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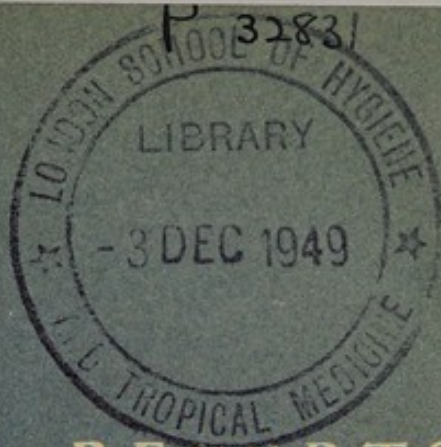
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Sierra Leone

1948



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THE SERIES OF COLONIAL ANNUAL REPORTS which was re-introduced for the year 1946 (after suspension in 1940) is being continued with those relating to 1948.

It is anticipated that the Colonies and Protectorates for which 1948 Reports are being published will, with some additions, be the same as for the previous year (see list on cover page 3).

COLONIAL OFFICE

ANNUAL REPORT ON SIERRA LEONE

FOR THE YEAR
1948

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PART I

(a) General Review of the Events of the Year

Sir George Beresford-Stooke, K.C.M.G., arrived in Sierra Leone on 4th September and assumed the administration of the Government. Mr. R. O. Ramage, C.M.G., the Colonial Secretary, had acted as Governor, except for one short period of leave, since Sir Hubert Stevenson, K.C.M.G., O.B.E., M.C. left Sierra Leone in October, 1947.

Proposals for reconstituting the Legislative Council, which had been published during the latter half of 1947, aroused much public interest and discussion during the year; the proposals are designed to provide—

- (i) an unofficial majority
- (ii) increased representation from the Protectorate; and
- (iii) a wider electoral basis in the Colony.

Although there was general agreement with the primary aims and objects of the new Constitution, there were considerable differences of opinion as to the ways and means by which these aims and objects should be achieved. The final form of the proposals had not been settled by the end of the year.

Public opinion was also much occupied with the Freetown Municipality Ordinance, which had passed the Legislative Council in 1945. Those sections of the Ordinance dealing with finance and the appointment of municipal officers had evoked considerable opposition, but a Select Committee of the Legislative Council, ably presided over by Mr. R. Hyne, the Attorney-General, was able to frame a satisfactory amendment to the Ordinance, which was passed at the May Sitting of the Legislative Council; the Ordinance was brought into force shortly afterwards. The first election under the new Ordinance took place on 1st November and the reconstituted Council has taken office. On the 16th November Dr. E. H. Taylor-Cummings, M.B.E. was elected Mayor of Freetown.

The administration of the rural areas of the Colony also came under review during the year, and a Committee was appointed to make recommendations for improvements to the existing organisation. The Committee completed its work during the year and submitted a report to Government, a shortened version of which was published. The report was still under consideration at the end of the year.

In the Protectorate seven new Native Administrations were established, bringing the number in existence to 128, with a total revenue of £134,302. Voluntary amalgamation of small chiefdoms has been continued and the total number of chiefdoms has been reduced from 205 to 196. In these new larger units, it should be possible to introduce local administration on reorganised lines. Lord Hailey visited the Protectorate in March, and was much impressed with the progress made since his visit in 1940; he considered one administration in particular a model of its kind and one of the best he had seen in Africa.

A Conference of representatives of the African territories was held in London in October, and Sierra Leone was invited to send a delegation. The four unofficial Sierra Leone representatives were the Honourable Mr. O. I. E. O. During and the Honourable Mr. J. C. O. Crowther, J.P., chosen by the Unofficial Members of the Legislative Council in the Colony area, and the Honourable Paramount Chief Bai Koblo of Marampa Chiefdom and Paramount Chief Mana Luseni of Soro Chiefdom who were chosen by the Protectorate Assembly. The official member of the delegation was Mr. R. O. Ramage, C.M.G., the Colonial Secretary. The four unofficial representatives left Freetown in September and arrived back in Freetown on 6th November.

Mr. Rees-Williams, M.P., Parliamentary Under-Secretary of State for the Colonies, visited Sierra Leone for four days in August. His main object was to become acquainted at first-hand with the economic background of the problems of the West African territories, and while in Sierra Leone he took the opportunity to consult the Unofficial Members of the Legislative Council, representatives of the Chambers of Commerce, the Council of Labour, the Development Council and the Development of Industries Board, as well as the Heads of Government departments. Mr. Rees-Williams also held a Press Conference and visited various Government institutions in the Colony area including the Technical Training Centre, and the Railway and Road Transport Department workshops.

Units of the Home Fleet consisting of two Carriers, H.M.S. *Theseus* and H.M.S. *Vengeance*, and four Destroyers, H.M.S. *Agincourt*, H.M.S. *Alamein*, H.M.S. *Corunna* and H.M.S. *Jutland*, under the command of Rear-Admiral M. J. Mansergh, C.B., C.B.E., visited Freetown from the 5th to the 7th October on their way to South Africa. They also called at Freetown on their return journey at the end of November.

The financial year which ended on 31st December, 1948, showed a budget surplus of £477,000, revenue being £2,649,000 and expenditure £2,172,000. The surplus was due in part to the delay in delivery of capital equipment and in part to a large excess of revenue over the estimates (see Part II, Chapter II of this Report).

In general, production continued at a high level. The 1947-8 rice crop, the staple diet of the vast majority of the population, was a good one and supplies of rice during the year were adequate.

A Colonial Office sponsored Rice Mission, consisting of two officers with experience in irrigation and agricultural problems, visited Sierra Leone in April and May to examine the prospects of developing the rice-growing industry. Their report was under consideration at the end of the year.

The production of palm kernels and palm oil, the main exports of Sierra Leone, showed a large increase. But production of prime Sherbro piassava, the raw material for high grade domestic and industrial brushes, showed a decline; greater production of this high quality piassava is however being resumed. Production of Sulima piassava was slightly below that of 1947. Timber production reached a higher level than ever before. The high output of diamonds, iron ore and chrome ore was maintained.

An important step forward in the commercial and industrial field was marked by the formation on 1st September, of the Department of Commerce and Industry, to supersede the Supplies Department. In addition to the duties of the former Supplies Department, the department will gradually assume other duties some of which are at present being carried out by the Agricultural and other departments. There will also be some new duties which will include the development of exports and of production generally, the promotion of new industries, the guidance and development of internal marketing arrangements and the encouragement of Africans to undertake a larger part in commerce.

The standard of social services has in general been maintained and within the limits permitted by the serious shortage of qualified staff, new projects for development have been undertaken (*see Part I (b) of this Report*). The Medical Service in particular has suffered in respect of staff shortage, and it was necessary to close two hospitals in the Protectorate, making a total of three closed in the past two years. These hospitals have operated as dispensaries. However, only some 200 fewer patients than in 1947 were admitted to all hospitals in 1948. The general health and standard of sanitation throughout the territory have, on the whole, been satisfactory.

Apart from cerebro-spinal meningitis which gave some cause for anxiety, no major outbreaks of infectious disease occurred.

As in the health services, shortage of staff remained one of the most pressing problems throughout the year in the sphere of education, but prospects for producing trained teachers have improved as a result of the decision to double the intake of

students for teacher-training at two colleges in the Protectorate. Revised salary scales for teachers introduced during the year did not prove acceptable in all respects and were to be the subject of an independent inquiry by a commissioner from the United Kingdom early in 1949.

The number of pupils enrolled at both primary and secondary schools showed an increase over the figures for 1947, but accommodation at primary schools in particular remains for the most part inadequate.

There was a considerable reduction in the number of serious offences against property during the year, compared with 1947, and the percentage of convictions obtained in such cases has improved. Petty larceny on the other hand has increased. The increase in this type of crime, resulting largely from unsettled conditions and the rising cost of living, might have been far more serious but for an amendment to the law, which empowered magistrates to inflict heavier sentences than previously on habitual criminals.

There was an increase in the prison population during the year, especially in Freetown Prison, where overcrowding became so serious in July that to provide some temporary relief the detention barracks, which were no longer required by the Army, were taken over as a civil prison. To provide further relief, work was started towards the end of the year on converting the former naval barracks into an annexe to the Freetown Prison.

(b) Progress during the Year of Projects for Development and Welfare

Difficulty in recruiting technical and professional staff, particularly engineers, agricultural officers, doctors and teachers, and delays in obtaining materials have hindered the full implementation of many approved projects and the preparation of new schemes; an understandable feeling of disappointment which is shared by Government has been publicly expressed. It is now clear that the pace of development will be controlled largely by the speed with which the necessary staff can be obtained. It will be some time before the numerous Africans now being trained under the various scholarship schemes are available, and in the meantime it is necessary to employ expatriate officers. A Committee consisting largely of Africans has been set up to review the arrangements at present in being for the appointment of Africans to the Senior Service and for training suitable persons for such posts, and with special reference to scholarship and training schemes, to make recom-

mentations for the execution of the declared policy to appoint Africans to Senior Service posts as rapidly as suitable candidates with suitable qualifications become available.

In the development of road, rail and air communications some progress has been made. The Matotoka-Makali road has been finished and is now open to traffic; the Moyamba-Kasewe road is generally complete except for the bridging which should be finished in the dry season of 1948/49. A start has been made on the important Giema-Zimi road, but work has been held up by lack of supervisory engineering staff. It has not been possible as had been hoped, to start work on the deviation of the Freetown-Waterloo road to by-pass the dangerous Allen Town section.

Construction of the new railway coach building shop, which began during the year, has been handicapped by delays in the supply of material and machinery from the United Kingdom; it should be completed in the latter part of 1949. All the passenger coaches and wagons required by the railway are to be built here at considerably less than the cost of imported vehicles. The scheme will provide employment for about 200 Africans, and one of its chief advantages is that the greater part of the money expended on the construction of the coaches and wagons will be spent inside Sierra Leone.

The Body-building Section of the Road Transport Department is extending, and in addition to work for Government departments, bodies are being built for four vehicles of the Freetown City Council. Four locally-built buses on Commer bus chasses have been put in commission since June, 1947, and four more are being built. An extension of the bus services both within and outside the city has been made possible in this way.

The contract for the construction of the Deep Water Quay at Freetown was awarded early in the year to Messrs. Pauling and Company, and preliminary work was started in April. The contract provides for completion of the work by June, 1951. Arrangements have also been made for the development of the land in the neighbourhood of the quay.

Progress has been made in the development of Lungi Airport. Staff quarters and other buildings needed for its operation have been erected, the runway has been repaired and resealed, and a new apron is under construction. An access road has been built from the airport to Tagrin Point, where a new jetty has been built for the launch service for air passengers travelling to and from Freetown. This road, which is already being extensively used by the local people, is connected to the main Protectorate trunk system and thus provides an outlet for the produce of that part of the country.

Most of the material for the Freetown-Bo trunk telephone has arrived, but construction could not be started for lack of an engineer. One new Post Office was constructed in the Protectorate during the year and overland mails with French Guinea between Kailahun and Gueckedou to the east, and between Freetown and Conakry, *via* Kambia to the north, were inaugurated.

As regards the development of natural resources, a start was made on the large-scale programme for establishing improved varieties of oil-palms in group plantations. Thirty-three oil-palm nurseries were started, mostly in the Northern Province, where oil-palms are relatively few. Though few seedlings were ready for planting out during the year, it is estimated that 154,000 will be ready for planting out in 1949, when they are twelve to eighteen months old, and between 200,000 and 220,000 should be available in 1950. Delivery of palm-nut cracking machines from the United Kingdom has been very slow, only two hand-operated machines having been received so far, out of many on order. None of the power-driven machines on order had arrived. Machinery was however received for the first pioneer oil mill which is to be erected in 1949.

The scheme to assist mangrove swamp clearance for rice cultivation has been extended by further loans, especially in the Bonthe area; and four new inland swamp clearance schemes, and one mangrove swamp clearance scheme were started by Native Administrations.

Mechanical cultivation trials in the reclaimed lands in the Scarcies rice areas were maintained with funds provided under the Colonial Development and Welfare Act. Only the wheeled type tractor, which proved unsatisfactory, had been available in 1947, but a T.D.6 track tractor which arrived early in 1948 proved very successful.

At the animal husbandry station at Musaia which was started in 1947, road and building construction proceeded according to schedule in spite of staff shortage, and the cattle were transferred there from Teko livestock station early in the year.

A wood-working unit equipped with modern machinery has been added to the Government saw-mill at Kenema, and is turning out high grade furniture. However, the main object of this unit is to provide information about the working qualities of many timbers which are imperfectly known, and to train operators and carpenters to a higher degree of skill. The attainment of both these objects should materially assist the setting up of similar industries by private enterprise.

A government appointed officer to sponsor co-operatives arrived in the Colony during the year, and consideration was being

given at the end of the year to a scheme prepared by him for a piassava co-operative marketing society in the Kwako Krim Chiefdom in the Bonthe District.

Progress in the scheme for a West African Fisheries Research Institute was held up when its Director was appointed to another post in the United Kingdom. The headquarters of the Institute are to be at Freetown and buildings have been set aside for the purpose.

The development of Industries Board received 47 fresh applications for assistance during the year. Six loans amounting to £5,160, which included a loan of £3,000 to the Freetown Soap Company (*see* Part II, Chapter V of this Report) were approved.

Development of the social services has been severely handicapped by lack of staff, but some useful work has been done.

In the Medical Department the Endemic Diseases Control Unit has kept the incidence of trypanosomiasis and yaws at a satisfactory level in the areas already treated. New ground has also been covered in the region south of Blama, where full census and diagnosis teams have been working, and treatment centres are now in operation there.

The Malaria Control Unit maintained its high standard of work. Mass spraying has not been again undertaken as this method has been found unsuitable in combating the local anophe-line vector. The main line of defence is directed to anti-larval work, D.D.T. emulsion being used as the larvicide. In the Protectorate anti-malarial measures continue to be confined to swamp drainage, canalization, etc., in the vicinity of the large towns.

The extension of Bo Hospital has been finished and all ward accommodation brought into use. The extension to provide private wards at the Connaught Hospital in Freetown has also been completed. Construction of one health centre in the Protectorate was started.

Development of education, as with the medical services, was handicapped by lack of staff. The policy of sending suitable candidates to the United Kingdom for degree and diploma courses by means of scholarships from Colonial Development and Welfare funds and from the Colony's own resources was continued; up to the end of the year, a total of 75 scholarships and bursaries had been awarded.

A grant of £31,000 was made under the Colonial Development and Welfare Act for the extension of the Harford School for Girls. The Government and the E.U.B. Mission are providing the remainder of the funds for the scheme, the total cost of which is estimated at £63,514. Work was started on the erection of the buildings.

Early in the year a scheme for the building of a Government Teacher-training College and central school at Magburaka was approved by the Secretary of State for the Colonies, and work began towards the end of the year. The new college is estimated to cost £201,930.

The Mende Literacy Campaign continued its activities during the year, and a visit by Dr. Laubach, the well-known expert on mass literacy, was most helpful to all concerned with the campaign.

The Government Training Centre near Freetown has continued to provide courses in carpentry, bricklaying, masonry and allied trades, although it has been handicapped by the difficulty in obtaining instructors from the United Kingdom.

Steady progress was made with the social welfare scheme which had started its four-year life in 1946. The scheme is financed mainly from Colonial Development and Welfare funds and an account of the activities of the Social Welfare Department is given in Part II, Chapter VII of this Report.

PART II

Chapter I—Population

No full census of the population of Sierra Leone has been taken since 1931, but an enumeration was carried out in the Colony on 28th December, 1947. A rough enumeration based on test counts in selected areas, was also carried out in the Protectorate in June 1948. In both cases the work was done by the administration without the aid of any specially trained staff. The results, which are shown at the end of this chapter, are not in any way intended to be a substitute for the next full census but it is considered that they give some guide to the present distribution of population.

The results of the enumeration indicate that there has since 1931 been an annual increase in the population of the Colony of approximately 1.5 per cent. How much of this increase is due to immigration from the Protectorate and how much to natural causes cannot be definitely stated, though there was undoubtedly a large influx of labour to the Colony from the Protectorate during the war years and it is probable that a number of these people have not returned to their homes. The increase in population in the Protectorate between 1931 and 1948 was at the rate of just over .2 per cent per annum, though it must again be emphasised that these figures should be treated with caution.

There are Africans of many tribes in Sierra Leone, thirteen of which are indigenous, each having a different language. There are no recent figures of the numbers in these tribes, but it may be said that over 30 per cent of the total African population in the territory is of the Mende tribe, and that just under 30 per cent is of the Temne tribe. The Mende and Temne languages are widely spoken in the South and North, respectively, and for all practical purposes are sufficient for the localities concerned. The only *lingua franca* is a form of pidgin English, which is fairly widely spread, though by no means universal.

Statistics for births and deaths are at present available only for the Colony. In 1948, 4,658 births were registered in the Colony with 413 deaths in infancy compared with 4,191 births in 1947 with 413 deaths in infancy. The number of deaths in the Colony from all causes was 3,225 in 1948 compared with 3,029 in 1947.

Comparative figures for the 1931 census and the 1947-48 enumeration, are given below:—

	<i>Colony</i>		<i>Protectorate</i>		<i>Colony and Protectorate</i>	
	1931	1947-8	1931	1947-8	1931	1947-8
Europeans and Americans	420	574	231	356	651	930
Asiatics ...	444	837	772	1,201	1,216	2,038
African non-natives ...	33,775	28,050	3,265	2,078	37,040	30,128
African natives	61,783	87,831	1,667,790	1,729,983	1,729,573	1,817,814
Totals ...	96,422	117,292	1,672,058	1,733,618	1,768,480	1,850,910

Chapter II—Occupations, Wages, Labour Organisation

The main groups of industrial workers remain the same as in previous years, viz:

- (i) Mining
- (ii) Waterfront (including deck gangs engaged for coast-wise traffic)
- (iii) Sea-faring
- (iv) Road and rail transport
- (v) Artisans (and their labourers)
- (vi) Commercial and clerical workers.

The majority of the workers are illiterate, but there is a demand—small as yet, but growing—for literacy amongst the skilled and more responsible classes of workers and this is indicative of a gradually improving standard. It has, for example, now been laid down by the Joint Industrial Councils that an artisan cannot qualify for a trade certificate unless he is able to read and write.

Mining operations include diamonds, iron ore, chromite, gold and platinum. There is no underground work at present. An average of 6,500 workers are employed in this industry.

Waterfront workers number about 400 and maritime workers, i.e., deck gangs engaged in Freetown for the working of ships' cargo on ships trading down the coast of West Africa, average about 800 per month. The labour force in this industry numbers about 4,000.

Although there has been a branch of the National Union of Seamen in Freetown, the number of engagements of seamen is comparatively small, probably not more than a maximum of 150 per annum. The Union has stated however that there are approximately 700 *bona fide* seamen in the Colony. It is unlikely that more than a very small proportion of these will go to sea again.

It is estimated that road and rail transport gives employment to about 4,500 workers, of whom the Government owned Railway employs an average of 2,700 and the Road Transport Department, 500. There are considerable numbers of small hauliers operating one or two lorries who are competing for work. Arrangements for the better regulation of this industry were made during the year, the licensing of transport vehicles now being controlled by a statutory board, on which operators and employees are represented.

Artisans of all types and labourers form another large class of workers, many of whom are in Government employment. The largest Government employer is the Public Works Department, employing 5,500 workers, of whom 850 are artisans and 4,650 are labourers.

The remaining large group of workers is that containing the commercial and clerical workers including shop assistants. Very few of these are organized in trade unions and their numbers can only be estimated at between 3,000 and 4,000.

Wage-regulating bodies in Sierra Leone comprise two statutory Wages Boards and two Joint Industrial Councils. Together, they cover all the occupational groups set out above, except seamen whose wages are determined by direct agreement between the Union and the shipping companies, and the commercial and clerical workers.

The statutory Wages Boards are:—

- (a) *The Mining Workers Wages Board*, whose daily rates of wages fixed in 1946 have remained unchanged. The rates then fixed represented a considerable improvement on existing wages. All the principal mining companies also supplement wages either by a free issue of rice or by an issue of rice at considerably below market price. This period of settled conditions has remained free from wage disputes. Weekly hours are 48;
- (b) *The Maritime and Waterfront Workers Wages Board*, which concluded negotiations early in the year and fixed minimum rates which became effective on the 1st of March. These rates also represented considerable increases on existing wages. Waterfront

workers work a normal week of 48 hours, whilst maritime workers may work a 60-hour week before overtime rates become payable;

The two Joint Industrial Councils are:—

(c) *The Artisans and General Workers Joint Industrial Council*, which reached final agreement on wages and conditions in February. Their agreement was, in accordance with Part III of the Wages Boards Ordinance, published in the *Gazette* on the 24th of February as constituting the recognised terms and conditions for the groups of workers specified, and these became statutorily enforceable one month later. Artisans in all trades who have passed their trade tests now have a recognised rate of 7s. 6d. per day; semi-skilled artisans and improvers have a rate of 5s. per day; workers in various semi-skilled occupations vary between 3s. and 4s. 6d. a day, whilst the labourer's rate is 2s. 3d. per day. Rates in the Protectorate are two-thirds of the Colony rates. Normal hours are 45 per week;

(d) *The Transport Industry Joint Industrial Council*, which reached final agreement on wages and conditions in March. Their agreement was also published in the *Gazette* and the recognised terms and conditions became statutorily enforceable as from 12th of April. Artisans and certain classes of heavy plant drivers now have a recognised rate of 7s. 6d. per day, and there are various occupational rates ranging from 2s. 3d. to 5s. a day. Protectorate rates are two-thirds of Colony rates in line with the other Joint Industrial Council agreement. Normal hours are 48 per week.

No rates have so far been fixed for commercial workers (mainly shop assistants), clerical workers, domestic servants or agricultural workers.

Systematic wages inspection under the provisions of the Wages Boards Ordinance was begun in July, and 290 inspections in both the Colony and Protectorate had been made up to the end of the year. These revealed a serious situation as only 22 of the employers visited were found to be paying not less than minimum rates due. In 131 cases employers have paid arrears amounting to £860. The remaining 159 cases still await settlement. Criminal proceedings were taken by the Department against one employer, and were followed with a great deal of interest by employers generally. The Magistrate ruled that the rates agreed by the Joint Industrial Councils are in fact enforceable under the Ordinance, and the employer was found

guilty of underpayment, fined and ordered to pay arrears of wages. It is hoped that this will have a salutary effect upon other employers and that the degree of compliance with this Ordinance will improve.

The Labour Department as at present constituted consists of a Commissioner of Labour and a total staff (including the Government Training Centre) of 93. In addition to the Department's Head Office, there are two Employment Exchanges in the Colony, at Freetown and Waterloo, and two in the Protectorate, at Bo and Bonthe. The main function of the Employment Exchanges is the filling of vacancies, and at Freetown alone over 1,000 placings are made every month. A development of placing work was begun on 1st January, 1948, when, on the recommendation of the Maritime and Waterfront Workers' Wages Boards, a Port Labour Board was set up for the recruitment of maritime labour. This method of recruitment replaces the old arrangement of recruiting through headmen, which had led to abuses at the expense of the workers. After a year's working it can be stated that although abuses have not been eliminated altogether they have been considerably reduced.

At Freetown and Bonthe, registration of workers under the Registration of Employees Ordinance is also done. Registration, which includes finger printing, is the only certain means of identification of illiterate workers and its value is recognized and accepted.

The Government Training Centre which is financed by Colonial Development and Welfare funds is organized on the basis of a manager and four instructors. It has not however been possible to obtain all the instructors required and the Centre has, consequently, not been able to meet all the demands made upon it. During the year, courses of training have been undertaken in bricklaying and masonry, carpentry, coach fitting and coach body-building and painting. A total of 266 workers have now passed through the Centre which, under present arrangements, does not undertake the training of "green" labour, but by courses of intensive training lasting six months endeavours to improve the standard of semi-skilled artisans. There is ample scope for this form of training as the standard of craftsmanship is still low.

The financial provision for the Labour Department in 1948 was £13,353 and for the Government Training Centre, £14,007.

There were no strikes or lock-outs reported during the year.

The department continues to act in an advisory capacity in matters concerning the Workmen's Compensation Ordinance. Most claims are settled between the parties without the necessity for legal action.

There are eight Trade Unions registered under the Trade Unions Ordinance, including a branch of the British National Union of Seamen. All these Unions are affiliated to the Sierra Leone Council of Labour.

A step of some importance was taken by the two Joint Industrial Councils, acting jointly, towards the end of the year. Both bodies have felt concern over the low standard of local craftsmanship, and the trade testing system which was revised early in the year was an attempt to raise the standard. They felt however that some constructive action should be taken on a long-term basis by improving apprenticeship conditions. At their request, therefore, the Labour Department prepared an Apprenticeship Scheme which was considered by the councils, and, with some modifications, adopted for immediate application. This scheme provides, amongst other things, that all apprentices shall be indentured for a period of five years and that there shall be supervision of the apprenticeship by a Joint Apprenticeship Board, which body shall have power to cancel an indenture or to transfer an apprentice from an unsatisfactory employer to some other employer. One of the conditions laid down is that apprentices shall be required to attend Evening and, where possible, Day Technical Classes as soon as the Education Department can arrange for such classes to be started. The scheme was approved by Mr. H. C. Weston and Dr. Harlow, Technical Education Advisers, who were in the Colony when the councils were meeting. Special apprentices' rates of wages have been agreed by the councils, but have yet to be ratified by each council meeting separately.

Chapter III—Public Finance and Taxation

The total revenue for the year was £2,649,000 and the total expenditure was £2,172,000. The year was therefore closed with a surplus of £477,000 instead of the £4,000 originally estimated. This was due partly to the payment by the Sierra Leone Development Company of arrears of income tax for the years 1946 - 47 and 1947 - 48 amounting to £100,000, and partly to a quite unexpected increase of £116,000 in the Government's share of the profits of the Sierra Leone Selection Trust. In addition Customs revenue exceeded the estimate of £895,000 by £139,000, and expenditure fell short of the estimate by £41,500, mainly because materials and staff expected from the United Kingdom did not arrive.

Investments held by Government for its own account appreciated in value during the year by £11,500. This amount and the surplus of £477,000 when added to the General Revenue

Balance of £1,471,500 at the opening of the year, gave a balance of £1,960,000. This balance is however exclusive of a Reserve Fund of £327,000 and of an interest-free loan of £100,000 made to the Imperial Government in 1941.

Details of revenue and expenditure are given in the following tables:—

REVENUE

				1947	1948
<i>Ordinary</i>				£	£
Customs	..	..	..	955,500	1,034,000
Harbour and Light Dues	..	..	..	16,000	17,500
Licences and Internal Revenue	..	..	..	46,500	52,500
Taxes	..	..	..	556,000	992,000
Fees and Reimbursements	..	..	..	194,500	166,000
Post Office	..	..	..	47,500	63,000
Rents	..	..	..	17,500	19,000
Interest and Loan Repayments	..	..	..	40,000	44,000
Miscellaneous Receipts	..	..	..	34,000	41,000
Total Ordinary Revenue				£1,907,500	2,429,000
<i>Extraordinary</i>				£	£
Colonial Development and Welfare Vote	..	..	..	117,000	141,500
Special Receipts	..	..	..	82,000	78,000
Miscellaneous	..	..	..	3,000	500
Total Extraordinary Revenue				202,000	220,000
TOTAL REVENUE				£2,109,500	2,649,000

EXPENDITURE

<i>Ordinary</i>				1947	1948
Agriculture	..	..	..	£66,500	£73,000
Education	..	..	..	78,000	102,500
Forestry	..	..	..	17,000	18,000
Medical and Health	..	..	..	192,000	203,500
Other Departments	..	..	..	635,500	715,500
Miscellaneous Services (1)	..	..	..	108,000	133,000
Pensions and Gratuities	..	..	..	114,000	124,000
Public Debt Charges (2)	..	..	..	48,000	48,000
Public Works Annually Recurrent	..	..	..	119,500	141,000
Railway Loss	..	..	..	165,000	79,500
Military	..	..	..	56,000	56,000
Total Ordinary Expenditure				£1,599,500	£1,694,000

<i>Extraordinary</i>	1947	1948
Public Works	£44,000	59,000
Road Transport	11,000	20,000
Development Schemes (3)	340,000	365,000
Miscellaneous	124,000	23,000
Loans to local Bodies, etc.	1,000	11,000
	<hr/>	<hr/>
Total Extraordinary Expenditure	£520,000	£478,000
	<hr/>	<hr/>
TOTAL EXPENDITURE ..	£2,119,500	£2,172,000
	<hr/>	<hr/>

- (1) Includes grants to local administrations, local contributions, various refunds and charges not classified departmentally.
- (2) Excludes charges payable by the Railway.
- (3) Includes expenditure recoverable under Colonial Development and Welfare Act.

At 31st December, 1948, the cash, investments and reserves held by Government for its own account amounted to £1,888,665 made up as follows:—

Cash (available for expenditure)	£988,915
Reserve Fund	326,941
Loan to Imperial Government	100,000
Surplus Funds Invested	472,809
	<hr/>
Total	£1,888,665
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The Public Debt of the Colony on the 31st of December, 1948, was £1,418,841. On the same date the value of the sinking funds for the amortization of the debt was £658,087. The interest and redemption charges amount to £93,098 per annum.

At 31st December, 1948, the Balance Sheet recorded total liabilities of £1,861,898 and total assets of £3,822,043, the excess of assets over liabilities being £1,960,145.

Customs duty is payable on most imported goods and on a few domestic exports. Import duties are collected either on an *ad valorem* or a "specific" basis, and a preference, which in the majority of cases is equivalent to half the general rate, is granted to goods of British origin or manufacture, which term includes goods originating or manufactured within the Empire. The classes of goods which produce the largest contributions to the revenue are unmanufactured tobacco, cigarettes, textiles, petroleum products, drink and food.

Export duty on a "specific" basis is payable on palm kernels, piassava, kola nuts and ginger. No preference is granted on produce exported to British countries. Palm kernels, the duty on which is 30/- a ton, provided the largest source of export duty, £99,647 being collected in 1948, compared with £86,373 in 1947.

The total revenue resulting from import duties in 1948 was £911,136 compared with £847,588 in 1947, and from export duties it was £122,584 compared with £115,272 in 1947.

There are no excise duties payable in Sierra Leone, but under the Stamp Duty Ordinance, stamp duties are levied on cheques, bills of exchange, deeds, legal documents, probates, etc. The aggregate collection in 1948 amounted to £3,109 as against £1,379 in 1947.

The main forms of direct taxation are Income Tax, Poll Tax and House Tax. Income Tax was only introduced in 1944 and is relatively low for individuals. Allowances which are not liable to tax are granted to the extent of £150 for a single man, £350 for a married and £25 for each child resident in the Colony. For each child, up to a maximum of four living out of the Colony, a tax-free allowance of the sum expended on the maintenance and education of the child up to a maximum of £100 for each is permitted. Allowances are also made in respect of Life-Assurance Premiums, Widows' and Orphans' Pension Fund contributions, and approved Provident Fund contributions.

The incidence of Income Tax on individuals at the rates applicable in 1948 is indicated in the table at the end of the chapter. The rate of Income Tax for companies is now 7s. 6d. in the £, based on net profits, having been raised during 1946 from 5s. The yield from Income Tax in 1948 was £447,086 compared with £244,273 in 1947. The increase was due largely to the payment by the Sierra Leone Development Company of arrears in tax (*vide* the first paragraph of this chapter). The other major factor was the delay in concluding the arrangement with the United Kingdom for the relief of double taxation, which meant that approximately £46,000 expected in 1947 from companies registered in the United Kingdom was not collected until 1948.

Poll Tax, under the provisions of Ordinance No. 28 of 1931, is payable by all non-natives who reside in Sierra Leone for a period of over three months. The sum payable is £4 per year, and £2 per half-year or any part thereof. Persons paid from funds of the Imperial Government, persons on temporary visits to the Colony, persons under eighteen years of age and married women living with their husbands are exempt from this tax. In the Colony this tax is administered by the Income Tax Department, and in the Protectorate it is collected by District Commissioners. The yield in 1948 was £7,158, compared with £7,120 in 1947.

House Tax is payable in the Protectorate at the rate of 5s. per year for every native adult male of the population. In addition, if a person owns more than one house he is required to pay the tax of 5s. in respect of each house in his possession. The tax is collected by District Commissioners, to whom it is normally paid by the village headman in respect of the whole village. The yield was £84,880 in 1948, compared with £82,912 in 1947.

Profits Tax is payable by the two mining undertakings, the Sierra Leone Selection Trust and the Sierra Leone Development Company, according to the terms of their agreements with Government. They pay at the rate of 27½ per cent and 5 per cent of their annual profits, respectively. Revenue from this source in 1948 was £453,218 compared with £221,763 in 1947.

There is no estate duty payable in Sierra Leone.

INCIDENCE OF INCOME TAX ON INDIVIDUALS

				£100			£200			£300			£400		
<i>Incomes</i>				£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.
Single Man	...	...	...	Nil	0	12	6	1	17	6	3	15	0		
Married Man	...	...	...	"			Nil			Nil	0	12	6		
"	with 1 Child	...	...	"			"			"	0	6	3		
"	with 2 Children	...	...	"			"			"			Nil		
"	with 3 Children	...	...	"			"			"			"
"	with 4 Children	...	...	"			"			"			"
				£500			£600			£700					
<i>Incomes</i>				£	s.	d.	£	s.	d.	£	s.	d.			
Single Man	...	...	...	6	5	0	9	7	6	13	2	6			
Married Man	...	...	...	1	17	6	3	15	0	6	5	0			
"	with 1 Child	...	...	1	11	3	3	2	6	5	12	6			
"	with 2 Children	...	...	1	5	0	2	10	0	5	0	0			
"	with 3 Children	...	...	0	18	9	2	3	9	4	7	6			
"	with 4 Children	...	...	0	12	6	1	17	6	3	15	0			
				£800			£900			£1,000					
<i>Incomes</i>				£	s.	d.	£	s.	d.	£	s.	d.			
Single Man	..	..	..	17	10	0	22	10	0	30	0	0			
Married Man	..	..	..	9	7	6	13	2	6	17	10	0			
"	with 1 Child	..	..	8	8	9	12	3	9	16	5	0			
"	with 2 Children	..	..	7	10	0	11	5	0	15	0	0			
"	with 3 Children	..	..	6	17	6	10	6	3	14	1	3			
"	with 4 Children	..	..	6	5	0	9	7	6	13	2	6			

NOTE.—This table does not apply to children maintained outside Sierra Leone.

Chapter IV—Currency and Banking

The Bank of British West Africa, Limited, was established in Freetown in 1898, and Barclays Bank (D.C. & O.) in 1917. Both provide the usual banking facilities. Neither has a branch in the Protectorate, but the Bank of British West Africa, Limited, has Agencies at Pendembu, Segbwema and Bo.

Savings bank accounts within limits can be opened in either bank. Accounts can also be opened with the Post Office Savings Bank up to an individual limit of £500 in any one year ending 31st December; the rate of interest at present payable is $2\frac{1}{2}$ per cent. At the 31st December, 1948, the amount standing to the credit of 37,769 depositors in the Post Office Savings Bank was £866,119.

The West African Currency Board, which was established in 1913, is responsible for providing the currency required in the Colony. The Board has its offices in London; it is represented locally by a Currency Officer and its Agents are the Bank of British West Africa, Limited. It issues notes of the face value of £1 and 10/-. nickel-bronze coins of $\frac{1}{2}$ d., 1d. and 3d., and alloy coins of 6d., 1/- and 2/-.

At the 31st December, 1948, West African Currency Board notes in circulation were estimated at £563,990 and coin at £1,249,421. A small amount of United Kingdom currency still circulates in the Colony. Bank of England notes are not legal tender.

West African silver coins, which were replaced by alloy coins in 1920, have almost completely been withdrawn from circulation.

Chapter V—Commerce

During the year imported goods were generally in fair supply with the exception of iron and steel manufactures.

The total value of imports into Sierra Leone in 1948 was £4,979,350 and of exports £5,087,934, including re-exports of £847,170. The corresponding figures in 1947 were £4,586,922 and £3,918,880.

The largest single import was cotton piece goods in 1948 as in the previous year; over 11,000,000 square yards valued at £1,128,702 were imported, an increase over 1947 of 331,917 square yards valued at £109,288. Coal remained the next largest import, 69,455 tons valued at £337,585 being imported, as compared with 94,000 tons valued at £436,064 in 1947.

The next largest import was tobacco, manufactured and unmanufactured, of which 1,371,494 lbs. valued at £228,392 were imported as compared with 1,695,115 lbs. valued at £228,477 in 1947.

Other principal imports in value were apparel of all kinds, metals, iron and steel manufactures, bags and sacks for the exportation of produce, artificial silk manufactures, electrical and telegraphic apparatus, motor spirit, commercial vehicles, mining and gold dredging machinery, flour, cement, other kinds of machinery, beer, sugar, medicines and drugs, woollen and worsted manufactures, private cars, salt, wines, paints, cotton fents, buckets, pails and basins of iron and steel manufacture, lamp oil, soap, potable spirits, hollow-ware other than buckets, fresh vegetables, lubricating oil and milk.

Palm kernels retained their place as the largest single export, 66,431 tons valued at £1,744,591 being exported, compared with 61,241 tons valued at £1,301,742 in 1947.

Diamonds and iron ore remained the next two largest, with kola nuts following. Exports of piassava dropped from 2,958 tons valued at £150,315 in 1947 to 2,160 tons valued at £88,345 in 1948. Other items in order of value of the goods exported were vegetable oils, cocoa, ginger, chrome ore, gold, coffee, calabar beans, platinum, gum copal and a small quantity of rubber.

An important commercial development was the establishment of a central marketing scheme, which provides for the marketing abroad of all oil, oil-seeds and cocoa beans produced in the territory; a five-year contract was also concluded with the Ministry of Food in the United Kingdom for the sale to the Ministry of the Colony's production of "robusta" coffee, which is also marketed under the scheme. The scheme ensures the producer fixed prices for his products and gives him protection from the uncertainties of world price fluctuations. Evidence of the producers' confidence in the scheme is indicated by the increased export in 1948 of the commodities included in the scheme; the increased supply of consumer goods has also been a material factor in encouraging production. Palm oil shipped to the United Kingdom during the year amounted to 1,565 tons valued at £104,000. The last occasion on which palm oil was exported was in 1942, when 158 tons valued at £2,682 were shipped.

The kola nut trade with the Gambia, which has been of long standing, and represents 3 per cent of this territory's export trade has suffered a reverse. The cause is thought to be the cancellation or adjustment of export and import duties between various French West Africa territories, which has resulted in kola nuts from French Guinea becoming available to the Gambia at more favourable prices than those from Sierra Leone.

The export of bananas continues to present difficulties. Attempts have been made to interest the Ministry of Food in shipments made "on deck" specially wrapped to protect the fruit against the weather, but up to the end of 1948, reports had not been favourable. Further trial shipments are about to be made, and it is hoped that it will be possible eventually to establish an export trade in bananas. Bananas have been exported from the French West African territories to France under similar conditions, and reports have been satisfactory. Export to France from Sierra Leone is prevented by French regulations designed to protect their own banana industry. Bananas are however being shipped in small parcels to Holland at regular intervals. Reports on these shipments are uniformly good.

The import of common soap was reduced from 728 tons in 1947 to 548 tons in 1948. The Freetown Soap Company, a locally formed organisation, produced over 110 tons and enabled Sierra Leone to dispense with imports from other sources, when Nigeria was unable to continue its annual allocation to Sierra Leone. Experimental shipments have been made to the Gambia, and if these are successful, it is hoped to increase production, subject to supplies of the necessary raw materials, particularly caustic soda, being available.

Fifty-five tons of wild-oil beans (*Pentaclethra*), as against 40 tons in 1947 were exported in 1948, and it is expected this tonnage will increase in the near future, as the commercial value of the bean becomes widely-known.

Samples of Bo-Yok seeds, which grow wild in the forests and produce oil suitable as a substitute for linseed oil, were forwarded to the U.S.A. for experiment; it is probable that a demand for these seeds may be created, if the claims made for the oil extracted from it are justified.

Chapter VI—Production

The principal agricultural product of the country is rice, which being the staple food of the inhabitants, is grown for consumption, not for export. Of the 420,000 acres estimated to be under rice cultivation, 360,000 acres grow upland rice and are estimated to yield 120,000 tons of paddy a year. The 60,000 acres of swampland under rice cultivation have a higher proportionate yield of over half-a-ton per acre. Other main crops grown for internal consumption are cassava, of which about 100,000 tons are produced, sweet potatoes, fundi and groundnuts.

The 1947-48 rice crop was a good one and supplies of rice during the year were adequate. Useful progress has been made

in the cultivation of swamps through the Native Administration Swamp Development schemes of which there are now ten in operation. A large rice mill for the Scarcies area was ordered during the year and delivery is expected early in 1949. Introduction of selected and multiplication of improved rice varieties, and distribution to farmers, continued at Rokupr where 500 bushels of seed rice were distributed to local farmers. A T.D.6. crawler type tractor which arrived early in the year did excellent work at Rosino and Rokupr and showed clearly that this type of tractor, and not the wheeled type, is the proper machine for mechanical cultivation in reclaimed swamp lands. The small planter's rice mill from Rokupr was sold to private enterprise for operation in the Little Scarcies.

The Agricultural Department's farm at Makeni, the sub-stations at Batkanu, Kabala and Makali and the nine Native Administration farms so far established have continued as demonstrations of improved cultivation of inland swamps and valleys and the adjoining uplands, and as centres for multiplication and distribution of the best kinds of seeds and planting material to the local farmers. The agricultural farm at Kenema and the 22 Native Administration farms in the South-eastern circle provided a large quantity of selected swamp rice seed and other planting materials to local farmers and, by demonstration, have undoubtedly assisted in the increased and improved cultivation of inland swamps. In the Bonthe area further loans were made from the Protectorate Mining Benefits Fund to assist farmers in clearing mangrove forests for rice farms; to date, loans have been made to 605 farmers, and over 2,000 acres of mangrove bush have been felled, about half of which is now being farmed.

There has been a big increase in palm kernel and palm oil production this year. A large-scale programme of establishing improved varieties of oil-palm in groups of individually-owned plantations was started by the establishment of 33 Native Administration oil-palm nurseries, mostly in the Northern Province where oil-palms are relatively few. Three large central nurseries were set up at Njala, Sembahun and Pujehun. It is planned to establish at least 2,000 acres of improved oil-palm per annum when the scheme is working properly. One pioneer oil mill has arrived in the country and a second is on order. Smaller machines for palm nut cracking are on order but delivery is unfortunately very slow.

The increase in price for the 1948-49 cocoa crop to 9d. per lb. to the producer, and organised drives against monkeys in the cocoa area which are proving successful, are expected to produce a bigger harvest and to stimulate further planting. Intensive propaganda and more widespread instruction and demonstration of correct methods of preparing cocoa and other

crops for the export market is now being carried out. In the Kenema area, where cocoa-planting is on the increase, the Agricultural staff is being temporarily strengthened during the coming harvest season by secondment from other stations, to demonstrate correct methods of fermentation and preparation of the cocoa and to stimulate further interest in this crop.

Trials with local and introduced fodder and pasture grasses were continued at Njala in connection both with animal husbandry and with the maintenance of fertility of upland farmlands. Some of the new strains which have been introduced show great promise.

Investigations were continued to determine the best way to use the degraded upland valley soils of the Newton area. Attention has been directed first to the planting of economic tree crops and of fodder and pasture grasses for livestock. The demonstration of intensive use of swamp and valley cultivation under simple irrigation for rice and vegetables continued. Some local farmers are now copying the methods used at Newton agricultural station farm. The piggeries have continued very successfully and there are now eighteen farmers in the Colony who have purchased breeding stock from Newton and three or four of the earlier established farmers have already fair-sized and successful piggeries. The demand for improved strains still exceeds the supply.

Work on the new Animal Husbandry Station at Musaia was sufficiently advanced to enable the staff and stock to be moved from the old livestock station at Teko in April. This move was successfully carried out without injury to a single animal. Food crops for dry season stock food have been established and pasture development is well in hand. Butter and cheese making continues.

The saw-mills operated by the Forestry Department continued to be the main source of supply of timber both for the use of Government departments and private consumers. The total output of these mills was just under 246,000 cubic feet of sawn-timber (including shingles). Towards the end of the year the saw-mill at Kasewe ceased production owing to the exhaustion of the forest in that area, but since the output for the year was considerably in excess of market requirements, and considerable stocks of timber have in consequence accumulated and are seasoning at both mills, there will be no interruption of timber supplies. The saw-mill at Kenema, augmented by some of the plant from Kasewe, is expected to be able to maintain production at the level of current consumption. The wood-working plant at Kenema, referred to in last year's report, was brought into operation by stages, all machines being installed and working by the end of the year. While the emphasis was on the training aspect, this was combined with production. Out-

turn consisted mainly of better-class furniture: in the joinery field increasing interest was shown in prefabricated timber buildings.

Sea-fishing is carried out by many different methods, both by net and line. The cast-net is the most productive method, being used for catching bonga (*ethmalosa fimbriata*), which is never entirely absent, and is caught in larger quantities than any other single species. The bonga in the dried state supplies most of the inland markets, and is almost the only fish available for up-country consumers, whose requirements are greater than the available supply. The average annual yield from this method is estimated at 1,500 tons and the number of boats or canoes employed is approximately 400. By other methods of sea-fishing it is estimated that an average of over 3,000 tons is caught annually.

Trawler fishing continues to be carried out by Government experimentally. The "Maid Honor", a Brixham Smack fitted with engines and adapted for use as a trawler is the vessel used for the purpose. She is very old and in bad condition. During 1948 she was laid up for repairs for many weeks but despite these interruptions she landed 30 tons of fresh fish valued at £1,009, in 81 fishing days. The largest single catch was 4,575 lbs. A new trawler, the "Primula" has been purchased and should be in operation by mid-1949. She is fitted with "Deep Freeze" equipment and will be able to remain at sea for much longer periods than the "Maid Honor".

The shark liver oil industry is still in abeyance owing to lack of equipment and expert supervision.

Diamonds, iron ore and chrome ore are produced on a large scale, and gold and platinum on a much smaller scale. The diamonds are obtained from alluvial deposits by the Sierra Leone Selection Trust, Limited, who hold a monopoly for the exploration and production of diamonds over the whole of Sierra Leone, except for a small area which covers iron ore deposits in Tonkolili District. Diamonds of good gem quality and industrial stones are found.

Iron ore is mined at Marampa by the Sierra Leone Development Company, Limited, using open-cast methods. Two kinds of ore are obtained: red ore from the surface capping, and powder specular haematite from below this capping. The ore is transported by the Company's own railway for a distance of 50 miles to Pepel, where a modern installation loads it into ocean-going ships.

Chrome ore is mined near Hangha by the Sierra Leone Chrome Mines Company, Limited, also using open-cast methods. Chromite of several grades is transported by the Sierra Leone Railway to Freetown, where it is loaded into ocean-going ships.

The main producer of gold is the Pampana Mining Company, Limited, who dredge the Pampana River. Gold is also obtained

under a scheme introduced in January, 1948, permitting natives of the Protectorate to mine for gold on their own account under short-term licences. A company registered locally has permission to mine lode gold at Baomahun, but operations are still in the early stage.

The prospecting of the ilmenite deposits in the Colony hills near Hastings was continued by a British company throughout the year. The separation of an ilmenite concentrate of marketable grade from the mixed ilmenite-magnetite orebody gave some difficulty. This has now been achieved by flotation methods which produce a concentrate containing 47–48 per cent of TiO_2 and suitable for the manufacture of the pigment titanium white. A mining lease has been applied for, and the company is exploring markets for the mineral.

The Geological Survey continued its work of proving the deposits of lignite near Newton. Experiments carried out by the National Coal Board on cleaned Sierra Leone lignite, using a method of pressure briquetting developed by the Powell Duffryn Company, showed that sufficiently strong briquettes could be made, which had a crushing strength of 320 lbs. per sq. in. These were found to be resistant to the action of water and even of repeated wetting and drying. It was thought however that briquetting machinery suitable for use is not yet obtainable in Great Britain.

Satisfactory red-building bricks have been made by the Geological Survey from clays associated with the lignite deposits. Tests are being carried out by the Imperial Institute on a sample of clay from one of the most extensive of these beds, and preliminary reports suggest that it is suitable for use in the manufacture of pottery and machine-pressed bricks and tiles.

Chapter VII—Social Services

EDUCATION

There were in the Colony during 1948, 71 primary schools as compared with 68 in the previous year. The details were as follows:—

	1947	1948
Government schools	2	2
Amalgamated schools (i.e. schools originally founded by Mission bodies but now virtually conducted by Government in the Mission buildings)	50	50
Private	16	19
Total ...	68	71

In the Protectorate 184 primary schools provided primary education. Of these 4 were Government schools, 19 Native Administration and 159 Mission (90 of which are receiving financial assistance from Government) and 2 private schools.

The number of children on the roll of primary schools again showed an increase over the previous year, for, whereas in 1947 there were 11,141 children in the Colony schools and 14,983 children in the Protectorate, in 1948, there were 11,993 in the Colony schools and 15,430 in the Protectorate. The enrolment in junior classes continued to be very satisfactory but the rate of wastage was, as in previous years, disappointing.

In the Colony, secondary education was provided by one Government school (The Prince of Wales), eight assisted schools (four each for boys and girls) and one unassisted. In the Protectorate the Government Boys School at Bo and Harford Girls School at Moyamba owned by the E.U.B. Mission and assisted financially by Government, provided secondary education.

The total number of pupils on roll in the Colony secondary schools was 2,113 as compared with 2,008 in the previous year. In the Protectorate a slight increase was also recorded.

The growing demand for education both in the Colony and Protectorate continued, and applications for enrolment in schools, particularly in Government schools, exceeded available accommodation. A scheme for the extension of Bo School has been prepared. Another scheme for the extension of Harford School to enable it to build up to full secondary status was approved, and work on the erection of buildings was begun. This scheme is, and the Bo School extension scheme, if approved, will be aided by funds under the Colonial Development and Welfare Act.

Science subjects at the Prince of Wales School continued to be popular. In previous years one or more boys who had completed the ordinary secondary course at other secondary schools but who had not studied science were admitted to the Prince of Wales School to study scientific subjects. In 1948 for the first time, a regular preliminary science class was formed with twelve boys. After an examination at the end of the year eight of these were allowed to continue in 1949 and study for the Higher School Certificate.

Fourah Bay College, affiliated to Durham University and the only institution providing post-secondary education in Sierra Leone, had a successful year. An increase in enrolment was recorded. At the end of the year there was 163 students in residence, of these 98 were pursuing degree courses, 9 the ministerial course (non-graduate) and 56 the teacher-training course. The college continued to be housed at Mount Aureol,

near Freetown, in buildings leased from the army. Towards the end of the year proposals were received from the Secretary of State regarding the future of the college. The college is owned by the Church Missionary Society and receives some financial assistance from the Government which is almost entirely responsible for the teacher-training department of the college. The staff situation early in the year was difficult but by the end of the year it had considerably improved.

Teacher-training both in the Colony and the Protectorate made satisfactory progress. In the Colony there were 45 student teachers pursuing a two-year course at Fourah Bay College and 9 at St. Joseph's Convent. Of these 32 completed their course in December and sat for the Teachers' Certificate Examination, the results of which are not yet available. There were 172 teachers in training during the year in the three teacher-training institutions in the Protectorate. They were distributed as follows:—

Eighty-three at the United Christian Council's Training Colleg at Bunumbu, 30 at the Roman Catholic Training College at Bo (both these institutions are substantially assisted by grants under the Colonial Development and Welfare Act), and 59 at the Government Training College at Njala.

Of these 172 students, 40 completed their course at the end of the year and took the Teachers' Elementary Certificate Examination, the results of which had not yet been published before the end of the year. In addition to the above students, 16 Protectorate girls took a short course of teacher-training in Freetown where they were housed in a hostel rented by Government for the purpose at Mount Aureol.

Thirteen scholarships for further education were awarded during the year under review, 6 tenable in colleges in the United Kingdom, 3 in Fourah Bay College, 1 in Ibadan University College, and 3 in the Prince of Wales School Higher Certificate Classes. These scholarships were allocated as follows:—

Five to students intending to pursue a general degree course either in arts or science with a view to teaching in secondary schools, 1 each to students intending to take a degree course in economics, veterinary science, dentistry, agriculture and engineering, 3 to students intending to take the Higher School Certificate science course at the Prince of Wales School in the hope of obtaining a further scholarship for higher education in the United Kingdom.

As regards adult education, the mass literacy campaign continued to make progress. Started as an experiment in 1943, it was financed during the years 1944 to 1947 from funds under the Colonial Development and Welfare Act, but when these funds had been expended, the project was continued with the

assistance of funds provided from the Colony's own resources. Much consolidation and extension of the work started in previous years in various chiefdoms is recorded. In one chiefdom at least the authorities are beginning to take advantage of increased literacy in their chiefdom by putting up notices in Mende. 1,328 reading certificates were issued in 1948 as compared with 807 between 1943 when the scheme started and the end of 1947.

The Bunumbu Press had a very busy year. An office was built to house the secretarial, editorial and translating sections. Accommodation was also provided for the increasing stocks of books, which numbered 90,000 by the end of the year. Thirteen books, with a total of 49,000 copies, were published. There were in addition five issues of the Mende periodical "Seme Lokoi". Sales of books during the year were over 20,000 copies.

A new scheme has been prepared to cover the work of the Protectorate Literacy Bureau for the next five years and is being considered by Government.

HEALTH

Malaria, except in Freetown and its environs, is endemic throughout the country and is responsible for much ill-health. Mortality from it is particularly high in the early years of life. During the year 29,309 cases were treated at Government hospitals and dispensaries with twenty-nine deaths. This figure indicates an increase over the figure (28,865) for 1947, and is mainly due to the fact that more people are becoming enlightened as to modern methods of treatment provided in hospitals and dispensaries: it is far however, from revealing the true incidence of the disease.

The Yaws and Sleeping Sickness Campaign, now known as the Endemic Diseases Control Unit, continued its work despite shortage of staff and dealt with 17,188 cases of yaws during the year. The unit did extremely good work in combating the disease; the total number of cases treated in hospitals and dispensaries fell from 27,697 in 1947 to 25,688 in 1948.

The total number of persons treated at Government hospitals and dispensaries for diseases of the respiratory system, excluding cases of pulmonary tuberculosis, was 34,781 with 130 deaths. This shows a marked increase over the figure for 1947, but is probably due to the people becoming more conscious of modern methods of treatment, and so seeking hospital treatment more readily than formerly. Treatment of tuberculous patients is free.

A total number of 13,200 cases of rheumatic conditions with 1 death, were treated at Government hospitals and dispensaries during the year. Many cases included in this category are probably framboesial in origin.

Venereal diseases are prevalent throughout the territory, gonorrhoea accounting for 78.4 per cent of the 9,357 cases dealt with; 1,161 cases of syphilis received treatment. Other venereal diseases amounted to 1,410.

5,522 case of helminthic diseases were treated at Government hospitals with 4 deaths, as compared with 6,073 cases and 4 deaths in 1947.

Dysentery of all forms is widespread, and 663 cases were treated in Government hospitals with 13 deaths as compared with 814 cases and 23 deaths in 1947. Typhoid fever accounted for 42 cases with 5 deaths.

Smallpox again showed a declining incidence due to the work of the vaccination teams. During the year 218,390 vaccinations were performed and only 200 cases of smallpox were treated, with 30 deaths.

During the early part of 1948, there was an outbreak of cerebro-spinal fever in the Northern Province of the Protectorate which threatened to assume epidemic proportions. 246 cases were dealt with and eighty-three deaths occurred. The outbreak was brought under control by the use of the sulphonamide group of drugs.

The general hospital facilities in the territory have not changed. There are 327 beds in the hospitals in the Colony, and in the Protectorate 262 giving a total of 589. Of the dispensaries in the Colony 6 are permanent, and 9 "lock-up,"—the latter being visited regularly; in the Protectorate there are 18 permanent dispensaries. Qualified dispensers are in charge of all dispensaries whether in the Colony or Protectorate, and these institutions are visited at regular intervals by medical officers. Three hospitals and 1 dispensary in the Protectorate were closed during 1948 owing to shortage of staff.

The total number of in-patients treated in Government hospitals including the Maternity Hospital, during the year was 8,009. The out-patients department statistics for the same period are as follows:—112,067 new cases and 390,466 total attendances compared with 103,587 new cases and 444,609 total attendances in 1947. Dispensaries throughout the country treated 142,985 new cases, and the total attendances were 520,244.

The Mental Hospital, at Kissy, has been improved by providing facilities for recreation including the installation of loud speakers from the Freetown Rediffusion System. During the year, 93 patients were admitted, 56 discharged and 13 died. On 31st December, 1948, there were 176 patients accommodated in the hospital, which was designed for only 112.

Accommodation for the aged, indigents and chronic sick continued to be provided at the King George V Memorial Home and Female Infirmary.

Lakka Infectious Diseases Hospital, 10 miles south of Freetown, was not used during the year owing to the absence of serious infectious disease in the area.

The Mission hospitals in the Protectorate continued to supplement the medical work of Government. The Princess Christian Mission Hospital in Freetown was closed during 1948 owing to the absence of a doctor and senior nursing staff.

The health services generally in the territory were maintained despite the fact that only one Senior Medical Officer of Health was present for a period of four months at the beginning of the year.

HOUSING

In Freetown better-class houses are constructed of concrete, laterite blocks and timber. A local feature is a ground floor of concrete or laterite block, with a timber first floor. The poorer sections of the population live in single-storey timber or mud-block buildings with roofs of palm-tile thatch or corrugated iron. The few mud-and-wattle buildings still existing in Freetown are rapidly disappearing and giving way to houses of more permanent structure. Many of the larger houses have been converted, or partly converted into tenements, which usually consist of a single room. These buildings are very overcrowded, and constitute the principal slum problem of Freetown. The better-type houses are in most cases occupier-owned, while the poorer sections of the community pay rent. Considerable new building construction and improvement of existing buildings is taking place in and around Freetown; with the exception of houses in the course of erection by Government for Government officers, this has so far been done by private individuals.

The construction of new buildings in Freetown and the future of dilapidated or rickety buildings are controlled by the Freetown Improvement Ordinance, 1924. Any person intending to build a new house is required to notify the Director of Public Works in writing and to submit plans of the proposed building. The Director of Public Works may signify disapproval of the plan, or inform the applicant in what ways the plan fails to comply with the detailed conditions laid down in the Ordinance. He may also by notice in writing to the owner of a rickety or dilapidated building order its demolition.

Sanitary measures are provided by the Public Health Ordinance, 1924. Regulations controlling the numbers of persons occupying a house, and general sanitary requirements, are prescribed, and the Director of Medical Services is the competent authority for their enforcement. The sanitary laws, may, however, only be enforced in so far as this does not cause displacement of persons who have no other accommodation available to



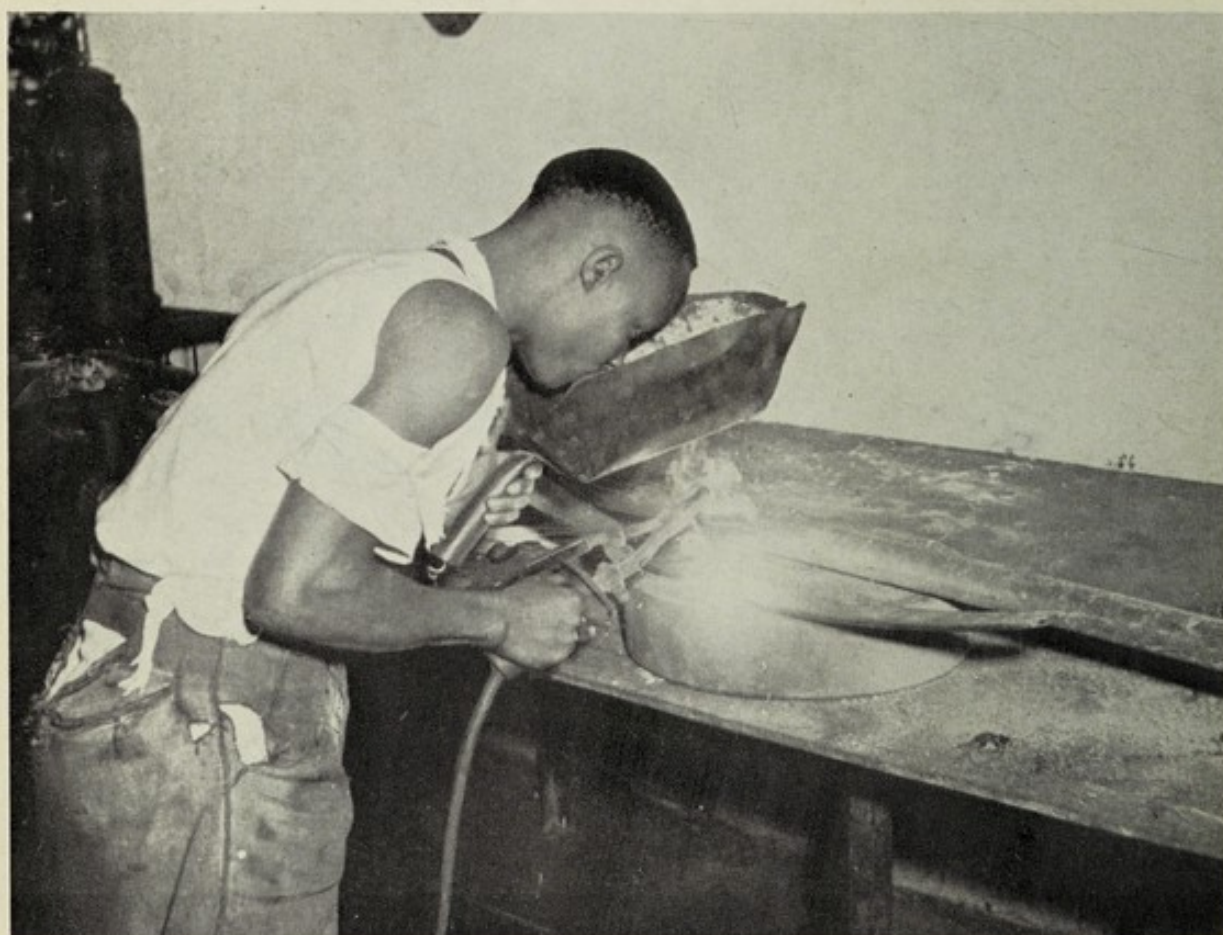
“FARES PLEASE”: A ROAD TRANSPORT DEPARTMENT BUS-LOAD



FREETOWN'S GIANT SILK COTTON-WOOD TREE



THE UNITED CHRISTIAN COUNCIL'S TEACHER-TRAINING COLLEGE
AT BUNUMBU: A VIEW OF THE STUDENTS' QUARTERS



A WELDER IN THE ROAD TRANSPORT DEPARTMENT DEPOT

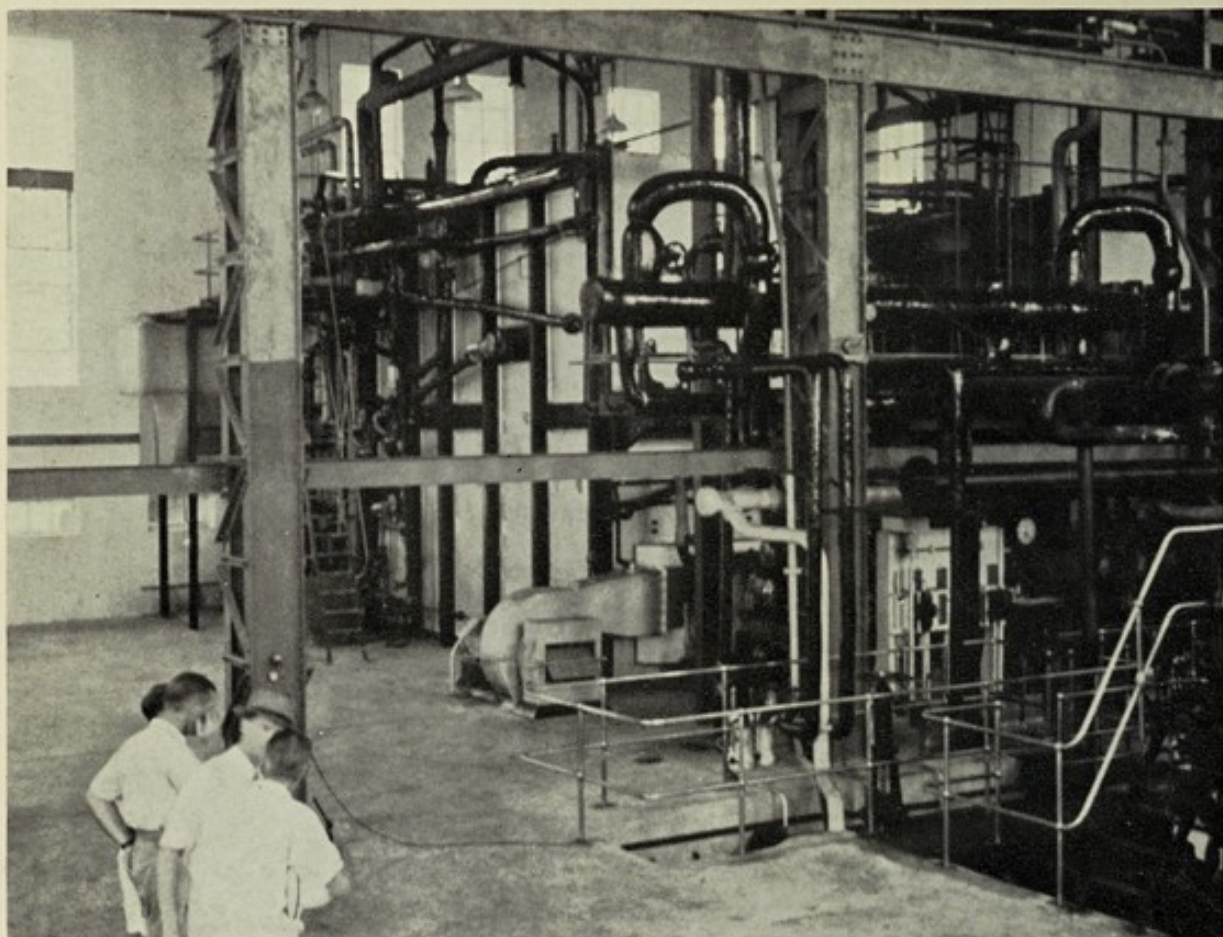


DRYING GINGER



A SIERRA LEONE RICE MILL

The three pearling cones remove the pericarp or bran from the grains in varying degree



THE POWER STATION AT FREETOWN



THE ROAD TRANSPORT DEPARTMENT CENTRAL DEPOT

them; Freetown is an overcrowded city, and this problem which necessarily does not admit of rapid solution, is being tackled by the Town and Country Planning Board.

In the Protectorate mud-and-wattle are still the principal building materials, but in some of the larger towns, such as Bo, buildings built of mud blocks with palm-tile or corrugated iron roofs are replacing mud-and-wattle construction.

Certain centres and districts have been proclaimed to be health areas, and in these districts simple regulations regarding the spacing of houses and the height of floor level above ground are enforced. Elementary town planning is also attempted, with the objects of improving on the traditional disregard of order and of giving easy access to buildings. As a rule, the occupier is the owner, except in the larger towns where a floating labour force rents accommodation.

A pilot scheme for the erection of houses for the general public was started by Government at Syke Street in Freetown. Three types of houses were completed by the end of the year. Grade I is a two-roomed single storey house, Grade II is a double storeyed block comprising four two-roomed quarters and Grade III, blocks of single rooms.

SOCIAL WELFARE

The staff of the Social Welfare Department which had been increased to two European Welfare Officers and four African Welfare Assistants (U.K. trained), was depleted by one on the resignation of the European Social Welfare Officer.

The Freetown Community Centre was used throughout the year to its full capacity. 1,119 group activities involving some 28,760 persons held their meetings in the building. Film shows for school children held every afternoon during the school terms continue to be an attraction. Meetings were held during the year with citizens from the East and West Wards of the City to consider the question of opening additional centres in the respective Wards. It was generally agreed that such centres would receive full support from the Community and the West Ward is working with this end in view. The compound of the Remand Home is being used at present for a Boys' Club meeting place. It is felt that more stress could be put on preventive work by encouraging such efforts.

The Executive Committee of the Community Association comprising representatives from fifteen clubs and organisations and three individual members, now manages and controls the Centre with guidance only from the Government paid staff.

Forty youth organisations are now registered with the Social Welfare Department with a total membership of 3,093. These cover a wide field including religious, social and literary

activities. The Boy Scouts' Movement has been given impetus by the appointment of an African trained Field Commissioner and a Deputy Camp Chief. A Joint Scout and Guide Rally was organised to welcome the new Governor who is Chief Scout of Sierra Leone. The Girl Guide Movement was fortunate in having the services of Miss P. Richards, Girl Guide Trainer from the United Kingdom, for one month.

The Y.W.C.A. were able to accept a scholarship and sent a member to the United Kingdom to be trained as organising secretary in Sierra Leone. Unfortunately, owing to health reasons, she was only able to complete six months but will continue the course when she is fit again. The Y.M.C.A. held its third exhibition of African arts and crafts.

Fuller use has been made of the Aberdeen camp by youth organisations; 29 groups involving 598 persons used the site for conferences or meetings.

The Citizens Advice Bureau is used for individual case work and deals with matrimonial disputes, illegitimacy, maintenances, guardianship, difficult children, miscellaneous requests.

Work in the rural areas has not increased a great deal—two towns, Campbell Town and Songo Town are very active and have appreciated the help given from this department. Both are the outcome of voluntary effort.

A welfare centre was opened at Lunsar in the Protectorate, under the charge of a woman African Trained Welfare Assistant. Classes have been held in sewing, knitting and other handicrafts and attempts have been made to hold discussion groups for teaching child welfare and hygiene. Children from the local schools also attended twice a week for instruction in needlework. A similar branch was opened at the Marampa mines at the request of the management for the wives and children of employees. So far the results have been satisfactory.

The number of cases brought before the Juvenile Court has not varied a great deal. 116 cases appeared during the year involving 104 boys and 12 girls. Of this number, 84 were charged with indictable offences and 32 with non-indictable offences. The number of cases brought before the court as "Being in need of care and Protection" has fallen from 23 to 20.

During the year 33 cases were placed under the supervision of the Probation Officer; with those carried forward from 1947 the total number being visited was 61. 31 completed their period of probation. One reappeared before the court, and 1 was sent to the Approved School.

At the end of the year there were 68 names on the books at the Approved School, Wellington; of these 7 were abscondee. The total number of boys committed during the year was 35. During the time the boys are at the school they

learn the 3 R's and classes are held in carpentry, agriculture and blacksmith's work. This instruction has proved helpful when finding work for boys on discharge. Six left the school on completion of their sentences, 2 have found employment as carpenters, 1 has been readmitted to ordinary day school, and 1 has absconded from his guardian. On release, the boys receive financial assistance for four weeks and are supervised for six months. It can be said that the school is being successful as a means of treating delinquent boys.

Chapter VIII—Legislation

In 1948, apart from two Appropriation Ordinances, 21 Ordinances were passed by the Legislative Council, of which six were original and fifteen were amending Ordinances.

Among the more important original Ordinances enacted were:—

- (a) *The Customs Ordinance (No. 1 of 1948)* which assimilates customs law and practice to that obtaining in other West African Colonies, and provides a simplified procedure for dealing with smuggling and other customs offences.
- (b) *The Police Ordinance (No. 3 of 1948)* which provides for the regulation of the Force in the light of changed conditions in the territory, and enables the Force to extend its jurisdiction to the Protectorate.
- (c) *The Freetown Fire Prevention Measures Ordinance (No. 9 of 1948)* which in effect is a consolidating and amending Ordinance, imposes on the City Council of Freetown, the obligation to maintain a permanent Fire Force to operate within the limits of the city, gives the Council control of the Force, and authorises it to permit the Force to be utilised for extinguishing fires outside the city limits. The ordinance saves to the Police Force its duties and powers in the case of an outbreak of fire in the city. The enactment gives to the Fire Force Commander rights of entry and search of premises to ensure that inflammable matter is not stored to the danger of life and property.

Of the amending ordinances the following are worthy of note:—

- (a) *The Freetown Municipality (Amendment) Ordinance, 1948 (No. 4 of 1948)* which defines the precedence of the Mayor in the City, provides for an allowance for him and lays down the procedure to be followed before the appointment of a Committee of Inquiry into any irregularities.

- (b) *The Summary Conviction Offences (Amendment) Ordinance, 1948 (No. 5 of 1948)* gives power to magistrates to deal with habitual petty thieves, and makes it an offence either to drink or to cause anyone to drink sasswood, which is a form of trial by ordeal likely to result in death.
- (c) *The Income Tax (Amendment) Ordinance, 1948* enables arrangements to be made between Sierra Leone and the United Kingdom or any British possession for relief from payment of double income tax and provides that such arrangements may take effect retrospectively.
- (d) *The Electric Light and Power (Amendment) Ordinance, 1948 (No. 18 of 1948)* provides for the public supply of electricity to the Protectorate by applying the Electric Light and Power Ordinance to the Protectorate.
- (e) *The Births and Deaths Registration (Amendment) Ordinance, 1948 (No. 13 of 1948)* provides for the issue of a shortened form of birth certificate compiled from the Register of Births, but which will omit particulars as to parentage.
- (f) *The Births and Deaths (Protectorate) Registration Ordinance, 1948 (No. 14 of 1948)* makes provision for the registration of births and deaths in the Protectorate and for the necessary arrangements to be made until such time as the measure can be brought into force.
- (g) *The Wild Animals, Birds and Fish Preservation (Amendment) Ordinance, 1948 (No. 22 of 1948)* makes provision for controlling the export of wild animals.

Chapter IX—Justice, Police and Prisons

COURTS OF JUSTICE

The Courts of Sierra Leone are the Supreme Court of Sierra Leone, the Magistrates' Courts in the Colony and Protectorate and the Native Courts of the Protectorate.

The Supreme Court has jurisdiction in the Colony and Protectorate, and exercises all the jurisdiction, powers and authorities which are vested in or capable of being exercised by the High Court of Justice in England with the exception of the jurisdiction and powers of the High Court of Admiralty,

The jurisdiction, however, does not extend to cases arising exclusively between natives,

- (i) which involve title to land situate within the Protectorate subject to the reservation mentioned below, or
- (ii) which relate to marriage or divorce by native customary law or any matrimonial claim founded on such a marriage, or
- (iii) where the claim or matter in dispute does not exceed £50 in value, or
- (iv) which relate to the administration of estates of deceased persons who are natives where such estates lie within the jurisdiction of any native court.

Such cases are only triable in Native Courts.

The practice or procedure of the Supreme Court in civil matters is regulated by Rules of Court made under the provisions of the Courts Ordinance, Cap. 50 and in criminal matters by the Criminal Procedure Ordinance, Cap. 52.

As regards substantive law, the Common Law of England, the doctrines of Equity and English Statutory Law of general application in England on the 1st of January, 1880, are in force in Sierra Leone.

In addition, certain English statutes after 1880, affecting both the criminal law and civil law, have been brought into force from time to time by Ordinance. Principal among them may be mentioned the following:—

- (1) The Conveyancing and Law of Property Act, 1881 (in part).
- (2) The Settled Land Act, 1882 (in part).
- (3) The Conveyancing Act, 1882 (in part).
- (4) The Settled Land Act, 1884 (in part).
- (5) The Trustee Act, 1888.
- (6) The Settled Land Act, 1889.
- (7) The Trustees Appointment Act, 1890.
- (8) The Settled Land Act, 1890 (in part).
- (9) The Conveyancing and Law of Property Act, 1892.
- (10) The Voluntary Conveyances Act, 1893.
- (11) The Trustee Act, 1893 (in part).
- (12) The Trustee Act, 1893, Amendment Act, 1894 (the whole except section 2).
- (13) The Judicial Trustees Act, 1896.
- (14) The Conveyancing Act, 1911 (in part).
- (15) The Perjury Act, 1911.
- (16) The Forgery Act, 1913 (in part).
- (17) The Larceny Act, 1916.

Any person charged with a criminal offence in the Colony is tried by the Court with a jury consisting of twelve men, unless—

- (i) such person shall have elected to be tried by the Court with the aid of assessors; or
- (ii) the Court shall have ordered such person to be tried with the aid of assessors in accordance with the Jurors and Assessors Ordinance, Cap. 114.

In the Protectorate the Supreme Court is assisted by two or more assessors, whose opinions are given orally. The decision of the Court, however, is vested exclusively in the Judge. In civil cases trial is by the Judge alone. He may, however, appoint assessors to assist him in any case where native customary law is involved, but the decision is vested exclusively in the Presiding Judge.

The jurisdiction of the Magistrates' Courts in civil cases is as follows:—

- (a) In the Colony, any cause which may lawfully be brought before it, and
- (b) In the Protectorate, any cause or matter other than an action founded upon libel and slander where such cause or matter is between—
 - (i) non-natives,
 - (ii) a native and a non-native, or
 - (iii) a native and the holder of a trading licence, although a native and arises out of the latter's trading,

wherein the claim, debt or matter in dispute does not exceed £50 in value, whether on balance of account or otherwise.

The criminal jurisdiction of the Magistrates' Courts is limited to cases triable summarily, and its procedure in this jurisdiction is governed by the Criminal Procedure Ordinance, Cap. 52. In addition, magistrates hold preliminary investigations to determine whether a person charged with an offence triable by the Supreme Court shall or shall not be committed for trial.

The Native Courts of the Protectorate have jurisdiction in all matters between natives *inter se* not triable by any other court. The law and practice of such courts are according to native law and custom. In chiefdoms which have become Native Administrations the Native Court is presided over by the Paramount Chief and three or four members of the Tribal Authority, sitting in rotation. In other chiefdoms, the Constitution is not so rigid. The former are also Courts of Record and submit monthly returns to the District Commissioner, whereas the latter are not so organised.

The Native Courts have jurisdiction in all civil cases arising exclusively between natives, other than a case involving a question of title to land between two or more Paramount Chiefs, or of a debt claimed by the holder of a trading licence. If the amount in dispute, however, is over £50, the case may be taken to the Supreme Court. In cases of land disputes, the Native Courts have power to hear and determine claims except where the dispute concerns two chiefdoms. In such cases, or where the case is of unusual importance, the District Commissioner has power to enquire and decide.

Appeals from the Native Courts go to the District Commissioners in their executive capacity. Appeals from the Magistrate's Courts go to the Supreme Court, and from the Supreme Court to the West African Court of Appeal. The West African Court of Appeal is composed of judges from the four West African Colonies, and sits periodically in each Colony. From the West African Court of Appeal, an appeal lies in appropriate cases to His Majesty's Privy Council in England.

POLICE

The Sierra Leone Police Force consists of 20 officers (16 Europeans and 4 Africans), 11 African inspectors and sub-inspectors and 512 non-commissioned officers and constables. The establishment includes a band consisting of a European bandmaster and 25 bandsmen, and an escort section comprising 50 men.

The Force at present is responsible for the prevention and detection of crime and the maintenance of public order within the Colony area only, but assistance is given in the Protectorate in the investigation of difficult cases. Steps are being taken towards eventual responsibility for policing the whole territory by the training of court messengers in police duties at the Police Training School, at Hastings, two courses being held during the year 1948. An assistant superintendent is posted to the Protectorate for duty with the Court Messenger Force.

The Colony, for police purposes, is divided into two districts, and a Port and Marine section. Districts are divided into station areas with stations in most cases controlling one or more police posts. The latter are mostly one-man posts with constables performing duties similar to those of village constables in England. A policy of decentralisation was pursued during the year and additional responsibility placed upon station officers and subordinate personnel in stations. Important cases are referred to the Criminal Investigation Department at Police Headquarters.

The syllabus at the Police Training School has been simplified and additional emphasis placed on the practical side of police work, results already indicating a marked improvement.

Courses include instruction in first-aid and life saving, and the Force has been registered as a unit of the St. John Ambulance Brigade Overseas and affiliated to the Royal Life Saving Society.

Reports of offences against the person, larceny from dwelling houses and housebreaking by day shewed marked decreases, but present day unsettled conditions were reflected in a considerable rise in the number of petty larcenies reported, and there was a slight increase in cases of breaking by night. There was an improvement in the number of "breaking" cases cleared up and 28 per cent of property reported stolen during the year was recovered. There was an increase in the number of traffic accidents and the low standard of driving constitutes a serious problem.

Relations with the public remained good throughout the year and there were no serious disturbances.

PRISONS

There are sixteen prisons and lock-ups in Sierra Leone. The term lock-up is applied to those prisons at District Headquarters which are administered by District Commissioners, and not by the Prisons Department. A sentence of more than a month is not served in a lock-up. The main prisons controlled by the Prison Department are at Freetown, and at Masanki in Moyamba District.

The Freetown Prison, of good design and security, was originally built to house 288 convicts, but in recent years it has been required to take many more than this number. In order to relieve congestion and to facilitate the segregation of the various classes of prisoners, work was begun during the year on the conversion of suitable standing buildings near Freetown into a minimum security camp for short sentence second offenders and selected prisoners. This camp which is designed on modern lines for 200-230 prisoners will be ready in March, 1949. It incorporates dining halls, modern bathing and sanitary arrangements, a warder's training school and warders quarters. The prisoners will be employed in extra mural labour. In the meantime, until the new camp is ready, the military detention barracks at Murray Town near Freetown, which were no longer required by the army have been taken over as a civil prison.

Masanki Prison Camp for first offenders has accommodation for 250 prisoners. Situated 43 miles from Freetown, it is a minimum security establishment, enclosed only by light chain link fencing. It was built entirely by prison labour. The prisoners are chiefly employed on collecting palm kernels from a plantation at Masanki, which was originally commercially worked. The camp has an excellent atmosphere, and there have been extremely few escapes although the prisoners work unattended in the plantation, which is outside the perimeter of the camp.

The total number of committals to all prisons and lock-ups in 1948 was 7,069 compared with 7,294 in 1947. The average daily population of all prisons was 1,089, compared with 944 in 1947.

The general health of prisoners was good and no incidents occurred. Segregation and classification became more normal with the opening of Murray Town Camp, and will further improve when the new camp is functioning.

The enlarging of the prison workshops and the provision of more tools has given wider scope to the industrial training of prisoners. Education classes including religious instruction, an earning scheme, reception and discharge boards, hobby classes, libraries, and the discharged prisoners' agent have continued to function for the benefit of both men and women prisoners.

Chapter X—Public Utilities

ELECTRICITY SUPPLY

The electricity supply of the city of Freetown is owned and operated by the Electricity Branch of the Public Works Department. Before the war, one power station only was in operation; during the war, three were used. The biggest and most up-to-date is that at Blackhall Road which was put into commission in 1945. It is of modern design and good appearance, containing at present two 750-K.W. steam-turbine-driven generators; the plant will be completed by the addition of a third turbo-generator for which some of the auxiliaries have been received during the year, though delivery of the set itself is still awaited.

A new Power Station has been built during the year at Lungi Airport with a generating capacity of 200 kilowatts, giving a full supply to the Airport. A new station has also been put into commission at Bo in the Protectorate. The supply at Waterloo airfield and at Njala, the Agricultural headquarters, has been maintained. A scheme has also been prepared with a view to the possible incorporation of a hydro-electric station in the proposed new water supply scheme for Freetown.

The output of the Freetown power stations was 5,067,049 units with a maximum demand of 1,285 kilowatts. These figures show an increase of 13.3 per cent and 31 per cent respectively over the 1947 figures. 627 new consumers were connected during the year, an increase of 18 per cent.

A scheme for the hire of electrical apparatus to the public is in operation, and a number of cookers, water heaters, kettles and fans have been installed in private houses during the year.

WATER SUPPLY

The water supply of the City of Freetown is an undertaking controlled by the Water Works Department of the Freetown City Council. It is under the direct and technical control of a Water Engineer. Water is obtained from various streams in the hills behind Freetown, where at suitable places concrete dams or weirs have been constructed. From these intakes water, after being freed of gross impurities, gravitates into a service reservoir at Tower Hill. There the water undergoes a further process of purification by chlorination before it is distributed to the City for consumption.

The water supply is run as a public utility undertaking. Revenue derives chiefly from a general water rate paid by all rate-payers and the occupants of Government quarters, from additional rates paid by those with private services depending on the number of taps, and from charges made for the supply of water to ships.

Besides the water supply controlled by the City Council, the Public Works Department undertakes the supply of water to various areas in the Colony and to a few centres in the Protectorate.

The Freetown water supply is however inadequate during the dry season, and investigations were completed in 1947 for a new large-scale scheme. The report of the consulting engineers was received during the year and Government is considering how best to put their recommendations into effect.

Investigations by the Public Works Department for a pipe-borne water supply at Kambia on the Scarcies River were completed during the year. The scheme, which has been approved, is to be financed by a Government loan to the Native Administration. Work should begin in 1949, but there is still an acute shortage of technical staff in the Public Works Department.

MOTOR BUS SERVICE

The Government Road Transport Department is responsible for the repair and maintenance of all Government motor vehicles, both in the Colony and the Protectorate and provides transport for Government departments not having their own motor vehicles. It employs 10 Europeans and 406 Africans; the arrangement of its workshop compares favourably with that of a public transport organisation in the United Kingdom.

The department operates a public bus service which runs in Freetown and the Colony peninsula with a route mileage of 59; extensions are planned for both the Colony Peninsula and the Protectorate. 1,605,332 passengers were carried and 451,088 passenger-miles operated during the year. The service is not as yet self-supporting.

Mention of the Body-building Section of the department has been made in Part I (b) of this report.

BROADCASTING

There is no broadcasting station in Sierra Leone, but there is in Freetown a rediffusion and local "wired" broadcasting service. This provides programmes received from the B.B.C., and also local programmes and local news. Popular features of the local programmes are a weekly Children's Hour and Variety programmes presented by local artists. There are over a thousand connections, and receipt of equipment and reorganisation of the feeder system in the coming year will enable connection of another thousand subscribers, and further expansion and improvement of the service.

Chapter XI—Communications

The main line of the Sierra Leone Railway runs almost due east from Freetown to Pendembu, a distance of $227\frac{1}{2}$ miles. A branch line from Bauya Junction, $64\frac{1}{4}$ miles from Freetown, runs north-east to Makeni in the Northern Province, a distance of $83\frac{3}{4}$ miles.

The railway, which is of 2 ft. 6 in. gauge, was originally constructed as a development railway to open up trade in the hinterland. It follows a devious course throughout its length, and this, combined with heavy gradients and frequent river crossings, has resulted in exceptionally high operating costs. For many years, the railway has operated at a loss, the deficit being made good by the Government; strenuous efforts have been made particularly in recent years to reduce the deficit. In 1948, the percentage of working expenditure to gross receipts was 101.40 per cent, a decrease of 22.43 per cent compared with 1947.

The reorganisation of the operating section of the railway which was effected in 1947, continued to prove successful. Despite interruptions to the service occasioned by repairs to the Maroon Bridge, the punctuality of all trains including goods averaged 97.95 per cent.

The Maroon Bridge, 12 miles from Freetown had to be closed for repairs twice during the year. Passengers and goods traffic had to be transhipped, with the result that the tonnage of goods which the railway could carry was temporarily restricted. Investigation showed that the strata under the foundations of the bridge were of poor bearing quality, and had caused a minor subsidence of one foundation. This left no alternative but to put in hand preparations for constructing a deviation and a new bridge across the river at a higher point.

The railway goods tariff was completely revised during the year in accordance with the recommendations of the Economic Survey Committee.

For the last two days of September and during the whole of October it was necessary to reduce the train service owing to coal shortage. Supplies from Nigeria ceased and difficulty was experienced in obtaining shipments from the United Kingdom. The normal service was resumed on the 2nd of November.

During the year the railway carried 95,763 tons of paying traffic, a decrease of 2,331 tons. Gross receipts were £410,635 an increase of £49,543 over 1947. Expenditure including extraordinary works on both revenue and capital accounts amounted to £499,829 compared with £535,265 in 1947.

A private railway owned by the Sierra Leone Development Company runs from Marampa to Pepel, a distance of $57\frac{1}{2}$ miles. It is of 3 feet 6 inches gauge and all the iron ore mined by the company and their supplies are railed on the line. It is not available for use by the public.

Lighter berths, cargo handling facilities and shore operations in the port of Freetown are under the control of the railway. The traffic handled over the wharves amounted to 164,042 tons compared with 176,811 tons in 1947. Operating expenses were £7,842, compared with £9,336 in 1947 and receipts, £9,574, compared with £9,337 in 1947. The stevedoring of ships continued to be controlled by ships' agents and landing contractors. Throughout the year, there were no delays to ships and a satisfactory turn-round was maintained.

Construction of the deep water quay and of new roads has been mentioned in Part I (b) of this report.

The number of regular air services using Lungi Airport was reduced when the Portuguese Airline, Transportos Aeros Portuguese, which now uses larger aircraft, stopped using Lungi as a refuelling halt. The Inter-Colonial Service, which was flown by the B.O.A.C., until the end of March, was taken over in April by the West African Airways Corporation, which continues to operate it. During the first year of its existence, 392 aircraft landed at Lungi, and 1,719 passengers embarked or disembarked there. There are now three private aircraft registered in the Colony.

Owing to difficulties in recruitment, the Meteorological Service remains in the charge of the Senior Assistant Meteorologist, who has had to concentrate mainly on the supply of information for the aircraft services operating through Sierra Leone and to the neighbouring territories. Arrangements have been made to provide facilities for an African officer who served

in the Royal Air Force during the war to be trained for the Senior Service post of Assistant Meteorologist. There are five climatological and rainfall stations, at Lungi, Bo, Bonthe, Daru and Makeni, and 40 auxiliary posts which provide climatological data for local use. The measure of assistance from Imperial funds towards the cost of operating this service is still under consideration. Throughout the year, it has been necessary to operate certain aeradio facilities from Waterloo but new apparatus has begun to arrive. When it is installed, Waterloo will be closed.

Royal Air Force aircraft and crews arrived at Lungi at the end of the year to make an aerial survey of the Colony and Protectorate. The maps which will be available as a result of this survey will be of great value, not only for the planning of communications but also for schemes for the improvement of agriculture and the use of the land generally.

PART III

Chapter I—Geography and Climate

The territory comprising the Colony and Protectorate of Sierra Leone is an area of some 27,925 square miles (about the size of Ireland), roughly circular in shape, lying between $6^{\circ} 55'$ and 10° of North latitude and $10^{\circ} 16'$ and $13^{\circ} 18'$ of West longitude. It has a sea-coast 210 miles in length, extending from the French Guinea border to the border of the Republic of Liberia. Inland it has common frontiers only with these two territories.

The Colony portion of the area—i.e. the territory acquired by the Crown by treaty of cession or otherwise—consists of the Sierra Leone Peninsula, in which are situated Freetown, Sherbro Island and various other islands and small islets.

The Peninsula of Sierra Leone is about 25 miles in length, and from 10 to 12 miles in breadth at its widest part. It is formed of a range of igneous mountains running parallel to the sea, the summits of the highest of which rise in conical form to heights of 2,000 to 3,000 feet. The mountains, composed principally of norite, are thickly wooded, and are intersected by ravines and small valleys. Freetown lies on the northern end of this Peninsula, at the foot of steep hills, about 4 miles up the Sierra Leone river. It possesses one of the finest natural harbours in West Africa, and, being one of the few points on the coast of Africa where there is high land near the sea, is a place of considerable interest and beauty. The western side of the Peninsula, on the sea-coast, features a number of agreeable beaches and coves.

The Protectorate, an area of about 27,669 square miles, varies considerably in different localities. The coastal strip is flat and low-lying, and the river estuaries, below high-tide mark, are bounded by extensive mangrove swamps. The western and southern part of the Protectorate consists of rolling wooded country, broken in places by ranges of hills rising to 1,000 feet or more. The ground rises to the north and east to form an upland plateau having a general elevation of about 1,500 feet. The Sula and Kangari hills rise to nearly 3,000 feet, while to the east, near the French Guinea frontier, Bintimane peak and the summits of the Tingi range rise to above 6,000 feet. Unlike many regions on the West Coast of Africa, the country is well watered by a network of rivers and streams, the general direction of flow of which is from the north-east to the south-west, and into the Atlantic Ocean. The principal rivers are navigable by small craft for various distances, and provide useful water-ways, especially during the rainy season.

The seasons are divided into wet and dry, the former beginning in May and lasting till October. Tornadoes or violent thunderstorms frequently occur at the beginning and end of the rainy season. They are accompanied by strong winds, but do not last long and seldom do much damage. The atmosphere during the rainy season is excessively damp, the average humidity being as much as 93 per cent. A dry north-easterly wind known as the "harmattan" blows at intervals between December and February, and at this time visibility is very restricted, owing to the fine dust which the "harmattan" carries with it from the Sahara. Visibility after the first few storms in the rainy season is, however, considerable, and frequently the mountains of French Guinea may be seen from the hills above Freetown, a distance of about 80 miles.

The shade temperature at Freetown ranges at different seasons of the year between an average maximum and minimum of 85° Fahrenheit and 75° Fahrenheit. Inland, greater variations of temperature are experienced, the average figures being 95° Fahrenheit and 69° Fahrenheit.

Rainfall, similarly, varies in different parts of the territory. Freetown experiences the heaviest rainfall, with an annual average of 148 inches, and at some places in the Colony Peninsula over 300 inches of rain fall in a year. This is the more remarkable as practically the whole rainfall occurs during the six months of the rainy season. At one place in the Peninsula over 120 inches has been recorded in a single month. Inland, rainfall is not so heavy. At Bo, for example, in the heart of the Protectorate, the average rainfall is 114 inches.

The climate of Sierra Leone, as elsewhere on the West Coast of Africa, is trying, but living and health conditions have steadily improved in recent years.

Chapter II—History

The first documentary reference to Sierra Leone, as far as is known, was by a Pedro de Cintra, who in 1462 described this part of the West Coast of Africa and first used the name "Sierra Leone"—the Lion Mountains. The name is believed to have been suggested to him by the frequent roaring of thunder on the mountain range. Sir John Hawkins is reputed to have been the first English slave-trader to visit Sierra Leone, and there is documentary evidence to show that Sir Francis Drake called in 1579, and that he found "oysters and plenty of lemmons which gave us good refreshing". The Dutch Admiral de Ruyter landed in 1664, and a stone inscribed with his name and the date was discovered as recently as 1923 buried under one of the main streets of Freetown.

The West Coast of Africa was infested by pirates from 1680 to 1723, and many pirates lived on the shores and islands surround-

ing what is now Freetown, for the purpose of supplying their ships. British warships were eventually sent to these waters to suppress piracy.

Sierra Leone did not become a British settlement till the latter part of the eighteenth century. The main purpose of the Colony to begin with was to provide a home on the African continent for a number of natives of Africa, mainly slaves, who had found their way to England after the American war of 1782, and some others who had become separated from their countries of origin and were living in a state of destitution in and around London. Subsequently the settlement was used for Africans rescued from slave-ships during the period when England was engaged in the suppression of the oversea traffic in slaves. The scheme was the work of the Society for the Abolition of Slavery, from which sprang the Sierra Leone Company, and the first batch of settlers, numbering 351, sailed from Portsmouth for Sierra Leone in 1787. The Colony originated in the sale and cession of a portion of land on the north of the Sierra Leone Peninsula by "King" Naimbana, and his subordinate Chiefs, to Captain John Taylor of His Britannic Majesty's brig "Miro" on behalf of the "free community of settlers, their heirs and successors, lately arrived from England, and under the protection of the British Government". The treaty is dated 22nd August, 1788, and it was on this strip of territory that the first batch of Africans landed and settled. Governor Clarkson was appointed the first Governor of Freetown in 1792, and in that year the original colonists were joined by a large party of Africans, mostly freed slaves who had fought for the English in the American War of Independence, from Nova Scotia. Later, in 1800, about 550 Maroons, originally slaves who fled from their masters in Jamaica and on surrender were conveyed to Nova Scotia, were brought to Sierra Leone and allotted lands. Similar treatment was subsequently accorded to the "Liberated Africans", who were captured slaves brought in by His Majesty's Ships.

As the number of settlers increased, so the territory received additions from time to time by various concessions from the native chiefs. Land was ceded in this way by "King" Faima and "King" Tom in 1807, and in 1861 further land was ceded by "King" of Koya. In 1825 the Governor made a treaty of cession with various chiefs in and around the neighbourhood of Sherbro Island for the purpose of adding these countries to the territories of the Colony.

For the first few years of its existence the Colony suffered many hardships and privations through famine and disease. In 1794 it was sacked from the sea by a French squadron, and in all probability the colonists would have starved if the French Commodore had not sent a meagre supply of food ashore before he left. But under Governor Clarkson the Colony made a surprising recovery, and many houses, the beginnings of modern Freetown, were built. A house for the Governor was constructed on Tower

Hill, where Government House is situated to this day. Bands of Temnes, on whose land Freetown had been built, attacked the town twice early in the nineteenth century, and were not pacified until land to the west of the settlement was officially ceded them in 1807. A grant from the British Government in 1803 made it possible for the defences to be strengthened, and in that year a wall, which is still in an excellent state of preservation, was built round the Governor's Fort. The whole settlement became a Crown Colony in 1808.

In consequence of slave-dealing by native chiefs and European adventurers in the neighbourhood of Freetown, the British settlement soon found it necessary to intervene in the affairs of the hinterland, and this led to the gradual extension of the Crown Colony by treaties concluded with neighbouring chiefs as mentioned above. Missions sent to more distant chiefdoms with a view to opening up trade with the interior were often helpful in settling inter-tribal wars, and led to an extension of British influence over the territory which now comprises the Sierra Leone Protectorate.

From 1822 to 1827 the Governors of Sierra Leone held the title of Governor-in-Chief of the West African Settlements, and in this capacity used to visit the Gold Coast and the Gambia. It was during this period, on 21st January, 1824, that Governor Charles MacCarthy was killed in a battle against the Ashantis at Assamako in the Gold Coast. In 1827 the Gold Coast Settlements were handed over to the African Company of Merchants, but, owing to their reported connivance in the slave trade, they were once again placed under the Sierra Leone Government in 1843. Further changes were made in 1850, when the British territories in the Gold Coast were again placed under their own Government, but in 1866 the Imperial Government constituted once more what was termed the Government of the West African Settlements, comprising Sierra Leone, the Gambia, the Gold Coast and Lagos, with the Governor of Sierra Leone as Governor-in-Chief. Eventually a new Charter, dated 24th July, 1874, effected the separation which exists at the present time.

By agreements concluded with Liberia during 1822-85, and in 1911, the present frontiers with Liberia were defined. In 1895 an agreement for the demarcation of the northern and north-eastern boundary between the British and French spheres of influence and interest was ratified. A Frontier Police Force was established in 1890, and on 21st August, 1896, after Governor Cardew in that year had toured the whole country and explained to the people his scheme for the Protectorate, the hinterland of Sierra Leone was declared a Protectorate, and was divided into administrative districts.

In 1898, following the first attempt to collect House Tax, many chiefs in the Protectorate came out in revolt and attacked the English-speaking people, both black and white, and about

1,000 British subjects together with some American missionaries were killed. The resulting military operations to suppress this outbreak of disorder were brought to a successful conclusion early in 1899, and since that date the Protectorate has remained peaceful.

In this peaceful atmosphere, poor communications in the hinterland were the principal obstacle to the country's economic and social development. At the turn of the century the first section of the Sierra Leone Railway was opened, but communication with most areas continued to be by creek and navigable rivers, or by rough bush-paths and head portage. The last section of the railway was completed just before the 1914-18 war. The railway facilitated the export of palm products, and later, as a result of a thorough economic survey in the late twenties, of certain minerals, on which commodities the prosperity of the territory is founded.

Road communications outside Freetown did not really exist until 1917-18, and it was not till 1928 that Protectorate trunk roads were seriously taken in hand. It was only in 1940 that the road systems of the Protectorate and of the Colony were linked.

In these circumstances economic development has perforce been slow, but some measure of the progress which has been made can be judged from the fact that the Colony's revenue rose from £300,000 in 1906 to £2,649,000 in 1948.

At the close of last century such little education as existed was in the hands of missionary religious bodies. Since then, education has developed gradually, under the guidance of the Education Department. Government schools have been established, and missionary schools have been encouraged and assisted by financial grants and supervision.

Chapter III—Administration

The constitution of the Colony of Sierra Leone is to be found in the following Prerogative Instruments:—

- (i) Letters Patent passed under the Great Seal of the United Kingdom, dated 28th January, 1924, which make provision for the appointment of the Governor and Commander-in-Chief.
- (ii) Instructions passed under the Royal Sign Manual and Signet and dated 28th January, 1924, as amended by additional instructions dated 19th January, 1929.
- (iii) The Order in Council, entitled the Sierra Leone (Legislative Council) Order in Council, dated 16th January, 1924, as amended by other Orders in Council, and in particular by the Sierra Leone (Legislative Council) (Amendment) Order in Council, 1939.

- (iv) The Order in Council entitled the Sierra Leone Protectorate Order in Council, 1924, dated 16th January, 1924.

By virtue of these instruments, the government of both the Colony and the Protectorate of Sierra Leone is administered by a Governor and Commander-in-Chief appointed by Commission under the Royal Sign Manual and Signet.

The Executive Council consists of the Governor as President, four ex-officio members—namely, the Colonial Secretary, the Attorney-General, the Colonial Treasurer, the Director of Medical Services—and such other persons as His Majesty the King may from time to time appoint. At the moment there is one nominated official member, who is the Chief Commissioner. This is, however, only a temporary arrangement pending an amendment of the Instructions mentioned in (ii) above which will make the Chief Commissioner an ex-officio member, with precedence immediately after the Colonial Secretary. There are three other nominated members, all unofficial, one of whom is a Paramount Chief.

The Legislative Council consists of:—

- (i) the Governor as President;
- (ii) eleven official members who comprise the heads of the principal Government departments;
- (iii) three elected unofficial members, two of whom are elected by the Urban Electoral District, i.e. the city of Freetown and the Sherbro Judicial District, and the third by the rural electorate comprising those parts of the Colony not included in the Urban Electoral District. The term of office for elected members is five years, after which they are eligible for re-election;
- (iv) not more than seven nominated unofficial members, of whom three shall be Paramount Chiefs of the Protectorate. They hold office for five years but may be reappointed.

Power is vested in the Governor to appoint persons to be extraordinary members of the Legislative Council upon any special occasion, and to make provisional appointments on a vacancy in the seat of a nominated official member.

Decisions in the Legislative Council are reached by a majority of votes, the President having an original as well as a casting vote.

Authority is given to the Governor by Ordinances passed in the Legislative Council to exercise and provide for giving effect to the powers and jurisdiction acquired by the Crown in Sierra Leone.

For administrative purposes the territory is divided into the Colony and the Protectorate. The Colony is British territory acquired by purchase or concession, as described in the previous chapter, under treaties entered into from time to time with native chiefs and tribal authorities ranging in date from 1807 onwards.

In detail it consists of the Sierra Leone Peninsula, Sherbro Island, the Tasso, Banana, Turtle, Plantain and York Islands, other small islets, and some small and unimportant parts of territory inland. Of these areas only the Peninsula of Sierra Leone, Tasso Island, Banana Island, York Island and the township of Bonthe Sherbro are administered as parts of the Colony, the other areas being administered in every respect as if they were within the Protectorate.

The Colony is administered by three authorities:—

- (a) The Freetown City Council (as constituted under the Freetown Municipality Ordinance, Cap. 91);
- (b) The Rural Areas Council;
- (c) The Sherbro Judicial District Board.

The Freetown City Council consists of the Mayor, Aldermen and Councillors. Four Councillors are elected by each of the three Wards of the City; the Governor in Council may also appoint six Councillors of whom at least two must be Africans. After election the Councillors in turn elect three Aldermen and the Mayor. The normal term of office for Councillors is three years and for the Mayor one year.

The Council discharges a number of the normal municipal responsibilities including the provision of a fire brigade, markets and slaughter-houses, public parks and gardens, the care of public cemeteries, the lighting of thoroughfares and the recovery of water rates.

In addition, various "Tribal Headmen" in Freetown have certain administrative powers over the natives of the aboriginal tribes who reside in the capital.

The Commissioner of the Headquarters Judicial and Freetown Police Districts, with the advice and assistance of the Rural Areas Council, is responsible for the administration of the Rural Areas. The Commissioner is President of the Council which consists of a President, one member elected from each of the four rural areas not being the Rural Commissioner, and five members nominated by the Governor. A salaried Rural Commissioner, assisted by an advisory committee, is responsible for the administration of each rural area, under the general supervision of the Commissioner of the Headquarters Judicial and Freetown Police Districts, who has his headquarters at Waterloo.

The Sherbro Judicial District includes the town of Bonthe, York Island and the small islands adjacent thereto. It lies within but does not include the whole of the District of Bonthe. The Sherbro Judicial District is administered as part of the Colony, while the remainder, which is indeed the greater part of the Bonthe District, is administered by the District Commissioner as part of the Protectorate. The District Commissioner of the Bonthe District is *ex-officio* President of the Sherbro Judicial District Board, the local authority for the district. The board consists of the President,

the Medical Officer, Bonthe, and four unofficial members, of whom two are appointed by the Governor, and two are elected by adult male tax-payers.

The port of Sherbro, which consists of the town of Bonthe on Sherbro Island and York Island, was once a port of call for ocean-going ships. It is still a commercial centre of importance, but now owing to the silting up of the Sherbro channel, large ships cannot get within eight miles of their former anchorage.

So much for the Colony administration. The Protectorate is divided into thirteen administrative districts, each of which is in the charge of a District Commissioner. These districts are grouped into three Provinces, which are administered by Provincial Commissioners to whom the District Commissioners are directly responsible. The Provincial Commissioners are answerable to the Chief Commissioner, whose headquarters are at Bo, and who is responsible to the Governor for the general administration of the whole Protectorate.

It may be helpful to preface this brief account of the administration of the Protectorate with a word or two regarding the duties of the district administrative staff. In his administrative capacity a District Commissioner is the representative of the Colonial Government in the district committed to his charge. He is the lynch-pin on which the success of the whole system of government depends. It is his part to integrate the efforts of others, both official and unofficial, and to direct them into the most productive courses. In a score of directions his enthusiasm, and his energy and his example will bear fruit in direct proportion to the degree in which they are displayed and, there can be few positions in the world to-day in which these qualities are more important, or their effect more quickly apparent in the results they produce.

The District Commissioner is responsible for the collection of the tax and other revenue in his district. He is also a sub-treasury accountant who disburses monies for the payment of staff and for the various expenses of the departments. He co-ordinates the activities of the officers of the technical departments. In his district, with a small detachment of the Court Messenger Force—the relative equivalent of a country police force—he is responsible for the maintenance of law and order. He is the friend and adviser of the Paramount Chiefs, the Tribal Authorities and the people. He is at once the support of recognised native authority, the upholder of its prestige, and the protector of the poor against oppression by their rulers. He is the mouthpiece of the Government, and the interpreter and demonstrator of its policy. He supervises the work of the Native Administrations and the Native Courts, and, if necessary, is expected to construct a road, or a school, or a dispensary, and to perform any duty for which the recognised technical staff may not be available. The claims on him are multifarious and unending, and he is always on duty.

As in other parts of Africa the basis of social life is the family. Either for protection, or for co-operation in husbandry, or through inter-marriage, families have combined to form villages. The villages have for similar reasons combined to form the extended village, or section, while a number of sections constitute the chiefdom which is the principal administrative unit of the Protectorate. Altogether there are 199 of these chiefdoms. A rough census carried out in 1948 revealed an estimated total population of 1,733,618 in the Protectorate giving an average population of about 8,000 or 9,000 in each chiefdom. Each is in the charge of a Paramount Chief, who is elected by, and assisted by, an advisory council known as the Tribal Authority. This is composed of the Section Chiefs and Sub-Chiefs, and the Headmen of the larger villages, together with a number of elders who no longer take any active part in public life, but whose opinions and advice are respected. At the present time Tribal Authorities are not rigidly constituted, but any attempt on the part of a Chief to give preference to his own friends is resisted. The aim is to ensure that representation shall be in the ratio of one member to forty adult males of the population.

In 1936 a measure of organised local administration was introduced, as an experiment, in two chiefdoms. Chiefdom Treasuries were established, and all males of marriageable age were required to pay an annual tax, usually fixed at 4s. and assessable in the same manner as the Government House Tax, in return for which they were relieved of the communal services formerly required of them. In addition, court fees and fines, together with any other fees ordinarily paid personally to a Chief, were credited to the public revenue of the chiefdom. From these revenues the Chief and other officials were paid fixed stipends, and payments were made for services which were formerly performed free.

By the end of 1948 Native Administration had been introduced on these lines into 126 chiefdoms. Their total revenue amounts to £156,000. Their funds are disbursed on social services, such as small primary schools and minor medical and health measures, or on the construction of short feeder roads, offices and court-houses. Afforestation on a small scale is being attempted, and the organisation of chiefdom seed-farms and other agricultural activities is in hand. The central Government provides guidance and supervision and assists with small financial grants, but the main activities are run by the people themselves with their own money raised in the manner already indicated. In time, it is hoped that all chiefdoms will become Native Administrations.

Every chiefdom, whether officially organised as a Native Administration or not, constitutes a separate administrative unit. Some chiefdoms are too small to form satisfactory economic units, and where this is so there is a tendency for two or more to combine. The eventual aim is to have District units which, without interfering

with the independence of individual chiefdoms, by pooling their resources will be able to secure central services for themselves, which it would be beyond the resources of the individual chiefdoms to afford. As an approach to this, District Councils have been established. Their membership consists of two representatives from each chiefdom, one of whom is the Paramount Chief. The second representative is appointed at a full meeting of the Tribal Authority, but is not necessarily a member of that body. Opportunity is thus provided for younger men to offer themselves for appointment. Representatives are confined to persons who belong to the chiefdom in question. The District Commissioner is President of the Council but in his absence the Paramount Chiefs elect one of themselves as chairman.

District Councils proceed by resolution. In accordance with the usual practice, however, no unofficial member is entitled to move a resolution involving a charge on the revenue of the Government. Their terms of reference are, briefly, to advise on any matters brought before them by direction of the Governor or Chief Commissioner; to make recommendations to Government or, where more appropriate, to the Protectorate Assembly, on matters affecting the welfare of the people of the district as a whole; and to make recommendations involving expenditure, suggesting the source or sources of the necessary funds.

The next step in the pyramid of the Protectorate administration is the Protectorate Assembly. This is presided over by the Chief Commissioner, and it comprises official and unofficial members. The three Provincial Commissioners, together with the Development and Planning Officer and representatives of the Agricultural, Education, Forestry, Medical and Public Works departments, are official members. The unofficial members consist of two representatives from each of the District Councils, together with six members nominated by the Governor. Of the six nominated members, four are Africans, nominated to represent interests not represented on District Councils. Of the other two (who may be African or European) one represents commercial interests, and the other Mission interests, in the Protectorate.

The Assembly, similarly, proceeds by resolution, with the same proviso regarding any resolution involving a charge on the revenue of the Government. Its terms of reference are to advise on any matters referred to it by the Governor, including the draft of any proposed legislation affecting the Protectorate; to make recommendations to Government on matters affecting the Protectorate as a whole; to consider matters referred to it by District Councils; and to advise on expenditure from the Protectorate Mining Benefits Fund. This is a fund established by law, into which monies in respect of mining rights, mining leases and water rights are paid. The proceeds of the fund are applied to the financing of schemes, involving capital or recurrent expenditure, which would

be legitimate charges on the funds of the Native Administrations, but which are beyond their present resources. The Assembly which had met in 1946 and 1947 last met at Bo in September, 1948. The meeting lasted four days. Many important questions affecting the development of the Protectorate were discussed, and the interest taken in its proceedings indicates that it provides a valuable link between the Legislative Council and the Chiefs and Tribal Authorities in the Protectorate.

PUBLIC RELATIONS DEPARTMENT

No basic changes were made in the organisation or functions of the Public Relations Department during the year. The assistance of the Colonial Office of Information and the Regional Information Officer was greatly appreciated, and the abundance of material supplied proved extremely valuable. Cordial relations with the Press have been maintained.

There have been few complaints about the local programme arranged each day by the department on the Freetown rediffusion system. Some 54 talks were given on subjects ranging from municipal election campaign addresses to an explanation of the Ramadan Fast. The twice-weekly "Variety Time" feature, produced by an African with African artistes continued to be popular.

There was an increase in the number of film shows given by the department in the Colony area, but shows by the single mobile cinema van operating in the Protectorate were restricted, owing to mechanical repairs required by both the vehicles and the projection equipment. From February to June, 1948 a director and cameraman of the Colonial Film Unit visited the territory and the films made by them, although not received until late in the year, have proved popular. Short newsreels of such events as the arrival of the Governor and the opening of the West African Court of Appeal, filmed by the department, have evoked considerable interest, particularly with the younger audiences.

The regular supplies of British newsreels and documentary films have been in continuous demand. Apart from the two commercial cinemas in Freetown, the "Empire" and the up-to-date "Odeon" (opened in June, 1948), other cinemas now using the 35mm. films received, are at the mining centres of the Sierra Leone Development Company, at Marampa, and of the Sierra Leone Selection Trust at Yengema.

Regular publication of the *Weekly Bulletin* was maintained, and although it was possible to make a small increase in circulation from 3,600 to 3,750 copies weekly, there is still a waiting list of some 300. When better supplies of newsprint are available these applicants will be supplied. There was no change in the make-up or the contents of the *Weekly Bulletin*, and favourable reports were received from the Protectorate of its contents, particularly in

regard to the summary of world news. A pictorial supplement was published in the *Bulletin* to mark the birth of Prince Charles. Material received from the Colonial Office, Central Office of Information and other colonies included stereos, photographs, picture sets, feature articles pamphlets and reference matter. Photographs and picture sets were displayed in Freetown and various centres in the Protectorate. The Press made considerable use of the stereos and feature articles and hand-outs.

Departmental Press Conferences were introduced during the year, and these have enabled Heads of departments to establish direct contact with newspapermen—to the benefit of both the official side and the public. Considerable space is devoted to such conferences and the respective officials are able to outline projected schemes and government policy. A wide range of subjects are also discussed at Press Conferences held by the Governor. The keenness of newspaper representatives in all conferences called by the department is indicative of the value which they place on them.

In June, the Acting Regional Information Officer and a photographer from the West African Photographic Service, Accra, spent two weeks on a rapid tour of the territory as a result of which the following feature sets on Sierra Leone were produced:—

Freetown's Community Centre; Forestry Work; a Colonial Power Station; First Protectorate Barrister; Silk Cotton Tree; Freetown's Modern Cinema; Nyeama Maternity Centre; Ginger Production; Labour Department Organisation; Lungi Airport; African Dancing; Native Administration Schools; Union Training College, Bunumbu; Road Transport Department.

Chapter IV—Weights and Measures

Regulations regarding weights and measures in Sierra Leone are laid down in the Weights and Measures Ordinance, 1924, as amended in minor details by later provisions. The units of weights and measures used are precisely the same as those used in the United Kingdom. Standards, verified by the Standards Department of the Board of Trade, are obtained from the United Kingdom from time to time and kept at the Treasury. The Commissioner of Police is the Inspector of Weights and Measures, and other Police officers down to the rank of Sub-Inspector have the powers of Deputy Inspectors in the Colony. Inspectors of Produce carry out these duties in the Protectorate. It is the duty of such Inspectors to examine, test and stamp or mark any weight or measure which is brought to them. All such weights and measures are in any event tested once every two years, and in addition surprise tests are carried out from time to time.

Chapter V—Newspapers and Periodicals

The following newspapers and periodicals are published in Sierra Leone:—

<i>Title</i>	<i>Daily or Weekly</i>	<i>Estimated Circulation</i>	<i>Remarks</i>
<i>Sierra Leone Daily Guardian</i>	Daily 1d.	1,500	Mainly a journal of opinion. The paper has 4 pages, of which about $1\frac{3}{4}$ pages are advertising space. Total space is 822·5 square inches.
<i>Sierra Leone Daily Mail</i>	Daily 1d.	2,000	More news than opinion, with a one-column leader of comment. The paper has 2 pages, of which about $1\frac{1}{4}$ pages are advertising space. Total space is 822·5 square inches.
<i>Sierra Leone Weekly News</i>	Weekly 6d.	800	A journal of opinion mainly, with some news. This is the oldest of the existing Freetown newspapers and has 20 pages. Total space is 3,120 square inches. Advertising occupies about one-fifth of the total space.
<i>The African Standard</i>	Weekly 6d.	1,500	Primarily political. The paper has 16 pages. Total space is 1,656 square inches. About one-sixteenth of space devoted to advertisements.
<i>Seme Loko</i>	Monthly	500	Vernacular (Mende).
<i>Evening Dispatch</i>	Daily 1d.	800	News and opinion. Four pages. Total space 822·5 square inches, of which one-sixth devoted to advertising. (The paper's printing works were badly damaged by fire on 31st October and publication had not been resumed by end of year.)
<i>Sierra Leone Mirror</i>	Weekly 1d.	600	Commenced publication on 6th November, 1948 and replaced <i>Renasant African</i> . Total space approximately 800 square inches. One-eighth space on four pages devoted to advertising. Majority of articles devoted to comments, but journal also features West African items.

<i>Title</i>	<i>Daily or Weekly</i>	<i>Estimated Circulation</i>	<i>Remarks</i>
<i>The African Worker</i>	Mid-Weekly 2d.	600	Like the <i>Standard</i> , published by West African Youth League. When publication commenced on 1st December, 1948, it claimed to be of interest to working class. The paper has four pages. Total space is approximately 410 square inches. About one-twentieth of space used for advertising.
<i>The African Vanguard</i>	Daily 1d.	—	Advertised to appear January, 1949.
<i>The Weekly Bulletin</i>	Weekly, issued free	3,750	Published by the Public Relations Office, and contains world and local news and general publicity for Government. Total space is 384 square inches.

Chapter VI—Bibliography

The following Government and other publications are available, and may be obtained from the Government Printer, Sierra Leone, at the prices stated:—

Sierra Leone Royal Gazette: per issue, 6d.

Revised Laws, 1946, Vols. I, II, III and IV: £8 8s., postage 4s. 6d.

Annual Volumes of Legislation, Years 1946, 1947 and 1948: 8s. 6d. each.

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A number of interesting books on Sierra Leone are now out of print, but they are sometimes procurable in the second-hand market:

1931. UTTING. *The Story of Sierra Leone*. Longmans, Green & Co.

1925. LUKE, H. C. *Bibliography of Sierra Leone*. Oxford University Press. Humphrey Milford, London.

1925. GODDARD, T. N. *Handbook of Sierra Leone with Maps and Illustrations*. Grant Richards, London.

1924. FINDLAY and HOLDSWORTH. *History of the Wesleyan Methodist Missionary Society*. Epworth Press, London.

1920. UNWIN, A. H. *West African Forests and Forestry*. T. Fisher Unwin, London.

1919. MICHELL. *Introduction to Geography of Sierra Leone*. Waterlow & Sons.

1916. LANE POOLE, C. E. *A List of Trees, Shrubs, Herbs, etc., of Sierra Leone*. Government Printing Department, Freetown.

1916. THOMAS, N. W. *Anthropological Report on Sierra Leone, Parts I, II and III*.

1913. ARCIN, H. *Histoire de la Guinee Francaise*. Challamel, Paris.

1911. LANE POOLE, C. E. *Report on the Forests of Sierra Leone*. London.
1910. ALLDRIDGE. *A Transformed Colony*. Seeley & Co., London.
1901. ALLDRIDGE. *The Sherbro and its Hinterland*. Macmillan & Co.
1825. LAING, MAJOR GORDON. *Travels in the Temne, Koranko, and Sulima Countries*. John Murray.

List of Maps

The following maps are available, and may be obtained from the Director of Surveys and Lands, Sierra Leone:—

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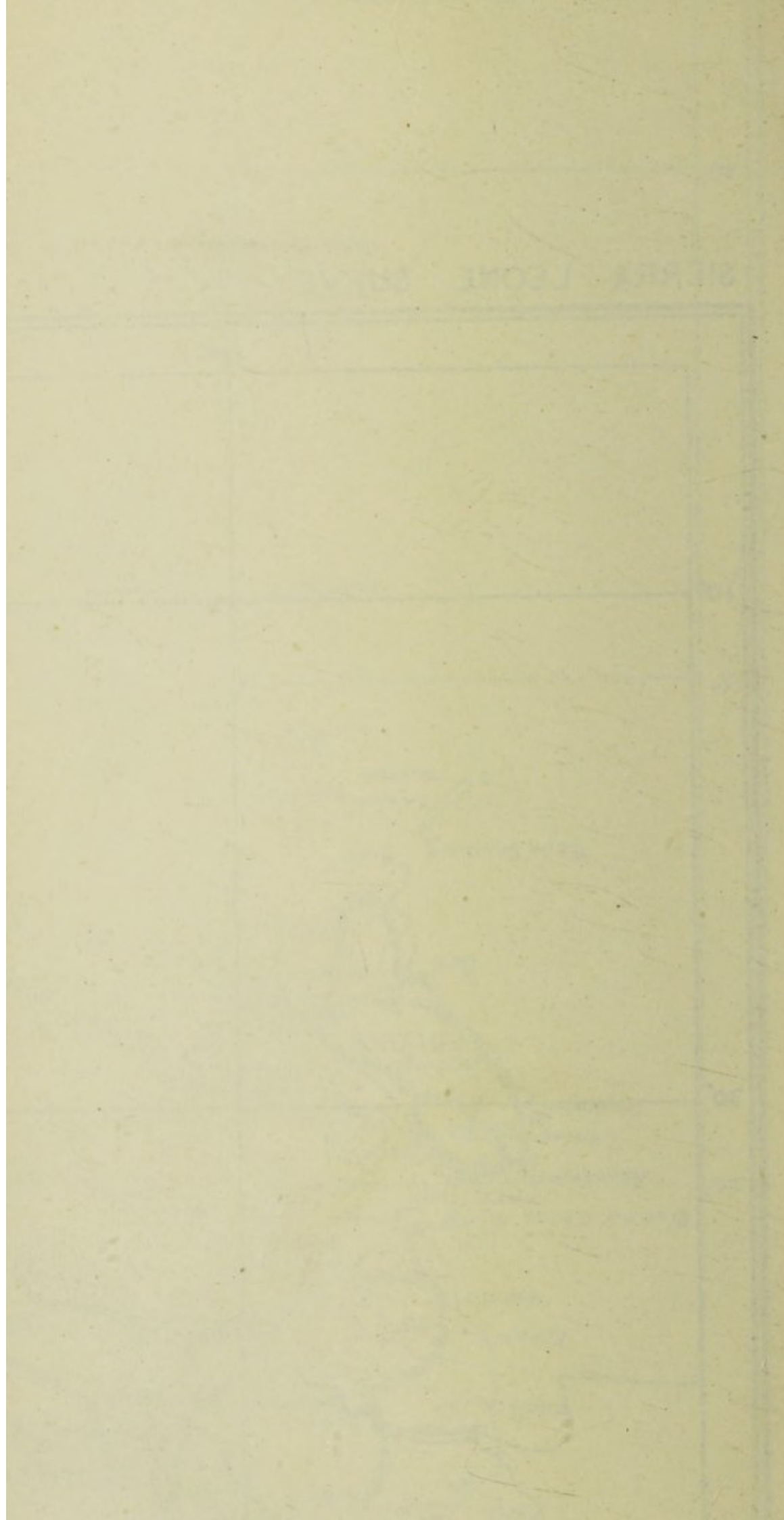
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