Western Provinces;
 The Deputy Director of Agriculture, Western Provinces;
 The Deputy Director of Public Works, Western Provinces;
 The Senior Crown Counsel, Western Provinces; and

(b) Not less than fifteen nor more than nineteen Unofficial Members who are:

- (i) Three Head Chiefs of the Western Provinces to be appointed by the Governor after consultation with the Head Chiefs of the Western Provinces;
- (ii) Such number of Members, not being less than seven or more than eleven (who are called Provincial Members), selected as provided in the Order in Council, as the Governor may from time to time direct in writing;
- (iii) Five Members appointed by the Governor to represent interests or communities which, in his opinion, are not otherwise adequately represented.

The Eastern House of Assembly consists of the following Members:

(a) Fourteen Official Members who are:

The Chief Commissioner for the Eastern Provinces as President;
 Seven Residents of the Eastern Provinces (the Secretary, Eastern Provinces, being regarded as a Resident);
 The Secretary (Finance), Eastern Provinces;
 The Deputy Director of Medical Services, Eastern Provinces;
 The Deputy Director of Education, Eastern Provinces;
 The Deputy Director of Agriculture, Eastern Provinces;
 The Deputy Director of Public Works, Eastern Provinces;
 The Senior Crown Counsel, Eastern Provinces; and

(b) Not less than fifteen nor more than eighteen Unofficial Members who are:

- (i) Such number of Members, not being less than ten nor more than thirteen (who are called Provincial Members), selected as provided in the Order in Council, as the Governor may from time to time direct in writing;
- (ii) Five Members appointed by the Governor to represent interests or communities which, in his opinion, are not otherwise adequately represented.

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