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COLONIAL ANNUAL REPORTS

# The Gambia

1946 ✓



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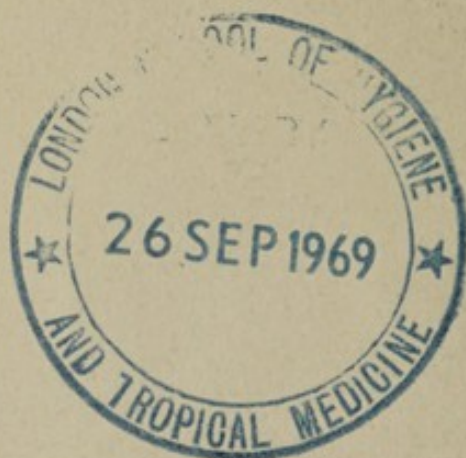


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IN 1940. PUBLICATION OF THE SERIES OF Colonial Annual Reports was suspended. The Reports now being issued cover the events of the first year after the war, and in many cases reference is made to progress during the war years.

All issues in the new series will have a pictorial cover and most will contain four pages of illustrations and a map of the Dependency concerned.

Particulars of the series are given inside the back cover.



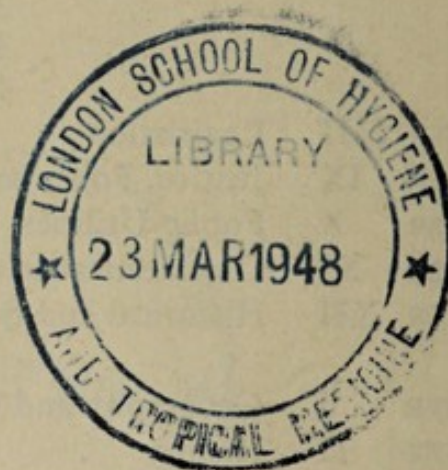
## 1946

## 1948



ANNUAL REPORT ON  
THE GAMBIA  
FOR THE YEAR  
1946

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Cover illustration shows the loading of groundnuts,  
of which 40,000 tons were purchased for  
export during the 1945-46 season



## PART I

### General Review

THE year 1946 was one of prospect and of retrospect, of hope for the first year of peace and of stock-taking of the past years of war, a period that had been as eventful as any in the Gambia's history, a gap in the ordered lives of Moslem and Christian alike, a gap unrecorded in Colonial Annual Reports, save in so far as this record of 1946 can supply a little of the sometimes exciting story.

In January, July and September, the Gambia's contingents of troops returned from the Far East, to receive a moving welcome from the people of the Colony. They returned to find many changes, after four years of service abroad. The Protectorate no longer looked to Government to import its rice; the farmers, men and women, by unremitting toil during the war years, had achieved self-sufficiency in food crops whilst maintaining high export figures for its valuable groundnut crop; the old native authorities were developing into councils or senior men administering their own native treasuries; in the Colony, the Bathurst Temporary Local Authority had replaced the old Bathurst Advisory Town Council, and when elections were held in October under the Local Government (Bathurst) Ordinance, 1946, the administration of Bathurst affairs was placed firmly in the hands of the elected members of the Bathurst Town Council. Kombo St. Mary Division, formerly known as the Colony of the Kombo, was declared no longer subject to the Protectorate system by the Colony Ordinance, 1946. The remarkable old Seyfu N'Jagga Kamara, whom many a serviceman must have remembered, had died and proved irreplaceable, and the first steps to local self-government were taken by the Kombo St. Mary Division Ordinance, 1946, under which a Rural Authority replaced the protectorate system of Seyfu and Council. The judicial system in the division has also been reorganized.

The avalanche of defeat that had engulfed first Germany and then Japan, resulted in the closing down of service department establishments of a size that brought home to the people of the Colony the nearness of the danger they had faced and the important strategic place their country had occupied for a period of the war, as a base at the narrowest point of the South Atlantic.

The naval shore establishment whose chief function was the refuelling of the smaller vessels escorting convoys in the South Atlantic was the first to dispose of its buildings in Bathurst. The R.A.F., which had maintained anti-submarine patrols both land- and sea-based, from Yundum aerodrome and the Half-Die seaplane base, were finally withdrawn in October. The Gambia Regiment, which had expanded from a pre-war establishment of one Company to a strength of two Battalions, with Royal Engineers, Signals, Coastal Batteries, Ordnance, Army Service Corps and other ancillaries, carried out in the course of the year the disbandment of units



and disposal of camps and installations that were necessary to reduce the military establishment to its post-war strength. In retrospect, therefore, 1946 meant to the Gambia the closing of a chapter unique in its history; its manpower had been recruited to an extent in proportion to its total population as high, if not higher, than in any other Colony; the Armed Services had brought to its shores many thousands of Europeans, certainly multiplying ten or even twenty times the white residents of pre-war years, and with them, stores, materials and money that only war exigencies could have poured into the country; His Majesty's Government had expended over a million pounds on two first-class air bases; the Victoria Cross had been won by a Coastal Command pilot from one of its squadrons in sinking a German submarine while on patrol; decorations had been won by the Gambians in hard fighting in the Kaladan Valley and elsewhere in Burma; and the guns of the attempted landing at Dakar had been heard on the North Bank of the River and had prefaced a period of strenuous activity for the northernmost territory of British West Africa.

Of even greater significance to the people of the Gambia were the changes in the Government's approach to the problems of the development and welfare of the country. One of the first Colonies to submit a comprehensive development programme in response to the Secretary of State's invitation when the Colonial Development and Welfare Act, 1940, was passed, the Gambia had established the machinery not only for implementing its plans, but also for ensuring their consideration and co-ordination by a Development Committee and the focusing upon them in a Standing Advisory Committee of the criticism, advice and experience of representatives of the main sections of public opinion outside the Government.

That greater progress had not been achieved in 1946 in implementing the blue prints of development in actual works was due, firstly, to the need to scale down the large sums needed to implement all the development projects contained in the report to the limits within which His Majesty's Government found it possible to assist and, secondly, to the difficulties of securing suitable staff and materials to undertake the various departmental programmes. Many of the foundations had, however, been laid and in some directions promising results had been achieved, and there can be no doubt that the departure of the Governor, Sir Hilary Blood, in October, on the completion of his term of Governship, will be looked back upon as the end of the first chapter in which an immense amount of planning and many significant advances had been made.

The report, 'Development and Welfare in the Gambia', prepared by Mr. K. W. Blackburne, O.B.E., as Commissioner on Post-war Development Schemes, with the help of a local Development Committee, was submitted to the Secretary of State and published in 1943. It traversed the whole field of Government activity in every department, calling attention to those spheres in which the Colony lagged behind and proposing the policy and the programme to be adopted in the future, with the assistance of grants under the Colonial Development and Welfare Act. Individual schemes, mostly for short-term development, were prepared at once and brought into effect; these included a medical scheme, which enabled the



Department to enlarge the training of staff by scholarships and otherwise, to employ additional staff, to open the first Health Centre in the Protectorate at Basse; an education scheme that brought about the complete reorganization of the Primary and Infant Schools in Bathurst, which became Government schools, and the development of Secondary Schools managed by the Missions assisted by Government grants; a joint Sierra Leone/Gambia veterinary scheme which made possible the most comprehensive immunization of cattle in the Gambia against Rinderpest, as well as the provision of laboratory facilities to serve the two territories; and certain preliminary measures in the major proposals for Bathurst and Kombo development, which will be briefly described in a later paragraph.

After the conclusion of the war in Europe the preparation of a detailed Ten-Year Programme was begun on the lines laid down in the Development and Welfare Report. The announcement of the funds available to the Gambia by the Secretary of State, in November, 1945, involved considerable reductions in the programme and it was proposed that the grant for general development should be divided between the Medical Education, Agricultural and Veterinary departments. The departments concerned drew up fresh programmes within the limits then suggested and the proposed allocation was forwarded to the Secretary of State, in March, 1946. Subsequent correspondence has shown that the assumption on which this allocation was based—that in the special circumstances of the Gambia such a programme should be weighted on the side of social rather than economic development—was no longer considered valid by His Majesty's Government in the United Kingdom. Another revision was therefore necessary. The revised allocation is now under consideration by the Secretary of State, and, meanwhile, the Departments continue the revision of their detailed programmes to fit in with the latest proposals. In the preparation and revision of all these programmes, the Colony has been greatly hampered by the lack of the technical staff required for the preparation of detailed plans and estimates.

The report on Development and Welfare to which reference has already been made, contained proposals for remedying the long-standing difficulties inherent in the situation of the Capital of the Colony on a small, low-lying island, surrounded by swamps. These proposals envisaged a comprehensive development programme, including the removal of the administrative centre and a proportion of the population to a healthier site in Kombo St. Mary, on the mainland about 10 miles from Bathurst, and a scheme for the drainage and improvement of Bathurst itself. Planning for a programme on this scale was continued until late in 1945, when it was clear that insufficient funds would be available under the Colonial Development and Welfare Act to carry it out fully; the decision taken by the Ministry of Civil Aviation not to build a large air-base at Sukuta, had also an adverse effect on plans already made. During 1946, therefore, plans were being prepared for a smaller programme to include the drainage of Bathurst and the erection of a housing scheme in Kombo St. Mary for about five thousand of the population of Bathurst.

Reference has been made above to the question of airport facilities in the Gambia and the subject will be treated somewhat more fully in Chapter II.



With the withdrawal of the R.A.F. from the Gambia in October, the Colony's future as a staging post in the Empire's trunk air routes became a matter of concern not only to the Gambia but to the other West African Colonies. Unable by its size to finance the maintenance of the first-class facilities developed at Air Ministry expense in the war, which were necessary to serve the trunk service from the United Kingdom to West Africa on the coastal route, the Gambia Government continued to represent to His Majesty's Government in the United Kingdom the necessity for the Ministry of Civil Aviation to provide funds both for the continuance of Yundum airport and the improvement of the runways there. The year closed with no decision as to the future of the Colony's aerodrome and seaplane base, but to avoid the closing of the former, and with it the dislocation of the British Overseas Airways Corporation Service to West Africa, provisional arrangements were made between the Corporation and the Air Ministry Directorate of Works and the Gambia Government whereby the trunk air service was maintained. The desire of the Colony to provide the African landfall for the British South American Airways Corporation's South Atlantic crossing, and the British Overseas Airways Corporation's staging post on the West African route, is receiving consideration at the highest level both in West Africa and in England.



## PART II

### Chapter I: Population

NO decennial census was carried out in the year 1941, and it did not prove possible until 1944 to carry out a census of Bathurst; nor was it possible until March, 1946, to obtain more detailed population figures now included in the divisional annual reports of the Protectorate, including Kombo St. Mary.

The census of Bathurst revealed that the population had increased from 14,370 in 1931 to 21,152, of which 274 only were non-Africans. It is significant that only half the population was Bathurst-born and that 5,169 persons had resided in Bathurst for less than five years. Although part of the increase may be attributed to the influx of foreigners and Protectorate persons attracted by the considerable war-time demand for labour, intercensal estimates compiled by the Health Department indicate a reasonable assumption that the population of Bathurst will probably continue to increase in the future.

Over half the population of Bathurst in 1944 was Wollof, the remainder being composed mainly of Mandingoes, Akus, Fulas, Jolas and Sereres in fairly equal numbers. 15,866 were found to be Mohammedans, 4,995 Christians, and the remainder were shown as Pagans.

The population of the Protectorate showed an increase to 228,114 in 1946 from the total of 185,150 of the 1931 census, representing an increased density per square mile of 56.9 as against 46.3. There were no significant trends of population either in the year or, as far as can be ascertained, during the war period, but the more accurate distinction now given to tribal groupings, as for instance in the sub-division of the Fula tribe into its four main ethnologically different components, enables a closer watch to be kept in the future on such trends. A comparative table of the tribal distribution according to the 1931 census and the report on the annual census for 1946, shows a tendency for all the three major elements, Mandingo, Fula and Wollof, to increase, while, of the minorities, the Akus have declined, as shown in Table overleaf.

An interesting element of the population of the Gambia Protectorate is the 'strange farmer'. These seasonal immigrants, mostly from neighbouring French and Portuguese territory, swell the Protectorate population during the farming season by a total dependent on their anticipation of good returns from the groundnut crop in the Gambian farm lands, as compared with the returns which they could expect from a crop raised on their poorer home soils. As was to be expected during the war, when the Anglo-French frontier was closed, the numbers of such men declined sharply. In the years 1940 to 1943 their total averaged 4,302 annually. In 1944, however, it rose to 10,793, and in 1945 to 19,779; in 1946 the total fell to 13,263 for reasons which are not readily apparent.



	1931	1946
Akus .. .. .	786	680
Bainunkas .. .. .	Unknown	251
Bambarras .. .. .	do.	5,047
Fula-Firdu .. .. .	22,273	30,352
Fula-Futa .. .. .	With Firdus	4,659
Fula-Lorobo .. .. .	do.	2,011
Fula-Torodo .. .. .	11,653	14,520
Jola .. .. .	19,410	20,636
Mandingo .. .. .	85,640	99,206
Manjagus .. .. .	Unknown	1,059
Mauretanians .. .. .	do.	597
Niumungka and Serere .. .. .	do.	2,084
Serahuli .. .. .	12,316	13,093
Wollof .. .. .	25,864	31,714
Others .. .. .	7,208	2,205
Total	185,150	228,114

## Chapter II: Occupations, Wages and Labour Organizations

### GENERAL INFORMATION

The Gambia was without a qualified Labour Officer from 1943 until September, 1946, when an officer was appointed who had previously been employed by the Transport and General Workers Union in the United Kingdom.

Demobilization reached its peak at the beginning of 1946, and naturally, had a great influence on labour conditions during the year. Though the majority of ex-servicemen returned to the Protectorate after discharge, a number have remained in or returned to the Colony to find wage-earning employment. It is inevitable that many ex-servicemen should seek to retain the standard of living which they enjoyed in the forces, but, as most of them were farmers before the war and did not, during the war, learn a trade which could be adapted to civilian life, it has been impossible to find all of them the work of a non-manual nature, *e.g.* headmen, labourers, messengers, police supernumeraries, which they desire. It is unfortunate also that for various reasons many development schemes have been delayed, though the demand for labour for public works cannot, of course, provide a permanent solution to the resettlement problem.

One of the Labour Officer's main tasks is the collection of statistics on wages, hours of work and cost of living, and the information gained therefrom should enable him to submit valuable suggestions to the Labour Advisory Board established under the 1944 Labour Ordinance.



## OCCUPATIONS

There are very few industrial undertakings in the Gambia, the main industry being the production of groundnuts for export. The great majority of the people are farmers, many of whom migrate to Bathurst during the dry and off-farming season to seek wage-earning employment. The Government is the largest employer of labour, directly employing over 1,000 manual workers and 150 clerical staff. The former are engaged mainly by the Public Utilities Department and the Medical and Health Services.

The other large employers are British Overseas Airways Corporation, Air Ministry Directorate of Works, and the United Africa Company, engaging in all over 1,000 workpeople. At the end of the year the Air Ministry Directorate of Works gave notice of withdrawal from the Gambia.

There is a considerable demand for casual labour during the trade season, which lasts for five months of the year, but during the remaining months there are very few possibilities for those who are not in regular employment. There are no unemployment figures available.

## WAGE RATES

There is a minimum rate of 1/9 per day in the Colony for unskilled manual labour, but the alteration of this rate is at present under consideration in connection with a revision of cost of living statistics.

British Overseas Airways Corporation, and the United Africa Company, pay a minimum wage of £2 12s. 6d. per month for unskilled labour. The latter Company employ a large number of labourers during the season on the loading of groundnuts at the various transit ports on a piece-work rate of one penny per bag, and, though the work is very arduous, it is estimated the labourers engaged on this basis earn 5/- to 6/- per day.

## HOURS OF WORK

The average working week is approximately forty-six hours, but there appears to be a good deal of absenteeism.

*Overtime*

With the exception of one company, overtime is paid at the rate of 3d. per hour. Very few employers pay additional rates for work performed on Sundays and national holidays.

## COST OF LIVING

In the absence of any household budget survey, it is difficult to assess with any degree of accuracy the actual cost of living. The method of the compilation of statistics is at present under consideration with a view to revision.

## LEGISLATION

No legislation affecting labour was enacted during the year. The 1944 Labour Ordinance provides for the employment of women and young persons, the regulation of wages, a Labour Advisory Board and arbitration for the settlement of disputes. Other important Ordinances provide for workers' compensation, trade unions and the regulation of docks. There is no provision for sickness payment, and, having regard to racial and



religious customs, it will be impractical to make any provision for a number of years. Sick pay is allowed by the Government to its established staff.

#### TECHNICAL TRAINING CENTRE

A training centre was established for the testing and training of ex-servicemen. It is only partially equipped and can accommodate a small number of trainees, mainly carpenters and joiners. Efforts have been made to obtain a European Instructor for the Centre, but difficulty is being experienced in getting a suitable person and the future of the training of artisans is at the moment under review. Other training is provided by the Public Utilities Department in its engineering departments.

#### TRADE UNIONS

There are three registered trade unions, the Bathurst Trade Union, the Gambia Labour Union, and the Gambia River Trade and Commercial Workers' Union; they represent a very small minority of the workers, approximately 100 members out of a possible wage-earning population eligible for membership of several thousands. The British Overseas Airways Corporation has formed a Staff Union, but it is not yet registered. None of the Unions function efficiently, and as a result the Labour Officer has to deal with individual complaints. If the Unions were functioning as they should, the majority of the complaints could be dealt with by them, and only when satisfaction could not be obtained would it be necessary to call in the Labour Officer. It is considered inadvisable to establish any wage-negotiating machinery until those concerned appreciate the principles and functions of a Trade Union, so that they are able to provide adequate representation on behalf of the workers they represent.

The Labour Officer has already made a start by getting two Unions to agree to amalgamate into one Union and to draft a proper constitution which will include among other things the election of officers. The latter have hitherto been appointed in an arbitrary fashion, with the result that they are usually persons who have no connections with industry but are primarily interested in politics.

The Labour Officer arranges lectures and classes for trade union members with the assistance of the British Council, which has films illustrating the work of the Trade Unions in the United Kingdom, the Labour Officer giving a short address prior to the showing of the film. It is hoped that these lectures will assist towards a realization of the principles of Trade Unionism.

## Chapter III: Public Finance and Taxation

#### REVENUE AND EXPENDITURE

The following statements set out revenue and expenditure during the period 1939 to 1946. These figures have been adjusted to exclude repayments of revenue received and nett totals are shown, as well as the gross totals that appear in the published annual accounts.



REVENUE		1939	1940	1941	1942	1943	1944	1945	1946 <i>estimated</i>
1.	Revenue from local sources:								
	Customs (nett)	£ 79,843	£ 86,372	£ 138,209	£ 177,908	£ 215,809	£ 212,471	£ 252,613	£ 300,000
	Port Dues	2,201	1,469	3,527	8,092	4,465	2,446	1,879	2,200
	Taxes and Rates	14,590	13,594	26,453	81,454	60,295	113,432	146,748	136,000
	Licences, etc.	6,972	7,083	7,692	10,599	10,878	8,973	7,460	7,500
	Fees, etc.	13,320	15,059	22,801	47,453	48,824	16,930	18,448	39,000
	Commercial operations						36,349	31,496	
	Posts, etc.	2,878	2,402	6,569	9,607	12,058	10,811	17,239	19,000
	Rents	3,709	3,542	3,605	3,330	3,834	4,283	4,194	2,300
	Miscellaneous	1,810	945	1,492	4,376	8,741	5,327	8,572	12,000
	Total local sources	125,323	130,466	210,348	342,819	364,904	411,022	488,649	518,000
2.	Interest	11,370	8,458	7,209	7,547	9,383	10,174	13,339	19,000
	Total comparable Revenue	136,693	138,924	217,557	350,366	374,287	421,196	501,988	537,000
3.	Currency Board profits	—	1,110	3,545	1,325	1,682	4,974	12,740	13,000
4.	C.D.F. and C.D.W.A. Grants	35	78	35	35	883	9,584	21,929	30,000
5.	Other Grants	—	5,402	697	1,014	275	—	—	—
	Total nett Revenue	136,728	145,514	221,834	352,740	377,127	435,754	536,657	580,000
	Revenue refunded	1,826	1,891	12,679	55,013	98,783	88,154	50,347	20,000
	Transfers from Reserves	13,190	56,348	12,684	—	—	—	—	—
	Gross Revenue	151,744	203,753	247,197	407,753	475,910	523,908	587,004	600,000



## EXPENDITURE

	1939	1940	1941	1942	1943	1944	1945	1946 <i>estimated</i>
Recurrent Expenditure:								
Personal Emoluments, ordinary services	£ 91,520	£ 88,277	£ 86,996	£ 95,089	£ 106,741	£ 106,162	£ 120,095	£ 150,000
Commercial operations	10,981	13,007	15,554	19,247	15,700	10,136	13,026	13,000
Military and Defence	57,908	59,815	64,576	89,840	117,740	117,048	128,160	13,000
Departmental and Services	18,790	20,920	21,577	21,831	21,807	37,742	27,505	166,900
Commercial operations	2,000	2,000	2,000	2,000	2,000	26,440	30,799	28,000
Pensions and Gratuities	2,093	2,093	2,093	2,093	2,093	2,000	2,000	29,000
Steamer Depreciation Fund						2,093	2,093	69,000
Public Debt	20,771	5,812	2,281	9,184	29,553	9,079	27,994	2,100
Non-Recurrent Expenditure:								
Land purchase and Public Works	—	4,818	697	1,014	6,523	9,335	15,427	45,000
Expenditure against Special Grants								4,000
Nett Real Expenditure	204,063	196,742	195,774	240,298	302,157	333,042	380,382	520,000
Refunds of Revenue	1,826	1,891	12,679	55,013	98,783	88,154	50,347	20,000
Transfers to Reserves	—	—	—	—	25,000	104,827	—	—
	205,889	198,633	208,453	295,311	425,940	526,023	430,729	540,000



Expenditure in the years 1944, 1945 and 1946 has been incurred under heads as follows:

<i>Heads of Expenditure</i>	1944	1945	1946 <i>estimated</i>
	£	£	£
1. The Governor . . . . .	5,667	5,646	6,000
2. Agricultural Department . . . . .	8,526	9,842	15,000
3. Audit Department . . . . .	1,759	1,847	2,000
4. Development . . . . .	742	20,493	9,000
5. Crown Law Office . . . . .	2,159	1,982	2,000
6. Education Department . . . . .	12,241	22,863	25,000
7. Judicial Department . . . . .	2,607	2,987	3,000
8. Labour Department . . . . .	402	574	3,000
9. Land and Survey Department . . . . .	1,471	1,490	1,500
10. Local Administration . . . . .	—	500	500
— Meteorological Department . . . . .	186	—	—
11. Medical and Health Services . . . . .	61,735	47,635	54,000
12. Miscellaneous Services . . . . .	57,023	65,420	36,000
13. Pensions and Gratuities . . . . .	26,440	30,799	29,000
14. Police . . . . .	14,315	15,555	16,000
15. Prisons . . . . .	3,905	3,567	4,000
16. Provincial Administration . . . . .	20,965	21,645	35,000
17. Public Debt Charges . . . . .	2,093	2,093	2,100
18. Public Relations Department . . . . .	—	1,474	1,400
19. Public Utilities Department . . . . .	73,343	51,159	71,500
20. Public Utilities Annually Recurrent . . . . .	36,713	41,695	50,000
21. Public Utilities Extraordinary . . . . .	9,079	24,328	44,000
22. Receiver General's Department . . . . .	49,234	25,248	29,000
23. R.W.A.F.F. and R.N. Volunteer Reserve . . . . .	13,007	13,283	13,000
24. Secretariat . . . . .	15,273	13,857	17,000
25. Steamer and Marine Craft Depreciation Fund . . . . .	2,000	2,000	69,000
— Reserve Appropriation . . . . .	104,826	—	—
26. Veterinary Services . . . . .	312	2,747	2,000
TOTAL . . . . .	526,023	430,729	540,000

Public Debt at 31st December, 1946, was £38,760, and there was a Sinking Fund of £12,600. These items, as well as an amount of £25,000 owing to the Government on account of an interest-free war loan made to His Majesty's Government in the United Kingdom, are not included in the Assets and Liabilities.

Assets and Liabilities at 31st December, 1946, are estimated as follows:



LIABILITIES		ASSETS	
Reserves:		Investments	£630,000
Steamer Depreciation			
Reserve	£113,000	Joint Colonial Funds	314,000
General Reserve	250,000		
General Revenue			
Balance	431,000	Advances	30,000
Government Savings Bank	110,000	Cash and Bank Balances	10,000
Deposits	80,000		
	<u>£984,000</u>		<u>£984,000</u>

Income Tax was introduced in 1940 and has yielded growing amounts since then. The estimated receipts for 1946 were: Companies £120,000; private persons £15,000. There is a sliding scale of personal income tax which amounts to the following rates on chargeable incomes (incomes of single persons up to £75 a year and married persons up to £200 a year are free of tax).

Chargeable income	Average rate of tax in £
£400	4½d.
£600	6d.
£1,000	11d.
£2,000	1/10
£5,000	3/9
£10,000	5/8

The Company rate is 9/- in the £. There is no estate duty.

The increased yield from Customs duties is principally due to increased volume of trade. The average rate of duty for all goods is equivalent in *ad valorem* terms to just under 30 per cent, against 32 per cent for the five years immediately before the war. Rates of duty on tobacco, liquor and kola nuts have been heavily increased since 1939, and in 1946 realized £83,000, £16,000 and £62,000 respectively.

Except for staple foods (grain, milk, sugar) and a few smaller items, all goods are liable to import duties. There is a general *ad valorem* rate of 12½ per cent preferential and 15 per cent general; important exceptions are cotton goods 10 per cent and 12½ per cent; spirituous liquors 70/- and 90/- a gallon; manufactured tobacco 12/- and 14/- a pound; unmanufactured tobacco 2/6 and 2/9 a pound; kola nuts 6d. and 9d. a pound; motor spirit 8d. a gallon. There is also an export duty on groundnuts of 10/- a ton undecorticated and 14/- a ton decorticated.

There is a direct tax on dwellers in the Protectorate which is based on the number of dwellings occupied; the rate of tax being 2/- a hut, with a minimum of 8/-. In addition, there is a tax of 4/- for each lodger in the 'yard' and a tax of 8/- on each 'strange farmer'.

## Chapter IV: Currency and Banking

Currency in circulation at 31st December, 1946, was estimated at £925,000, which is nearly double the amount of pre-war circulation. Of



this circulation £392,000 was in notes of £1 and 10/- denominations. Circulation is always at its highest point in December and January, when large amounts are issued for the purchase of groundnuts. As a rule these issues of currency are quickly used for the purchase of goods and circulation falls in February and March, and remains lower until the opening of the next trade season. Circulation at the end of 1946 was rather more than 100 per cent of the value of annual imports. Notes of the Banque d'Afrique Occidentale circulate freely in parts of the Protectorate, and British West African currency also circulates across the borders of neighbouring French territories of the Senegal and the Casamance.

Savings Bank deposits amounted to some £110,000 at the end of 1946; before the war, deposits amounted to less than £5,000. It is probable that amounts held in deposit in the Bank of British West Africa have also risen considerably. The total amount held by Government in the United Kingdom on its own account and on account of its depositors was, in 1946, just over one million pounds as compared with just over £200,000 in 1939.

There is only one bank, the Bank of British West Africa, operating in the Gambia, with one office situated in Bathurst. The principal trading firms make their own arrangements for remitting funds to places in the Protectorate. The Government river steamer service carries money as freight, and small amounts are transacted through the Post Office on board the steamer (money-order remittances) and through district Treasuries and Post Offices at Basse, Georgetown, Kuntaur, Kerewan and Brikama.

## Chapter V: Commerce

The only important export of the Gambia is groundnuts. The annual tonnage exported in 1946 was 31,589 undecorticated and 6,183 decorticated, and the value was declared at £595,859. The other items of export are beeswax, hides and skins, and palm kernels. The values of the exports in 1946 of these were £5,237, £350 and £18,587 respectively. The following were the values of exports, and the tonnage of groundnut exports in 1945, and the average figures for earlier five-year periods:

### EXPORTS

<i>Period</i>	<i>Value</i>		<i>Tonnage Groundnuts</i>	
	<i>Groundnuts</i>	<i>Other</i>	<i>Undecorticated</i>	<i>Decorticated</i>
	£	£	tons	tons
1945	641,000	24,000	31,064	8,444
1940/44	230,000	10,000	21,000	7,000
1935/39	390,000	6,000	51,000	1,000
1930/34	531,000	8,000	64,000	—
1925/29	852,000	20,000	60,000	—
1920/24	1,123,000	16,000	65,000	—
1915/19	769,000	43,000	69,000	—
1910/14	540,000	24,000	61,000	—
1905/9	267,000	17,000	38,000	—
1900/04	230,000	5,000	26,000	—



The value of exports varies considerably with the quality of groundnuts brought from across the frontier for sale in the Gambia, and on the number of 'strange farmers' (see first paragraph of Chapter VI) who migrate annually into the Gambia.

The principal imports in 1945 and 1946 were as follows:

	1945		1946	
	<i>Quantity</i>	<i>Value</i>	<i>Quantity</i>	<i>Value</i>
	000 omitted	000 omitted	000 omitted	000 omitted
		£		£
Cotton piece goods				
Sq. yds.	5,760	318	4,830	299
Other Cotton Goods				
Sq. yds.	—	15	—	21
Apparel . . . . .	—	20	—	28
Artificial Silk . . . . .	—	38	—	21
Milk . . . . .	1	7	2	10
Rice (re-exports				
deducted) . . . . .	18	37	—	—
Other grain . . . . .	16	16	—	—
Sugar . . . . .	13	24	9	18
Flour . . . . .	15	20	9	14
Kola nuts . . . . .	18	89	22	103
Unmanufactured				
Tobacco . . . . .	202	17	147	12
Cigarettes . . . . .	106	42	99	41
Aviation Spirit . . . . .	843	84	218	22
Kerosene . . . . .	57	6	85	9
Motor Spirit . . . . .	153	21	208	29
Bags and Sacks (empty)				
No.	171	12	58	4
Beers . . . . .	11	4	26	10
Spirits . . . . .	4	6	3	4
Soap . . . . .	7	12	9	18
Candles . . . . .	1	4	1	3
N.A.A.F.I. Goods . . . . .	—	35	—	—
Hardware . . . . .	—	11	—	13
Wines . . . . .	4	3	3	2
TOTAL	—	930	—	948
Re-exports not deducted				
above N.A.A.F.I. goods		66		—
Other Goods . . . . .		35		69
Nett Imports . . . . .		829		879



Since 1941 the Colony has supported an adverse visible balance of trade. This has been possible on account of expenditure locally by departments of His Majesty's Government and by British Overseas Airways and the demand in the Senegal for goods imported into the Gambia. Although expenditure in the Gambia by Service departments decreased in 1946, the demand for goods, which exceeded supply, was maintained by the high price paid for groundnuts and by savings accumulated in war years. The price of groundnuts at wharf towns was fixed at £12 a ton, and f.o.b. value of undecorticated nuts was £15 a ton, which, except for 1920, was the highest recorded f.o.b. value.

A detailed analysis of trade and shipping statistics is available in the annual Trade Report, which may be obtained from the Crown Agents for the Colonies.

## Chapter VI: Production

The Gambia farmer remains very largely dependent for his cash income on groundnuts, of which the total purchases (unshelled) for the season 1945-46 were 41,094 tons, with a price of £12 per ton. A sum of £493,128 was thus placed in the farmers' hands. The country is considered unsuitable for European settlers and there are no plantations or estates, with the result that the crop is raised entirely by African farmers under a system of shifting cultivation, a system which over a period of years has afforded an average yield of 1,120 lbs. of undecorticated groundnuts per acre. Mention must, however, be made of an important feature in the agricultural life of the territory, the seasonally immigrant, or 'strange' farmers who visit the Gambia for the express purpose of growing groundnuts. During the year 1946, 13,263 'strange' farmers visited the Protectorate and contributed a considerable proportion of the crop. These men come from neighbouring colonies, such as the French Sudan and Guinea, and after raising and selling a crop of groundnuts they return to their homes. This movement is substantial and results from the better prices which can be obtained from produce in areas, unlike those from which the 'strange' farmers come, where the cost of transport from the farms to the port of shipment is low. It is, in short, cheaper for the farmer to move himself than to pay for the transport of his produce from the remote hinterland; this, however, is not the only factor affecting migration. The relative abundance and cheaper price of consumer goods in this and neighbouring territories also influence the choice of the place at which groundnuts are to be grown. Considerable variations occur in the terms under which the immigrants work, but the general pattern is always the same. The landlord provides board, lodging and land, in return for which the 'strange' farmer works a certain number of days for the landlord, the number of days so worked depending upon the custom of the district; a cash payment is sometimes agreed upon as well.

The crop is transported by donkey, lorries and river craft to buying points near the river and is then either transported by small craft to Bathurst or loaded direct into ocean-going vessels at various places between Kuntaur, 150 miles from Bathurst and the coast.



The quality of the crop is maintained by propaganda to encourage early planting and late harvesting, and by Native Authority Orders controlling the date and method of harvest. Produce inspection is carried out by the Agricultural Department at the buying centres, where all nuts have to be passed through rotary screens for cleaning purposes before purchase.

Palm Kernels are also exported and, as a result of the drive to secure increased production of oilseeds, the amount purchased rose in 1946 to a total of 1,220 tons as against the 1945 figure of 1,092 tons. The increase is especially encouraging as the previous maximum was but 871 tons in 1939. Hides and beeswax are also exported in small quantities.

The Agricultural Department have continued to pursue experiments on crop rotation and a balanced system of farming entailing the use of cattle both for ploughing and for the making of manure. A number of ex-servicemen have returned from Burma with a keen interest in mixed farming, some having purchased ploughs there and brought them back to the Gambia. A scheme has been instituted for assisting them in the purchase and use of cattle; care is, however, necessary in using bulls for ploughing as trypanosomiasis is endemic and the resistance of local cattle to infection tends to break down when the animals are put to regular work.

In former years the Gambian farmer, in concentrating on the groundnut crop, neglected food production, and as a result the Colony was far from self-supporting in this respect. Latterly, propaganda has brought home to him the necessity of being self-sufficient in food, and certain Native Authorities have enacted rules requiring 'strange' farmers to work part of the week on the production of foodcrops and not, as formerly, entirely on the export crop of groundnuts. New areas have been opened up in the riverine swamps for rice production, and an experimental rice farm conducted by the Agricultural Department has been started. Small-scale irrigation schemes have been introduced; dry season production of vegetable has, however, decreased when the demand for them fell with the departure of the fighting forces.

Much has still to be done to ensure that the food grown is nutritionally sufficient in quantity and quality to effect improved production, earning capacity and higher standards of living for the people. It is hoped to achieve this by means of mechanical cultivation, forsaking the primitive and uneconomical African hoe. Experiments are now being undertaken in the use of mechanical implements for ploughing, cultivating and irrigation works. The rainfall in 1946 was normal in many districts, 40 inches fell during the year at Bathurst, 48 at Kerewan and 42.7 at Basse; but, like the season in 1945, the rains ended too suddenly in October in the eastern districts and, as a result, the main coos crop is not good and will cause some hardship unless supplementary supplies of cereals can be obtained from other districts where the rainfall distribution was more evenly spaced.

A small Dairy industry has been initiated for the production of butter; cream is obtained in part from the Agricultural Department's herd and in part from separators operated at milk-purchasing centres placed at points accessible to nomadic herdsmen. In the rainy season, the amount of butter produced is almost sufficient for existing demands; in the dry season, however, yields are not so good and fall short of present requirements.



A cattle census towards the end of 1946 revealed that the cattle population had risen to 86,000 head. This large increase is largely the result of the rinderpest immunization system which the Veterinary Department has established and maintained for some years.

Contagious bovine pleuro-pneumonia threatened to take great toll at the beginning of the year. At the Veterinary department laboratory a preventive vaccine was manufactured, and supplies in good quantity thus made available, reduced mortality over a wide area. The laboratory besides manufacturing the above vaccine and sera, prepared and distributed vaccines for poultry.

During the year steps to co-ordinate veterinary measures with neighbouring French territories were discussed and co-ordinated in detail at an Anglo-French Veterinary Conference attended by representatives of all the British West African Colonies, held at Dakar, from May 9th to May 16th.

There is no organized local fishing industry. Fish, caught by individual fishermen who operate from canoes, is, nevertheless, abundant in the coastal districts. Experiments in salting and drying have been initiated and there are undoubted opportunities for expansion of the fishing industry.

No minerals of commercial value are known to exist in the Colony, and there are no important industries other than agriculture. A certain amount of leather, metal and earthenware work is made for sale locally.

There are no co-operative societies operating in the Gambia.

## Chapter VII: Social Services

### EDUCATION

The headquarters of the Education Department are at Bathurst and it is administered by the Director of Education. He is assisted by a Lady Education Officer and by an Education Officer who is in charge of Protectorate Education and who has his headquarters at Georgetown, where his main work is the control of Armitage School. When the present Director leaves early in 1947, the Department will be amalgamated with the Sierra Leone Education Department and will be administered by a Senior Education Officer of the joint Department with the Director of Education, Sierra Leone, as Educational Adviser to the Government of the Gambia.

A new Education Ordinance and Regulations are due to come into force on the first day of January, 1947. The main reasons for the new Ordinance were the need to regularize the arrangements under which Government in 1945 took over primary education in Bathurst from the Missions and the need for a reconstitution of the Board of Education in order to allow for adequate representation of the Protectorate, where the demand for education has become increasingly insistent.

Under the new Ordinance the Board of Education will consist of four *ex-officio* members and twelve nominated members. The *ex-officio* members will be the Senior Education Officer, the Senior Medical Officer, the Senior Commissioner, and the Senior Agricultural Officer, while nominated members will include one Unofficial Member of Legislative Council, three



persons to represent the Anglican, Methodist and Roman Catholic Missions respectively, one African member to represent the Mohammedan community, two African members to represent the Protectorate, one member to represent the Gambia teachers, and four other members to be nominated by the Governor, of whom two shall be selected to represent female education. The function of the Board, which it is desired shall meet at least once every year, shall be to advise the Governor on matters relating to educational policy in the Gambia.

Government is now responsible for primary education in Bathurst; but the schools have a religious grouping and are administered through management committees, composed of representatives of the particular Missions most concerned, one member of the general public, and one Government member.

Education in the primary schools goes up to Standard VII, and the eight primary and infant schools have a total of 1,872 children on the registers. In connection with them Government maintains a Domestic Science Centre for girls, and also an Arts and Crafts Centre, which is attended by boys in standards V, VI and VII.

There are four secondary schools in Bathurst—a Methodist Boys' High School and a Methodist Girls' High School, and one Roman Catholic Secondary School for boys and one for girls. The total number of secondary school pupils on the rolls of these schools, which are controlled by the Missions concerned but receive substantial grants from Government, is 187 boys and 162 girls. The Methodist Girls' High School runs private kindergarten and preparatory classes attended by 147 children. The curriculum goes as far as School Certificate in general, but in the case of a few pupils some post-School Certificate work is done and London Matriculation is taken.

A School of Science serving all four secondary schools is to be opened in January, 1947. It will be run by a Board of Management on which the Anglican, Methodist and Roman Catholic Missions and Government have equal representation. Government has given a grant for capital expenditure and will be responsible for recurrent expenditure on staff up to a fixed limit, other expenses being met by the Missions.

Government also maintains in Bathurst classes for adult illiterates and classes for children who are over-age for admission to primary schools.

There is no post-secondary education in the Gambia. Teachers are sent for training either to Freetown or Achimota under Government scholarship. Other persons requiring, or suited for higher education, proceed to Institutions in West Africa or to the United Kingdom, either in a private capacity or under Government scholarship.

In the Protectorate there is a Government School at Georgetown, Armitage School, which supplies an elementary education and also has two middle classes and a vocational class. The curriculum is largely practical and the idea is to turn out pupils suited for employment as teachers in Protectorate schools, Native Treasury Scribes and Medical and Agricultural and Veterinary workers in the Protectorate. It is hoped that in the near future small local Administration Schools will be started in the more important District Headquarters and, when this occurs, the lower classes



in Armitage School will be abolished and it will become a regional school accepting the better pupils from these small schools for middle and vocational training. At present two village schools have been opened by Native Authorities, one at Kaur, in the Central Division, and one at Brikama, in the Western Division, with the idea that in due course they will become proper Local Administration Schools.

The Roman Catholic Mission has an elementary school at Fulah Bantang, in MacCarthy Island Division, with forty-eight pupils on the roll and another at Basse Mansajang, in Upper River Division, with sixty-four pupils on the roll. The latter school is in receipt of a small Government grant. Both schools have a curriculum with a practical bias adapted to Protectorate life and occupations, and both are in predominantly Fulah areas where the Mohammedan creed has not so much force.

The Anglican Mission has started a 'Community' at Kristi Kunda, in the extreme east of the Protectorate, and this 'Community' has opened two schools, one being a small elementary school for children of neighbouring Fulah villages and the other of a primary school type, chiefly for Bathurst boys whose parents have sent them to the 'Community' in order to remove them from urban influences. Both these schools have been given a small Government grant. Numbers on the rolls are thirty-two and fifty-two respectively. The same Mission runs a very small unassisted elementary school for the children of the village of Kumbul, a Mission station in Upper River Division.

#### HEALTH

To gain an appreciation of the health problems of the Gambia it is first necessary to recall, however briefly, certain geographical, climatic and ethnical factors. First, it will be noted that the country can be likened to an elongated narrow insertion into the immensity of French West Africa—in effect an important riverine corridor occurring between latitudes 13 and 14 North. It is, therefore, situated on the northern flank of the tropic proper, and in its long dry season (November to May) climatic conditions often resemble those of North Africa. Rainfall is confined to the period May–June to October, and averages about 40 inches. Humidity, however, from proximity to river and sea, may be higher than the rainfall figures would suggest, while the Saharan harmattan winds very noticeably depress both humidity and temperature in the dry season. Over the year the average temperature range can be taken as 50° to 90° Fahrenheit, although considerable annual variations are observed, particularly in inland districts.

The noteworthy health effects of these conditions are several. For 4–5 months of the year a delightful climate is experienced, particularly in the areas bordering the Atlantic Ocean, but everywhere the low and somewhat erratic rainfall is liable to create agricultural and, therefore, important economic difficulties. Due partly to these factors malnutrition is considerable, and actual 'hungry seasons' hover in the background. The swampy nature of the country, allied to the temperature, produces favourable conditions for the persistence and propagation of important disease vectors, notably mosquitoes and tsetse flies, while the long dry season encourages the spread of diseases of the nature of smallpox and cerebrospinal meningitis.



From the ethnical aspect, it will be remembered that, as recently as 1889, the country as now demarcated was, in the absence of helpful natural features, carved out of surrounding territory with the sole aid of ruler and compass, and the boundary line thus arbitrarily divided tribes, towns and hamlets. The resultant diverse aggregate of population and this artificial boundary at once created health problems which are indivisible from those of surrounding French territory and which call for international effort and co-operation. On both sides of the border sleeping sickness, malaria, smallpox (to name the most important), and, probably, yellow fever, remain endemic.

It is highly satisfactory in the circumstances to be able to record mutual recognition of this health situation at the internationally important Anglo-French Medical Conference held in Accra in November, 1946, and of measures unanimously adopted by both nations to ensure the fullest future co-operation.

Regarding the 1946 records of disease, the following comparative statistics extracted from Hospital and Dispensary returns for the past three years give an index of important diseases treated, rather than a trustworthy guide to actual prevalence:

	1944	1945	1946
Sleeping Sickness . . . . .	1,567	2,011	2,803
Malaria . . . . .	2,217	3,346	5,609
Smallpox . . . . .	171	82	29
C.S. Meningitis . . . . .	1	424	138
Intestinal Worms . . . . .	3,403	3,488	1,979
Pneumonias . . . . .	583	397	424
Bilharzia . . . . .	102	158	121
Yaws . . . . .	3,071	3,038	4,648

The increases recorded in 1946 in cases of sleeping sickness, malaria and yaws treated are due to the opening of additional curative units, while the decreases in smallpox and cerebro-spinal meningitis may be accepted as typical yearly variation. In both the latter diseases, however, the effect of steadily increasing preventive measures are becoming apparent. No case of yellow fever has been recognized in the Gambia since 1934.

Curative units in 1946 consisted of two General and one Maternity Hospitals, nine Health Centres or Dispensaries, some twelve 'lock-up' treatment centres (*i.e.* visited weekly) and a mobile dispensary team. Ante-natal and Infant Welfare Clinics were increasingly popular and seven different centres were busy throughout the year. An Infectious Diseases Hospital and a Leper Settlement complete the list. The erection of more units of all kinds, including a new Victoria Hospital in Bathurst, is in process of planning as part of the post-war development programme, but current uncertainties regarding Colonial Development and Welfare Fund assistance, coupled with shortage of building staff and materials, continue to hinder progress. Meanwhile, the African Medical staff was again increased and training further intensified during the year to enable new units to be manned as soon as they become available.

A shortage of European staff has so far hindered the progress of preventive work in the Protectorate to the levels reached by the curative side,



but fresh districts are steadily being taken over as the increased Health staff complete training. Conditions in Bathurst are as good as can be expected so long as improvements in surface drainage remain incomplete and modern sewage disposal methods are not available.

Bathurst Infantile Mortality rates for the previous two years have been:

1944 . . . . .	130·66
1945 . . . . .	150·84

It has long been suspected that not all births taking place in Bathurst were being duly registered. Comparison of the numbers of births registered in 1946 with those notified by midwives to the Medical Officer of Health has confirmed this suspicion, as over a hundred births notified were unregistered. The corrected mortality rate for 1946 is, therefore, much lower than for previous years, but this must be attributed to increasing statistical accuracy rather than to improvement in conditions. The corrected statistics of Infantile Mortality in Bathurst for 1946 are:

Total number of births 1946 . . . . .	735
Total number of deaths under one year . . . . .	76
Infantile Mortality rate per 1,000 live births . . . . .	103·40

Mosquito control measures in Bathurst and adjacent Kombo areas, including the Yundum airfield taken over from the Royal Air Force, made notable progress during the year. On one area some 600 acres of mosquito-breeding swamp were reclaimed by draining and bunding and, it is hoped, will soon be available for agricultural purposes. An intensive mosquito survey of all these areas was also completed and future large-scale planning commenced.

All of the population of Bathurst are compulsorily immunized against yellow fever, and the Aedes index in the town varied from ·01 in the earlier part of the year to nil in the latter months.

The results of preliminary tsetse-fly and sleeping sickness surveys undertaken during the year are still under consideration by the Colonial Office expert advisers with a view to formulating plans for a campaign on modern lines.

In 1946 plans were also prepared, in conjunction with the British Empire Leprosy Relief Association, to undertake early in 1947 'sample' surveys to determine leprosy incidence. It is also hoped to include simultaneously further assessments of the incidence of malaria, sleeping sickness, hook-worm, yaws, and possibly bilharzia, in the areas selected.

Nutrition also received serious attention with the assistance of the Human Nutrition Unit of the Medical Research Council. Preliminary surveys of different population groups were undertaken by a Unit worker, and the Unit headed by Professor Platt commenced plans for the early institution of a Field Research Station in the Colony, and for the despatch of an expert Field Working Party to commence large-scale surveys and, in conjunction with the Agricultural Department, mechanized experiments in the production of rice and other foodstuffs in the fertile middle-river areas of the Protectorate.

#### HOUSING

In all the Gambia the poorer, and many of the not-so-poor inhabitants, commonly take advantage of the availability and cheapness of bamboo and



rhun palms as building material. Bamboo stems are sliced into long strips and woven loosely into a matting called 'krinting' to provide a good 'lath'. The male rhun palm trunk, which is termite resistant and practically indestructible, is roughly split to form supporting framework. Mud is widely used as plaster, but in the vicinity of the sea a good lime plaster called 'lasso', composed of burnt pulverized seashell and sand, is often employed, and a diluted solution of the lime makes an effective and hygienic limewash for external and internal application. Roofing material may be of corrugated iron or thatch, according to the purse of the builder or to the building regulations of the area. A serviceable building of considerable durability can thus be erected relatively cheaply, and the general comfort and effect greatly surpass mud or mud-block structures. When a cement floor can be added, the hygienic standard attainable can be high. Unfortunately, lower standards than are attainable are often observed, either from poverty, the lack of materials, or indolence.

*Housing in the Colony*, an area which for the present purpose can be taken as the town of Bathurst, presents a chronic problem of overcrowding. This question has recently been fully dealt with in Sessional Paper No. 18/1946 entitled 'Report of the Committee appointed to consider remedial measures to be adopted to deal with overcrowding in Bathurst.'

The origin of the problem dates back to 1816, in the days of slave suppression, when a sandbank closely adjacent to the Kombo mainland, at a narrow part of the river mouth, was selected as a military control post.

The Island of St. Mary, as the sandbank was named, was then occupied by a few 'straggling natives', but very soon a settlement rose round the post, and by 1921 the population had risen to 9,000. Lack of practicable means of migration control, added to the natural increase, continued to cause growth, and despite poor conditions in the town the population was found to vary from 12,000 to 15,000 in the period 1931 to 1942, rising to over 20,000 in the 1944 census. Growth at these rates in a circumscribed poorly-drained area has inevitably created serious problems which an unaided and impoverished Government was ill-fitted to tackle, although all observers commend the far-sighted action of an earlier Government in creating broad streets on a regular plan and at least one large open space.

Bad as conditions were, the second World War brought further tribulation. Imperial strategy demanded the residence of large defence units of all Services in and around Bathurst, and eviction of civilians from certain areas in the town became imperative to make room for them. The absence of alternative sites and shortage of building materials led to further deterioration of the housing situation and to inescapable laxity of enforcement of existing building regulations and public health measures generally.

Naturally, many remedial measures have been considered by successive Governments. Effective migration control measures remain impracticable. Vertical expansion is out of the question owing to the sandy soil and high sub-soil water level, even if public or private wealth permitted of such an expensive solution. Limited areas of contiguous swamp have already been reclaimed, and although this policy actively continues, the filling materials available are of poor quality and long periods must elapse before buildings, and particularly modern heavy buildings, can be erected on these sites.



The nearest areas suitable for large-scale building operations are some six to ten miles distant in the adjacent Kombo, and while certain small numbers of the Bathurst population are observed to be moving voluntarily to these districts, solutions of the problems of building cost and inexpensive transport to and from Bathurst, where employment, apart from agriculture, is almost exclusively concentrated, have yet to be provided on a scale permitting more extensive emigration.

With the anticipated aid of Colonial Development and Welfare Funds two main remedial schemes are now under active consideration. Priority has been given to a major surface-water drainage of the existing town, with which it may be found possible to associate a large-scale water-borne sewage system. Success would mean substantial improvement of existing housing conditions and, in conjunction with further town-planning measures, may make additional limited areas immediately available for new housing. The second main remedial project is to provide houses for the surplus population for whom no ingenuity can find space in Bathurst and, again with Imperial assistance, plans have been made to create the nucleus of a satellite town in the nearest suitable Kombo area at Jeshwang. Taking all circumstances into consideration the standards proposed are high, including provision of electricity, a potable water supply and efficient sanitation. 'Model' type houses would be designed, and rent or purchase terms arranged as economically as possible to suit the status of the emigrants whom it is desired to encourage.

*Housing in the Protectorate* is gradually being brought under increased control as circumstances permit by the application of specially designed Protectorate building regulations. In 1946 it was found possible to extend application to several additional areas and, with current increase of trained sanitary staff, more rapid progress in regard to both town and village planning and to improved standards of building and sanitary standards generally is already becoming evident. As the great majority of Protectorate natives are farmers living close to subsistence level, further substantial housing improvement must be expected to depend on the raising of economic levels generally and the subsequent availability of skilled tradesmen.

#### SOCIAL WELFARE

A Social Welfare Officer was appointed late in 1946, after a two-years' course in Social Science in the United Kingdom, and to begin with, at least, will concern himself mainly with probation work and the development of a Boys' Club in Bathurst.

##### (a) *Promotion of Community Life*

The need for such activities is much more pronounced among the mixed population in Bathurst than in the more coherent village communities of the Protectorate, where the traditional social groupings are still maintained. Apart from the work now being undertaken by the Social Welfare Officer in Bathurst, many voluntary agencies and societies have been engaged in social and cultural activities.

The opening of a British Council Centre in Bathurst during the year has provided a much needed link between different sections of the community.



(b) *The relief of the destitute and disabled*

The Government makes a grant of £105 to Heads of religious bodies in Bathurst for distribution to the poor and needy.

There is a Home for the Infirm in the Island of St. Mary, maintained by the Government, to which disabled persons from all parts of the Gambia are admitted. Voluntary organizations send occasional gifts to the inmates.

A leper camp is established in the Protectorate.

(c) *Juvenile delinquency, probation services and cognate matters*

Officially there is no Juvenile Court in the Gambia, but it is the practice of the Court to deal with Juvenile offenders in private session in the Court Library or some suitable room other than the Adult Court Room. The Magistrates who preside over these special sittings include a woman. The power of committal to a 'fit person', with or without a probation order, is sometimes employed by the Court in lieu of, or in addition to, other prescribed powers of punishment, *e.g.* whipping, fines and imprisonment.

The number of juveniles dealt with by the Courts has been very small—the lowest number was 3 in 1942 and the highest 23 in 1940. Only 9 cases were brought before the Court in 1946.

A small number of Africans in 1944 founded a Prisoners' Aid Society for the after-care of discharged prisoners.

## Chapter VIII: Legislation

The following were the more important legislative enactments of the year:

The West African Territories (Air Transport) Order-in-Council, passed in May, set up the West African Air Transport Authority and defined its power to control aircraft flying for hire and reward. It also set up the West African Airways Corporation to develop efficient air transport services in the West African Colonies.

The Local Government (Bathurst) Ordinance, No. 1 of 1946, establishes a Town Council for Bathurst, with one *ex-officio*, four nominated and fifteen elected members. The voters qualification is based on twelve months' residence as owner or tenant of assessable premises of an annual rental value of £8 or more, and is extended to husbands or wives of persons so qualified and to lodgers.

The powers and duties of the Council include rating, licensing, certain public health services, street lighting, and various miscellaneous items. There are provisions for other powers to be transferred to the Council as may become expedient. This Council replaces the former Bathurst Temporary Local Authority.

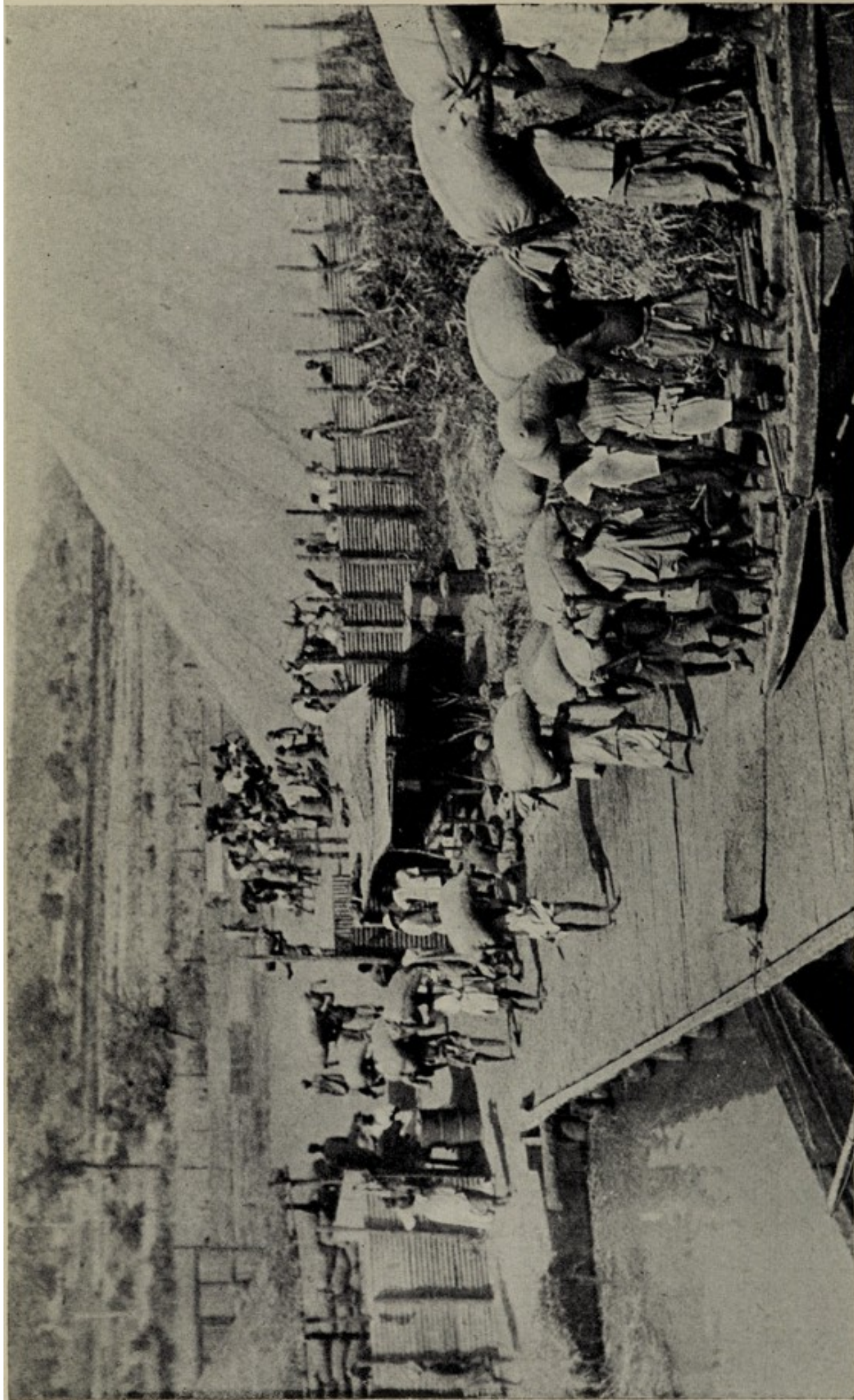
The Royal West African Frontier Force (Amendment) Ordinance, No. 2 of 1946, was passed in order to give effect to a statement made by the Secretary of State for the Colonies in the House of Commons to the effect that corporal punishment would be abolished in the East and West African Forces.





GAMBIA CHIEFS IN COUNCIL





LOADING GROUNDNUTS FOR TRANSPORT TO BATHURST BY RIVER STEAMER



The Immigration Ordinance, No. 10 of 1946, replaces the old Immigration Restriction Ordinance which had become in some respects out of date. It makes special provision relating to air travel and incorporates international obligations designed to check the traffic in women. It also provides for certain privileges to 'African Foreigners' which do not attach to other non-Gambians. 'African Foreigners' have been defined to include persons who might reasonably be regarded as having ties of kinship or tribal affinity or contact with Gambians. The Ordinance is similar to immigration legislation in Nigeria and Sierra Leone.

The Kombo St. Mary Division Ordinance No. 15 of 1946 establishes a Rural Authority in the Kombo St. Mary Division, which was restored to its original form of administration as part of the Colony, as distinct from the Protectorate, by the Colony Ordinance, No. 14 of 1946. The Division is adjacent to the Island of St. Mary, and the Protectorate system under which it had been administered was felt to be no longer appropriate in view of recent development. The Rural Authority is a body nominated by the Governor under the Chairmanship of the Commissioner. It has certain limited powers and duties, including rating, licensing, and some public health duties. Twenty members were nominated, representing the main groupings of population.

The Education Ordinance, No. 16 of 1946, provides for the better organization and regulation of education in the Colony and Protectorate. It was made necessary by recent developments in Education in Bathurst, including the complete re-organization of all primary schools, and by the growth of educational facilities in the Protectorate. It provides for a new constitution of the Board of Education, to include a Protectorate representative, for the registration of teachers and schools and for the opening and closing of schools and classes, as well as laying down the conditions on which Government grants are to be made. A separate section regulating education in the Protectorate is included, as well as a section incorporating the terms of the agreement between Government and the Missions with regard to the Bathurst Schools. Regulations have been made under this Ordinance, laying down in further detail the conditions for Government grants, the standard of school buildings and equipment, the procedure for admission, transfer, attendance and payment of fees of pupils in Government and local agreement schools, as well as questions of discipline. The records, returns, etc. required, are also specified, together with an outline of the prescribed curricula and further details of the conditions of service of teachers and staff.

The Standard Bread Order, No. 6 of 1946, laid down that no licensed baker should bake bread containing less than 20 per cent of coos flour. The object was to try to reduce the consumption of wheat flour in view of the world shortage.

Notification No. 8, of 1946, set out all the markets in the Gambia, established under the provisions of the Protectorate Markets Ordinance.

The Movement of Foodstuffs Order, No. 12 of 1946, was enacted mainly to ensure that no coos (the main cereal crop in the Protectorate) should be allowed to be removed from any Division in the Protectorate unless the Commissioner were satisfied that the supply of foodstuffs in the Division was sufficient to warrant such removal.



## Chapter IX: Justice, Police and Prisons

### JUSTICE

A description of the legal and judicial systems of the Gambia must distinguish between the Colony system and the Protectorate system, since the Dependency includes both Colony and Protectorate.

#### *The Legal System*

The legal system in the Colony is founded upon English Common Law and the Statutes of General Application which were in force in England on the 1st day of November, 1888. It includes Colony Ordinances and subsidiary legislative instruments locally enacted. It includes also a Mohammedan Law Recognition Ordinance under which a Mohammedan Court constituted by a Cadi exercises jurisdiction in Causes and Matters between or exclusively affecting Mohammedan natives of West Africa relating to civil status, marriage, succession, donations, testaments and guardianship under forms of procedure and practice according to the rules of Mohammedan Law.

The Criminal Law and Procedure are codified in Criminal Law and Criminal Procedure Codes administered by the Colony Courts other than the Mohammedan Court, which has no criminal or quasi-criminal jurisdiction.

All summary conviction offences are heard and determined by the Colonial Magistrate or, in his absence, by two or more lay Justices of the Peace, who have power also to receive and inquire into all charges of offences punishable on information before the Supreme Court of the Colony. Any person charged with a grave offence such as treason, murder, manslaughter, rape, or robbery with violence, must be committed for trial before the Supreme Court and any adult person charged with an offence punishable by imprisonment of more than three years which is an offence which is triable as a summary conviction offence, may be tried summarily only with his recorded consent. Furthermore, the Magistrate or Justices have no jurisdiction to deal summarily with any offence charged before them where the prosecution is being carried on by the Attorney-General except with the consent of the Attorney-General.

The Civil Law of the Colony is, briefly, the English Civil Law. It is administered by the Supreme Court and by the Court of Requests, presided over by the Colonial Magistrate or two or more Justices of the Peace. The Court of Requests has jurisdiction in the Colony in all pleas of personal actions where the debt or damage claimed is not more than fifty pounds and in actions of ejectment or of title to corporeal or incorporeal hereditaments where the value of the suit does not exceed fifty pounds. The Court of Requests has no jurisdiction in actions for malicious prosecution, libel, slander, criminal conspiracy, seduction, or breach of promise of marriage.

Minors may sue for wages in this Court as if they were persons of full age. The Court provides for easy and speedy determination of matters before it in a summary manner and any party aggrieved by a decision of the Court has a right of appeal to the Supreme Court.



The Civil jurisdiction of the Supreme Court is, of course, unlimited. It includes probate, matrimonial, and divorce jurisdiction, and the Court has appellate jurisdiction to hear appeals from the Court of Requests and from the Mohammedan Court already referred to.

The laws of evidence in the Colony, and in British Courts in the Protectorate, may be described shortly as the English law of evidence.

With some minor restrictions relating to the value of civil suits and to convictions on a plea of 'Guilty' in criminal cases, a right of appeal to the Supreme Court lies from all decisions of subordinate courts and decisions of the Mohammedan Court, and a right of appeal lies to the West African Court of Appeal from all decisions of the Supreme Court in its original jurisdiction and from decisions of the Supreme Court on a matter of law in its appellate criminal jurisdiction.

The Supreme Court exercises powers of review and revision over all criminal proceedings decided by or brought before a Subordinate Court. The complete list of all such proceedings required by law to be forwarded to the Judge at the end of every month, or as the Judge may direct, operates as an appeal on behalf of every convicted person whose name appears in the list and brings the Review and Revision procedure into effect automatically.

### *The Judicial System*

The judicial system of the Colony comprises, first, the Supreme Court of the Colony consisting of and held by a Judge appointed by the Governor by Letters Patent under the Public Seal in accordance with instructions received from His Majesty. The Governor has power to appoint a person to act as Judge when the office is vacant, and can also appoint a Deputy Judge whenever circumstances require a Deputy to represent the Judge.

The Supreme Court is a superior Court of Record and possesses the same jurisdiction as His Majesty's High Court of Justice in England, excepting only Admiralty Jurisdiction. The Supreme Court has all the powers and authority of the Lord High Chancellor of England. There are attached to the Supreme Court a Sheriff of the Colony, a Clerk of Courts an Assistant Clerk of Courts and an Interpreter. The Clerk of Courts is the Taxing Master.

All criminal trials in the Supreme Court are held normally before the Judge with a jury of twelve men. In any case, where an offence is punishable by death, and in libel cases, seven of the jurors must be special jurors. In case of slave dealing, rape and other offences against women of a like nature, and in perjury and embezzlement cases, one half of the number of jurors must be special jurors. Special jurors, who are selected by the Justices of the Peace, are persons selected on account of their education, intelligence and judgment, or who are otherwise specially qualified.

Every male person in the Colony between 21 and 60 years of age with understanding of the English language who is a member of a learned or liberal profession, or has a seven pound property valuation, or is a rent payer of ten pounds per annum, or is in receipt of salary or commission of fifty pounds yearly value, and is not under disability or disqualified from serving or exempted, is qualified and liable for jury service.



Any person charged with an offence other than a capital offence may elect to be tried by the Court with the aid of assessors instead of being tried by Judge and Jury. The Attorney-General may require the Court, where any person is charged with a non-capital offence, to try a case with the aid of assessors instead of by Judge and Jury where he is of opinion that a more fair and impartial trial can be obtained for the person charged by such method. Assessors, who must number not less than three, are selected by the Judge from among the Justices of the Peace and special jurors. On the conclusions of the evidence and summing up the assessors express their opinions orally, and these are recorded by the Judge. The decision of the case is, however, vested exclusively in the Judge.

Civil Causes in the Supreme Court are triable by the Judge without a Jury and the Judge's decision is taken, deemed to be and is recorded as the judgment of the Court. Civil suits are commenced by writ of summons, accompanied by particulars of claim in proper cases, and are ordinarily heard and determined in a summary manner without pleadings, but pleadings may be ordered in any case when the nature and circumstances of the case appears to render pleadings expedient.

The Rules of the Supreme Court, which are similar in many matters to the English Rules of the Supreme Court, are made by the Judge and require approval by the Legislative Council of the Colony. They are applied to all matters and proceedings, civil and criminal, to which they extend.

The other courts of the Colony are the Bathurst Police Court, the Court of Requests of the Colony and, from the 1st January, 1947, the Subordinate Court of the Kombo North Division of the Colony. These Courts are normally constituted and presided over by the Colonial Magistrate or, in his absence, by two or more Justices of the Peace or, in the case of the Kombo North Subordinate Court, by the Commissioner or an Assistant Commissioner. There is also the Mohammedan Court already referred to which is constituted and presided over by the Cadi of that Court or by the Cadi and two assessors whenever in the opinion of the Governor the Cadi is not a man of 'uncontested ability'. In the absence of a Cadi the Mohammedan Court is presided over, or constituted, by two or more assessors. Mohammedan Court assessors are Justices of the Peace of the Colony of the Mohammedan faith.

The jurisdiction of the Mohammedan Court has already been referred to.

The Criminal Jurisdiction of the Police Court and the Kombo North Subordinate Court is the same for both courts, and likewise their civil jurisdiction. As already explained, they are courts of summary jurisdiction, under the supervision of the Supreme Court, to which appeals lie also. The limitations imposed on these courts in regard to summary conviction offences have been referred to already and their civil jurisdiction mentioned.

It is the practice in these courts to deal with juvenile offenders in private session in the Court library or a suitable room other than the Court room. The Criminal Procedure Code prescribes the attendance of a parent or guardian and permits 'any Court by or before which a young person is found guilty of an offence punishable with imprisonment' to commit the offender to the care of a fit person, whether a relation or not, who is willing



to undertake the care of him with or without a probation order. This power of committal to private care may be employed by the Court in lieu of, or in addition to, other prescribed powers of punishment. The power is not yet clearly appreciated or understood by the Magistrates and Justices as a whole, a failing due, probably, to the infrequency of detected juvenile delinquency in this Dependency. Present-day interest in Juvenile delinquency and reformative treatment will have the effect in the near future of increasing appreciation and understanding of existing powers. The Magistrates and Justices do, however, deal with juveniles considerately and leniently.

### *The Protectorate Legal and Judicial Systems*

The Protectorate Legal and Judicial Systems may be explained together.

The Protectorate System comprises the High Court of the Protectorate constituted by the Judge of the Supreme Court of the Colony and having in respect of matters occurring in the Protectorate the same jurisdiction, civil and criminal, as the Supreme Court has in respect of matters occurring in the Colony. It comprises also British Subordinate Protectorate Courts and graded Native Tribunals.

Generally stated, the system of law in force in the Protectorate is, so far as is consistent with the Protectorate system, the law for the time being in force in the Colony, together with reasonable native law and custom which is not repugnant to justice, or incompatible with the principles of the law of England or any law or Ordinance of the Colony applying to the Protectorate. British Courts in the Protectorate administer British law, Colony law, and Ordinances applying to the Protectorate. Native Tribunals administer Native Law and Custom prevailing in the area of the jurisdiction of the Tribunal, Mohammedan law relating to civil status, marriage, succession, divorce, dowry, the rights and authorities of parents and guardianship, where the parties are Mohammedans, Native Authority and Commissioner's Rules and Orders, provisions of Ordinances and subsidiary legislative instruments which they are authorized to administer, and the Criminal Code to the extent of any offence justiciable by a Subordinate Court of the Second Class, that is, by a British Subordinate Court. Native Tribunals are not in the strict sense of the word 'Subordinate' Courts.

In the High Court all matters, civil and criminal, are tried without a jury, but the Judge may employ assessors for advisory purposes only for any civil or criminal case. He may relax Rules of Court where expedient for facilitating or expediting the administration of justice and where not prejudicial to an accused person making his defence.

The High Court has the same appellate jurisdiction in regard to Subordinate Courts in the Protectorate in civil and criminal matters, and exercises the same powers of Review and Revision over such Courts as the Supreme Court possesses and exercises in regard to Subordinate Courts in the Colony. The Rules of the Supreme Court of the Colony apply, subject to the powers of relaxation, to the High Court.

The Subordinate Courts of the Protectorate are constituted by the Commissioners of the Protectorate as *ex-officio* Magistrates of the First



and Second Class. Their powers of punishment for criminal offences in the case of First Class Magistrates are the same as those of the Colonial Magistrate, who is also a First Class Magistrate in every Division of the Colony in which he may be required to sit from time to time. The civil jurisdiction of Subordinate Courts of the Colony is limited to £100 in suit value. The jurisdiction of such courts in civil and criminal matters is concurrent with the jurisdiction of the Native Tribunals.

The Native Tribunals are established by the Governor, as he shall think fit, by warrant under the Native Tribunals Ordinance, 1933. There are two grades of Tribunals. Group Tribunals may try criminal cases which can be adequately punished by imprisonment up to twelve months, or by fine up to £25, or by both such imprisonment and fine, and possess civil jurisdiction up to £50 suit value.

District Tribunals extend to criminal cases similarly up to six months and/or fine of £10 and to civil cases of £25 suit value. Proceedings are commenced either by complaint, information or application either to the Tribunal when it is in session or to the President of the Tribunal when it is not in session. Records of cases are kept and preserved.

Tribunals have jurisdiction over any member of an African race, but the Governor has power to direct that any native or class of natives shall not be subject to Tribunals except with their consent. Members of the Armed Forces, the Police Force, Government Servants, Members of the Legislative Council, Justices of the Peace and Members of the Bathurst Town Council are so exempted.

In addition to the forms of punishment permitted to Tribunals under the Criminal Code they have power to inflict any punishment authorized by native law and custom which is not repugnant natural justice and humanity. Subject to any prescribed Rules, the practice and procedure of the Tribunals is regulated in accordance with native law and custom. Every Tribunal is required by law to report all cases tried by it to the Commissioner of the Division in which the Tribunal has jurisdiction. Sentences of corporal punishment are subject to confirmation by the Commissioner. The complete lists of all Native Tribunal Criminal cases are forwarded to the Judge of the High Court monthly, or at such intervals as the Judge may direct by the Commissioners, and such lists operate as appeals so as to bring into operation the Review and Revisional powers of the Judge on behalf of every convicted person.

The Tribunals are under the immediate supervision of the Commissioners, who have access to them and to their records at all times. The Commissioners exercise wide revisional powers, including power to direct a re-trial before the same or another Tribunal and to transfer any cause to a Subordinate Court for disposal. Cases both civil and criminal may be removed to a Subordinate Court from a Tribunal by the Commissioner upon the report of a defendant.

No legal practitioner may appear or act for any party before a Native Tribunal. No legal practitioner may appear in any cause or matter before a Subordinate Court in the Protectorate, except by special leave of the Judge.



*General*

The main types of civil and criminal cases before British Courts in the Gambia can be stated only very briefly. Civil cases are in a majority civil debt cases, and criminal cases are in a great majority offences against property, mostly connected with petty stealing and kindred offences. It may be said that the territory is happily free from serious crime, and is, indeed, a peaceful oasis in a world of post-war disturbances, political upheaval, and social restlessness.

## POLICE

The Force is a quasi-military force composed of members mostly of the indigenous tribes in the Gambia, viz., Aku, Fula, Jollof, Jola, Mandingoes, Sarahule, and a number of the Bambara tribe from the French Soudan. 80 per cent are Mohammedans. Pidgin English is generally spoken and understood, but Police Court cases are carried out in the local languages through the Court Interpreter. Jollof is the predominant language in Bathurst. It is to be noted that although so many different tribes form the personnel of the Force there is no tribal friction on or off duty.

The Force is commanded by the Superintendent of Police, assisted by two Assistant Superintendents of Police (European). There are 7 African Officers, 133 N.C.O.'s and Constables, 24 Bandsmen and 17 Firemen, making a total of 184. Police Outposts are situated at Cape St. Mary, Yundum Airport, Brikama and Barra, the personnel being provided from the established strength of the Force.

The duties of a Constable are of a varied nature, but they are concerned primarily with matters connected with the prevention and detection of crime, Motor Traffic, Immigration, Licences, Registration of Firearms, etc.

Education within the Force has now been placed on a firm and progressive footing by the appointment of a School-master. All recruits, illiterate constables, and others whose standard of education is below normal, attend for instruction.

Crime of a serious nature is not prevalent in Bathurst and approximately 70 per cent of the criminal cases reported are cases of petty stealing. Criminal statistics may be found in the Annual Departmental Report, but a review of the figures available for 1946 tend to show that crime is not increasing.

## PRISONS

The Prisons in the Gambia are under the control of the Superintendent of Police, who supervises the Prisons under the title of Inspector of Prisons, assisted by the Assistant Superintendent of Police as Assistant Inspector of Prisons. The establishment is 1 Chief Warder, 1 First-Class Warder, 6 Second-Class Warders, 16 Third-Class Warders, 17 Temporary Warders and 1 Matron, total 42. There are two Prisons in the Protectorate, one at Georgetown and one at Kerewan. They are staffed from the establishment of the Prisons Department but are under direct supervision of the Divisional Commissioners, and are subject to periodical inspections by the Inspector of Prisons.

The Inspector of Prisons visited Accra from the 13th to 19th April for the second Conference of Heads of Prisons Departments in West Africa.



There was a noticeable reduction in prison admissions for Bathurst Gaol in 1946, the daily average of prisoners in gaol being 122·8 as against 136·9 in the previous year.

## Chapter X: Public Utilities

### ELECTRICAL UNDERTAKINGS

Of the four larger plants producing electricity in the territory the most important is that operated in Bathurst by Government supplying electricity in the town and in the residential areas in Kombo St. Mary. The power is generated by Diesel engines and, in 1946, 742,354 units were produced. There is a plant operating at Yundum producing electricity for the airfield, and the British Overseas Airways have a plant at the rest camp at Fajara to supplement the Bathurst supply when necessary. The Government hospital at Bansang, in the McCarthy Island Division, and the quarters of the staff there, are supplied with electricity from a plant operated by a Diesel engine.

The Government also maintains a small generating set at Brikama and three sets at Kuntaur, Georgetown and Basse for radio transmitting and receiving.

### WATERWORKS

Bathurst and parts of Kombo St. Mary have an adequate chlorinated water supply pumped to an elevated reservoir, whence it gravitates to the distribution areas. The supply is operated by Government and a water rate is imposed on consumers. Other small waterworks undertakings are maintained by Government at Brikama and Bansang. Yundum airfield also has its own supply pumped from wells to elevated tanks.

Assistance is given to native authorities in the Protectorate to maintain wells in the villages. Little difficulty is experienced in finding and supplying water by means of wells at a reasonable depth throughout the Gambia.

## Chapter XI: Communications

### SHIPPING

*Ocean-going Vessels:* Tonnage entered in 1946 — 343,860.

#### *Merchant Service*

<i>British</i>	<i>Foreign</i>	<i>British</i>	<i>Foreign</i>
62	69	3	1
256,985 tons	86,875 tons	1,961 tons	60 tons
gross	gross	displacement	

#### *Inland Water Transport*

At the beginning of 1946 two river steamers, H.M.C.S. *Prince of Wales* and H.M.C.S. *Lady Denham* plied over a distance of more than 290 miles up the River Gambia from Bathurst, providing a regular service for passengers and freight. They carried more than 9,000 passengers in the year. The *Prince of Wales* is an oil-burning vessel of 450 tons which was received in the Colony in 1922, and the *Lady Denham* a coal-burning



vessel of 250 tons which arrived in the Colony in 1929. The *Lady Denham* was, unfortunately, sunk in a collision in November, 1946. A new ship has been ordered to replace her. Smaller craft consist of a number of launches, as well as cutters and canoes.

## RAILWAYS

There are no railways in the Colony or Protectorate.

## ROADS AND VEHICLES

There are thirty miles of tarmac road in the vicinity of Bathurst, and approximately 600 miles of sandy tracks in the Protectorate, most of which are only open to motor traffic during the dry season (December–July).

The following vehicles were licensed in December, 1946:

Private and Commercial	320 Lorries
	Nil Tractors
	129 Cars
	79 Motor Cycles
Government Vehicles	69 Lorries
	4 Tractors
	6 Kit Cars
	6 Cars
	4 Motor Cycles

Many of the private and commercial vehicles are owned and operated by African enterprise as freight and passenger carrying services, largely between Bathurst and neighbouring villages.

## AIR

There is an airfield and a seaplane base in the Gambia. The airfield is at Yundum, 17 miles from Bathurst, and was operated by the Royal Air Force until its withdrawal from the Gambia in October. Thereafter, the runways and buildings were maintained by the Air Ministry Directorate of Works; the meteorological services were operated by Air Ministry staff and the flying control was operated by the British Overseas Airways Corporation. No. 82 Squadron, Royal Air Force, carried out a radar photographic survey of the Gambia in the latter part of the year.

The British Overseas Airways Corporation's trunk service on the United Kingdom—Lagos route provided the Gambia with a regular air service in each direction three times a week. For part of the year, British South American Airways provided a similar service on the United Kingdom—South America route. This service ceased to call at Bathurst in October, preferring to use Dakar as its African landfall. An Air France Coastal service called at Bathurst once a week.

The river at Bathurst provides one of the finest seaplane bases in the world and full advantage of it was taken during the war, it is now, however, but little used.

The Appendix to this chapter contains a more technical description of the airfield and seaplane base.



## POSTS

A travelling post office is established on the Government river steamer and all classes of postal business are transacted at the ports of call. The General Post Office is at Bathurst, and District Post and Wireless Offices are established at Georgetown, Basse and Kuntaur. The Kuntaur post office is closed during the rainy season (June to October). There is also a Postal Agency at Kerewan, North Bank Division.

The approximate total number of letters, postcards, papers, etc., dealt with during 1946 was 566,292, which represents a decrease of 296,579 on the figure for 1945. The decrease is due to the withdrawal of Service personnel. Parcels dealt with during the year numbered 6,861 as compared with 4,923 in 1945. Approximately 246,950 air mail letters were received and 205,200 despatched during the year.

Money and Postal Orders statistics are as follows:

	1945	1946
Money Orders issued and paid, value .	£43,830	£55,140
Revenue derived from Money Orders .	270	345
Postal Orders issued and paid .	9,000	8,580
Revenue derived from Postal Orders .	58	59

The total revenue derived from Postal Services in 1946 was £19,560 as against £17,769 in 1945. Substantial sales of the Victory stamps contributed to the increase.

## BROADCASTING

There is at present no broadcasting service in the Colony or Protectorate, but Government maintains telecommunication services as indicated below.

## TELEPHONES

Government maintains a telephone service in Bathurst, Kombo St. Mary and at Yundum Airfield with temporary extensions to Birkama and across the river to the Police post at Barra.

## RADIO TELEGRAPH

There are four Wireless Stations operated by the Government in the Colony, viz.:

Bathurst .	Call sign V.S.H.	Wave-length 3495, 2865 and 2525 K/cs.						
Kuntaur .	„ „	2 C.A.	„	„	„	„	„	„
Georgetown	„ „	V.S.W.	„	„	„	„	„	„
Basse .	„ „	V.S.X.	„	„	„	„	„	„

## Appendix to Chapter XI

## YUNDUM AIRFIELD

The two runways consist of universal pierced steel planking laid on consolidated laterite. Each runway measures 2,000 yards and is equipped with electric flarepath night landing facilities. The terminal buildings consist of a Control Tower, B.O.A.C. passengers reception rooms, Tea Room and Customs Office, B.O.A.C. Staff Office, Meteorological Offices, Main Receivers, two Belmont Hangars, one of door width 113 ft. 6 ins. by 156 ft. by 25 ft. high and one 90 ft. 6 ins. door width by 175 ft. 6 ins. by 25 ft. high.



*Radio facilities provided*

- (1) H/F Guard 24 hours continuous  
M/F Guard 0700–1900 hours  
Call sign Civil M.R.O. } 2 Kw.
- (2) Point-to-point transmitter . . . 2.5 Kw.
- (3) Airfield Control R/T. dawn to dusk or 1-hour notice bu W/T.  
Range 6,440 KC/S 250 miles; 116.1 MC/S 400–500 miles.
- (4) D/F — M/F, H/F, VH/F.
- (5) Radio beacon 'ND' — 20 Seconds dash.

*Meteorological*

24 hours' service available; observations, reports and forecasts, broadcast on eight frequencies.

*Servicing Facilities*

Fuel Spirit 100 and 87 Octane.

Adequate supplies by Shell Bowsers.

Adequate oil available—100, 120, 100B, 34A, 114.

Fresh water unlimited.

Spares available for C47A and C47B Douglas Dakotas.

*Repair Facilities*

Apron and hangars available with B.O.A.C. engineering staff.

*Telecommunications*

Cable and Wireless Co., Bathurst.

*Accommodation*

B.O.A.C. Fajara Rest Camp; full catering and sleeping facilities. Ten miles from Airport.

*Medical Facilities*

Hospital, Bathurst.

Medical Orderly and First-aid Post on Airport.

*Fire Fighting*

Two B.O.A.C. Fire Tenders stand by at all landings and take-offs.

## SEAPLANE BASE

Radio facilities as for Yundum, but flying control by launch.

Launches and landing arrangements maintained by B.O.A.C.

Adequate depth of water at all states of tide.

## Chapter XII: Historical and Scientific Research

Since the compilation of the last Colonial Annual Report, in 1939, the *History of the Gambia*, by Mr. Justice J. M. Gray, was published by the Cambridge University Press in 1940, and has added greatly to the knowledge of the Colony's history from its discovery until recent times.

In the field of prehistory, the work of the French archæologists, Monod and Mauny, of the Institute Francaise de l'Afrique Noire, at Dakar, has made possible the assessment of the potential field for discovery in the Gambia. During the year, for instance, in the Fajara and Cape St. Mary district, a neolithic stone axe and arrow-head dating almost certainly to the period called neo-capsian by the French, were discovered. An



excavation was also carried out of a stone circle near Farafeni, in the Upper Baddibu District, and the finds of pottery and calcined bones at this site tally with French discoveries in the Senegal, from which the inference may be drawn that these ancient monuments, which are common over a part of the North Bank of the river, date back to the ancestors of the present negro stock rather than to the more ancient epoch of the neolithic people. The prehistoric finds collected during the course of the year are being preserved at the British Council Centre at Bathurst by the Representative.

The Government entomologist was able to carry out a wide programme of entomological research, and a comprehensive mosquito survey of the Colony and part of the Protectorate was completed in December. It included a study of the bionomics of the malaria vectors and experiments were carried out on the microflora and microclimate of breeding places, and the data obtained were correlated with the breeding incidence. The survey indicated that in the aggregate, approximately 80 per cent of all vectors in the area examined were of the salt-water breeding variety. There were, of course, seasonal variations in the incidence of the various vectors. Studies were made to determine the flight range of the different species. A study was also begun, and it is hoped will be continued, into the mechanism involved in certain mutations which are thought to occur in the ecological zone where breeding of *Anopheles gambiæ* and *Anopheles gambiæ var melas* overlap. From the work already done there appears to be support for the supposition that a change in the chemistry of the environment of the developing insect produces genetic variation thought to be due to a biochemical reaction within the ovum, affecting protein production. A considerable mass of data has been collected during the survey which it is hoped will yield interesting results when statistically analyzed. A detailed study of mosquito breeding in rice fields was carried out during the year, and it is hoped it may be possible to apply some of the lessons learned to the control of the new areas of rice-growing about to be developed.

In April, 1945, the Director of the International African Institute, Professor Daryll Forde, visited the Protectorate and prepared a report on the need for further ethnographic and sociological research, with particular reference to certain aspects of the social and economic life of the various population groups, which he considered in especial need of investigation. The report also contained certain valuable notes on the social organization of the various peoples in the Gambia.

Following on Professor Forde's visit, the Secretary of the Colonial Social Science Research Council, Dr. Raymond Firth, also made a tour of the four West African Colonies and reported on the social and economic problems awaiting investigation and their relative urgency; so far as the Gambia was concerned, he stressed the need for investigations similar to those advocated by Professor Forde, with the addition of certain more specifically economic problems, and also advocated an overall research programme for the Colony as a whole.

In May, 1946, Mr. D. P. Gamble, the holder of a Colonial Research Fellowship, arrived in order to carry out ethnological investigations on the lines suggested by Professor Forde and Dr. Firth.



## PART III

### Chapter I: Geography and Climate

The Colony consists mainly of the Islands of St. Mary and MacCarthy and the division of Kombo St. Mary. The capital of the Gambia is Bathurst, situated on the Island of St. Mary.

The Protectorate is a narrow strip of territory approximately ten miles wide on each bank of the Gambia river, extending for nearly 300 miles from Bathurst. The source of the river is near the village of Labe, on the Futa Jallon plateau, and it flows westward for about 700 miles. It is navigable for ocean-going steamers as far as Kuntaur, 150 miles up river, and for vessels drawing less than two fathoms as far as Koina—292 miles from Bathurst—the easternmost village in the Protectorate, where there is a rise of tide of two feet. During the rains the upper river has a maximum rise of some thirty feet.

The inhabitants of the Protectorate are mostly Jollofs, Mandingos, Fulas and Jolas. All of these are Mohammedans, except the last-named tribe who are pagan; the Mohammedan religion is, however, gaining ground amongst them and, as a result, they are gradually dropping their primitive customs.

The climate of the Gambia is not healthy, but it may be expected that, as materials for the improvement of sanitation and housing become available after the scarcities due to the war, conditions of living will improve. All the year round the climate on the coast is the best in the four West African Colonies and from the beginning of December until the end of April is, in fact, extremely pleasant. During the rains, from June to October, humidity increases and approaches that of the other coastal areas in West Africa. The climate up-river is very much hotter, especially during the period February to June. There the onset of the rains produce cooler and more pleasant conditions than the extremely hot, dry months preceding them.

### Chapter II: History

The first Europeans to visit the River Gambia were Aluise da Cada Mosto, a Venetian, and Antoniotto Usi di Mare, a Genoese. They were commissioned by Prince Henry, the Navigator of Portugal, to lead an expedition along the African coast to the south of Cape Verde. They arrived in the River Gambia in 1455, but only proceeded a short way upstream. They repeated their voyage in the following year, when they proceeded further up the river and got into touch with some of the native chiefs. When they were near the river's mouth, 'they cast anchor on a Sunday morning at an island in the shape of a smoothing iron, where one of the sailors, who had died of a fever, was buried; and, as his name was Andrew, being well loved, they gave the Island the name of St. Andrew.'



For some three centuries afterwards the history of the European occupation of the Gambia was largely the history of this island.

This discovery was followed by attempts on the part of the Portuguese at settlement along the river banks. The number of settlers never appears at any time to have been large and such few as there were intermarried with the native African races. The European strain in their descendants rapidly diminished and in course of time it became difficult to distinguish them from the indigenous races except for the fact that they styled themselves Portuguese, effected European dress and names, and professed to be Christians. Communities of Portuguese descent continued to live on the banks of the Gambia in separate villages well into the middle of the eighteenth century. Portuguese churches existed up to 1730 at San Domingo (near Albreda), Geregia (sc. Portuguese 'igreja') near Kansala in Foni, and Tankular. The furthest Portuguese settlement up the river was at Setuku near Fattatenda.

In 1580 the throne of Portugal was seized by Phillip II of Spain and a number of Portuguese took refuge in England. In 1587 one of these refugees, Francisco Ferreira, piloted two English ships to the Gambia and returned with a profitable cargo of hides and ivory. In the following year Antonio, Prior of Crato, who laid claim to the Portuguese throne, sold to certain London and Devon merchants the exclusive right to trade between the Rivers Senegal and Gambia. This grant was confirmed to the grantees for a period of ten years by letters patent of Queen Elizabeth. The patentees sent several vessels to the coast, but owing to Portuguese hostility did not venture further south than Joal—thirty miles to the north of the mouth of the River Gambia. They reported that the Gambia was 'a river of secret trade and riches concealed by the Portugals. For long since one Frenchman entered with a small barque, which was betrayed, surprised and taken by two gallies of the Portugals.' In 1612 another attempt by the French to settle in the Gambia ended disastrously owing to sickness and mortality.

Letters patent conferring (*inter alia*) the right of exclusive trade in the River Gambia were subsequently granted in 1598, 1618, and 1632 to other adventurers, but no attempt was made by the English to explore the river until 1618. The expedition in that year was commanded by George Thompson and had for its object the opening up of trade with Timbuktu. Leaving his ship at Gassan, Thompson proceeded with a small party in boats as far as the River Neriko. During his absence the crew of his ship were massacred by the Portuguese, but some of Thompson's party managed on their return to make their way overland to Cape Verde and thence to England. Thompson remained in the Gambia with seven companions, but was killed by one of them in a sudden quarrel. In the meantime a relief expedition had been sent out under the command of Richard Jobson, who seized some Portuguese shipping as a reprisal for the massacre at Gassan. Jobson also made his way up to Neriko and subsequently gave a glowing account of the commercial potentialities of the River Gambia in his *Golden Trade*. But both his and the previous expedition had resulted in considerable losses and a subsequent voyage, which he made in 1624, proved a complete failure. In the circumstances the patentees made no



further attempt to exploit the resources of the Gambia, but confined their attention to the Gold Coast.

In 1651 the Commonwealth granted a patent to certain London merchants, who in that and the following year sent two expeditions to the River Gambia and established a trading post at Bintang. Members of the expedition proceeded as far as the Barakunda Falls in search of gold, but the climate took its toll. In 1652 Prince Rupert entered the Gambia with three Royalists ships and captured the patentees' vessels. After this heavy loss the patentees abandoned further enterprise in the Gambia.

In the meantime James, Duke of Courland, who was the godson of James I of England, had in about 1651 obtained from various native Chiefs the cession of St. Andrew's Island and land at Banyon Point (Half Die), Juffure and Gassan. Settlers, merchants and missionaries were sent out from Courland and forts were erected on St. Andrew's Island and at Banyon Point. In 1658 the Duke of Courland was made a prisoner by the Swedes during a war between Sweden and Poland. As a consequence funds ceased to be available for the maintenance of the garrisons and settlements in the Gambia and in 1659 the Duke of Courland's agent at Amsterdam entered into an agreement with the Dutch West India Company, whereby the Duke's possessions in the Gambia were handed over to the Company until such time as the Duke should be in a position to resume possession thereof. In 1660, St. Andrew's Fort was captured and plundered by a French privateer in the Swedish service. The Dutch thereafter abandoned the fort and the Courlanders resumed possession.

After the Restoration, English interest in the Gambia was revived as the result of information which Prince Rupert had obtained in 1652 regarding the reputed existence of a gold mine in the upper reaches of the river. In 1660 a new patent was granted to a number of persons, who were styled the Royal Adventurers trading to Africa and of whom the most prominent were James, Duke of York, and Prince Rupert. At the end of that year the Adventurers sent an expedition to the Gambia under the command of Major Robert Holmes, who had been with Prince Rupert in the Gambia in 1652. Holmes arrived in the river at the beginning of the following year. He proceeded to occupy Dog Island, which he renamed Charles Island, and to erect a temporary fort there. On 18th March, 1661, he sailed up to St. Andrew's Island and called upon the Courlander officer in command to surrender, threatening to bombard the fort if his request was not complied with. There were only seven Europeans in the garrison and the Courlanders had no alternative but to submit. On the following day Holmes took possession of the fort, which he renamed James Fort after the Duke of York. An attempt was made in 1662 by the Dutch West India Company to gain possession of the fort, firstly, by inciting the natives of Barra against the English, secondly, by offering bribes to certain of the English officers, and lastly, by bombarding the fort. None of these measures proved successful and the English remained in possession of the Island. In the meantime the Duke of Courland had lodged a protest against the seizure of his possessions in time of peace. On 17th November, 1664, after protracted negotiations he relinquished in favour of Charles II all claim to his



African possessions and in return was granted the Island of Tobago and the right for himself personally to trade in the River Gambia.

In 1677 the Royal Adventurers sublet their rights between Capes Blanco and Palmas to another body of adventurers, who came to be known as the Gambia Adventurers. These latter Adventurers enjoyed those rights until 1678, when on the expiration of their lease they reverted to the Royal African Company, which had purchased the rights and property of the Royal Adventurers six years previously.

In 1677 the French wrested the Island of Goree from the Dutch. The history of the next century and a half is the history of a continuous struggle between England and France for political and commercial supremacy in the regions of the Senegal and Gambia. By 1681 the French had acquired a small enclave at Albreda opposite to James Island. Except for short periods, during which trouble with the natives of Barra or hostilities with England compelled them temporarily to abandon the place, they retained their foothold there until 1857.

In the wars with France following upon the English Revolution, James Fort was captured on four occasions by the French, namely, in 1695, 1702, 1704 and 1708, but no attempt was made by them to occupy the fort permanently. At the Treaty of Utrecht in 1713 the French recognized the right of the English to James Island and their settlements in the River Gambia.

One of the aftermaths of these wars was an outbreak of piracy along the West African coast. The English trade in the Gambia suffered heavily from the depredations of these pirates. In 1719 one of their number, Howel Davis, captured James Fort. An even more serious disaster occurred in 1721, when part of the garrison mutinied under the leadership of one of their officers, Captain John Massey, and seizing one of the Company's ships, themselves turned pirate. Finally, in 1725, James Fort was very extensively damaged by an accidental explosion of gunpowder.

After these setbacks the African Company enjoyed twenty years of comparative prosperity. A very detailed account of the life and work of the Company's servants in the Gambia during this period is given in Francis Moore's *Travels into the Inland Parts of Africa*. Factories were established as far up the river as Fattatenda and at other places and a fairly considerable trade was carried on with the interior of the continent.

Nevertheless, despite an annual subsidy from the British Government for the maintenance of their forts, the African Company became, in course of time, involved in grave financial difficulties. In 1749 James Island was found to be 'in a most miserable condition, the people in a melancholy situation for want of goods to carry on trade to support their garrison, not having had any supplies for upwards of five years, and not being allowed to trade for themselves—the consequence of which was that they were obliged to call in their out-factors on the continent. . . . By being so neglected the chief trade is gone down the River Senegal to the French factory.' In the following year it was reported that the garrison at James Fort 'was reduced by sickness from twenty-five or thirty men to five or eight; and, the officers being all dead, a common soldier had succeeded to the command.'



By 1750 the position had become critical and an Act of Parliament was passed divesting the African Company of its charter and vesting its forts and settlements in a new company, which was controlled by a committee of merchants. The Act prohibited the new company from trading in its corporate capacity but allowed it an annual subsidy for the upkeep of the forts. It was hoped thereby to prevent the monopolistic tendencies of rule by a joint stock company and at the same time to save the government the expense entailed by the creation of a colonial civil service.

In 1765 the fort and settlements in the Gambia were by another Act of Parliament taken from this new company and vested in the Crown. For the next eighteen years the Gambia formed part of the Crown Colony of Senegambia. Government headquarters were at St. Louis at the mouth of the River Senegal and a Lieutenant-Governor was appointed to take charge of James Fort and the settlements in the Gambia.

In 1779 the French captured James Fort for the fifth and last time. On this occasion they so successfully demolished the fortifications that at the close of the war it was found impossible to rebuild them. Except for a brief period after the Napoleonic wars, when the island was temporarily occupied by a handful of troops as an outpost, James Island ceased to play any part in the history of the Gambia.

In 1780 the French privateer *Sénégal* captured four vessels, which had been sent with part of the British garrison at Goree under the command of Major Houghton to the Bintang Creek to obtain building material. The *Sénégal* was in its turn attacked by H.M.S. *Zephyr* and captured after a very warm action off Barra Point. The prizes had in the meantime been destroyed, but the troops, who had taken refuge on shore and had been befriended by the Jolas of Foni, were rescued by the *Zephyr*.

In 1783 St. Louis and Goree were handed back to France and Senegambia ceased to exist as a British colony. The Gambia was, therefore, once more entrusted to the care of the African Company, which, however, made no attempt to administer the Gambia.

In 1785 Lemain (MacCarthy) Island was acquired by the British Government with a view to the establishment of a convict settlement, but nothing came of the plan, the convicts being eventually diverted to other places.

For the next thirty years British influence in the Gambia was confined to the operations of a number of individual traders. Settlements were established by these traders along the river banks. Perhaps the most important of these was at Pisania (Karantaba). This settlement, which was already in existence in 1779, was occupied by a doctor named Laidley and a family of the name of Aynsley. Subsequently, invaluable assistance was rendered by both Laidley and the Aynsleys to Major Houghton (1790), Mungo Park (1795 and 1805), and Major Grey (1818) in the course of their journeys of exploration into the interior of Africa.

In 1794 on the representations of the African Association, James Willis was appointed Consul General for Senegambia and was ordered to proceed to Fattatenda to promote British trade and influence in the upper regions of the Gambia and Niger. For various reasons this expedition never sailed and it was left to Mungo Park under the auspices of the African Association to make his way from Karantaba to the upper reaches of the Niger.



In 1807 the African slave trade was abolished by Act of Parliament. At that date the British were in possession of Goree. With the co-operation of the Royal Navy the garrison of that fort made strenuous efforts to suppress the traffic in the River Gambia which was being carried on by American and Spanish vessels. On more than one occasion the slavers offered a stubborn resistance and the Royal African Corps suffered severe casualties.

At the close of the Napoleonic Wars it was agreed as part of the terms of the treaty of peace that Goree should be returned to France. On the recommendation of Sir Charles MacCarthy and in order to suppress the traffic in slaves the British Government issued instructions that James Island or some other suitable place in the river should be occupied as a military post. Captain Alexander Grant of the African Corps was accordingly despatched with some troops for the purpose. James Island was reoccupied, but owing to the ruinous state of the fort it was found to be unsuitable as a military base. On 23rd April, 1816, Grant entered into a treaty with the King of Kombo for the cession of the island of Banjol to the British Government. The island was renamed St. Mary's Island and the settlement, which was established there, was called Bathurst after the then Secretary of State for the Colonies.

In 1821 the African Company was dissolved by Act of Parliament and the Gambia was placed under the jurisdiction of the government of Sierra Leone. The Gambia was administered from Sierra Leone until 1843, when it was created a separate colony. This arrangement continued until 1866, when the Gambia and Sierra Leone were once more united under the same administration.

In the meantime the British Government extended its territorial acquisitions beyond St. Mary's Island by concluding treaties with a number of native chiefs. In 1826 the north bank at the river's mouth was ceded to Great Britain by the King of Barra. In 1823 Major Grant acquired Lemain Island, which was renamed MacCarthy Island and was made into a settlement for liberated African slaves as well as the headquarters of a Wesleyan mission. In 1840 and 1853 considerable areas of the mainland adjoining St. Mary's Island were obtained from the King of Kombo for the settlement of discharged soldiers of the West India Regiments and liberated Africans. Cessions of other tracts of land further upstream were obtained at various dates. In 1857 Albreda, which as a foreign enclave in the middle of British territory had proved a constant source of friction between the British and French governments, was handed over to Great Britain, who in exchange, renounced her rights to the gum trade at Portendic.

In 1870 and 1876 negotiations were entered into between the French and British Governments for the exchange of the Gambia for other territory in West Africa, but the proposal aroused such opposition in Parliament and amongst various mercantile bodies in England and the native inhabitants of the Gambia that the British Government felt unable to press the scheme.

In 1888 the Gambia was once more separated from Sierra Leone and has ever since that date been a separate colony. In the following year an agreement was arrived at between the French and British Governments for the delimitation of the boundaries of the Gambia, Senegal, and Casamance.



In the meantime, despite a number of petty wars, the Gambian Government had been able to conclude a series of treaties with the principal chiefs living upon the banks of the river. Some of these provided for the cession of small tracts of territory, but the majority of the later treaties conferred British protection. The last and most important of these was concluded in 1901 with Musa Molloh, the paramount chief of Fuladu. In 1894 an Ordinance was passed for the better administration of those districts which had not been ceded to, but merely placed under the protection of, the British Government. It was also found that in practice it was not feasible to administer as part of the Colony isolated tracts of land lying at a considerable distance from the seat of government. Consequently, in 1895, and the following years, ordinances were passed bringing a number of these strips of territory under the protectorate system of administration. Finally, by a Protectorate Ordinance passed in 1902, the whole of the Gambia with the exception of the Island of St. Mary, was brought under the protectorate system.

It is not proposed here to attempt to summarize the more recent history of the Gambia, which may be found in the Annual Reports published during the past forty years, but during that time the pace of development in the Colony has outstripped that of the Protectorate and has accentuated the cleavage between the two areas considerably.

The population of the Protectorate, except for the annual ingress and egress of the 'strange farmer'\* from the neighbouring French and Portuguese territories of the Senegal and the Casamance, mainly comprises the indigenous peasant tribes who still cling tenaciously to the native law and custom handed down to them from their ancestors. Bathurst, on the other hand, carries a population of a somewhat cosmopolitan character, consisting of an admixture of persons of very different races and creeds, who have imported with them certain characteristics peculiar to their several places of origin. The social structure of the capital thus has its foundation in a mixture of the endemic and the exotic.

In the capital, perhaps one of the most important events of recent years was the enactment in the year 1946 of legislation for the establishment of a Town Council, a self-governing body including fifteen elected members, which is the culmination of several years of experiment with smaller bodies known in succession as the Bathurst Urban District Council, the Bathurst Advisory Town Council and the Bathurst Temporary Local Authority. It is hoped that the powers and responsibilities of the new body will be increased in the light of the experience and success gained with the coming years. A similar self-governing body is contemplated for the contiguous district of Kombo St. Mary, which, although part of the Colony, has been administered for many years as Protectorate. Now, however, by a combination of circumstances mainly caused by the war, it has reached such a stage of social and political standing as to make its continued administration under the Protectorate system no longer desirable, and an Ordinance was passed in 1946 to restore this District to the Colony.

One of the most important features in the annual events of the Protectorate is the Chiefs' Conference. This is an assembly at which all the Chiefs

\* See Part II, Chapter VI.



attend for the purpose of reviewing past achievements, formulating future plans and discussing and solving problems of common interest. The venue of the conference varies each year from one Division to another. Since its introduction in the year 1944 much useful work has been done, chiefly in the fostering of a spirit of co-operation among the Chiefs both towards one another and towards the Government.

The internal economy of the Gambia has always been far from satisfactory. Destitute of mineral resources and dependent on only one crop for its trade, the need for the inhabitants to pay more and more attention to the land cannot be over-emphasized. Prior to the recent war the country was almost entirely dependent on imported food. The precariousness of such a situation made itself very sharply felt with the fall of Burma during the Japanese invasion and the consequent cutting off of the main source of supply of the Gambia's staple food—rice. But such a circumstance has had a salutary effect, for it made the people, under the threat of imminent famine, more responsive than hitherto to the appeal for more extensive production of food crops in addition to the export crop of groundnuts. If this extensive farming, which has already had excellent results, is maintained side by side with the experimental large-scale rice farming now being launched by the Agricultural Department, the future food and economic position of the Gambia should be a matter for less anxiety than it has been in the past. The austerities caused by war also helped to bring to birth such minor industries as the production of butter by the Agricultural Department at Yoroberikunda, and the tomato puree and fish curing factories in Bathurst, which are now beginning to gain momentum in the hands of the Department of Supplies and Minor Industries.

### Chapter III: Administration

The office of Governor is constituted by the Letters Patent of the 27th February, 1915, which also provide for an Executive Council and a Legislative Council.

Under Royal Instructions of the same date the Executive Council is declared to consist of the Colonial Secretary as an *ex-officio* member and such other persons as may from time to time be appointed. At present there are four such persons, who are Government officials, appointed by name and not by office. The Governor is the President of the Council.

The Legislative Council is declared by the Royal Instructions to consist of the Governor as President, the Colonial Secretary as an *ex-officio* member, and such other persons as may from time to time be appointed. At present, apart from the Colonial Secretary, there are five official members and four unofficial members. By custom one of the unofficial members represents Mohammedan interests, one represents commercial interests and two represent African interests generally.

Of the various portions of the Colony, Brefet, Bajana, MacCarthy Island, the Ceded Mile and British Kombo were up to the end of 1946 administered as parts of the Protectorate, leaving only the Island of St. Mary, which includes the town of Bathurst, under its own system of



administration. Within this area the various functions of Government are mainly exercised directly by the departments concerned, *e.g.* Police, Education, etc. There is a Commissioner of the Island of St. Mary with general supervisory responsibilities but without executive powers. An Ordinance was passed in 1946 which will restore British Kombo to the Colony in 1947.

Local Government is represented by the Bathurst Temporary Local Authority, which was established by the Bathurst Temporary Local Authority Ordinance 1944. This is a body nominated by the Governor with the Commissioner as Chairman. Among the members are all those who were elected as Ward representatives on the Bathurst Advisory Town Council which was superseded by the present Temporary Local Authority. The Authority controls rating, markets, trade licensing and cleanliness of streets and open spaces. During 1946 an Ordinance was passed which will set up a Bathurst Town Council with an elected majority. Certain sections of this Ordinance were brought into force at once to allow of the necessary arrangements being made for the new elected body to come into being on 1st January, 1947.

Elections for the new Council were held in October, and there was a considerable increase in interest in Local Government as a result.

The Protectorate Ordinance, 1935, consolidates and amends the Law relating to the Protectorate. The appointment of a Senior Commissioner in October, 1943, was the prelude to a number of changes in the Protectorate Administration, which consists of five Divisions administered by Commissioners. These are known as the Kombo North and St. Mary, South Bank, North Bank, MacCarthy Island and Upper River Divisions, with their headquarters at Bakau, Brikama, Kerewan, Georgetown and Basse.

Each Division consists of a number of Districts under a Head Chief, whose appointment is approved by the Governor by Proclamation. There are thirty-six such Districts of various sizes ranging from 305 to 8 square miles and with populations between 24,000 and 700.

These Districts may be divided into Sub-Districts under Sub-Chiefs but none are now in existence.

Each District possesses a Native Authority and a Native Tribunal. The Native Authority is declared by the Governor for any specified area and may be any Chief or other native, or any native council or group of natives. The District Head was previously the Native Authority, but a change was made in all the Districts during 1945 when the District Head became the President and the Village Heads with their advisers-in-council were appointed members of the Authority. The Native Authority has powers to make Orders and Rules to be obeyed by natives within the District, and is expected to maintain order and good government amongst the natives residing in the area over which its authority extends. The Native Authority Ordinance, 1933, confers these powers.

Mention has been made in Part II, Chapter IX, of the Native Tribunal system, which was reorganized in January, 1946, by the creation of two grades, the Group and the District Tribunals. There are now thirty-six District Courts with the District Heads as Presidents and an average of



six elders as members. Two Group Tribunals were created during the year serving the three Kombo and five Foni Districts of the South Bank Division.

As the result of the passing of the Protectorate Treasuries Ordinance, No. 13, of 1945, a number of Group or District Treasuries have been established and at the close of 1946, twenty-five Districts with a total population of 144,000, were collecting nearly £20,000 per annum in local revenue. Although each District frames its own estimates of revenue and expenditure, the majority of the Districts prefer to group for the purposes of a treasury, which is managed by a Finance Committee. The sources of revenue are monies derived from the imposition of District rates, rents, tribunal fees, timber and miscellaneous fees, and interest on deposits. The expenses of administration, which include the payment of salaries to chiefs and staffs, are limited to half the revenue, if possible, so that the remaining half can be used for local improvements and the creation of a reserve.

A further step has been taken by the institution of an annual conference of Protectorate Chiefs. The first of such conferences was held in 1944.

Finally, fresh provision was made for the tenure and management of lands in the Protectorate Lands Ordinance, 1945, whereby they are declared to be vested in the Authorities for the Districts in which they are situated and are to be held and administered for the use and common benefit of the communities concerned.

## Chapter IV: Weights and Measures

The Superintendent of Police is the Inspector of Weights and Measures. All Commissioners and the Assistant Superintendents of Police have the powers of Deputy Inspectors of Weights and Measures.

Every year the scales, weights and measures in all markets and shops are inspected. In the town of Bathurst 42 stall-holders and 123 shops were visited in 1946. 530 weights, 173 measures and 138 weighing instruments were examined. Thirty-four cases were prosecuted in Court, resulting in thirty-two convictions and fines amounting to £107 15s. 0d.

The main offences were unjust or unstamped weights, or both; but it is believed that in many cases there was no intent to defraud the public by using unjust or unstamped weights. Many of these offences were the result simply of carelessness on the part of the shopkeepers or stall-holders.

The Weights and Measures offices are open to any person who wishes to have his scales, weights and measures checked.

## Chapter V: Newspapers and Periodicals

The main newspapers and periodicals published in the Gambia are listed as follows:

*The Gambia Outlook*, price 6d., published weekly by the Senegambia Press, 4 Fitzgerald Street, Bathurst. Proprietor and Editor: E. F. Small, Allen Street, Bathurst.



*The Gambia Echo*, price 4d., published weekly by the Gambia Echo Newspaper Syndicate, Leman Street, Bathurst. Editor: Egerton L. Auber, Lancaster Place, Bathurst.

*The Gambia Weekly News*, price 6d., published fortnightly by Finden Dailey, Proprietor and Editor, at 11, Hopkinson Street, Bathurst.

*The Gambia News Bulletin*, subscription 1/- per month, published daily, except Sundays and Public Holidays, by the Public Relations Office, Bathurst.

## Chapter VI: Bibliography

Publications other than those of purely official character which are listed in the Appendix to this chapter, are limited in number. Most of the older publications are now out of print. Those listed below include books dealing exclusively with the Gambia, and not books which relate to West Africa in general.

*The Gambia Colony and Protectorate, an Official Handbook*, by F. Bisset Archer (1906), St. Bride's Press Ltd., London, price 10/6, which is a very general survey of the Colony up to the date of publication; much of the information given, particularly the historical portions, are of value even at the present time.

*History of the Gambia*, by H. F. Reeve, C.M.G., M.I.C.E., F.R.G.S., F.A.S. (1912), Messrs. Smith, Elder & Co., 15, Waterloo Place, London, price 6/-.

*The Carthaginian Voyage to West Africa*, by Sir Richmond Palmer, K.C.M.G., C.B.E. (1931), Stationery Store, Bathurst, price 5/-. This booklet includes a translated extract from Sultan Mohammed Bello's account of the origin of the Fulbe Tribe.

*A Short Phrase Book and Classified Vocabulary of the Mandinka Language*, by G. N. N. Nunn, B.A. (Cantab) (1934). Stationery Store, Bathurst, price 1/6.

*A Short Study of the Mandinka Language*, by W. T. Hamlyn (1935), Stationery Store, Bathurst, price 5/-.

*Stone Circles in the Gambia*, by Henry Parker, Royal Anthropological Institution of Great Britain and Ireland, 50, Great Russell Street, London, W.C.1.

*Stories of the Gambia* (1945), Information Office, Bathurst, price 1/6. This booklet, which was written as a short text book, is based on and brings up to date *A Short History of the Gambia*, by W. T. Hamlyn, which is now out of print.

*A History of the Gambia*, by J. M. Gray (1940), Cambridge University Press, price £1 10s. 0d.

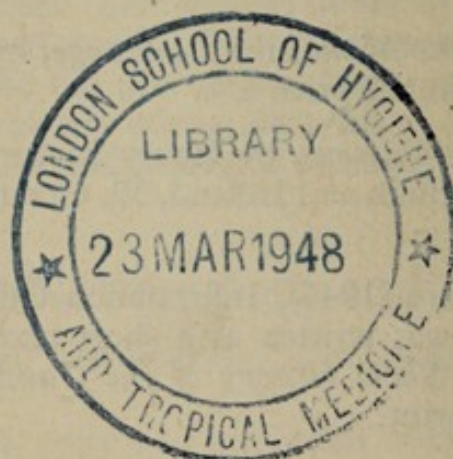


## Appendix

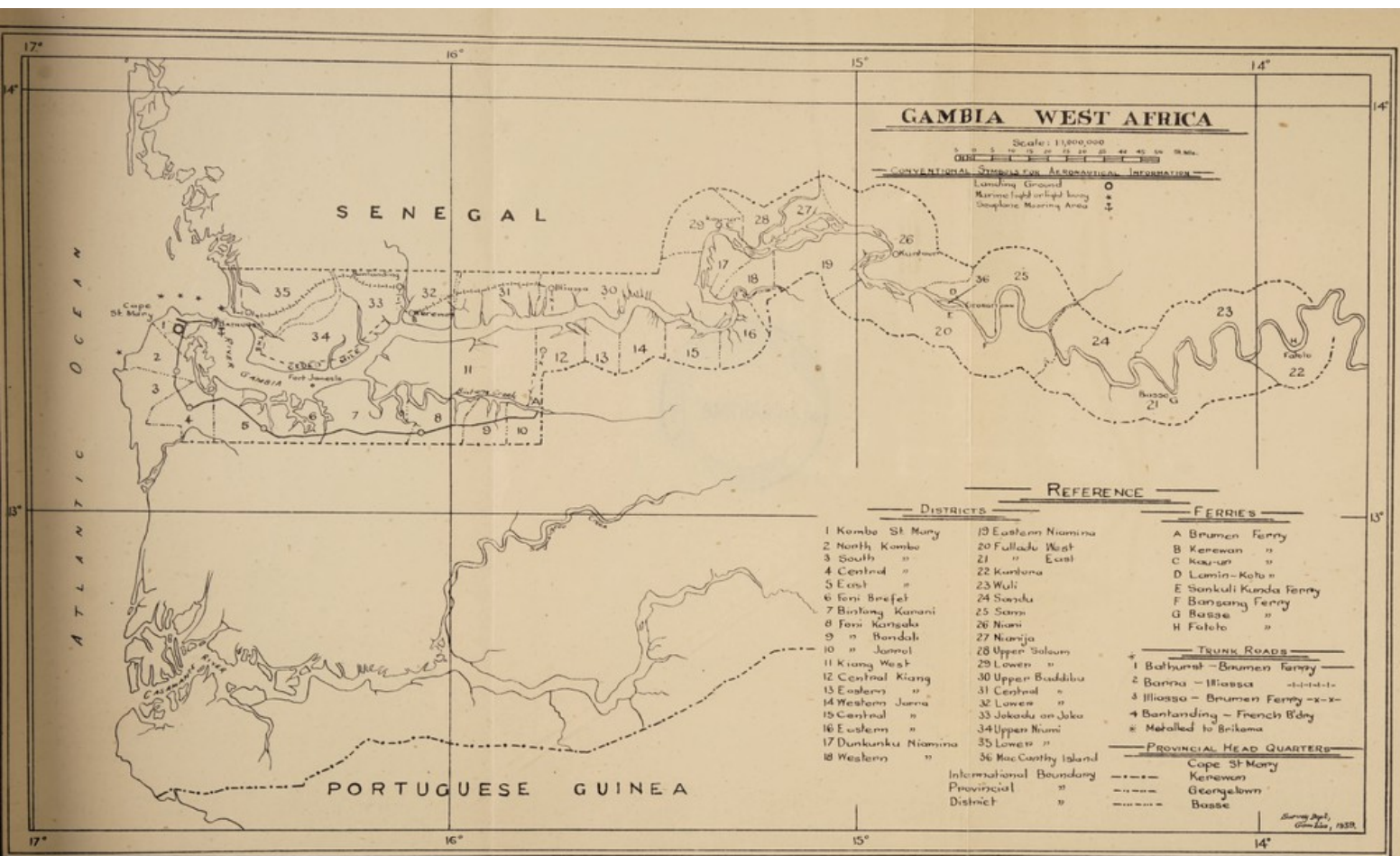
<i>List of Government Publications</i>	<i>Year of Publication</i>	<i>Price</i>
Report of the Committee appointed to enquire into the conduct and management of the River Steamer service . . . . .	1944	—
Report of the Census Commissioner for Bathurst, 1944 . . . . .	1944	—
The Mosquito Problem . . . . .	—	4/-
Trade and Shipping Report, 1944, with a Supplement Review of Trade in the Gambia from 1831 to 1944 . . . . .	1945	3/6
Notes on Yoroberikunda Village and Agriculture in the Gambia . . . . .	1945	1/-
Report by the Senior Commissioner on the Annual Census of the Protectorate of the Gambia . . . . .	1946	6d.
Notes on Strange Farmers . . . . .	1946	6d.
Report of a Committee appointed to enquire into the provision of adequate transport facilities between Bathurst and the Kombo . . . . .	1946	6d.
Report of a Committee appointed to consider remedial measures to be adopted to deal with overcrowding in Bathurst . . . . .	1946	6d.

All these publications are obtainable from the Information Office, Bathurst, or the Crown Agents for the Colonies, 4 Millbank, London, S.W.1.

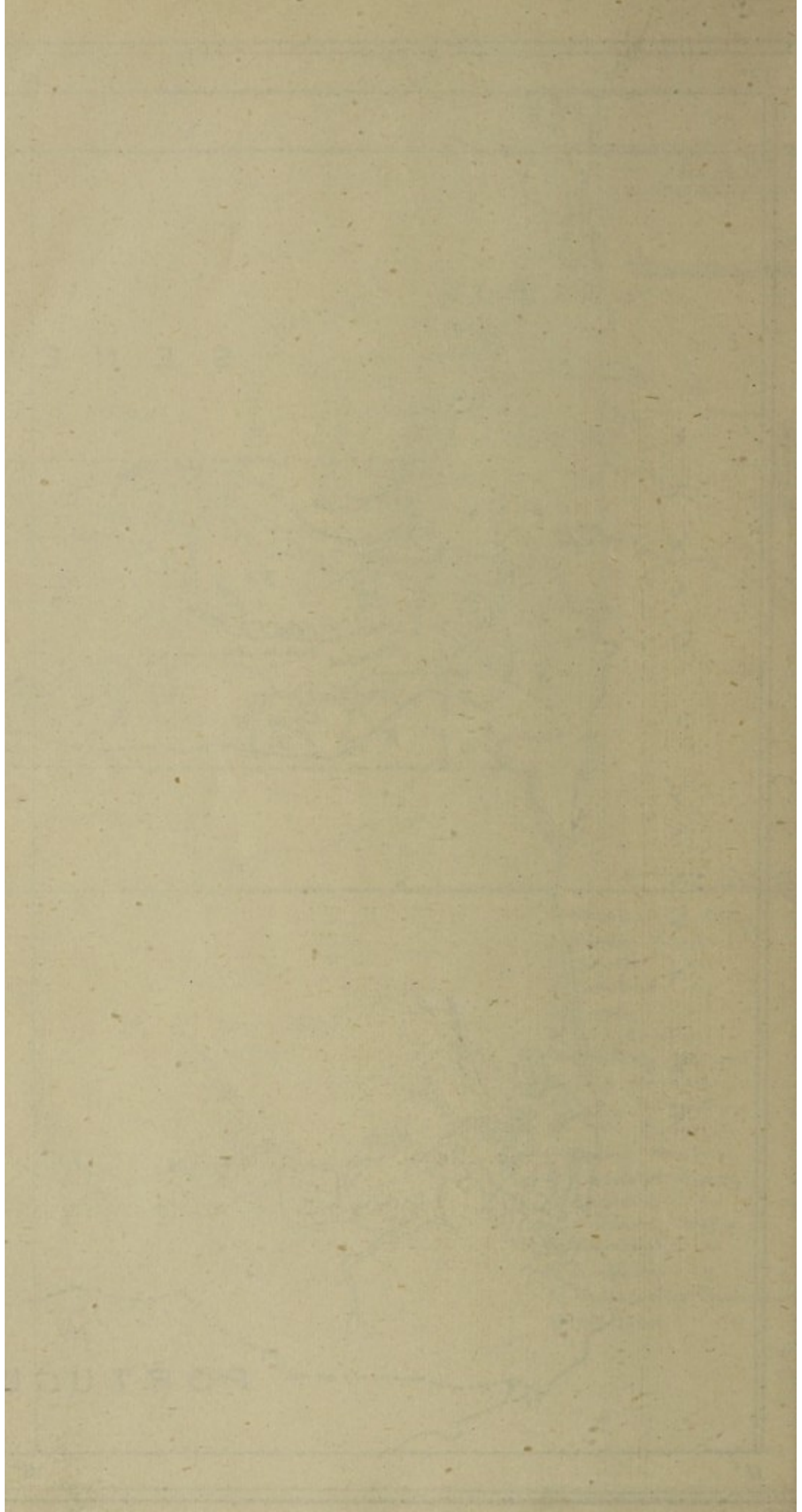
The usual Annual Reports of all departments are published at prices varying from 1/- to 5/- and are obtainable from the Information Office, Bathurst, or the Crown Agents for the Colonies.













It is anticipated that the Series of Colonial Annual Reports will comprise reports on the following Colonies and Protectorates :

ADEN	GIBRALTAR	ST. LUCIA
BAHAMAS	GILBERT AND	ST. VINCENT
BARBADOS	ELLICE IS.	SARAWAK
BASUTOLAND	GOLD COAST	SEYCHELLES
BECHUANALAND	GRENADA	SIERRA LEONE
BERMUDA	HONG KONG	SINGAPORE
BRITISH GUIANA	JAMAICA	SOLOMON IS.
BR. HONDURAS	KENYA	PROT.
BRUNEI	LEEWARD IS.	SWAZILAND
CAYMAN ISLANDS	MAURITIUS	TONGA
CYPRUS	MALAYAN UNION	TURKS AND
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