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COLONIAL REPORTS

# Nigeria

## 1949



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THE SERIES OF COLONIAL REPORTS which was re-introduced for the year 1946 (after suspension in 1940) is being continued with those relating to 1949. It is hoped that the territories for which 1949 Reports are being published will be as listed on cover page 3.

FOR THE YEAR

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The cover illustration shows a Yoruba farmer selling his Japanese  
Chillies to the Ibadan Farmers Co-operative Union



## PART I

### (a) Review of the Year 1949

THE year 1949 was one of continued activity in the field of economic and commercial advance, with prices of export crops well maintained, production at a high level and an increased flow of imports. Government schemes for increased agricultural production and improved social services made better progress than ever before. In the political sphere the greatest interest was taken in the nation-wide discussions concerning the constitution, revision of the similarly important measures for local government reform in the Eastern Provinces and in Lagos were also worked out in consultation with representatives of the people concerned.

It had originally been proposed that the constitution, introduced at the beginning of 1947, should remain in force for nine years and be reviewed at the end of that period, although limited changes might be made at the end of the third and sixth years. In his speech to the Legislative Council in August, 1948, the Governor (Sir John Macpherson, K.C.M.G.) suggested that the progress made in the operation of the constitution had been so rapid and sound that earlier revision would be justified, and after public opinion had been sounded, a Select Committee was set up by Legislative Council at the Budget session in March, 1949, to recommend the procedure to be adopted in effecting revision. The Select Committee proposed that a series of conferences be held, first at village and divisional level, and then at provincial level, when the various Provincial Conferences would make recommendations to be considered by Regional Conferences (Lagos Township and the Colony districts constituting a Region for this purpose). The views of the four Regional Conferences were then to be considered by a Drafting Committee, which would put forward a statement, based on these views, for discussion by a General Conference, and the resolutions of this Conference would then be debated in the Regional Houses and by the Legislative Council before being submitted to the Governor and the Secretary of State for the Colonies. The composition of these bodies was to be as representative as possible of all interests and sections of the community, and the Drafting Committee was to be composed of eleven non-official representatives elected by the Regional Conferences, sitting with the Chief Secretary, Attorney-General and Financial Secretary. The proposals of the Select Committee were unanimously approved by the Legislative Council, and public discussion of the various issues involved in revision of the constitution was at once initiated.



Village, divisional, and provincial meetings occupied general public attention from April to August, although they proceeded at a more rapid pace in the Eastern Provinces, where the Regional Conference was held in July. The Lagos-Colony Conference was held in August, and the Northern and Western Regional Conferences in September. Although there was general agreement on the course which constitutional advance should take, diversity of views on a number of major problems was reflected in the recommendations of the Regional Conferences and these were considered by the Drafting Committee at a series of meetings held in October and November. The General Conference, which was to consider the report of the Drafting Committee, was convened at Ibadan on 9th January, 1950, the place and date having been determined by the Legislative Council at its November session.

These deliberations have been notable in many respects. They constitute an experiment in consultation without precedent in Nigeria in the endeavour to ascertain public opinion and general public wishes on vital political issues, and they have played a significant part in the political education of the community. From these deliberations both Government and people have drawn useful lessons. The recommendations made covered all aspects of the constitutional structure, and the general trend of public opinion as reflected in the various conferences, has been in favour of much greater regional autonomy, including the grant to Regional Houses, of legislative powers on various specified subjects, and the constitution of Regional Executive Councils responsible for the formulation of policy and executive action within the Regions. At the centre it is proposed that a larger and more representative legislature should be formed, the present Executive Council being replaced by a Council of Ministers to include unofficial and official members sitting under the Governor's chairmanship.

In the field of local government, the Eastern Provinces Bill was drafted after the widest public discussion of proposals formulated by a Select Committee of the Eastern Regional House following the consideration of various experiments already made in the Region and of a report prepared by Mr. E. J. Gibbons, C.B.E. (Senior Resident). The modifications resulting from these discussions were embodied in a statement of policy approved by the Eastern Regional House before incorporation in the draft Bill, of which the general purport is to establish a system of county, district, and local councils, each with specified functions, and intended, in the case of county councils, to operate over a wider area with more substantial sources of income than has hitherto been the practice.

Reform of the local government system for Lagos had also been mentioned in the Governor's speech to Legislative Council in August, 1948, and a number of representations, setting out various views and proposals, were made by individual members of the public as well as by representative organisations. The question was also considered by a



special committee of the Town Council itself, and a Bill was published by the end of the year incorporating suggestions made from these various quarters. The legislation proposed a Town Council composed entirely of elected members, adult suffrage without a property qualification, and an extensive degree of autonomy in urban affairs.

There were no prolonged strikes during the year, but there was a deterioration in industrial relations. Unrest occurred during the summer on the Nigerian Railway, and the Station Staff Union, dissatisfied with an award made in arbitration proceedings in 1948, called a strike in July which stopped all railway traffic for several days. A Commission of Enquiry was appointed with wide terms of reference, to investigate the causes and circumstances of the labour situation on the Railway and to review the machinery for settling trade disputes. The union demanded that two members of the Commission be replaced by its own nominees, and on Government's refusal to agree, decided not to appear before the Commission. The Commission, which included three Nigerians amongst its five members, made various proposals with regard to procedure for settling disputes, but also found it necessary to criticise at some length the general outlook and proceedings of railway trade unions.

In November, the miners at the Enugu Collieries started a "go-slow" strike. While explosives were being removed from the colliery stores under Police guard, a crowd of miners collected at one store where the situation deteriorated and the Police opened fire, causing 21 deaths. Disturbances involving breaking of stores and looting followed at Aba, Port Harcourt, and Onitsha, when the Police again had to open fire, and also at Calabar. Emergency Regulations were promulgated and the situation promptly brought under control. A Commission of Enquiry with Sir William Fitzgerald, lately Chief Justice of Palestine, as chairman and three other members, including two African Judges (one of the Supreme Court of Nigeria and the other of the Supreme Court of the Gold Coast) was appointed very shortly after the shooting incident at Enugu, "to enquire into the recent disorders in Nigeria, with special reference to the labour troubles at the Colliery, and the events which followed". The Commission began its sittings in December, and was still in session at the close of the year.

These troubles, grave in themselves, stood out the more sharply as the general Nigerian background was one of continued economic development, with improvement in the quality of several of the main products, greater stability of prices, and an increased supply of consumer goods. The cocoa season of 1948-49 was one of the most productive for many years, and the proportion of Grade I cocoa marketed increased to 76 per cent from 47 per cent in the previous year. The production of palm-produce in the Eastern Region was almost a record. The rate of groundnut railments improved and exports of cotton lint were more than two and a half times the figure for the previous year.



The marketing arrangements for the major primary products, on the model of the Cocoa Marketing Board, were embodied in legislation in 1949, which set up marketing boards, each composed of a chairman, two official members, and three non-official Nigerian members, for oil-palm produce, groundnuts and benniseed. These boards will, like the Cocoa Board, try to make the most favourable arrangements for the grading, export and marketing of the crops, and to build up price stabilisation funds to protect the producer from the worst effects of a serious fall in world prices. Another important measure to stimulate production was the appointment, in the middle of the year, of Regional Production Development Boards, with largely non-official membership, to dispose of funds made available by the Marketing Boards for the benefit of producers and production areas. In the south they gave prior attention to the "pioneer" palm-oil mill expansion scheme, placing orders for over 50 new mills at a cost of over £320,000, and in the north nearly £500,000 has been allocated to schemes for land resettlement, mechanised rice cultivation and the widespread distribution of fertilisers.

The financing of individual projects of local development was facilitated by the creation of Regional Development Boards, which took the place of the Nigeria Local Development Board set up in 1946, and are designed to work in closer contact with actual local needs (See Appendix B). A resident subsidiary branch of the Colonial Development Corporation was established during the year, whose main achievement was the mixed farming pilot scheme known as the Niger Agricultural Project, undertaken in partnership with Government and the local authorities (see Appendix A). The enterprise, with a capital of £450,000, jointly subscribed by Government and the Corporation, will clear and cultivate, using mechanised farming methods, about 30,000 acres of savannah bush in the Niger Province, and establish settler villages. Hand clearance is planned to start in 1950.

Planned development with the aid of a public corporation continued in the Cameroons, where the Cameroons Development Corporation completed its third year of working on the plantations taken over from German owners. The southern Cameroons exported to the United Kingdom some five million stems of bananas, of which nearly three million stems were grown on the Corporation's estates.

Schemes of community development based on village initiative, were further expanded during the year. The possibilities of these schemes were illustrated in the Crown Film Unit's picture, "Day-break in Udi", which was released in the middle of the year. Under the leadership of Mr. E. R. Chadwick, O.B.E. (the District Officer of the film), similar development is being pushed ahead in other areas in the Eastern Provinces (where the film was taken). These schemes include market improvement, leper segregation



units, sanitary facilities, swamp reclamation, inter-village communications, and village planning.

In November the Cameroons under U.K. Trusteeship were visited by a Visiting Mission of the Trusteeship Council, composed of members from Iraq, Belgium, Mexico and the United States of America. The Mission's terms of reference required it "to observe the developing political, economic, social and educational conditions in the Territory, its progress towards self-government or independence and the efforts of the Administering Authority to achieve this and other basic objectives of the International Trusteeship System". The Mission was also authorised to receive, and, where necessary, investigate petitions. It visited many parts of the Trust Territory, and in particular enquired into the petition presented to the United Nations in 1948 by the Bakweri Tribe for the return of certain lands stated to have been acquired by the Germans and alienated during the period of German rule. Its report was received early in 1950.



## PART I

### (b) Development and Welfare\*

#### GENERAL

THE general development policy of the Nigerian Government was set out in 1945 in a general and comprehensive Ten-Year Plan of Development and Welfare, approved by the Legislative Council early in the following year. It had been realised that, in view of the great size and highly diversified population of Nigeria, it was not possible to do more than indicate a general course of proposed action which should be subject to periodic review of detail in the light of experience and to the inclusion of any additional projects which might be found necessary.

It was estimated that £55 million would be required for financing the complete plan. £23 million was allocated from the Colonial Development and Welfare Vote, and it was agreed that expenditure up to £17 million could be met from loans raised by the Government of Nigeria, and the balance from Nigerian revenues.

The schemes included in the Plan can be broadly divided as follows :

- (i) schemes necessary to ensure that the people are in a position to participate in and take full advantage of the other development schemes ; these are the schemes for rural and urban water supplies, for the development of medical and health services, and for the development of education ;
- (ii) schemes for the development of communications, improvement of living conditions, and provision of fuel and power ;
- (iii) schemes for the provision, extension, or development of services leading to economic betterment, such as the Agricultural, Veterinary and Forestry schemes.

At first progress in carrying out the Plan was severely delayed by shortage of equipment, materials and staff and it is estimated that only £13 million will have been spent by the end of the financial year 1949-50. Equipment and materials are now coming forward much more satisfactorily and, although difficulties in obtaining skilled staff are still acute, much better progress has recently been made in carrying out schemes under the Plan.

Since the Plan was first drawn up several new factors have arisen, the most important of which are that :

- (a) increased costs will make it necessary to cut out some schemes now included in the Plan if the total commitment is not to be exceeded ;

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\*See Appendix F for details of schemes initiated, or in progress during 1949.



- (b) public discussion and criticism have indicated changes which can and should be made in the Plan itself and in the priorities of the various schemes included in it.

It has therefore become necessary to re-cost and review the Plan, and it is proposed to do this in full consultation with all concerned. In particular the advice of the Regional Development Committees, on which there is strong Nigerian representation, will be sought. The intention is to complete the revision of the Plan before the beginning of the financial year, 1951-52. In the meantime there will be no interruption of work already being done under the existing Plan and every effort will be made to speed it up still further.

### *Organisation*

The formulation of major policy and the co-ordination of work on the various schemes are the responsibility of the Development Secretary, who is advised by the Regional Development Committees. The functions of the Regional Development Committees, are to assess within their respective Regions the relative merits and priority of proposals put forward by the Provincial Committees and to make appropriate recommendations to the Development Secretary.

### *Regional Development Boards*

Under the terms of the Regional Development Boards Ordinance, 1949, the number of schemes eligible for assistance has been greatly increased by the fact that the Regional Development Boards are not bound by the statutory limitation which prevented the former Nigeria Local Development Board from making loans to individual enterprises. The regionalisation of the Nigeria Local Development Board has undoubtedly led to an increased number of applications for financial assistance for development purposes, and there is every indication that the new Regional Boards are playing a highly important part in the development of the remoter areas of the country. (For further details see Appendix B).

## INDIVIDUAL SCHEMES

### *Agricultural Development*

At the experimental farms at Yola and Maiduguri, new buildings were completed and valuable work was done in connection with arable crops, livestock management and the production of silage. Progress was made with the buildings and supply of equipment at the Poultry Development Centre at Oyo, where approximately 1,345 chicks have been hatched monthly from Rhode Island Red stock imported from the United Kingdom. The Ogbomosho Farm School was opened in January, and erection of the farm buildings is almost complete; quarters for the second batch of students, who are to be admitted in January, 1950, have also been completed. The herd at the Stock Farm at Fashola in Oyo Province, which was started in 1946 with 73 cows and 20 bulls, has now increased to 230



animals, all of which are showing a high degree of resistance to local tsetse-borne diseases. Two mechanised farming experiments of note are being undertaken in Sokoto Province: the first of these, at Maru, is concerned with upland cultivation by tractors and has had a successful season; the second is concerned with the mechanical cultivation of rice in the Sokoto river-flood plain, where initial experiments have proved so successful that a major scheme requiring 50 tractors and capital expenditure of £136,000 has been approved. At Bida, in Niger Province, irrigation and survey work has gone on in the rice-growing areas. In the Plateau Province valuable experience has been gained from experiments in the technique of soil conservation. In the Eastern Provinces, liming and manure demonstrations were again carried out on a large scale and evoked considerable interest among farmers. At the Oil Palm Research Station near Benin, many buildings have now been completed and the construction of others is continuing; an international conference on oil palm research was held there in December, and experts from French, Belgian and Dutch Colonies were able to see the achievements of this institution.

#### *Veterinary Development*

The protective clearance of riverain vegetation along the main cattle-routes from the north to railheads and markets in the south has been planned as part of a scheme for tsetse-fly control; an application has recently been made for a grant from the Colonial Development and Welfare funds for this purpose. Work continues on the livestock improvement centres at Katsina and Birnin Kebbi, and the site for a new centre has been selected near Ado-Ekiti in the Ondo Province. Research into cattle disease and resistance to trypanosomiasis was carried on with success at Ilorin stock farm and at the N'dama cattle multiplication centre at Oyo. Inspection of hides and skins and instruction in methods of preparation have been intensified, and there has been a noticeable improvement in the production of hides.

#### *Forestry Development*

In the Northern Provinces a considerable area of new forest reserve has been acquired and the ground-work has been laid for a substantial increase in the extent of both the forest reserves and the communal forestry areas. The Anara timber exploitation scheme, of much potential importance to the wood-starved area of savannah forests near Kaduna, suffered a temporary setback when the power-unit operating the sawmill was seriously damaged; this scheme is still in an experimental stage, but with careful management it has good prospects for the future. In Sokoto Province the first experimental shipment of timber has been made from the Foge Island (Yauri Emirate) scheme. A vegetational survey has been carried out in Bornu Province with a view to producing charcoal as a source of power for the proposed electricity scheme at Maiduguri; for this



purpose, tests are being made of the calorific value of charcoal obtained from the plantations in the region. In the Eastern Region, the work of consolidation of reserves is giving valuable experience to forest assistants and other Junior Service staff trained at the forest school. In the Western Region, which contains the greatest part of the country's forest estate, the consolidation of several of the largest reserves was completed and field work on the consolidation of other important reserves was continued. In Ijebu Province an extension to the Akilla Plantation was surveyed and a nursery made to accommodate 80,000 plants.

### *Fisheries*

A survey of the creek and river fisheries in Warri Province has been carried out, and efforts have been made to encourage more sea-fishing. In the Rivers Province, a site for a fisheries office has been approved, and experimental fish-ponds and a pilot fish-curing plant are to be built. An excellent start has been made with the development of a deep-sea fishing industry at Calabar, where a fishermen's co-operative society has been formed. Exploratory fishing outside canoe range was undertaken off Victoria with a tug hired from the Cameroons Development Corporation, and much preliminary information was obtained which it is hoped to turn to good account when the 45 ft. motor trawler now on order is available. Experiments in fish-farming have been continued, and good results have been obtained from the culture of common Nigerian fishes of the Tilapia family in the trial ponds at Onikan, Lagos. Three experimental fish-ponds at the Rural Training Centre, Asaba, have been stocked and observations are being taken.

### *Development of Technical Education*

At the Technical Institute at Yaba and at the Trade Centres at Yaba and Kaduna, satisfactory building progress has been made, and there has been a general improvement in the delivery of workshop plant and equipment, and in the rate of recruitment of technical instructors. The instructional courses at the Technical Institute continue to be very popular, and further courses in civil and electrical engineering and in architecture are to be started as soon as lecturers in these subjects have been appointed. At Kaduna Trade Centre, three wood-working machines and one metal-working machine are now in use, and classes in bricklaying, carpentry and drawing continue to show progress and keenness. At Yaba Trade Centre, further accommodation has been provided for carpenters, bricklayers, cabinet-makers, motor-mechanics and general fitters, and recruitment has taken place from a wide area including some of the larger towns of the Western Provinces.

### *Nigerian College of Arts, Science and Technology*

Following on the report of the Inter-University Council Delegation of 1946-47, which recommended the establishment of "Regional



Colleges " in West Africa, Mr. W. H. Thorp and Dr. F. J. Harlow were commissioned to advise on the formation of one or more of these colleges in Nigeria. The Thorp-Harlow report on " A Technical College Organisation for Nigeria ", published in 1949, discarded the name " Regional College " and recommended the formation of a Nigerian College of Arts, Science and Technology with branches in Ibadan, Zaria and Enugu. It is proposed that the college shall be complementary to the existing University College ; its aim will be to provide courses in higher technical and commercial education, and professional training for teachers, welfare workers, engineers, agriculturists, etc. In addition, the college will participate in schemes of adult education and, pending further developments in secondary education, will provide general education at higher-certificate level. These proposals have been accepted in principle by the Nigerian Government, which has already appointed Mr. W. H. Thorp as principal-designate of the college and made provision for the survey of the site chosen for the Ibadan branch of the college. A final decision, however, has not yet been taken with regard to the number of branches and the financing of the college pending the revision and re-costing of the Ten-Year Development Plan, which it is hoped to complete before the beginning of the financial year 1951-52.

#### *Medical and Health Services*

The scheme provides for the organisation of hospital services, the mass treatment of epidemic and endemic diseases by mobile units, and the establishment of rural health centres. Despite shortage of staff, progress has been encouraging in several spheres. The medical field units in Benue, Plateau, Sokoto and Bornu Provinces played a most notable part in combating the severe epidemic of cerebro-spinal meningitis, which afflicted the more northerly provinces in the early months of the year. New hospitals at Akure, Shagamu and Onitsha are in an advanced stage of construction. The rural health centre buildings at Auchi and Ilare have been completed, and both centres are now open to the public. A Nurses Preliminary Training School was opened at Ibadan in April, with 20 pupils. A Loiasis Research Team, organised by Professor Gordon and Dr. Kershaw of the Colonial Medical Research Committee, is carrying out investigations at Kumba in the Cameroons and has already made very encouraging progress. Work on the construction of the Central Leprosy Unit at Oji River in Onitsha Province has made steady progress ; and a grant of £6,500 has been made by Government to the Church of Scotland Mission for the construction of a new hospital at the Itu Leper Colony in Calabar Province, to replace the old hospital which was destroyed by fire during the year ; satisfactory progress has also been made with the buildings at the new Leper Settlement at Isoba in the Rivers Province.

#### *Town Planning and Village Reconstruction*

The organisation of town planning is being undertaken through



Planning Authorities appointed under the Nigeria Town and Country Planning Ordinance, assisted by grants from development funds of up to 33½ per cent of the value of the work done in each case. The first of these town-planning schemes to be approved were two at Port Harcourt, known as the Hospital Road Extension and the Creek Road Extension respectively, for which grants from development funds and loans from the former Nigeria Local Development Board were received. Plans for a third scheme at Port Harcourt, to provide for the future expansion of port facilities, have been prepared and are now under consideration. A Planning Authority for Calabar was gazetted in June, 1949, and a planning scheme for the town is now under detailed consideration; already surveys have been carried out and a main road has been built through the Planning Area with development funds; rating assessment is making steady progress, and a total of nine rating districts (1,921 tenements) have been assessed during the year. At Enugu the plans of a site for a sports stadium, to be built with a grant from development funds, have been completed, and work has continued on the construction of roads and drains in the new Uwani layout, towards which a loan of £12,000 has been received from the Eastern Regional Development Board.

Grants for village reconstruction and communal amenities are made from development funds to the extent of 33½ per cent (formerly 10 per cent) of the cost of village projects voluntarily undertaken by the local inhabitants. This scheme presents an excellent opportunity for the people in rural areas to participate in the Development Plan in a practical and tangible form, and is providing a most welcome incentive to communal effort. Methods (and public response) vary from province to province, but generally good results are being achieved. In Sokoto Division, for example, two special rural development teams have been formed and trained to tour the districts, constructing with the help of local voluntary labour such amenities as market-stalls, well-tops, slaughter-slabs and wash-places; it is hoped that each team will be able to build three market-stalls or 15 well-tops a month.

In Kontagora, a proportion of these funds has been used in establishing a model settlement at Tungar Kaidabu. In the Western Ijaw Native Authority area, a creek has been cleared at Ojobo and fore-shore walls at Akugbene, Ogobri and Ojobo have been completed. Elsewhere work is progressing on numerous small schemes, covering market improvement and the construction of culverts and drains, village halls, reading-rooms and lorry-parks.

### *Electricity*

Delivery of plant and equipment has shown some improvement during the year, and despite an acute shortage of staff, progress has been made with a number of works and investigations. The low-tension mains in Jos have been extended, and an auxiliary diesel-engine has been installed and operated at Kaduna. At Port Harcourt



progress has been made with the installation of new equipment which will serve the needs of the township and of the planning areas already laid out. A new gas-producer plant has been installed in Calabar and is now in operation. The distribution network at Victoria has been completed and a permanent electricity supply has been available there since April. The first street-lights in Enugu were switched-on on Christmas Eve, 1949. The site for the new Enugu power-station has been selected, and it is planned that this shall provide power not only for Enugu itself, but for towns within a radius of 60-70 miles, including eventually Onitsha, Umuahia and Abakaliki; indents for the boilers and generators have been dispatched to the United Kingdom.

### *Rural Water Supplies*

Despite the shortage of staff and equipment, substantial progress was made during the year with the well-sinking programme. In the Northern Provinces 605 wells were completed and 3,960 ft. of bore-hole drilling was done. From the Eastern and Western Provinces and the Colony districts have come reports of the widespread popularity of the rural water supplies scheme and of continued good progress being made with the construction of wells and underground water-tanks.

### *Urban Water Supplies*

Progress has been made with several individual urban water-supply schemes despite the continued shortage of staff and the delay in the supply of materials. Work on the Ilorin water-supply scheme was begun at the end of October, and the building of quarters, stores, shops and access-road is nearly finished. At Minna, where formerly water was a scarce and expensive commodity, one of the best pipe-borne supplies in the country has been installed; the Bosso dam, five miles from the town, is now practically complete, and the people of Minna have been supplied with water from it since 1st November, 1949. At Abakaliki, construction of the treatment-plant is progressing and the filter-beds and upsurge-tanks have been completed. At Onitsha, two new pumps have arrived and the construction of a new high-level reservoir is progressing satisfactorily. The Native Authorities of Ilesha, Oshogbo and Ede have accepted the financial proposals for the schemes proposed in these towns; and investigations into the extensions of the Oyo and Ogbomosho waterworks are continuing. At Ibadan the spillway has been raised, thus increasing the capacity of the reservoir by one-third.

### *Textile Development*

Three textile centres in the Western Provinces are now in operation, which completes the building programme in that Region; each centre has taken its full quota of trainees and each has a waiting-list of applicants. At the Provincial Textile Centre in Sokoto, the first full course in weaving is in progress and great keenness is being



shown by the pupils in residence. Demonstrations of spinning and weaving continue to be valuable in carrying the work of existing centres to remote areas, and those given during the year were well attended by both craftsmen and the general public. Research work on the improvement of looms and on simplified methods of spinning cotton has been carried out at the Oyo and Ado centres. The main item of the year's research, however, has been carried out by the Fibre Officer and has been concerned with the utilisation of fibres belonging to the jute class. A survey of the production areas of a series of fibres has shown that there are valuable textile fibres in Nigeria, other than cotton, which are capable of a more extensive cultivation and are useful for a variety of purposes. It might be possible to start a valuable light industry for the making of produce bags, hessians and similar cloths, ropes, twines and cordage, matting and possibly paper. The investigation continues and has been expanded to include an examination of coir fibre.

#### *West African Institute for Trypanosomiasis Research*

The cost of the West African Institute for Trypanosomiasis Research is shared by the Colonial Development and Welfare vote (two-thirds) and by the four West African Governments (one-third). The Director was appointed on 1st September, 1947, and has spent his time in establishing the two main branches of the Institute at Kaduna and Vom and the small sub-station at Katabu, 14 miles from Kaduna, which has served as the Institute's research centre pending completion of the laboratories at Kaduna and Vom. Of the three essential factors in establishing the Institute—personnel, building and equipment—the building programme alone is behind schedule though encouraging progress has been made during the second half of 1949. Some valuable research work has already been done at Katabu, but a number of important projects, including therapeutic trials with the drug antrycide, must await the completion of the laboratory buildings at Vom.

#### *Development Officers*

A part of the work under the Plan is being supervised by Development Officers, of whom at the end of the year there were 90 recruited out of an approved establishment of 100. Of these, 32 were posted to the Northern Provinces for duties covering resettlement schemes, agricultural development, roads, land reclamation, and native treasuries; 18 served in the Eastern Provinces and were concerned with town planning, roads, soil conservation and raffia development; 18 worked in the Western Provinces on roads, oil palm research, town planning, and textile development, and the rest were assigned to various departments.



## PART II

### Chapter I: Population

No general census has been undertaken throughout Nigeria since April, 1931, when the population was estimated at 19,928,171 inclusive of natives of Nigeria, native foreigners, and non-natives. Estimates of a varying degree of accuracy can be made from annual returns of tax-payers, although such returns have only a limited value as guides to population trends, if only for the reason that women are not subject to direct taxation over many parts of the territory, so that their number, as well as that of children over large areas, can only be estimated roughly. The native population of Nigeria is certainly increasing, and figures for the Northern Provinces, based on the annual tax count, showed an increase of nearly 3 per cent over the figures for 1947, even leaving out of account the nomadic Fulani cattle owners. An estimated total figure for Nigeria in the last pre-war year was 20,588,840, and an estimate prepared for 1948 by the Department of Statistics gave a figure of 24,070,000 for Nigeria, with 1,005,000 for the Cameroons.

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

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



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

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

The remaining groups, all linguistic, belong to the Southern Provinces, except a considerable minority of the Yoruba resident in the south-western part of the Northern Provinces. Edo (or " Idu ") is the native name for Benin, and has been applied to those who speak the language of that place, the seat of a powerful dynasty which has at one period or another dominated most of the " Edo-speaking people " or their ancestors. None of the other groups mentioned preserves any recent tradition of political unity, and both Ibo and Yoruba, especially the former, include a diversity of physical types, while many Ibo dialects differ so much amongst themselves as



to be practically distinct languages. Yoruba, however, is spoken with some uniformity throughout the ancient kingdoms of the south-west, and with the spread of literacy is developing a literature of its own. The Ibo-speaking peoples form an extensive and fairly solid block immediately to the east of the lower course of the Niger, but, like their neighbours, the Ijaw on the south-west and the Ibibio on the south-east, seem never to have developed any political organisation higher than that of the town or small group of villages.

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

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

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

There have been no large scale movements of population reported in 1949. In Plateau Province, the movement from the worked-out land on or near the hills continues, urged on by the pressure of increased population, though many chiefs are unwilling to agree to their people leaving their jurisdiction. In Northern Adamawa, there is a steady movement down to the more fertile plains, but much patience is necessary before some of the hill tribes in the southern half of that Province can be encouraged to leave their



barren hills. In Benue Province there appears to be a steady movement of population from the Plateau Province and there is also an inward move of Ibos from Ogoja Province.

The population of the main towns has been estimated as follows :

Colony.	Lagos	250,000
Northern Provinces	Kano	101,280
	Ilorin	53,450
	Maiduguri	43,330
Western Provinces	Ibadan	335,500
	Iwo	86,000
	Ogbomosho	84,500
	Oyo	79,000
	Oshogbo	64,000
	Abeokuta	54,000
	Ede	51,000
	Iseyin	48,000
	Ife	45,000
Eastern Provinces	Onitsha	60,000
	Port Harcourt	45,000
	Enugu	40,000

## Chapter 2: Occupations, Wages and Labour Organisation

### OCCUPATIONS AND WAGES

The main occupations of the country are those connected with agriculture, including lumbering, rubber, palm-oil production, banana, groundnuts, cocoa and cotton growing. In addition there is a considerable amount of peasant farming undertaken on a "self-employed" basis. Tin, coal and gold mining industries also employ large labour forces. The practice of peasant farmers accepting employment in the tin mines and on the timber, rubber and palm-oil plantations for short periods in order to pay their local taxes still persists—a practice which renders difficult the task of assessing the strength of the labour force at any given time, and results in a large labour turnover. For instance, enquiries conducted in the Plateau tin mines area revealed that a total labour force of 30,000 workers was employed at any one time, but the actual number of workers who had been placed on the pay-roll during the year was nearly six times this number, i.e., 175,000. These workers are non-indigenous to the minesfield and their main occupation is peasant farming to which they return for the greater part of the year, after they have obtained the necessary cash for taxes, cloth and such



other items as cannot be paid for by exchange and barter. Thus, a simple statement that 30,000 workers are employed in occupations relating to tin mining would present a false picture.

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

At present, returns relating to the number of workers employed are received from only a small proportion of employers, and in the majority of cases the information is unreliable and inaccurate. The approximate number of workers employed in various areas during 1949, is set out in the following table :

<i>Area</i>	<i>Ex-servicemen employed</i>	<i>Civilians employed</i>	<i>Total</i>
Northern Provinces	9,984	69,449	79,433
Eastern Provinces (including British Cameroons)	9,768	85,085	94,853
Western Provinces	13,034	155,160	168,194
Lagos and Colony	7,067	33,452	40,519
1949 Grand Total	39,853	343,146	382,999

These figures show an increase of 11,215 ex-servicemen, 99,384 civilians and a total increase of 110,599 workers employed compared with 1948.

Government continues to be the largest employer of labour in the country. Its wage rates are based on the report of a committee set up to recommend consolidated wage rates and cost-of-living allowances for employees not coming within the purview of the Harragin Commission. Labour is now, for wage purposes, divided into the three categories of general labour, special labour, and skilled artisans, and the country is divided into six geographical areas. Rates for the various categories are prescribed for the different areas, and were made retrospective to 1st January, 1946. Rates vary from 9d. to 2s. 11d. per day for general labour, and from 1s. 1d. to 3s. 6d. per day for special labour according to locality, while artisans receive from 4s. 6d. to 8s. per day according to grade, with various rates of increment.

The standard weekly hours of work vary from 34 for clerical workers to 45 for technical and industrial workers ; certain classes of workers in Government departments have a standard 44-hour week.



## COST OF LIVING

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

There are no accurate available figures of the cost of living of local workers. The preparation of a cost-of-living index for the local workers of Nigeria has always been fraught with difficulties; the problem is indeed a complex one. The enormous area involved—some 370,000 square miles—the diverse types of peoples and their widely varying expenditure patterns, the different rates of pay according to the Department of Government, and the part of the country concerned, all combine to make the computation of an accurate index impossible without an elaborate programme of field work.

## LABOUR DEPARTMENT

The Commissioner of Labour is Government's principal adviser on all matters of labour policy, and is responsible for all the activities of the Department of Labour. He is assisted by a Deputy Commissioner. The functions of the department include the enforcement of labour legislation, the constant review of conditions of employment in all areas and occupations, the guidance of trade unions, the prevention of trade disputes and assistance in the orderly settlement of those disputes which cannot be prevented, and the operation of employment exchanges. Particular duties undertaken are the control of the recruitment of Nigerians for employment in foreign



territories and the protection of the interests of such Nigerians in those territories, trade testing, the training of the Department's staff and certain members of other Departments in labour matters, assessment of workmen's compensation claims in the case of Government employees, the production of the Department of Labour Quarterly Review, and special work in connection with wage fixing machinery and Labour Advisory Boards.

The Commissioner of Labour is also Chief Resettlement Officer, and, in this capacity is responsible for the administration of the Employment of Ex-servicemen Ordinance, 1945, and for ex-service resettlement schemes generally.

Labour Officers posted to outstations are generally responsible for all the Department's field work in their respective areas. Their chief duties are to secure the observance of labour legislation by inspection, to assist in the maintenance of good industrial relations, to collect and collate information and to give advice to employers and workers. They are assisted in this work by Assistant Labour Officers and Labour Inspectors, the latter being more particularly concerned with the enforcement of minimum wage legislation and the terms of the fair wages clause in public contracts. The Labour Officer at Fernando Po, who is also the British Vice-Consul in the territory, supervises the conditions under which Nigerian labourers recruited for work in the territory are employed. The conditions of employment are governed by a treaty negotiated between the Spanish authorities and the Nigerian Government in 1942.

Arrangements were begun during the year for merging the resettlement organisation with the employment exchanges. Labour Officers and Exchange Managers took over the duties formerly performed by Area Resettlement Officers. Some of the junior staff of the resettlement organisation were transferred to labour offices and employment exchanges to assist in the increasing work of these offices. A new register of ex-servicemen genuinely seeking employment was established, and by the end of the year it was possible to close a number of redundant registration offices.

In addition to their duties in connection with the resettlement of ex-servicemen, the Exchange Managers continued to organise and supervise the working of the four employment exchanges in Lagos, Ibadan, Sapele and Jos, and the school-leavers' registry at Enugu. Field registrations were undertaken by teams of registration clerks working under direct supervision of Assistant Exchange Managers.

Trade-testing facilities were provided in Lagos and in the provinces. The object of the tests is to assess the skill and knowledge of craftsmen, and thereby provide the employment exchanges and employers with reliable guides to the abilities of persons seeking employment.

During the year, a Labour Advisory Board began enquiries into the building and civil engineering trades in Lagos, and the timber industry in the Western Provinces. The rubber industry in Benin,



originally the subject of an enquiry in 1946, was again investigated, because of the changed conditions in the area. The recommendations of the Labour Advisory Board with regard to catering and ancillary trades, retail and ancillary trades and private domestic service in Lagos, which were submitted to the Government in 1948, were further examined in 1949. In the case of private domestic service, Government decided that legislation was inappropriate and, instead issued a code of minimum conditions recommended for voluntary adoption. Following the recommendations of the Board, legislation was enacted during the year fixing minimum wages and conditions of employment for stevedore and dock labour in the port of Lagos.

#### TRADE UNIONS

The trade union movement suffered several set-backs during the year. In early January, the Trades Union Congress was split and an opposing body was set up under the title of the Nigerian National Federation of Labour. Unavailing efforts were made to reconcile the two groups. A number of strikes took place in Government Departments, and details of these are given below. After little more than twelve months of operation, the two Junior Service Whitley Councils have broken down. In each case, the staff side, dissatisfied with the rate of progress and with the extent of the improvements in conditions secured, withdrew from Council meetings.

Owing to the split in the trade union movement the annual summer school for trade unionists was not held this year. Regional week-end schools were organised and well attended in Lagos, Ibadan (Western Provinces) and Enugu (Eastern Provinces). The Trade Union Officer began a course of twelve monthly lessons on trade unionism, on the same lines as that run by Ruskin College, Oxford, for colonial trade unionists. One hundred and fifty-four trade unionists are taking the course, representing 58 trade unions. During the year, every registered trade union in the country was supplied with illustrative examples of trade union accounts. A letter was also sent to each trade union, offering the assistance of the Trade Union Officer in operating an efficient method of keeping accounts. More than twenty unions have already taken advantage of the offer.

The tin-mining trade unions amalgamated in 1948, and were duly registered in 1949 as one trade union. A matter of importance and interest was an application from the tin-mining employers to register as an association. This is the first employers' organisation in the country to be registered as a trade union. There are seven registered unions catering for railway workers and there has been some discussion concerning the possibility of their amalgamation.



At present there are 129 registered unions, and the known membership (in some cases figures are incomplete) is 108,184. The division by occupations is as follows :—

<i>Occupation</i>	<i>Number of Unions</i>	<i>Membership</i>
Railways . . . . .	7	14,289
Printing . . . . .	5	699
Agriculture . . . . .	4	11,328
Transport . . . . .	11	2,209
Mining . . . . .	3	3,714
Domestic and Catering . . . . .	6	2,898
Postal Workers . . . . .	2	3,107
Building . . . . .	6	2,464
Tailoring . . . . .	2	178
Woodworkers . . . . .	12	1,407
Shipping and Dockworkers . . . . .	11	5,568
Professional . . . . .	9	26,858
Engineering . . . . .	10	1,177
Commercial . . . . .	22	2,967
Banking and Insurance . . . . .	3	235
General . . . . .	16	29,086

The major unions are the Railway Workers' Union (membership 11,025), the Cameroons Development Corporation Workers' Union (10,850), the Nigeria Union of Teachers (21,105), and the Amalgamated Union of United Africa Company Workers (18,249).

#### LABOUR DISPUTES

Most of the disputes that occurred were resolved by negotiations between employers and employees, and in one case there was resort to arbitration.

Of the 70 industrial disputes which occurred during the year, 36 led to strike action involving some 46,698 workers. The four longest strikes lasted for periods varying from 27 to 30 days while the others were of a few hours to 18 days duration, the average being 6 days. Approximately 500,000 man-days were lost by these stoppages. Further details regarding the strikes are given below.

Because of the events incidental to them, and not necessarily because of their nature and extent, the four disputes noted below are particularly significant :

- (i) Public Utility Technical and General Workers' Union, Kaduna Branch, and the Public Works Department. Some 300 employees of the Public Works Department, Kaduna, demanded a 100 per cent increase in wages. They stopped work on 7th February, 1949, and rejected the offer of an



increase of 2d. per day. The strikers resorted to picketing and molestation of their co-workers who were not on strike ; the police were called in to maintain order. One striker, in an attempt to escape from arrest, jumped from a moving police-van and sustained fatal injuries. A special committee, representative of the interests concerned, investigated the causes and circumstances of the dispute, and the men returned to work pending investigation of their complaints by a special committee.

- (ii) The Railway Station Staff Union and the Nigerian Railway Administration. This dispute was caused largely by the dissatisfaction of the Nigerian Railway Station Staff Union with the results of one of the arbitrations of last year. The union called a country-wide strike which paralysed the whole railway system from 17th to 20th July. The strike was called off, however, and work was resumed on 21st July, 1949.

At the negotiations which followed, agreement was reached on many points, but the union was disappointed at the Railway Administration's refusal to discuss nine points in the arbitration award with which they were dissatisfied.

Following a broadcast on the labour situation by the Acting Governor on 26th July, a Commission of Enquiry, popularly known as " the Brooke Commission ", was appointed on 11th August, with the following terms of reference :

- (1) To investigate the causes and circumstances of the existing unsatisfactory labour situation on the Railway ;
- (2) To review the existing machinery for settlement of trade disputes and for the removal of grievances on the Railway ; and
- (3) To make recommendations on both the above matters.

The members of the Commission were :

N. J. Brooke, Esq. (*Chairman*)

H. F. Pallant, Esq.

Hon. Mallam Bello Kano

Rev. S. I. Kale

L. P. Ojukwu, Esq.

The Railway unions represented by the Nigerian Union of Railwaymen (Federated) objected to two of the African members of the Commission and suggested two substitutes. Government, however, refused to change the membership. As a form of protest the union staged a 24-hour strike of railway workers in Lagos. That did not however, produce the desired effect and the union finally refused to give evidence before the Commission.



- (iii) The Cameroons Development Corporation Workers' Union and the Cameroons Development Corporation. The numerical strength of workers involved in this dispute, and the duration of the strike that began on 7th November, give it some prominence. The union, representing some 17,000 workers in the Cameroons, demanded increases in wages (notably from rs. 6d. to 2s. 6d. per day for general labour) and the removal from office of an administrative manager. After considerable efforts in conciliation, the strike was called off and work resumed on 4th December. Various wage increases were given, and arrangements made for additional supplies of essential commodities.
- (iv) The Colliery Workers' Union and the Colliery Department. This dispute arose from a rumour that payment of a large sum of arrears of wages due to the workers was held up by the management of the Colliery Department. In an endeavour to force the management to grant their demand for higher wages and payment of the alleged arrears, the miners resorted to "go-slow" tactics. The management felt compelled to dismiss some 250 workers, mainly hewers who had had previous and final warnings. The situation deteriorated and the police who were called in to remove explosives from the mines, clashed with the miners, with the results already noted in Part I, page 5.

#### LABOUR LEGISLATION

A careful examination has been made of the Workmen's Compensation Ordinance (No. 51 of 1941) so as to bring its provisions into line with modern standards. Rules have been promulgated governing the activities of Labour Advisory Boards, and Orders-in-Council were made fixing minimum wages and conditions of employment for stevedores and dock labourers in the port of Lagos, and imposing further restrictions on the employment of women and young persons in the printing trade. The registration of industrial workers is now controlled in Lagos, and the Benin, Warri, and Plateau Provinces.

Arrangements made between the Governor and the Governor-General of French Equatorial Africa, governing the employment of Nigerian labourers in forestry and industrial operations in the Gabon, were also published. The arrangements were based on the provisions of the treaty governing the employment of Nigerians in the Spanish Colony of Fernando Po.

### Chapter 3: Public Finance and Taxation

#### REVENUE AND EXPENDITURE

As this report was compiled before the close of the 1949-50 financial year, the detailed information given in this Chapter relates to the



fiscal year 1948-49. In accordance with the 1946 constitution which (save in so far as the financial provisions were concerned) came into effect on 1st January, 1947, Nigerian finance is "regionalised". This was first put into effect in the financial year 1948-49, and has now been in operation for well over a full year. Although difficulties have been encountered in finding an equitable method of allocating funds to the regions, regional finance has worked smoothly in practice and, regionalisation has clearly come to stay.

The financial details had been previously worked out and were based on Sir Sydney Phillipson's Report on Administrative and Financial Procedure under the New Constitution, 1947. Briefly, Government revenue collected throughout Nigeria accrues to the central Government. Block allocations are then made to the three regions. As regards local government finance Native Authorities are allowed to retain the direct taxes collected by them, except for a share fixed under the Direct Taxation (Amendment) Ordinance, 1948, which accrues to central revenue declared regional. Each of the three regions arranges and controls the expenditure of revenues voted to it and prepares a regional budget which is considered by the Regional House or Houses, and then submitted for the approval of the Governor. Services and works which by their nature are more properly and advantageously made subject to local control are provided for in the regional estimates, while services and works, such as Posts and Telegraphs, Customs, Railways, etc., which by their nature demand a direct and unitary control throughout Nigeria, are a charge upon Nigerian (i.e., central) estimates. Certain heads of expenditure have thus been classified as regional, and regional services and works under these heads were provided for in 1949-50 under Regional Estimates. Nigerian services and works under these regionalised heads, and all services and works under other heads were borne on the Nigerian estimates.

Since the Regional Houses have no power to appropriate revenue, there was made available to each of the Regions, by means of votes of the Central Legislative Council included in the Estimates of Nigeria, an allocation of revenue. From total local revenue for 1949-50 (excluding Colonial Development and Welfare grants) of £26,799,120, the following allocations were made to the regions (excluding grants for regional services and works comprised within the Ten-Year Plan of Development and Welfare) :

Northern Region	.	.	.	£2,704,400
Western Region	.	.	.	£1,938,200
Eastern Region	.	.	.	£2,494,200
				<hr/>
				£7,136,800
				<hr/>

During the financial years 1948-49 and 1949-50, the comparative statements of revenue and expenditure, which are published monthly in the *Nigeria Gazette*, continued to reflect all Government expendi-



ture, including such expenditure as has since become a regional liability. Total revenue and expenditure (including Colonial Development and Welfare grants and payments) during 1948-49, amounted to £23,811,381 and £23,898,427 respectively, the latter figure including a transfer to the Supplementary Sinking Fund of £1,550,000. The increases which have taken place in both revenue and expenditure in recent years reflect the increased cost of public services and the higher rates of direct and indirect taxation which it has been necessary to impose in order to provide for this increased cost.

In 1948-49, as in previous years, the bulk of the local revenue accrued from import, export and excise duties which provided some 57 per cent of the revenue. Direct taxes, which have also shown increases in recent years (see Appendix D) provided 17 per cent of the revenue. Interest, largely contributed by the Railway in respect of capital works expenditure financed from Nigerian loan and general funds, provided 4 per cent of the revenue, and the balance was made up of such items as licences, mining royalties, harbour dues, fees of court or office and earnings of Government departments. A useful and unexpected accretion to revenue was the Nigerian share of the profits of the West African Currency Board, amounting to £210,284, in 1948-49.

Expenditure on certain public services in recent years is shown in Appendix E. £1,810,381 was received from the Imperial Government for development schemes under the Colonial Development and Welfare Act, in 1948-49.

#### PUBLIC DEBT.

All Nigerian loans, other than the local loan floated in 1946, are quoted on the London Stock Exchange. Those outstanding at 31st December, 1949, are listed below :

<i>Amount Outstanding</i>	<i>Description of Stock</i>
£	
4,263,373	Nigeria 5% Inscribed Stock 1950-60
4,188,000	" 3% " " 1955
5,700,000	" 4% " " 1963
300,000	" (local) 3½% Registered Stock 1956-61
1,250,000	" 2½% Inscribed Stock 1966-71
1,410,285	" 3% " " 1975-77

At the end of 1949 the Nigeria 6 per cent Loan 1949-79 of £6,363,226 reached maturity, and it was decided to redeem this loan at the earliest opportunity, in order to take advantage of the favourable conditions then obtaining on the London money market for conversion. Of the total of £6,363,226, the amount redeemed in cash was £4,952,941, while the balance of £1,410,285 was converted to 3 per cent 1975-77 stock at par.



The annual charges for the service of the Public Debt on account of interest and statutory sinking funds in 1948-49 amounted to £1,190,829, roughly 5 per cent of total ordinary revenue.

#### ASSETS AND LIABILITIES

The balance sheet at 31st March, 1949, showed an excess of assets over liabilities of £9,016,907, and a Revenue Equalisation Fund of £2,309,178 and a Supplementary Sinking Fund of £3,686,772.

#### DIRECT TAXATION

Two forms of direct taxation are in force : income tax and general tax. The Income Tax Ordinance provides for payment of a graduated income tax by non-Africans throughout Nigeria, and Africans in the Township of Lagos ; and a flat rate by all companies. The rates in force during 1948-49 were the same as for 1947-48, viz:

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

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

In order to avoid double taxation of profits arising from trade effected by United Kingdom firms between Nigeria and the United Kingdom, an agreement has been concluded between the two countries under which the latter levies income tax on profits arising from merchandise exported to Nigeria by United Kingdom firms, leaving the former to tax profits arising from sales of local produce abroad accruing to United Kingdom firms.

The yield from income tax has increased progressively since its introduction in 1940, the apparent decline in 1946-47 being due to the



fact that an exceptional amount of arrears was collected in 1945-46 :

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*Revenue Derived from Income Tax: Individuals and Companies*

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	£
1939-40 . . . . .	99,141
1944-45 . . . . .	1,370,714
1945-46 . . . . .	2,496,644
1946-47 . . . . .	2,004,721
1947-48 . . . . .	3,292,116
1948-49 . . . . .	3,484,018

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Africans outside the Township of Lagos pay a general tax in accordance with various forms of assessment. Political, social, and economic conditions prevailing in each locality are so diverse that a variety of methods is unavoidable, ranging from the individual assessment of wealthy traders in large towns to a flat rate in backward areas.

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

- (i) *Locally distributed Income Tax.* This is the most general method, being applied to perhaps nine-tenths of population. The unit of assessment is the village. As and when opportunity offers, Administrative Officers prepare detailed Assessment Reports, based on a close investigation of selected areas, in respect of the average yield per acre cultivated, market price of produce, annual value of livestock and earning capacity of tradesmen and craftsmen. A total income for the unit is computed from these statistics and a certain percentage (not exceeding 10 per cent) is fixed as the total tax payable by a unit. The village head is informed of the total tax assessment of his area and he apportions it, in consultation with his council of elders, according to the ability to pay of individual taxpayers.
- (ii) *Poll Tax.* In some backward areas, where the village headman is not equal to the responsible task of apportioning a total as between individual taxpayers, and where the differences in individual wealth are small, a flat rate is payable by every taxpayer.
- (iii) *Tax on Ascertainable Incomes.* The employees of Government, the Native Authorities and commercial firms who have



definitely ascertainable incomes are assessed at the following rates :

<i>Income</i>	<i>Rate of Tax</i> s.    d.	
For every pound from £1 to £72	.	4
For every pound from £73 to £400	.	6
For every pound from £401 to £700	.	1    0
For every pound from £701 to £1,000	.	1    6
For every pound from £1,001 to £2,000	.	2    0
For every pound from £2,001 to £3,000	.	3    0
For every pound from £3,001 to £4,000	.	4    0
Continuing with 1s. increase for each additional £1,000 of income up to a maximum rate of 15s.		

- (iv) *Wealthy Traders' Tax.* In all large towns a number of well-known wealthy traders are excluded from the ordinary census made for the purpose of assessing tax by method (i). Examination is made of the wealth of these individuals from year to year and their tax is individually assessed. The income of these traders, who do not keep books of accounts, is by no means easily ascertainable and it is for this reason that they are not classed for assessment under method (iii).
- (v) *Mines Labour Tax.* In mining areas where there is a large and to some extent shifting labour force, a tax of 4d. a month is payable by employees on wages of up to 4s. a week ; a tax of 6d. a month is payable by employees on wages over 4s. but not exceeding 7s. a week ; and clerks, artisans and headmen whose wages are more than 7s. a week are assessed under method (iii). This tax is collected by the mining company's paymaster at the time the labour is paid and is remitted by him to the district head concerned.
- (vi) *Strangers' Tax.* In areas where community assessments are made by method (i), strangers or immigrants not included in the annual census are assessed by the district or village head concerned according to their apparent wealth, the tax payable by them being additional to the amount of the original community assessment. In the areas in which (ii) is employed, they pay the poll tax.
- (vii) *Land Revenue Tax.* This is based on a detailed assessment of the average productivity per acre in each revenue survey district. Up to date it has been applied only to five densely populated districts in the neighbourhood of Kano City.



In the Western Provinces quite different arrangements prevail ; there are no community assessments, and broadly the system is one combining a flat rate with an income tax. The following types of tax are at present levied :

- (a) Flat rate
- (b) Income Tax
- (c) Trade Taxes (levied in the Oyo and Ijebu Provinces only)
- (d) Tax on unearned incomes (levied in the Oyo and Ijebu Provinces and in part of Abeokuta Province).

The flat rate varies from 7s. 6d. (certain small areas of Ondo Province) to 15s. (Ijebu Province and certain areas of the Abeokuta and Oyo Provinces). This is chargeable on annual income below a certain maximum (£24-£40) and is payable by all adult males. Income tax is payable by adult males whose incomes exceed the maximum at which flat rates cease to be payable.

The trade taxes still in force in the Oyo and Ijebu Provinces are payable, in addition to the flat rate, by persons engaged in certain trades, e.g., blacksmiths, goldsmiths, cattle dealers, etc. Rates differ as between trades. These taxes are now somewhat anomalous and in practice, especially in Ibadan, have almost ceased to exist, since all tradesmen who are assessed for income tax are exempted from the trade tax. In some parts of the Western Provinces a tax is also levied on unearned, that is investment income, such earnings not being included in the income which attracts an income tax. The rate of the tax on unearned income varies from  $2\frac{1}{4}$  to 4 per cent in Ijebu Province, to 5 per cent in the Oyo Province and to 10 per cent in the Egba Division of Abeokuta Province.

Rates of income tax are not uniform throughout the Western Provinces. Native Authorities, in order to solve their financial difficulties, or in order to provide additional amenities have sought approval for surcharges, varying from  $12\frac{1}{2}$  per cent to  $37\frac{1}{2}$  per cent in excess of standard rates, while in Abeokuta Province the Native Authorities have proposed their own rates of income tax which are considerably higher than those charged elsewhere. The methods of assessment are not uniform in detail throughout the Western Provinces, but the same principles apply everywhere and may be briefly described as follows :

- (i) Nominal rolls of all taxpayers are prepared and retained in the Native Administration tax office. These are revised annually and it is the duty of village and quarter heads to ensure that all the amendments are notified. The nominal rolls form the basis for computing the amount of flat rate of tax payable by each quarter or village.
- (ii) Assessment committees are appointed for each town or village group and are responsible for assessing individuals liable to pay income tax. A return of income is demanded from each



individual and forms the basis for assessment. Assessment committees also make such inquiries as they think fit regarding the traders, contractors and others not directly employed who carry on independent businesses.

In the Eastern Provinces, the system of assessment is similar to that in the Western Provinces to the extent that there are no community assessments and the flat rate and income tax are the two methods by which the Direct Taxation Ordinance is applied.

The majority of taxpayers pay a flat rate which varies from 4s. in certain areas of the Cameroons Province to 12s. in Onitsha Division of the Onitsha Province. In recent years, however, increasing emphasis has been laid on the need for progressive improvement in the number and accuracy of assessments on ascertained annual incomes. In making these individual assessments, the general practice is for assessment committees of the Native Authorities to furnish to the District Officer a list of persons whom they consider to be in receipt of ascertainable incomes which justify a rate greater than the flat rate. Only in rare cases is it the practice to call for written returns of income, and ascertainment of income and assessment proceed in accordance with such methods as commend themselves to the tax collection authorities or their assessment committees. The rates in force throughout the Eastern Provinces, during 1948 and 1949, were :

<i>Income</i>				<i>Rate of Tax</i>	
				<i>s.</i>	<i>d.</i>
For every pound of the first	£700	.	.		4½
„ „ „ next	£100	.	.	1	0
„ „ „ „	£100	.	.	1	3
„ „ „ „	£100	.	.	1	6
„ „ „ „	£100	.	.	1	9
„ „ „ „	£100	.	.	2	6
„ „ „ „	£100	.	.	3	0
„ „ „ „	£200	.	.	3	6
„ „ „ „	£100	.	.	4	0
„ „ „ „	£100	.	.	4	6
„ „ „ „	£300	.	.	4	9

Payment of tax on ascertainable incomes begins at a figure of income at which 4½*d.* in the pound exceeds the flat rate.

#### *Collection of Direct Tax*

The Native Authorities of Nigeria arrange for the collection of direct tax. The chain of authority, characteristic of the northern system of native administration, and the fact that the most usual procedure is that of community assessment, makes the collection of



tax in the north a relatively simple and straightforward process. In the Eastern Provinces, the normal method of ensuring that each taxable male pays his tax is for the Native Authority to require the tax collectors, who, in the majority of cases are the persons whom each family puts forward as its representative for this purpose, to furnish a nominal roll of all taxable males in the family or other unit. These nominal rolls are checked by the Native Administration staff and submitted for the District Officer's approval, enquiries being made, often by a committee of the Native Authority appointed for the purpose, in cases where there is reason to suspect inaccuracies. When the rate is settled, the tax collector receives a demand note signed by the District Officer, requiring him to collect from a specified number of persons the tax at the basic rate. The collector then collects from each man in his roll and gives him a numbered receipt. The demand note normally contains the details of individual assessments of tax on the ascertained incomes within the family or other unit for which the collector is appointed. The arrangements in the Western Provinces for the collection of the flat rate tax are similar, although the collectors appointed by the collection authority are usually members of that authority. In the case of tax on individually assessed incomes, demand notes are issued to each individual liable to pay, and he then pays direct to the Native Administration tax office or to the local tax clerk. In certain districts, e.g., Abeokuta and Ibadan, income tax may be paid by instalments.

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

The general tax is shared between the Government and the Native Administrations, the actual amounts accruing to Government during 1948-49 being £292,825. This sum is reallocated to Regional Revenues.

#### CUSTOMS TARIFF (SUMMARISED)

The First Schedule to the Customs Ordinance enumerates articles on which import and export duties are imposed, together with articles that may be imported free of duty. During the latter part of 1947 a Tariff Advisory Committee was inaugurated to consider the general framing of the Customs Tariff Schedules made under the Customs Ordinance.

Examples of rates in force on 1st April, 1949, are as follows :

##### *Import Duties*

Wearing apparel (shirts, singlets, boots, shoes and socks).	16 $\frac{2}{3}$ per cent <i>ad valorem</i> or specific rates.
Bicycles . . . . .	15s. each.
Clocks and watches . . . . .	1s. 3d. each or 20 per cent <i>ad valorem</i> .
Motor cars . . . . .	10s. per 28 lb. net weight.
Motor lorries . . . . .	£6 5s. each.
Motor spirit . . . . .	10d. per gallon.
Toilet preparations . . . . .	66 $\frac{2}{3}$ per cent <i>ad valorem</i> .



Brandy, gin, rum and whiskey	£3 18s. od. per gallon.
Other spirits . . . . .	£3 18s. od. per gallon or 66 $\frac{2}{3}$ per cent <i>ad valorem</i> .
Tobacco—unmanufactured . . . . .	5s. 6d. per pound.
Cigars . . . . .	£1 per hundred.
Cigarettes . . . . .	(i) not exceeding three pounds weight the thousand : £3 10s. od. the thousand.
	(ii) exceeding three pounds weight the thousand : £1 10s. od. the pound.

Exemptions from import duties include advertising matter, aircraft, goods imported by public hospitals and certain planning authorities, articles imported for the service of Government Departments and Native Administrations, mosquito nets and agricultural, mining, water-boring and industrial development machinery.

### Export Duties

At 1st April, 1949, the export duties in force were :

Cocoa . . . . .	£6 per ton.
Palm kernel oil . . . . .	£7 10s. od. per ton.
Palm kernels . . . . .	£3 per ton.
Palm oil . . . . .	£4 10s. od. per ton.
Tin . . . . .	7s. 8d. per ton.
Fresh bananas . . . . .	3d. per count bunch.
Dry bananas . . . . .	2d. per 10 lb.
Cattle hides . . . . .	£18 per ton.
Sheep skins . . . . .	£30 per ton.
Groundnuts . . . . .	£3 6s. per ton.

### EXCISE DUTIES

These are levied on locally manufactured cigarettes and beer.

### LICENCES AND STAMP DUTIES

The total revenue derived from licences and stamp duties in 1948-49 amounted to £358,936, which included the following items :

Licences :	Arms and Ammunition . . . . .	£4,644
	Boat and Canoe. . . . .	1,814
	Liquor . . . . .	10,406
	Motor Vehicles and Drivers. . . . .	298,372
	Storage of Petroleum . . . . .	3,201
	Wireless . . . . .	1,316
	Unclassified . . . . .	4,557
Stamp Duties . . . . .		33,493



There is no estate duty in Nigeria, but *pro rata* charges are payable to the Administrator-General in respect of estates administered by him. Revenue derived from this source in the year 1948-49 amounted to £1,490.

## Chapter 4: Currency and Banking

The currency in circulation is a West African currency issued by the West African Currency Board in London on behalf of the four West African Colonies: Nigeria, Gold Coast, Sierra Leone and the Gambia. It consists of notes of 20-shilling and 10-shilling denominations: copper alloy coins of denominations florin, shilling and sixpence; nickel bronze coins of denomination threepence, penny, halfpence and tenth-penny. Notes, alloy coins and nickel bronze threepences are legal tender up to any amount: nickel pence, halfpence and tenth-pence are legal tender up to one shilling. The currency is interchangeable with sterling at par (subject to remittance charges). Currency is issued to the Bank of British West Africa or Barclays Bank (Dominion, Colonial and Overseas) as required, against payment to the West African Currency Board in London or against deposit of currency of equivalent value with the agents of the West African Currency Board in one of the West African Colonies.

The following statement shows the currency in circulation in Nigeria during the eleven years ended 31st March, 1949:

Date	Notes	Alloy coin	Nickel-bronze coin	Total
	£	£	£	£
31st March, 1939	250,000	4,732,894	873,643	5,856,537
„ 1940	228,600	4,289,392	1,030,984	5,548,976
„ 1941	287,558	4,588,590	1,183,557	6,059,705
„ 1942	529,773	5,483,195	1,439,873	7,452,841
„ 1943	1,440,851	8,377,909	1,590,333	11,409,093
„ 1944	1,606,364	10,151,844	1,755,764	13,513,972
„ 1945	2,276,198	11,207,947	1,901,964	15,386,109
„ 1946	3,213,927	12,863,442	2,062,416	18,139,785
„ 1947	4,696,430	16,512,093	2,220,490	23,429,013
„ 1948	5,336,441	16,912,469	2,352,799	24,601,709
„ 1949	8,241,070	21,016,731	2,514,640	31,772,441

The increases in circulation recorded above are attributable to the continued rise in the prices of primary products of the country (the price of cocoa doubled in 1948), and to the increase in wage



levels. The proportion of notes in circulation in Nigeria has increased from 4·3 per cent in March, 1939, to 26·2 per cent in March, 1949. The notes in circulation are mainly to be found in Lagos Colony and the Western Region. A substantial increase in the issue of notes has been noted in the Eastern Region, while the alloy shilling is still the most popular type of currency in the north.

The operation for the withdrawal of manillas in the Eastern Provinces ended on 31st March, 1949, and was outstandingly successful in every respect. The majority of the people in the areas concerned gave it full support and they and their Native Authorities are satisfied with the result. The final plan for this difficult operation was prepared with careful attention to detail and credit is due to the Administrative Service in preparing the people, and to the energetic work done by a number of Administrative and Treasury Officers in bringing it to a successful conclusion. The accounting, reception and disposal organisation was under the direct control of the Regional Treasurer. Approximately 32½ million manillas were withdrawn. Taking into account the sum of £152,000 obtained from the sale of the manillas for use as scrap metal, the net cost of the operation was about £284,000. The removal of this medium of exchange ends a local trading custom with a history of some four hundred years. The cost of the operation was a heavy charge on the revenue, but the economic benefits, which are permanent, resulting to the people of the areas affected, outweigh the sentimental and financial disadvantages. The manilla is now a museum piece, and it is satisfactory to record that not a single prosecution has been instituted under the provisions of the Manilla Prohibition Ordinance, which renders illegal the use of manillas as currency.

The main banks operating in Nigeria are :

*Bank of British West Africa Limited*

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

*Barclays Bank (Dominion, Colonial and Overseas)*

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

*National Bank of Nigeria Limited*

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

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

There is a Post Office Savings Bank organised on lines similar to those of the corresponding institution in the United Kingdom. It operates throughout the country and its business is conducted at 132 post offices.



## Chapter 5: Commerce

The volume of visible trade increased appreciably during 1949, and provisional figures show a total of £117,975,591 (excluding bullion, specie and currency notes). The figure for 1948 was £78,418,555 and that of 1947 £70,788,984. It is considered that the volume of trade in 1950 will not reach the 1949 figure which is the highest in the history of the country.

### IMPORTS

The provisional figure for the value of imports during the year is £57,464,776. This excludes bullion, specie and currency notes (£8,002,162) and is a considerable increase over last year's record total of £41,212,400. The 1947 figure was £32,465,682. The United Kingdom share in these imports maintained the 1948 level of 51 per cent, while that of the rest of the Commonwealth increased slightly from 7·5 per cent in 1948. The most notable increases were seen in imports from Japan (a five-fold increase to £7·4 million), Germany (almost doubled to £4·1 million), Italy (doubled to £2 million) and India (50 per cent). The necessity to restrict hard currency expenditure caused a 50 per cent drop in imports from the U.S.A. to a figure of £2·4 million, and a 16·51 per cent decrease in imports from Belgium.

Cotton-piece goods were, as usual, by far the largest item (£17·9 million) in the import trade, though they amounted to only 31 per cent of the total. In value they exceeded the 1948 figure by more than £5 million and the yardage imported was considerably in excess of requirements. The situation of an over-stocked market was further aggravated by a poor produce season for groundnuts and cocoa. The main sources of supply were Japan and Germany, and a large quantity of grey cloth from these two sources was imported after processing in the United Kingdom. As far as can be foreseen the demand for Japanese cloth will further continue during 1950 at the 1949 level.

In respect of other imported articles, the value of hollow-ware and iron and steel manufactures was nearly double the figure of 1948, and there was a notable increase also in the value of bicycles, private cars and motor chassis imports. On Government account £1·3 million worth of locomotives (including parts) were imported; this was double the 1948 figure.



The value of the major classes of imports are given in the following table with those of 1947 and 1948 for purposes of comparison :

<i>Articles</i>	1949 £	1948 £	1947 £
Cotton piece goods (excluding fents) . . .	17,889,861	12,368,240	9,993,753
Iron and steel manufactures . . . . .	4,672,125	2,589,284	2,180,311
Jute and jute products . . . . .	1,605,436	1,004,890	920,028
Locomotives (including parts) . . . . .	1,342,510	659,854	432,691
Bicycles . . . . .	1,060,600	859,440	402,663
Motor chassis . . . . .	996,137	753,322	472,371
Private cars . . . . .	857,304	657,056	620,906
Electrical apparatus . . . . .	762,394	704,629	386,327
Hollow-ware (other than buckets, pails and basins)	623,157	329,526	360,698
Industrial machinery . . . . .	607,784	550,327	301,780
Footwear . . . . .	560,214	416,588	376,303

*Distribution of Imports.* There was a marked improvement during the year in the volume of certain imported goods which for some years had been in short supply. This improvement reduced considerably the evil practice of conditional selling which was enquired into by a commission in 1948. There were, however, local shortages of kerosene owing mainly to poor distributive arrangements, but some improvement is expected when the extension work at the Apapa Oil Wharf is completed during 1950. Generally, Norwegian stockfish continued to be the only item in seriously short supply.

In pursuance of Government policy to retain price control only where it is found to be essential, control was lifted on selling prices of all petroleum products, except petrol and kerosene, United Kingdom salt, caustic soda, sewing thread, corrugated iron sheets, sewing machines and cement. This was made possible by an improvement in supplies, and price control at the end of the year was only exercised in respect of American and Canadian light trucks, Norwegian stockfish, petrol, kerosene and certain brands of Scotch whiskey.

With the establishment during 1950 of a Trade Section in the Nigeria Office, London, it is hoped that a closer contact will be made with United Kingdom manufacturers and suppliers, and that there will be increased opportunities for small Nigerian merchants to enlarge their connections with this traditional and desired source of supply.



## EXPORTS

Exports were valued at £58,086,463 (excluding re-exports £2,424,352 and bullion and specie) compared with £35,898,321 (re-exports £1,307,834) in 1948 and £37,112,071 (re-exports £1,211,211) in 1947.

The Main Exports were:

		£
Cocoa	103,637 tons . . . . .	13,280,000
Palm kernels	375,835 „ . . . . .	12,323,000
Groundnuts	378,321 „ . . . . .	12,046,000
Palm oil	168,789 „ . . . . .	7,219,000
Tin ore	12,677 „ . . . . .	4,685,000
Hides and skins	10,071 „ . . . . .	3,841,000

One of the most outstanding developments in the economic field in Nigeria in 1949, was the successful establishment of three new Nigerian Marketing Boards for oil, oilseeds and cotton. These Boards—the Nigeria Groundnut Marketing Board, the Nigeria Oil Palm Produce Marketing Board and the Nigeria Cotton Marketing Board—came into statutory existence in April under arrangements similar to those of the Nigeria Cocoa Marketing Board, which was established in September, 1947.

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

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

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



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

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

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

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

In contrast to the new Boards, the Nigeria Cocoa Marketing Board has not been able to benefit from the security of bulk contracts but has to sell its cocoa on a fluctuating world market. The experience of the 1948-49 season gives a vivid example of how the Board acts as a stabilising influence. In October, 1948, the world market price for cocoa was about £200 per ton. By January, 1949, it had fallen to a good deal less than half that figure. Thanks to the operations of the Board, the Nigerian cocoa farmers—and indeed the economy of the whole cocoa-producing areas—were protected against the harmful effects of such violent fluctuations. The Board paid a basic price of £120 per ton for Grade 1 cocoa throughout the season. At the end of the season the Board had made a small profit, but during 1949 it had in fact subsidised Nigerian prices to the extent of £1,600,000.



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

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

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

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

## Chapter 6: Production

### AGRICULTURE

#### *Principal Agricultural Products*

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

*Groundnuts.* The total tonnages of purchases for export were as follows :

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



After delays in the early part of the year through shortages of suitable rolling stock, the rate of railment of Kano groundnuts improved. In November, 1948, at the beginning of the 1948-49 season, 155,000 tons of the previous season's crop awaited railment at Kano and stocks of that crop were finally cleared in August, 1949. One hundred and thirty-six thousand tons of the 1948-49 crop were carried over at the beginning of the new season in November, 1949, and it was expected that all stocks, both old and new crop would be evacuated before the beginning of the 1950-51 season.

Only Kano Area groundnuts are subject to inspection, which takes place at time of railment. The standard is based on maximum allowance of impurities. The quality was satisfactory.

*Palm Oil.* Purchases for export in 1949 were on a higher level than in 1948, as the following approximate figures show :

1948	150,000 tons
1949	160,000 tons

In January, 1949, basic prices were increased as follows :

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

It will be seen that the 1949 prices put larger premia on the higher grades. This policy, which is on the lines of that followed by the Nigeria Cocoa Marketing Board, was introduced by the Nigeria Oil Palm Produce Marketing Board as a greater inducement to the production of high quality oil. The produce inspection service test palm oil for impurities only ; grading, according to free fatty acid content, is carried out by the licensed buying agents.

*Palm Kernels.* The approximate total tonnage of palm kernels purchased for export during 1949 as compared with 1948 was as follows :

1948	355,000 tons
1949	360,000 tons

In January, the basic price was increased from £21 to £26 per ton (naked ex-scale port of shipment). There was a hold-up in marketing at this time in anticipation of the rise in price, with consequent heavy purchasing when the increase came into effect.

Evacuation to port and shipment proceeded smoothly throughout the year. Some difficulties were experienced at Opobo, where stocks accumulated owing to the silting up of the bar and the lack of suitable craft to transfer the kernels to Port Harcourt.



Palm kernels are subject to inspection for impurities and the quality throughout the year was satisfactory.

*Cocoa.* The total 1948-49 crop amounted to 107,000 tons as compared with 75,000 tons in the 1947-48 season.

The 1948-49 season was one of the most productive for many years; its most notable feature was the great improvement in quality. This was largely due to the Nigeria Cocoa Marketing Board's price policy of placing a substantial premium on the higher grades. The work of the produce inspection service also contributed materially to this improvement in quality.

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

		<i>Standard weight cocoa Main Crop per ton.</i>		<i>Light Crop Cocoa Per ton.</i>	
		1948-49	1949-50	1948-49	1949-50
Grade I	.	£120	£100	£115	£95
Grade II	.	115	95	110	90
Grade III	.	105	75	100	70
Grade IV	.	90	—	85	—

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

*Cotton.* During the 1948-49 cotton season 47,903 bales of 400 lb. were purchased and ginned for export compared with the previous year's total of 18,442 bales. Stimulated by the advance in price of seed cotton to 4d. per lb. payable at all markets a substantially increased acreage was sown in 1949 absorbing a record distribution of 7,576 tons of seed which represents an increase of 17 per cent over the previous year. Unfortunately the poor growing season is likely to result in reduced average yields and it is anticipated that the total crop will not greatly exceed 40,000 bales of 400 lb. each.

*Benniseed.* Planting of benniseed in Benue Province continues to expand as a result of the 1947 and 1948 increases in price, but it is anticipated that the 1949 increase in acreage will be largely offset by reduced yields. The total tonnage purchased in 1948 was 15,642 which is more than double the 7,669 tons bought the previous year. The price increased from £18 to £20 per ton flat rate for all buying stations during the year.

*Other Crops.* Rice cultivation continues to grow in popularity and in 1949 the crop yields were well above the average. In the Western Region an increased acreage of upland rice is reported, while in the Eastern Region special attention is being paid to the



exploitation of riverain floodlands and inland swamps. The production of potatoes, which suffered from fluctuations in demand in the immediate post-war period and later from overseas competition, is becoming stabilised. The cultivation of sunflower and soya beans is encouraged only where it does not compete with the long established export crop. Seventy hundredweights of sunflower seeds were distributed in the Niger, Kabba, Plateau and Ilorin Provinces and it is expected that some 60 tons of the 1949 crop will be purchased for export. The soya bean crop, mainly grown in Benue Province, is estimated at one thousand tons. The local sugar industry in the Northern Region continues to expand and production of "jaggery" was estimated at 4,700 tons in 1949 compared with the estimate of 2,700 tons for the previous year. Supplies of sugar crushers are now coming forward in reasonable quantity, and this will permit of further expansion of this flourishing industry. A further trial shipment of just over a ton of heat-treated *tetracarpidium conophorum* nuts were shipped during the year to the United Kingdom where investigations are being carried out to ascertain whether conophor oil can be exploited commercially as a substitute for linseed oil. The demand for locally grown tobacco for manufacture in the country increases steadily, and the Agricultural Department is co-operating closely with the British American Tobacco Company in extending cultivation and in improving the technique of curing. The increase in price of Grade I tobacco from 10½d. to 1s. per pound stimulated an increase in the acreage grown. Purchase of locally grown tobacco by the British American Tobacco Company from the 1949 crop is estimated at 800,000 pounds compared with 534,938 pounds from the 1948 crop.

*Research and Survey.* Research into the question of increasing the productivity of the land while maintaining soil fertility continued throughout the year. Investigations covered a wide field, including the value of fallow crops, organic manures, artificial manures and lime. The results of experimental work with artificial fertilisers in the Northern Provinces have been so successful that the Regional Production Development Board has decided to embark upon a major campaign to popularise the use of superphosphate throughout the region. The Board will finance, at a cost of £250,000, the free distribution of one thousand tons of fertiliser annually for a period of five years. Ten teams, under the direction of a Senior Administrative Officer, will operate in the region, carrying out intensive propaganda and supervising the distribution and application of these manures. Once a farmer is convinced of the spectacular increase in yields obtained from the use of artificial fertilisers, it is hoped that he will be prepared to purchase them for himself, and commercial supplies are, therefore, being organised. One of the main problems in the Eastern Region is the difficulty of convincing the great mass of farmers of the increase in yields resulting from the application to their crops of lime and imported fertilisers, even where



this has been fully proved by experiment. There was, however, a measure of co-operation from farmers in the propaganda campaign carried out during the year, and over 1,300 demonstration plots were laid out on farms and on school gardens. A scheme for the large-scale distribution of lime and fertilisers, for which the farmer would bear part cost, is now under consideration. A new limestone crushing plant has arrived in the Eastern Provinces and will be erected as soon as a suitable site has been selected.

Investigations into the technique of soil conservation have been continued with particular reference to the requirements of mechanised farming. With the expansion of the Engineering Branch it will be possible to create a sub-division of the branch for more extensive investigation of soil conservation, and the agricultural engineer will be able to devote all his time to the problems involved. Experiments with methods of reclaiming land affected by mining operations in Plateau Province, and in general conservation, have shown some promise, but progress in the carrying out of the protective measures so urgently required to preserve this land has been retarded by lack of local co-operation. Work on the control and prevention of gully formation continued at Agulu in the Eastern Provinces, and several villages have voluntarily carried out anti-erosion measures.

Irrigation surveys have been completed in the Niger Province and started in the Sokoto Province, and courses have been started at Bida and Sokoto to give assistants the necessary elementary knowledge of surveying required for the work.

Experimental work in connection with mechanical farming has continued throughout the year. Eight tractor unit farms were established in the Northern Provinces and some experimental work started in the Eastern and Western Regions. These tractor units are designed to evolve an economic system of mechanised farming suited to the area in which the unit is situated, and much valuable knowledge and experience have already been gained.

The experiments in Sokoto Province to test the possibilities of the mechanised cultivation of rice lands proved so successful that the Regional Production Development Board agreed to provide the capital equipment required for a major project of rice cultivation sponsored by the Sokoto Native Administrations. The scheme approved by the Production Development Board envisages the establishment of a number of tractor hiring units within the Emirates of Sokoto, Gwandu and Argungu for the purpose of assisting peasant cultivators to increase rice cultivation in the Rima and Sokoto river valleys. The capital cost of 50 tractors and ancillary equipment, totalling £136,000, will be borne by the Production Development Board over a period of three years, while recurrent costs and depreciation will be recovered as hiring charges from the cultivators making use of these services. Six crawler tractors with suitable implements and mobile maintenance workshops required to initiate the project have arrived and have started operations. Equipment



for a similar but much smaller project of rice cultivation is also being provided by the Board as a development of the resettlement scheme in the Shendam Division of Plateau Province.

Although considerably behind schedule, steady progress was made with the building programme on the Oil Palm Research Station at Benin. During the year construction of the physiology laboratory started along with the erection of offices and numerous quarters for staff and labour, and the construction of the pathology and chemical laboratories is nearing completion. The sub-station near Abak in Calabar Province, extending to 400 acres, was formally acquired by Government in August, 1949, and preparations are well in hand to start investigations under the typical conditions of the main palm belt. The systematic recording yields of these palm groves has begun and similar work was continued in typical farmers' groves. The Agricultural Survey in the Nung Edoe palm-growing area of Uyo Division continued and has already yielded valuable information.

Research and breeding work on both the main export and food crops of major importance has been continued. The plant-breeding division of the Oil Palm Research Station resumed the study of inheritance with regard to the economic factors of the oil palm. A start was also made in the testing of the many *pisfera* palms, a type required as male parent in cross-breeding work with thick shelled varieties. The quantity of controlled pollinated seed produced from selected high-yielding parents for distribution to the extension nurseries in 1949 was over 600,000 lb., while open pollinated seed from an area of high-yielding trees was retained to ensure that all demands for seed can be satisfied.

The secondment by the Empire Cotton Growing Corporation of a plant breeder and an entomologist has enabled cotton-breeding research in the north to be intensified. The excellent performance of the botanist's selection 26 C, reported upon last year, has been maintained and the rate of multiplication has been stepped up by the use of artificial manures in the early stages.

Work on cocoa has included the rapid multiplication of a selected type of Nigerian cocoa in order to provide future supplies of seed of good quality for cocoa-farmers. Trials of cocoa varieties introduced in recent years from other countries have been continued and one from Trinidad, Imperial College Selection No. 1, has begun to attract attention. The introduction of promising types of cocoa from South and Central America through the West African Cocoa Research Institute has been continued. In July, 1948, the policy of cutting out cocoa trees infected with swollen shoot disease was seriously challenged and for a period of about eight months both the Cocoa Survey and all control measures were suspended. As soon as work could be resumed, a reconnaissance survey of the affected areas was made in order to determine the extent to which infection had increased. The result of this survey indicated that the incidence



of the disease was more widespread than had previously been suspected, and it was clear that urgent and energetic measures would have to be taken on a wider scale at once if swollen shoot disease was to be brought effectively under control. When these facts became known a Cocoa Emergency Scheme, financed from the funds of the Nigerian Cocoa Marketing Board, was inaugurated and charged with the duties of bringing swollen shoot disease under control as effectively and expeditiously as possible, and of executing measures for restoring as far as possible the productive and earning capacity of the farms where trees have been cut out. The Emergency Scheme included the recruitment of 12 officers on temporary appointment to speed "cutting out" operations, and a senior officer of the Agricultural Department was posted to assist in the execution of measures for the rehabilitation of "cut out" farms. The 12 officers arrived in Nigeria in September and began work immediately, but their effectiveness has been restricted by further obstruction originating not so much from farmers as from certain political elements, who are bent on opposing the "cutting out" policy. The seriousness of swollen shoot disease and its threat to the whole cocoa industry of the Western Provinces have repeatedly been emphasised and unless the full support of all sections of the community can be enlisted, so that the work of the Cocoa Emergency Scheme can proceed without interruption, its primary objective of bringing this deadly disease under control cannot be achieved. There was a heavy loss in the cocoa crop during the year from black-pod disease but, with the appointment of a plant pathologist for the purpose, an investigation into the occurrence and control of this disease has been started.

#### ANIMAL PRODUCTS

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

Experimental work with antrycide has so far had disappointing results in that the curative action varied with different strains of the "sleeping sickness" in animals. Research has been undertaken in the mineral deficiencies of grasses and other livestock fodder and on their effect on the growth rate of animals. The control of the diseases of livestock in the field is largely confined to prophylactic immunisation against the major epizootic conditions and measures to limit outbreaks. Six of the ten veterinary immunisation centres to be built under the ten-year development plan have now been completed and the others are under construction.

Livestock improvement continues by demonstration in health husbandry, reduction of undesirable stud animals, conservation of



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

The expansion of mixed farming continues, and every effort is being made to get female stock into the hands of farmers so that they may breed their own herds. Over 5,700 mixed farmers were operating at the end of the year, showing an increase of about 1,000 over the 1948 figure. Over 1,000 ploughs were also imported during 1949.

#### FISHERIES

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

Two forms of development are being attempted. The first is fish farming on which exploratory work has continued, and the second is trawling, with practical sea fishing tests made off the coast of the Cameroons. Two canoe sea-fishing enterprises have also been started by private individuals with loans from the Eastern Regional Development Board.

#### FORESTS

The forests and woodlands of Nigeria are of great internal importance in that vast quantities of firewood, rough building poles and minor forest produce of all kinds are, and always will be, required by the peasantry. There are also large internal demands for sawn timber,



Iroko (*Chlorophora excelsa*) being still the prime favourite for building and furniture making by Native Authorities, Government departments and firms, and by the more prosperous of the urban population. In addition, the markets of the world will take, at a good price, certain timbers of the high rain forest in good quantity. By far the greater part of the country is covered by savannah woodland or "orchard bush", which is only suitable for local use. But the high forests, restricted though they are to a comparatively narrow coastal belt, offer an admirable opportunity for profitably linking the requirements of internal and export demands. The high prices obtainable for export timber not only provide a very desirable revenue but "carry" the extraction of utility timbers for local use, which it would be uneconomic to extract by themselves. The intensification of exploitation has become more marked than ever before during the year under review and the export market has itself become far more catholic in its demands. In 1945-46, 81.8 per cent of the exports were made up of six species only and a list of twelve species covered 93.6 per cent of total exports. In 1948-49 the six species made up only 57.5 per cent of the total, and 91.3 per cent of the total was comprised of twenty species. The timber exports for the financial year 1948-49 were, for the first time valued at more than a million pounds, £1,112,434 being the figure given by the Customs. There is every indication that this will be maintained for the financial year which will end on 31st March, 1950.

That part of the export trade which is supplied by the controlled working of the permanent forest reserves is largely in the hands of experienced timber firms, employing machinery to an ever increasing degree and with large capital invested. Much of their work is in the hands of local contractors, also of long experience and under skilled supervision. But this is only a part of the export trade; at this time of timber boom very large quantities of timber are felled in small lots in the scattered patches of forest or on the farmlands, and local business men have large interests in this aspect of it. At present there is considerable prosperity for all concerned in the trade, the ramifications of which are considerable and difficult to follow.

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

The requirements of the peasantry are met in the course of their day-to-day occupation. It is not desirable that this should be otherwise so long as they can obtain what they require on their own lands.

In general it would appear that the satisfaction of local and export demand is reasonably well adjusted to the requirements and habits of the countryside.



Technical development has been most marked in the Western Region. This Region is favoured by nature with well distributed high forests of economic value, and a large but not excessive population. Not unnaturally, it has always, therefore, received first attention, made easier by the practical possibilities of reservation and by a long standing co-operation between the people and the timber firms which has built up a valuable and efficient timber trade. Soon after the end of the war this trade entered upon a new, intensive, mechanised and managed phase. In Benin this transition from the selective felling of a few species to intensive felling linked with full-scale natural regeneration operations, is now practically complete in the reserved forests. The roads made by the timber firms, taking a fifteen or twenty ton load, the tractor haulage from the stump, the lighterage of "sinker" logs in the creeks, the increasing number of species taken and the rising revenue, all emphasise the complete change from the dispersed felling and the manhauling of logs which were practised only six years or so ago. The large modern plywood mill and the new sawmill erected at Sapele by the largest operating firm are models of their kind. While the other parts have not yet reached the efficiency of Benin, steady progress is being made throughout and forestry has taken its place as a profitable and permanent element of this Region's economy.

In the Eastern Region the dense population west of the Cross River and the demands of agriculture quite clearly allow no room for forestry and the Region must rely upon the extensive and sparsely populated reserved high forests of the Cross River bend and the Cameroons. But, unfortunately, these forests are of comparatively poor timber value and difficult of access. The situation is now clear cut; vexatious restrictions on peasant activities outside forest reserves have been completely removed and the Department can give exclusive attention to the reserved forests. The problem before it is that of developing exploitation which will provide revenue for the countryside. The investment of capital on a large scale is required in combination with enterprise, experience and skill, to establish an export trade which will "carry" the extraction of utility timbers for local use. It is still too early to express an opinion on the future but unremitting attention is being given to the problem.

The Northern Region is one of poor savannah woodland or "orchard bush," much distorted by the annual grass fires. This woodland has no export value but with increasing population its local value will become of the greatest importance. Reservation is proceeding but is handicapped by the lack of officer staff, the more unfortunately because the local authorities are most enthusiastic and co-operative. The problem in this Region will be one not of setting aside adequate woodlands but of converting the woodlands to use sufficiently profitable to finance improvement operations. This problem is being studied in the Anara Reserve of Zaria Province where a small tractor driven sawbench, managed by the Department,



is endeavouring to put small dimensioned savannah timbers on the market in competition with the Iroko and mahogany planks imported from the two southern Regions.

#### MINERALS

The principal mineral products were :

Tin ore (cassiterite)	12,175 tons
Columbium ore (columbite)	887 tons
Gold	2,825 oz. (troy)
Lead ore	37 tons
Zinc ore	109 tons
Wolframite	5 tons
Tantalite	2 tons
Coal	550,513 tons

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

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

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

A little over 200 tons of lead ore and some 50 tons of zinc ore were exported during the year. Work on the lead/zinc deposits at Nyeba, Ogoja Province, by the Mines Development Syndicate (W.A.) Limited, has been concentrated on the opening up of the Nyeba mine by underground development and power drilling to prove the extension of the ore bodies in depth. Geological reconnaissance and prospecting have also been carried out with encouraging results on other lead/zinc prospects in the Province by geologists employed by the same company. The Amalgamated Tin Mines of Nigeria Limited also began prospecting operations on lead/zinc deposits near Ishiango, Ogoja Province.

Despite the increase in price of gold during the year to £12 8s. *od.* per ounce troy, the production of gold amounted to 2,825 ounces troy, a decrease of about 470 ounces on that for 1948. This was due to the continued high price for tin which has, as in the past, a direct bearing on gold production. On account of the continued



difficulty in obtaining the services of a sufficient number of trained mining engineers, tin operators were again unable to spare engineers for gold prospecting.

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

The Cameroons Mining Corporation, through its technical managers, A. O. Nigeria Limited, carried out geological reconnaissance and prospecting in the Cameroons. As no minerals of economic value were found in the part of the Cameroons administered as part of Bornu Province, further prospecting in this area was abandoned during the year. In the other parts of the territory there are indications of mineralisation, but so far they have not been discovered in quantities of economic value. Further geological reconnaissance and scout prospecting are continuing in these areas.

#### INDUSTRIES

The year 1949 has not been remarkable for the conception of new projects so much as continued progress with schemes, the foundations of which were laid earlier.

The growing interest in textile production from power looms has found expression in the decision by two African companies to erect two textile mills, one near Lagos and the second at Kano. Both mills are in course of erection and should come into production next year. These mills are small units planned to allow rapid expansion on the weaving side ; up to 60 looms in each mill will be operated initially, and when the mills reach full production on a two shift basis, they will produce between them, more than one and a half million yards of baft, shirtings and drills per year. Training of overlookers and operatives for these mills has already begun and is expected to reach its full extent when the expansion and re-equipment of certain textile training centres is completed early in 1950. Plans have been made to recruit the staff for training operatives and providing services in the form of technical supervision and advice on problems of production which manufacturers may expect during the early days of a new industry. At a time such as the present, when interest in textile production is turning from village production to mill production, it is especially important that manufacturers should have technical assistance made available to them ; both the mills referred to are owned by Nigerian companies, and services are being provided by the Government Department of Commerce and Industries, including advice on management and actual production, in addition to guidance in the design of the factory building and installation of the machinery.



An African-owned ceramic factory near Lagos is still in course of erection : there has been some delay in the arrival of machinery, but good progress has been made with the buildings.

The local brewery near Lagos, which has been financed by several of the larger importing firms, is now in production, though it does not appear to have greatly affected the import market. Owing to the demand for new buildings, the building industry has continued to flourish ; much Government work is put out to contract. In the north, two non-African companies are erecting groundnut expeller mills around Kano and a new European-owned tanning factory has recently been established but is not yet in full production.

In general there is still little evidence of any tendency for African-owned capital to show itself in industrial enterprise and the Department of Commerce and Industries continues largely to supply the necessary stimulus. Plans have been formulated and approved for a programme of very considerable expansion in both scope and staff, and the technical and executive staff now being recruited will take up their duties during the coming year.

The " pioneer " palm oil mills are now comfortably past the stage of being a pilot scheme and orders have been placed for a further 50 mills for the Eastern Provinces bringing the total there up to 68, together with two experimental mills of double capacity, each capable of handling 200-400 tons of fruit per month. The new order is expected to come forward in the second half of 1950, and a similar programme of expansion is being drawn up for the Western Provinces where a total of 30 mills is intended. Meanwhile, erection of the earlier orders continues, shortage of engineering staff being a limiting factor.

During the year, four new textile training centres began work at Aba, Kano, Ilorin and Sokoto, bringing the number of centres up to seven. Trainees are coming forward in satisfactory numbers and some centres have waiting lists.

A laboratory has been established at Aba to carry out research work on local vegetable dyestuffs and on the application of other dyestuffs to Nigerian fibres. This laboratory will also test fibres and examine finished textiles, and will be able to advise Nigerian producers on the dyeing, bleaching and finishing of their goods. Demonstrations of improved methods of dyeing have been carried out in several areas, and have aroused interest amongst the local dyers and weavers.

Other activities during the year have included the examination of a number of Nigerian fibres, such as jute, substitute fibres and coir fibre from the coconut palm as well as actual carbon (charcoal). The latter has been the subject of extensive investigation, and a project for mechanical processing is now under examination. Nigerian coir fibre is of good quality and is likely to have a considerable commercial value.



The Dairy Scheme which is operated by the Department of Commerce and Industries has done well within the limitations imposed by the present equipment. Valuable scientific data have been procured which are leading to better quality products and more efficient production. Plans are in hand for the construction of an entirely new central dairy, adjacent to the present site, fitted with the latest equipment.

Other projects which are engaging the attention of the Department of Commerce and Industries are the treatment of *Conophor* nuts (*Conophorum Tetracarpidium*) for extraction of a drying oil which is said to be superior to linseed oil for use in paints, etc ; development of the local pottery industry ; the improved manufacture of bricks and tiles ; production of starch from cassava ; and expansion of the citrus industry. These are all expected to enter the active experimental stage when staff and equipment arrive in the near future.

#### CO-OPERATIVE SOCIETIES

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

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

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



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

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

Of other types of society, the consumers' societies increased their activities slightly, but expansion remains sluggish owing to the difficulty in obtaining imported consumer goods. The rural societies are growing slowly but there are definite signs of recession in regard to the urban societies which are subject to intense competition from local petty traders.

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

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

## Chapter 7: Social Services

### EDUCATION

The new Education Ordinance, the fruit of much consultation and legislative deliberation, has been a valuable encouragement in guiding



popular zeal for education towards the goal set out in Sessional Paper No. 20 of 1947. The first year of the new grants-in-aid system promulgated by the Ordinance has shown that on the whole the new arrangements will work smoothly, will enlist the support of voluntary agencies and lead to better planning and systematic development. The innovation in the Ordinance of the assumed local contribution has helped to dispel the dangerous illusion that the Central Government can finance the total cost of a rapidly expanding educational system. Despite increases in the supervisory staff of the Education Department and the voluntary agencies, the pressure of work on the Provincial Education Officers has been very great.

The Regional Boards of Education and the reorganised Central Board of Education are now successfully working, and many Local Education Committees have been established, notably in the Northern and Western Regions and in the Colony.

Secondary education has developed steadily during the year. In the Northern Provinces Zaria Secondary School has completed its move from Kaduna and in 1950 will have 12 classes plus a post-school certificate class. The nucleus of the next Government secondary school is now in the old buildings at Kaduna Junction. A Roman Catholic secondary school for boys has been opened at Kaduna and the secondary school for girls operated by the same Mission has moved to new buildings at Kakuri. The Sudan United Mission school at Gindiri and the Offa Grammar School are being raised to secondary status.

In the Eastern Region, development of Government secondary schools has been slow, but building for the expansion of Umuahia Government College has begun. Sites for the projected Government girls' secondary school, Enugu, and the boys' school at Afikpo, have been chosen but building has not yet begun. The Roman Catholic Mission has new buildings for girls' secondary schools at Onitsha and near Uyo. Plans for the Union Secondary School for girls, to serve most of the Protestant Missions, are being developed. Nearly 7,000 pupils are attending the government-assisted secondary schools which are mainly boarding schools that select pupils from a wide area by competitive entrance examination, but there exists a strong popular demand for an extension of this system by the establishment of local day schools which would offer cheaper education. For reasons that are largely economic in origin, there exists a strong desire for secondary education. The task of canalising this into educational activity which will be truly beneficial both to the individual and to society, is a problem of the first importance.

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



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

The standard demanded by the University College, Ibadan, will have its effect on secondary schools, and discussions took place during the year on the introduction of sixth form work on the British model. Most schools are anxious to undertake such advanced work as early as possible, though for reasons of staffing, equipment and building, only a few selected schools can do so for some years to come.

Teacher-training facilities have increased in all regions. In the north, unfortunately, not enough candidates are coming forward owing to the very large demand from all departments for educated boys. Until the output from secondary schools has been increased, the numbers available for teacher training will fall short of the capacity of the centres. A new Higher Elementary Training Centre was opened at Katsina, with an output of 40 teachers a year for Native Administration schools. In the Eastern Provinces, Uyo Training Centre for men is being rebuilt and extended.

The application of the new Ordinance has led to the replanning of the primary school system. Developments during the year include the extension of the primary schools in the Northern Provinces, the encouragement of parent-teacher associations in the Western Provinces, and the continued expansion of schools in the Colony area.

The Government Clerical Training School was opened at Oshogbo in April to assist in raising the standards of the work and professional conduct of the Government Clerical Service by the training and further education of potential entrants to the Service, by the provision of opportunities for more advanced and specialist training and study for members of the Service, and by impressing upon all students at the school the high standard of professional conduct expected of a public servant and the great responsibilities which go with membership of the public service. The school, which is residential, is at present accommodated in the former Royal Air Force buildings, which were rapidly converted by the Public Works Department. Students who are successful and suitable will be offered appointments in the Clerical Service, their ten months at the school being counted as two years service for incremental purposes. The school is also giving a six months' course to 32 Native Authority employees. It is intended to expand the school until it is able to train all potential entrants to the Clerical Service and to provide more advanced and specialist courses for members of that service.

In the realm of technical education, good progress has been maintained with the building programme and preparations for the building of handicraft centres are well advanced. The Technical



Institute, Yaba, now has 427 students enrolled in various courses, while the Trade Centre at Yaba is training 82 apprentices in such subjects as carpentry, motor engineering, sheet metal working, etc. Kaduna Trade Centre has 103 apprentices training as carpenters, mechanics and bricklayers. The bricklayers, under their instructor, have undertaken to build a museum at Jos. The Enugu Trade Centre has come into being as the Ex-servicemen's Trade Training School ended its activities. Since 1947, 610 ex-servicemen entered the school and 455 completed their training; of these, 348 obtained gradings as artisans in the various trades. Buildings have been begun for two handicraft centres in Lagos which will be constructed and staffed by the technical section: these will provide for practical work in wood and metal for boys from the senior primary schools, who will attend these centres once a week.

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

Twenty-five campaigns in adult education are now in progress under the aegis of the Education Department. These are supported by the Native Authorities, who in some cases have voted considerable sums, and by the voluntary agencies. In the Northern Region, an experienced officer has been appointed to direct the campaigns; Katsina still leads the way while the movement is progressing rapidly amongst the Birom on the Plateau. In all Regions there is need to expand literacy classes into community development projects in order to stop the drift to the towns and to enlarge facilities in rural districts. In some areas, notably in the Colony and in the Eastern Region, there is considerable response from women, who have asked for classes in infant care, sewing and knitting. In the urban districts adult education does not progress so well, although in the Lagos and Colony area, the number attending is on the increase, largely as the result of voluntary effort. There is, however, a growing demand for evening classes in various subjects. Ninety booklets in six languages are now published and in the last nine months, 204,000 booklets in the four main languages have been sold. Assistance is given with the production of six vernacular news-sheets. The great problem is still the distribution of low-priced literature in rural areas.

The Oxford Extra-Mural Studies Delegacy gave courses of lectures in all regions. These were highly appreciated and met a popular demand. The Extra-Mural Department of University College, Ibadan, is now planning its future campaigns and there is no doubt that the influence of this department on the youth of Nigeria will be considerable. In the sphere of higher education, a report on "A Technical College Organisation for Nigeria" has been prepared by Dr. F. J. Harlow, Principal of Chelsea Polytechnic, London, and Mr. W. H. Thorp of the Nigeria Education Department, after an



extensive tour of the country. The report envisages the setting up of a Regional College or, to use the more descriptive title recommended, a "Nigerian College of Arts, Science and Technology", which would aim at combining technical education with practical experience, and would offer opportunities of further education to men employed in commerce, industry and Government departments who have the ability to proceed to positions of greater responsibility.

#### HEALTH

The work of the Medical Department has progressed steadily during the year, but has been handicapped in all its branches by severe shortage of technical staff.

New buildings or extensions to hospitals were carried out at many places, including Ibadan, Onitsha, Abakaliki, Kaduna and Maiduguri, and new or additional maternity centres or wards completed at Ondo, Shagmu, Owerri, Kano and Kaduna. Ilorin and Offa Hospitals have reverted from Native Administration control to management by Government.

The outstanding event of the year in medical education has been the establishment of a Medical Faculty at the University College, Ibadan, as successor to the Medical School, Yaba. For the lower grades, preliminary training schools now exist in all the Regions, and schools of pharmacy at Yaba and Zaria. Training of health staff is also now undertaken in all Regions. Training of staff for the Sleeping Sickness and Field Units is undertaken at Makurdi and Kaduna.

There were several epidemics in all regions. The most severe was one of cerebro-spinal meningitis in the north, mostly in Sokoto and Katsina Provinces, requiring the mobilisation of a special team. Nearly 8,000 deaths occurred in a total of 42,000 odd cases. There were many cases of smallpox, which was rife in the Lagos area, mainly because of the unfortunate attitude of many of the inhabitants to the disease and opposition to vaccination.

Rural health centres were completed at Ilaro and Auchi in the Western Region, although staff difficulties prevented the opening of all but the centre at Ilaro. Maternity and infant welfare centres continue to be much appreciated and are among the most popular facilities offered by the Department.

There has been increasing co-operation between Government and the voluntary agencies (Christian Missions), following on the publication early in the year of Sir Sydney Phillipson's "Report on Grants in Aid of the Medical and Health Services provided by Voluntary Agencies in Nigeria". The acceptance of his proposals by Government were announced later in the year. They provided, broadly, for the grants of financial capital aid by Government to a new hospital the need for which had been recognised but which Government had not been able to build, because materials, staff, or equipment were not available, and which a voluntary agency had con-



structed; for expenditure, as part of the Development Plan, on grants towards buildings and equipment for existing voluntary agency hospitals; and for recurrent grants in aid of nurses' training at approved voluntary hospitals. Regional Medical Advisory Boards are to be set up to assist both in the administration of this scheme and in the development of medical relief. Meanwhile, the scheme itself, and in particular its financial provisions, are regarded as experimental. The main material additions to voluntary agency health services during the year were the building of a new Baptist Mission hospital at Eku in the Warri Province, and an extension of the Seventh Day Adventist hospital at Ife.

Survey and research have been carried out by the Field Units, Sleeping Sickness Service, the West African Trypanosomiasis Research Institute, the Malaria Service, Leprosy Service and by a research team from Liverpool University into filariasis. The Sleeping Sickness Service has continued to carry out treatment and clearance work. In general trypanosomiasis was found to affect well under one per cent of the large numbers examined in the field. The majority of cases treated are still in the more central Provinces of Benue, the Plateau and Zaria, and the special dispensary system is concentrated in these areas.

Two additional Field Units are now operating. More detailed surveys by these units in selected small areas have revealed in some cases high incidences of a variety of parasitic, infective and nutritional diseases, any real alleviation of which will require a combination of mass treatment and propaganda with hygienic and agricultural improvements. Special surveys were made in connection with various development schemes, especially any which might involve movements of population. In addition to their normal duties, invaluable assistance was given by the survey staff with transport, equipment and drugs in dealing with the serious epidemic of cerebro-spinal meningitis.

The Research Unit of the British Empire Leprosy Relief Association reported success in the treatment of leprosy with sulphone drugs, and is experimenting with a form of treatment which, it is hoped, will reduce the cost. Other new drugs are also on trial. It is hoped soon to start at Ibadan a West African Institute for Leprosy Research. At the moment, the Government Leprosy Service only operates in the Eastern and a small section of the Western Provinces, but it is planned gradually to bring the Northern Provinces, and the rest of the Western Provinces within its control.

Valuable preliminary research was carried out in Ilaro between March and October by the Senior Malariologist and other members of the Malaria Service into the control of malaria by spraying houses with gammexane to destroy the mosquitoes. Results were encouraging and a further campaign on a large scale is planned for 1950.



## HOUSING

*Northern Provinces*

In the rural areas of the Northern Provinces housing is not a pressing problem. Each family can build huts according to its needs following the general pattern determined by local tradition. Many rural houses are dark and ill ventilated, often built of grass and corn-stalks or mud, and to European eyes they may appear crude and unhealthy, but it must be remembered that they are primarily used for sleeping and storing purposes only.

In Bornu nomad or semi-nomad people account for as much as one-third of the population of over one million, the remainder being in the transitory stage from nomadic to village and town life. The nomad's housing consists of light structures readily dismantled and portable and as such is essentially primitive.

While the peasant is conservative in his reluctance or inability to change his type of dwelling, considerable changes and progress have been made in all Provinces in the replanning of villages, in providing new plots and lay-outs, in widening village streets, in building more spacious markets and in reducing congestion. The planning and execution of model schemes has roused universal interest and enthusiasm particularly now that the grants for village and town reconstruction are showing positive results. At Gagarawa in Kano Province a new lay-out has been planned to include such amenities as playing-fields, a fruit nursery, motor vehicle parks, a market and new public buildings. To relieve congestion in Kano, garage sites have been demarcated to which transport firms and garage proprietors will move, thus freeing plots in the residential areas to meet the ever increasing demand for accommodation. Zaria still suffers from congestion, but it is reported that there has been this year greater co-operation in following the building and health rules, and there has been much improvement in the roads and drainage system of Zaria and Kaduna. It is encouraging to note that the plots in the newly planned and laid-out town of Zinna, in Adamawa Province, were rapidly taken up both by traders and by Mumuye pagans who must be among the most primitive tribes in the north.

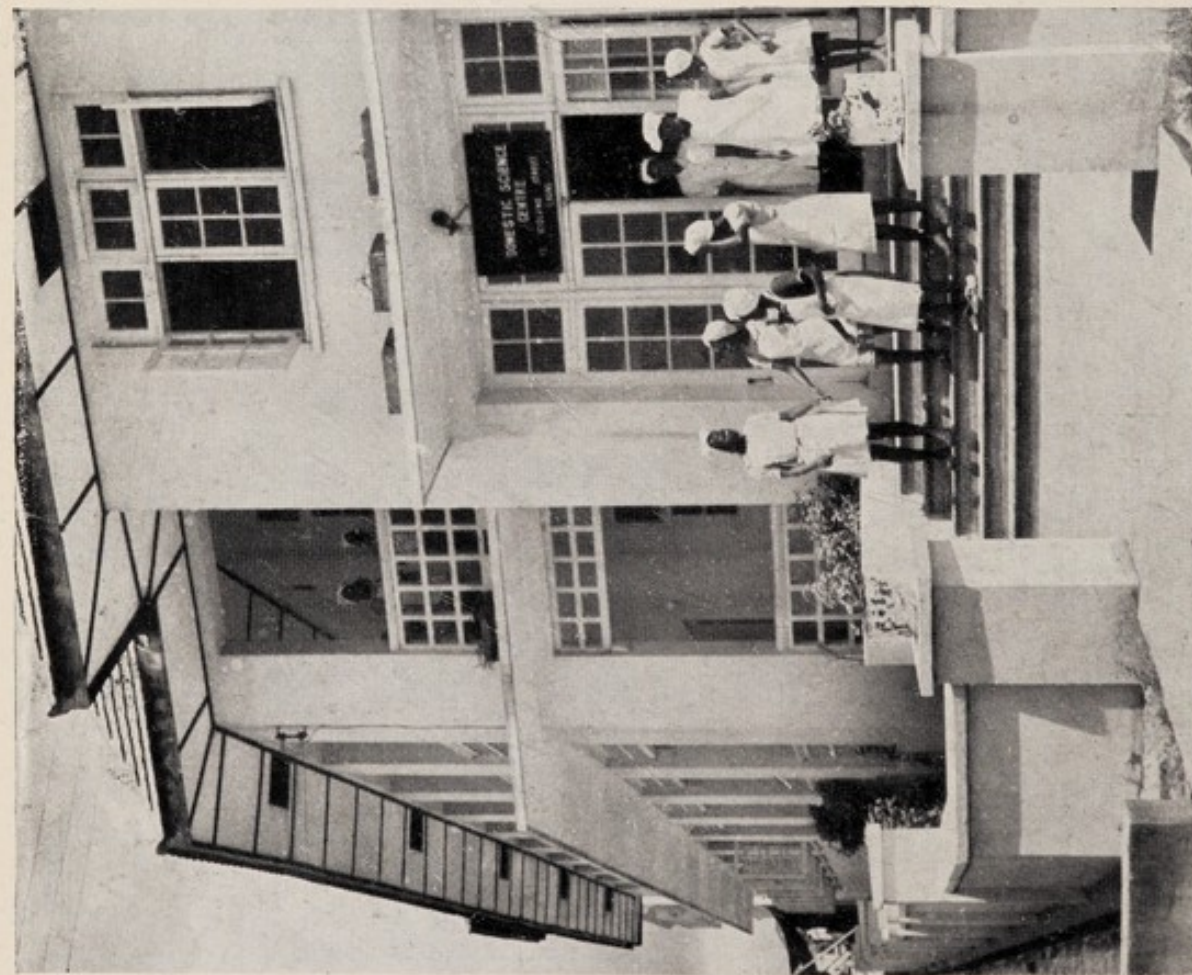
In spite of the emphasis laid on the danger of fire in crowded areas, it is not always easy to ensure that streets are broad enough to act as a fire break. In December, 1949, the greater part of Oturkpo was destroyed by fire, although almost annual outbreaks should have been warning enough. The local custom is to remove the thatch roofs from huts in December as a fire precaution, but this was not completed sufficiently early and considerable damage resulted. The Native Authorities in all areas are taking steps, in co-operation with the Government, to point out the obvious dangers of rural slums and those who are required to leave their homes in the interest of the community are suitably compensated.



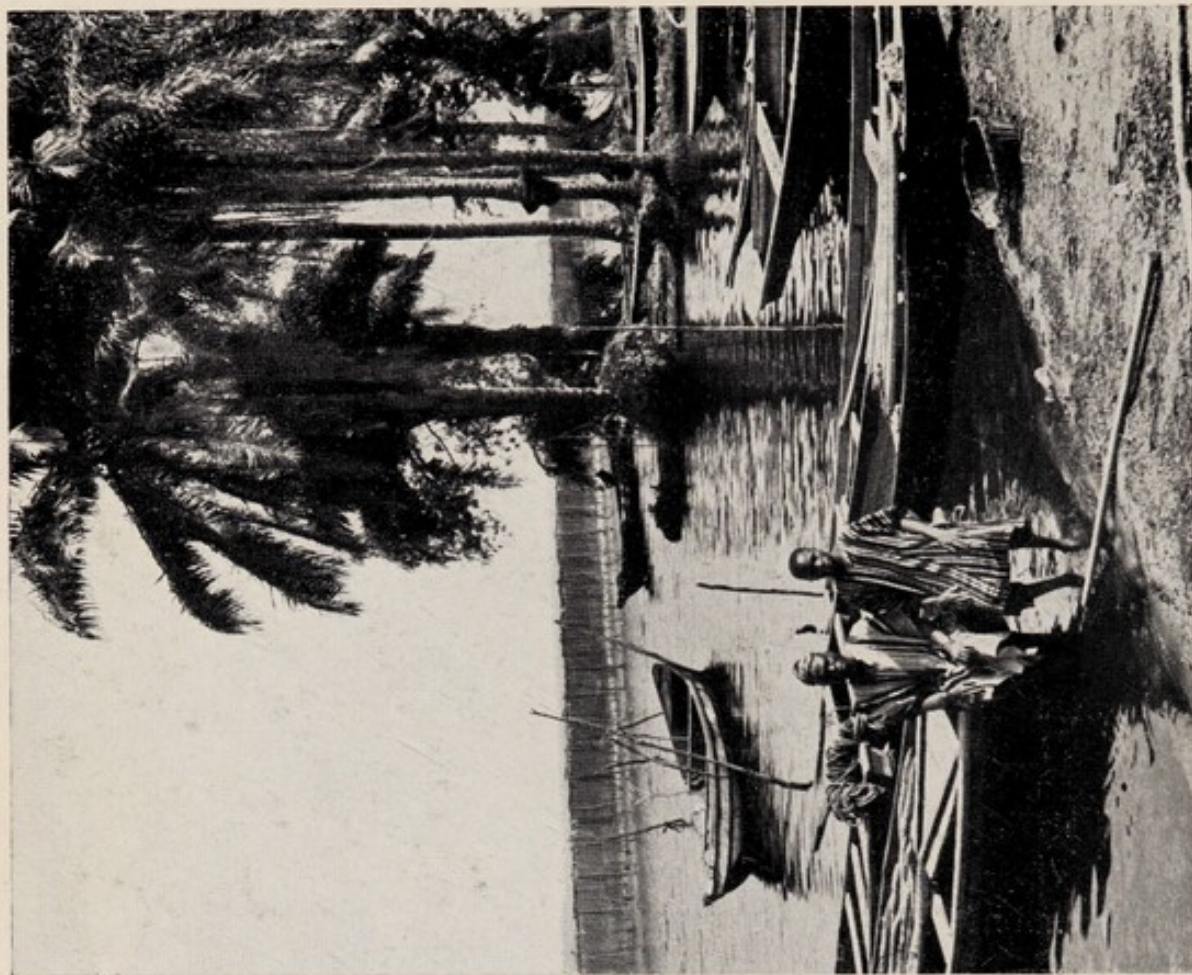


A MARKET IN THE EASTERN PROVINCES



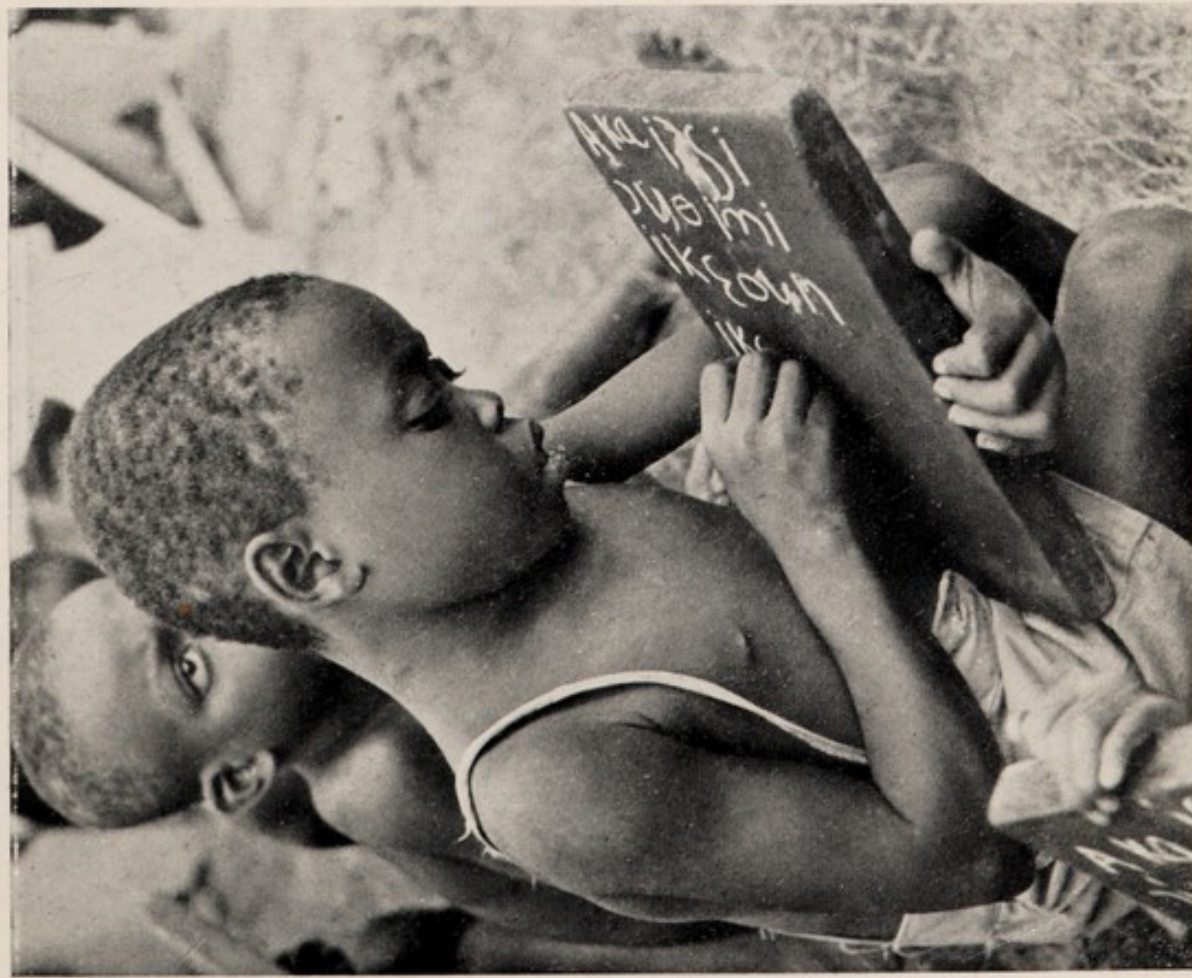


A DOMESTIC SCIENCE CENTRE AT LAGOS



FISHERMEN WITH THEIR BOATS ON  
THE EPE LAGOON





LEARNING TO WRITE IN A VILLAGE SCHOOL



GROUNDNUTS HARVESTED IN THE KANO DISTRICT





A FARMER WITH A PAIR OF WORKING CATTLE ON HIS MIXED FARM IN THE FUNTUA DISTRICT, NORTHERN NIGERIA



BRIGHTLY COLOURED CLOTH, MANUFACTURED AT AKWETI, NEAR ABA



In the larger towns there is a considerable and increasing landlord class who demand and receive high rents. The Government and Native Administration Health Departments are responsible for the control of sanitation in such areas. As a general rule the bulk of the population who live in the villages pay no rent and own their own houses. The standard of accommodation in the labour camps of the Plateau minefields, which can now be controlled by the Labour Health Regulations, is gradually improving. In particular, the new camps built according to the regulations, show a great advance in sanitation and planning on the old-established camps.

### *Western Provinces*

The usual type of house occupied by the poorer classes has mud walls, wooden windows and doors, and a thinly thatched roof. The houses of the more prosperous classes are of mud or brick walls, cement rendered, and have corrugated iron roofs and glass windows ; in many cases a house of this type will consist of two or more storeys and will generally include a produce store or shop on the ground floor. In many of the larger centres, notably in Ibadan, the wealthier commercial and professional classes are building houses of greater size than formerly, brightly decorated and of ornate construction. The older houses are normally owned by a family group, but there is a growing tendency for wealthy traders, produce buyers and professional men to build separately for their own immediate family. In some of the larger towns such as Abeokuta and Ijebu-Ode, where there is a considerable demand from "strangers" for accommodation, the building of houses is a favourite and profitable way of investing capital. The recent improvement in the supply of building materials has resulted in a noticeable improvement in building. Houses are now frequently constructed in brick or, less often, in blocks made of cement and laterite. In some Government stations a number of quarters are provided at reasonable rents for the Junior Service staff. In the larger centres they are usually built of concrete ; elsewhere of mud, with a cement finish. All new construction of such quarters is in cement. Considerable housing programmes for the Junior Service are being carried out at such centres as Moor Plantation near Ibadan and the Oil Palm Research Station near Benin.

Most Native Authorities employ their own sanitary inspectors who enforce health rules. An increasing number of Native Authorities are adopting building rules and in some cases Town Planning Authorities have been established under the Nigeria Town and Country Planning Ordinance. The latest Town Planning Authorities to be constituted are those at Abeokuta, Ibadan and Ife in the Oyo Province, Iperu and Ijebu-Igbo in the Ijebu Province, and Koko in the Warri Province. An aerial survey of Sapele in the Warri Province has been carried out.



*Eastern Provinces*

Progress continues with the Port Harcourt extension schemes and at Enugu, Calabar, Victoria and Oron schemes for clearing the more crowded areas have begun. In the villages development and re-planning by voluntary effort continues to arouse enthusiasm, and where schemes have been completed grants proportionate to the value of work done have been made from Colonial Development and Welfare funds for some specific community project. Sanitary Rules have been passed by more Native Authorities and villages in many areas are improving. It is hoped that community development will be of great value in raising village morale and increasing social self-consciousness.

*Colony*

Substantial progress was made by the Lagos Executive Development Board during the year. The difficulties caused by lack of trained and experienced staff were substantially overcome by vigorous and effective efforts which brought the numbers of staff up to approved establishment. The other main problem, that of finance, appears nearer solution than ever before, and it is hoped that loan negotiations for essential financial requirements will shortly reach a satisfactory conclusion. The constitution of the Board was strengthened by the addition of new African members.

The Board devoted most of its energies in 1949 to the execution of the Apapa Scheme and the framing of a scheme for slum clearance in central Lagos. Preliminary steps for framing a scheme for the Suru Lere area were also taken. The magnitude of the Board's difficulties is, perhaps, not fully appreciated—reconnaissance, survey and other investigation necessary for the compilation of engineering data essential to the success of any scheme involve much time and great care but offer to the public no evidence of immediate progress.

On the recommendation of the Consulting Engineer to the Crown Agents a contract with the Westminster Dredging Company for the reclamation of 750 acres of swamp at Apapa was signed in April and in 1950 some of the most modern dredging plant in the world will be in operation transforming largely waste lands into an area which, when fully developed, will play an important part in the expansion of commerce and industry in Nigeria. Contracts for the laying of roads over 120 acres of good land in the area have been signed and work has begun. Work specifications are such that road standards hitherto unknown in Nigeria, if not in West Africa, will be attained. The Board depends on Government departments for the installation of services and although the programme of works is uncertain at this stage a total of 120 acres—a little less than a fifth of the first scheme area—will be offered to the public during 1950 for commercial, industrial and residential development. It is difficult to exaggerate the importance to economic progress in Nigeria of an



area served by water, road and rail communications planned and developed at Apapa for industrial and commercial enterprise.

Investigation of technical problems and a full appraisal of financial requirements associated with large-scale slum clearance in central Lagos have provided a measure of the difficulties attending the framing and successful execution of a major scheme.

The Ikeja Area Planning Authority has now completed draft schemes for the centres of increasing population at Mushin, Ikeja and Agege on the main trunk road and one for Oshodi is almost completed. Planning and other preparatory work has now been taken to the stage at which little remains to be done but for the authority to obtain approval for its schemes and then to execute them. The only difficulty is lack of funds; the authority is at present seeking to devise means to overcome this problem. The Ikeja Area Planning Authority was strengthened during the year by the addition of new African members.

#### SOCIAL WELFARE

##### *Northern Provinces*

In a wide sense all the activities of Government, the Native Authorities and the missionary voluntary agencies in the fields of education, medicine and health, agriculture, forestry and veterinary services, may be regarded as measures conducive to the social welfare of the people. In a narrower sense where social welfare is considered to be restricted to measures undertaken for classes of the community requiring special care—the destitute, the aged, the physically and mentally infirm—the onus of relief lies in all rural communities upon the framework of the local society, which, in even the most primitive tribes is based on a solid foundation of communal obligations and responsibilities. Local custom and the Mohammedan religion alike impose upon the individual the obligation to maintain his indigent relatives and modern economic conditions have not yet, except in a few areas and towns, broken this tradition. Indigenous social functions, births, marriages, deaths, harvest and sowing festivals and the weekly market, provide forms of entertainment in the rural areas which are sufficient for, and well suited to the needs of the people. The problem in the few cosmopolitan centres is less simple. The variations of tribes, traditions, standards of education and the growth of the theory that the towns are paved with gold produces a type of destitute and unemployed person who can at best be dealt with by repatriation to his own home area.

Very considerable progress has been made in all Provinces in building reading rooms which are well attended by the literate classes, although the supply of vernacular literature is still insufficient to satisfy all demands. In Kano a new cinema has been opened which is well patronised. In Kano City Library, lectures are regularly given. In Adamawa a scheme is now being considered whereby ex-elementary schoolboys, whose abilities do not warrant further



expense on training and who subsequently, through their lack of inclination to return to farming, tend to become "maladjusted citizens", are to be taught useful trades in the workshop of the Middle School. The mass education classes in Katsina have continued to increase in strength and popularity, and encouraging enthusiasm has also been shown in Abuja and Zuru in Niger Province. Among the Birom on the Plateau mass literacy classes have increased to 60 and the demand to learn English in these districts is such that they have decided to use the district share of tax to pay for language instructors. During the year Mr. E. E. Hillier, Social Welfare Officer, made his base at Zaria, a convenient centre for touring the Northern Provinces.

There has been no slackening of medical services during the year. Dispensaries have increased in number and in popularity in all Provinces, while maternity and child welfare work continues to make good headway in the larger centres. In Katsina Province the registration of births and deaths is becoming an established service and is proving of great value in the early discovery of outbreaks of epidemic diseases. The efforts of the missionary societies in the medical field, and more particularly the leper settlements, maintained by the Church of the Brethren and the Sudan Interior Mission are particularly worthy of comment.

Juvenile delinquency is not a universal problem and only assumes noteworthy proportions in the larger centres of population where family tradition and discipline have slackened. There are two reformatories in the Region at Kano and Maiduguri which have provided accommodation and re-education for the inconsiderable number of juveniles committed to their care. Besides normal schooling, crafts are taught which include farming, leather making and knitting. Progress in the retraining of recidivists continues in the form of practical instruction in handicrafts under trained supervision in the larger prisons. In Kano a scheme has recently been started whereby a small number of chosen prisoners are returned to their villages and are given every assistance by the district and village authorities to rehabilitate themselves. If this scheme proves successful, there should be an appreciable decrease in the number of recidivists.

### *Western Provinces*

Proposals are under consideration to extend to the Western Provinces the services already existing in the Colony. It is hoped to post Welfare Officers to Abeokuta, Ibadan, and Warri during 1950, and to establish remand homes at Abeokuta and Ibadan.

At present, however, no organised social welfare services exist in the Western Provinces though much is done in this way by missions. The administrative officer also may well be called a welfare officer, as much of his time is engaged in such work. Through both these



agencies attempts are being made to increase interest in village life with the purpose of encouraging the younger generation to remain in the country instead of migrating to the towns, where so often they merely swell the ranks of the unemployed. These attempts have been stimulated by the allocation to District Officers of funds which can be issued as grants to help village reconstruction. The people are encouraged to undertake improvements to the amenities and layout of their villages and a grant is made of one-third of the total value of the improvements, including the value of voluntary labour.

The social welfare organisation, created in Abeokuta during 1948 and manned by voluntary workers, has continued to direct its efforts to the care of young delinquents and other juveniles who have drifted from the rural areas to the town.

The extension of medical and health services is doing much to promote social progress. Throughout the Western Provinces the number of Native Administration dispensaries, maternity and infant welfare centres increases each year. An especially welcome step is the establishment of rural health centres and mobile field units.

In a society based mainly on the family unit, the relief of the destitute and disabled devolves upon the relations of the persons concerned. Very few beggars are to be seen, except in the larger towns, and these are mostly strangers from other parts. The Mission Home to accommodate old women at Benin City continues its good work.

Several new reading rooms have been opened during the year. A trained travelling librarian has spent six months in the Western Provinces organising libraries and distributing books presented by the British Council. Adult literacy campaigns in the Ilaro and Ekiti Divisions continue to make progress. An encouraging result is an increasing interest in children's education, exemplified by a wish to institute an education rate to pay for extended facilities.

### *Eastern Provinces*

At Calabar, where the problem of waifs and strays has always been serious, the excellent work of the Juvenile Welfare Committee continues. The Social Welfare Officer there has also particularly interested himself in the family affairs of the Fernando Po contract labourers. Delinquent and destitute children have been cared for in the remand home or boarded out with missions or private persons. The work of the Juvenile Court and the probation service, under the Children and Young Persons Ordinance, has continued to increase.

At Port Harcourt provision has been approved for the building of a remand home to cater for 35 children of each sex, which will also provide facilities for the training of more Social Welfare Officers. A Social Welfare Officer has recently been posted to Onitsha.

At Enugu the Social Welfare Officer and her assistants have continued their work, chiefly among the wives and children of the



Colliery employees, and have concentrated on ante-natal and child welfare.

At the ports, provisions for the relaxation, entertainment and protection of visiting seamen continue to improve.

At present in rural areas social welfare and the promotion of community life is still largely undirected and it is hoped that the stimulation of community development projects will have a great effect during the next few years.

### *Colony*

Social welfare services in Lagos and the Colony Districts have been well maintained and extended. The Juvenile Court Centre has worked to capacity, providing evidence not only of a widespread element of maladjustment in children but also of the value of the treatment methods used by the Juvenile Court and its auxiliary institutions. One of these, the Isheri Approved School, is being rebuilt and such good progress has been made that it is hoped to complete it in the current financial year. The Colony will then have a modern approved school which will compare favourably with the best anywhere.

Community development in the Colony Districts has taken the form of a village betterment scheme in the Ikeja Division, initiated and sponsored by the Colony Welfare Service. During its first two years, six large villages have been brought into the scheme and each has demonstrated the essential principle of self-help by building for itself a village institute, designed to provide facilities for the community life of the village people. The scheme now has a committee which plans and executes betterment projects in collaboration with the people. Its chairman is the district officer and on it are represented all the Government departments able to make a direct contribution to the well-being of the villages. The practical approach shown by the village people to the very difficult task of community development in Yoruba areas has been most encouraging.

Another encouraging sign—in Lagos itself—is to be found in the number of people who are giving voluntary service in the boys' club movement. In the formation of management committees and the sponsorship of boys' clubs, of which there are now 25 small units registered with the Colony Welfare Office, older citizens are playing an invaluable part. Credit must be given to the younger men and women, the club leaders, who voluntarily give so much of their spare time to the service of youth.

## **Chapter 8: Legislation**

The major legislation of the year included a number of measures of the greatest importance to the development of the territory's economy. A Statement of Policy in respect of oil-palm produce, groundnuts and benniseed had been approved by the Legislative



Council in 1948, and provided for the establishment of marketing boards, designed to secure the most favourable arrangements for purchase, grading, export and marketing, to control and fix producer prices, and to allocate funds for working capital, price stabilisation, reserve, research, and regional board activities. These marketing boards, each comprising a chairman, two official members, and three non-official Nigerian members, were to be advised by representative committees, composed of an official chairman, one official member, one non-official representative of the licensed buying agents, and a majority of non-official Nigerian members. Regional Production Development Boards, to be composed of representatives of the Regional Houses of Assembly and of the representative committees, were also to be established, to dispose of funds made available by the marketing boards for development and for the benefit of producers and areas of production. The policy so approved was given legislative form in 1949 in the Nigeria Groundnut Marketing Ordinance (No. 11) and the Nigeria Oil Palm Produce Marketing Ordinance (No. 12), and somewhat similar arrangements, except as regards Production Development Boards, were made in the Nigeria Cotton Marketing Ordinance (No. 13).

Marketing arrangements for cocoa had already been embodied in the Nigeria Cocoa Marketing Board Ordinance, and this was amended (Ordinance No. 19) so as to enable the Board to make and Government to receive loans, the actual terms being a matter for negotiation in each case. The amending Ordinance also limited the Board's previous exemption from the operation of the Income Tax Ordinance.

The emphasis laid on the regional character of economic development was illustrated, also, in the Regional Development Boards Ordinance (No. 14) which established in each Region (with Lagos and the Colony counted as a Region) a Development Board to make and receive loans and finance local development. These Boards, which contain a majority of representatives of the Regional Houses in their composition, replaced the Nigeria Local Development Board, set up in 1946, which was found to be too centralised, and not adapted for the encouragement of small schemes or individual enterprise. They took over the original Board's funds, which can be supplemented by appropriation by the Legislative Council, loans from Native Authorities, and income from investment and mortgages, and they are empowered to make advances for schemes connected with public works and utilities, town and village planning, the development of village crafts and industries, land settlement and utilisation, and similar purposes. A consequential amendment to the Development Loan Ordinance was made by Ordinance No. 8.

In the hope of giving further encouragement to private enterprise in promoting economic development an amendment (Ordinance No. 16) to the Income Tax Ordinance was passed. As it was considered that local limited liability companies have now a large part to play, a scale of relief, extending over the first six years of their



operation, was provided for companies which were locally incorporated and controlled. At the same time, the rate of income tax payable by companies was made variable by resolution of Legislative Council instead of by formal amendment of the Ordinance itself.

The redemption of manillas, which had started in October, 1948, and was brought to an end in March, 1949, was enforced by the Manilla Prohibition Ordinance (No. 4), imposing a prohibition on the use of manillas as currency, and restricting the possession of manillas to 200 in any one case. Other financial measures included an amendment (Ordinance No. 5) to the Local Loans (Registered Stock and Securities) Ordinance, and a Supplementary Appropriation Ordinance (No. 20) for the year 1947-48.

A revised edition of the Laws of Nigeria had been prepared under an Ordinance of 1947, and contained the laws enacted up to 1st January, 1948. By the Revised Edition of the Laws (1948-49 Supplement) Ordinance (No. 23), the preparation of a supplement containing the laws of 1948 and 1949 was authorised, and the same Commissioner who had completed the earlier revision was appointed for the purpose.

Social legislation was represented by an amendment (Ordinance No. 1) to the Employment of Ex-Servicemen Ordinance, allowing for the fixing of a date after which no ex-servicemen who had not served in the Forces between 25th May, 1939, and 31st March, 1949, should be entitled to be placed on the register; and by an amendment (Ordinance No. 2) to the Waterworks Ordinance, providing for the control of fishing and boating in and on waterworks. An addition to the list of public holidays was made by another amending Ordinance (No. 9), modifying the Public Holidays Ordinance to allow of an extra holiday being held each year to celebrate the birth of the Prophet Muhammad.

Certain pension rights for the families of officers transferred from Palestine were secured by the Widows and Orphans (Palestine Ex-Officers) Ordinance (No. 10), and an amendment (Ordinance No. 3) to the Diplomatic Privileges (Extension) Ordinance secured for the representatives of His Majesty's Government in Nigeria the same privileges as are accorded to the representatives of foreign Powers. The British Nationality (Fees and Penalties) Ordinance (No. 22) was enacted to allow of the imposition of penalties and fees in respect of the operation in Nigeria of the British Nationality Act.

Formal or necessary consequential amendments to the Land Registration Ordinance, the Labour Code Ordinance, the Excise Ordinance, and the Native Courts Ordinance, 1948, were also made by Ordinances Nos. 6, 7, 18 and 21, and a further formal measure in respect of the substitution of United Kingdom trusteeship for the old British mandate over the Cameroons was the Mandated and Trust Territories Ordinance (No. 17).



The chief subsidiary legislation consisted of the Education Regulations (No. 17), which covered the recognition and duties of proprietors and managers of schools, the classification and registration of all teachers, the maintenance of school records, attendance, provision of religious instructions, and standards of accommodation in school buildings. The Police (Amendment) Regulations (No. 11) legislated for the discipline of the Force, and the Niger Transit Regulations (No. 14) made goods using the River Niger in transit between the sea and places beyond Nigeria subject to the Customs Regulation of 1945.

The only wage legislation of note was contained in Order-in-Council No. 26, fixing minimum wages for stevedores and dock labour at the Port of Lagos. A series of other Orders-in-Council (Nos. 30-36) extended various diplomatic privileges to the United Nations Visiting Mission to the Cameroons, and the Food and Agriculture, Educational, Scientific and Cultural, International Refugee, World Health, International Civil Aviation, and International Labour Organisations of the United Nations.

## Chapter 9: Justice, Police and Prisons

### JUSTICE

There are two kinds of law in force in Nigeria, English and native. The courts where these systems of law are administered are the Supreme Court and Magistrates' Courts, which primarily administer English law, and the Native Courts which primarily administer native law and custom. Appeals from the Supreme Court are brought before the West African Court of Appeal, established by Order in Council to hear appeals in all the West African Colonies. From decisions of the West African Court of Appeal there is an appeal to His Majesty in Council.

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

For the more convenient dispatch of the business of the Supreme Court, Nigeria is divided into divisions in each of which one or more Judges may be directed to sit. So far as the depleted strength of the establishment of Judges permits, three Judges now sit regularly in Lagos, and one at each of 10 centres in the Protectorate.



The original jurisdiction of Magistrates' Courts is limited to personal actions for specified amounts varying from £25 to £200 according to the grade of the Magistrate concerned, and, on the criminal side, to the infliction of punishments up to a maximum of two years' imprisonment; and the exercise of this jurisdiction is restricted in the same way as the exercise of the original jurisdiction of the Supreme Court. As regards area, a Magistrate's jurisdiction is exercised within one or other of the magisterial districts into which the country is divided. Where it is so prescribed, the Magistrate sits on appeal from Native Courts.

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

Of the 22 magisterial districts each under the jurisdiction of a single Magistrate which were mentioned in last year's Report, two, owing to shortage of staff, have not yet been opened. Eight Magistrates of the first grade and two of the third sit in the Colony District, comprising the Lagos municipal area, where most of the work lies, and the Colony of Lagos.

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

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

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



There were no cases of outstanding interest during the year under review.

### POLICE

The jurisdiction of the Nigerian Police Force extends throughout Nigeria and the British Cameroons. In most of the Northern Provinces outside the large towns, and in certain parts of the Western Provinces, police forces are maintained by Native Administrations also. These forces supplement the work of the Nigeria Police Force and, when possible, superior police officers are attached to the more important Native Administration Forces as advisers.

In 1949 the Nigeria Police Force was distributed amongst 141 police posts and stations. The total establishment amounted to 135 officers and 6,849 men, although the actual strength at the end of the year was only 6,123.

#### *Recruitment*

In southern Nigeria 580 recruits passed out of the Southern Training School during the year, although training had been temporarily impeded by the transfer of the school from Enugu to Ikeja. In the Northern Provinces it has in the past been more difficult to obtain suitable recruits with the necessary standard of education, and a special recruiting drive was instituted during the year, resulting in an improved intake.

#### *Training*

Seventeen officers on leave attended courses of training with the United Kingdom Police Forces, and six officers have been granted study leave to attend a course organised by the Secretary of State for inspectors promoted to gazetted rank. Accommodation difficulties in Nigeria have interrupted refresher courses, but these will be resumed as soon as the buildings are vacated at Enugu and a special school at Ikeja is available.

#### *Crime*

More than 38,000 cases were handled by the Nigeria Police in 1949 as against 34,834 cases in the previous year. Most of the increase was in respect of thefts, and unlawful possession of property, with a smaller increase in respect of manslaughter, house-breaking, and bribery and corruption. There was also an epidemic of counterfeit West African currency notes for 20s., eventually found to be manufactured mainly by photographers in the Eastern Provinces. The counterfeit notes were reported from 34 different places as far apart as Sokoto, Victoria (Cameroons), Maiduguri and Lagos.

The system of emergency telephone calls to the control room, resulting in the despatch of motor vehicles with police and equipment necessary to deal with the type of offence, proved very popular,



and early in the year it was possible to arrange radio telephonic communications between these vehicles and the control room itself.

### *Traffic*

Motor traffic units have been started in the Northern and Western Provinces, and although much has been accomplished by these units on the main roads of their Regions there is still great room for improvement in general standards of driving. Special officers are being appointed for the instruction of commercial vehicles under the new Road Traffic Regulations.

### *Riots and Disturbances*

There has been an increase in the number and seriousness of breaches of the peace, the gravest occurrence being the shooting at Enugu in November.

*Colliery Incident.* A report was received on 13th November that it was possible that a sit-down strike would develop at the mines where there had been a "go-slow" strike for some time, as the result of a dispute with the management over a claim for certain allowances. It was considered necessary to prevent the morning shift men of the 14th from entering the mines until the night shift had left, and accordingly the police were sent to the mines at 6 a.m. on the 14th. At Obwetti the miners disregarded the warning not to enter and forced their way through the police cordon by sheer weight of numbers. At Asata the police were attacked with picks and shovels and had to withdraw.

Demonstrations and resultant tension on the 14th and 15th were such that it was considered necessary in the interest of public safety to remove the considerable quantities of explosives in the mining areas, and on the 18th the police were detailed to do this. The explosives at Obwetti were removed without any hindrance, but the considerable quantity at Iva Valley could not be removed simultaneously with the others. A large crowd collected, and the situation became such that the superior Police Officer in charge gave an order to open fire, and 21 people were killed. The exact circumstances of this tragic incident were investigated by the Fitzgerald Commission.

The Colliery incident gave rise to demonstrations in Aba, Port Harcourt, Calabar and Onitsha. The main characteristics of these demonstrations were stone throwing, breaking of European stores and looting. At Aba, Port Harcourt and Onitsha police had to open fire and at Calabar a curfew order was imposed. These disorders were also investigated by the Commission of Inquiry under Sir W. Fitzgerald which was still in session at the end of the year.

During this period, considerable reinforcements were moved into the Eastern Provinces from other regions by air. All moves were



carried out successfully and the speed and flexibility of air transport proved of very great benefit to the Force in combating widespread disorder.

*Lagos.* On 1st October, Adeniyi Adele II was installed as Oba of Lagos in succession to the late Oba Falolu. Considerable opposition to the installation was expected from his opponents headed by Adedoyin Dosumu. This opposition did, in fact, manifest itself, and but for the timely intervention of the police, a serious riot would have occurred. Fighting which took place was immediately dealt with by the police and though certain civil and criminal litigation now in process is still arousing interest, no serious repercussions have so far resulted.

*Okrika.* On two occasions police had to be sent to Okrika in connection with the long-standing disputes between the Kalabaris and the Okrikas. Their presence had a salutary effect in each case.

*Awka.* On 25th April, there was a minor affray between the people of Amawbia and Awka in connection with a land dispute. Sixty-three persons were arrested and charged.

*Agbani.* On 27th August, an affray took place in Agbani District. Ninety-three persons were arrested and charged.

*Awgu.* On 19th August, a serious affray occurred between the towns of Mbowe and Lengwe in the Awgu Division, in which several hundred armed persons took part. The situation was successfully handled by the District Officer and the Superintendent of Police, Onitsha, who happened to be there on tour.

*Isua.* A disturbance necessitating strong police intervention occurred at Isua in Ondo Province during mid-February. Political friction and resentment was the root cause, and a resultant refusal to pay tax led to the disturbance, which included an attack by a mob on the Afin of the Olisua. A considerable force of Nigeria Police, under the command of three superior officers, was on the scene within a few hours, and it was found necessary to use tear smoke and batons to deal with the crowd. This effectively restored order, and a total of 64 tax-defaulters and rioters were arrested and dealt with by the court without further incident occurring.

*Torugbene.* A riot occurred in the village of Torugbene in Forcados Division during February. This was due to a dispute between two sections of the community. The police proceeded to the scene, and as a result of investigations, 33 persons were sent for trial on a charge of riot and one on a charge of murder.

*Adamawa.* In Adamawa Province an incident occurred in connection with the proclamation of one Mallam Jidda of Katsina area



who styled himself the Mahdi. He caused trouble in the Shellem area of Numan Division in December, 1948, and an Administrative Officer with an escort of six policemen was sent to arrest him but he evaded them.

In January, 1949, Jidda and his followers moved to Gombe Division of Bauchi Province and there spread his propaganda. The Assistant Superintendent of Police, Yola, and a party of 20 rank and file of the detachment proceeded to Gombe and, in company with the District Officer, made contact with Jidda and his followers at the foot of Bima Hill. Their attitude was hostile and truculent in spite of the assurance by the police that they had come on a peaceful errand, and only wanted to arrest Mallam Jidda. Without warning, an unprovoked attack was made on the police by a party of bowmen. Despite repeated warnings from the police, the attack continued and it was found necessary to open fire; four men and one woman were killed, one was seriously wounded and one gave himself up. The two latter were arraigned before the Supreme Court, Bauchi, and each sentenced to three years imprisonment with hard labour. Mallam Jidda and his principal followers escaped.

#### *Criminal Investigation Department.*

During 1949 the Fingerprint Bureau added 13,834 more fingerprints, making a total of 190,580. Its value was shown by the fact that nearly 25 per cent of the fingerprints searched were identified.

The photographic apparatus has been enlarged and improved, and a general photographic course and a refresher course for experienced photographers has been held.

#### PRISONS

During the year, 47 prisons were maintained by the Government in Nigeria, consisting of nine convict prisons at Buea, Calabar, Enugu, Jos, Kaduna, Lagos, Lokoja, Port Harcourt and Warri; six provincial prisons at Bamenda, Benin City, Mamfe, Ogoja, Onitsha and Owerri; and 32 divisional prisons at other centres.

Convict prisons receive and retain all classes of offenders irrespective of sentence. Provincial and divisional prisons receive all classes of offenders in the area in which the prison is situated, but retain only those awarded a term of imprisonment not exceeding two years. With the exception of Buea (Cameroons) and Warri, convict prisons are administered by officers of the Prisons Department, and the provincial and divisional prisons are supervised by officers of the Administration. The daily average population of all Government prisons was approximately 7,000, and the ratio of males to females was almost 17 to one.

Following the Report of the late Sir Alexander Paterson in 1946, important changes have been made in prison administration, and a



number of reformatory measures have been introduced. The most important changes were :

- (a) The introduction of an "Earnings Scheme" whereby all long-term first offenders may earn a small monthly wage.
- (b) The segregation of first offenders from habituals completely by night and up to 70 per cent by day.
- (c) The appointment of paid chaplains to the convict prisons.
- (d) The introduction of organised prison libraries.
- (e) The concentration of long-term women prisoners in the larger prisons, a measure which helped voluntary workers in their task of re-educating the prisoners.
- (f) A scheme which enables good conduct long-term prisoners (first offenders and recidivists) to be visited at Government expense by relatives and friends, thus maintaining home ties.
- (g) The creation of an after-care organisation.

The total warder establishment on 31st December, 1949, was 1,288 ; there were also 25 trade instructors.

Two young African cadets, selected last year from over 700 applicants, proceeded to the United Kingdom in September, 1949, for a six month course of instruction, which included prison administration, social welfare and probation. If successful in their studies they will, subject to satisfactory reports, be considered for promotion to the rank of Assistant Superintendent of Prisons on their return to Nigeria.

The Warders' Training School was established in 1947 at Enugu, in the Eastern Provinces, and is under the command of an officer who was formerly a member of the staff of a similar school in the United Kingdom. Three courses were held during 1949, and 240 recruits qualified for establishment as warders. The curriculum of the school was recently revised to bring the training as much as possible in line with the system as practiced in the United Kingdom, due regard being paid to the conditions prevailing in Nigeria. Each course is concentrated and severe, and a high standard of discipline is maintained. Recreational facilities include badminton, tennis and football, and there is an indoor recreation room which contains, among other things, a library.

Building has continued to take a large part in prison activities, and under the supervision of the new technical instructor, additions to, and improvements of, existing cells and dormitories have been made in all the convict prisons. Many warders' quarters were built during the year, and work on the construction of three houses for superintendents, begun late in 1948, was completed.

The majority of long-term prisoners are employed in the workshops of the convict prisons and there has been a steady demand for prison-made articles. These industries are adapted, as far as possible, to meet the requirements of Government departments, and



the prisons do not compete with cottage industries. Work is occasionally undertaken for members of the general public, but higher prices ensure that the least possible injury is done to the small tradesmen. Power-driven machinery worth £3,000 was received from the United Kingdom during the year, and it is hoped that it will, in due course, increase production to a marked extent.

Paid prison chaplains, representing the principal denominations, are appointed to five of the large convict prisons, and in all prisons priests and laymen hold regular weekly services.

Discipline in the convict prisons was well maintained during the year, and there were no untoward incidents. Corporal punishment for prison offences is now reserved for the three most serious forms, i.e. mutiny, incitement to mutiny and assaults upon prison officers. During the year under review, the number of whippings for prison offences was 30 while the average annual number of whippings for the period 1944-49 was 64.5.

The Prison Department has an official organisation for aiding prisoners on discharge employing five paid after-care officers, and, during 1949 these men have worked hard and well in spite of great difficulties. In the convict prisons, all prisoners were interviewed on admission and before discharge, and it was found possible, subsequently, to place a number of them in employment. Some 700 men and women received pecuniary aid on discharge, and all ex-prisoners on release were provided with free transport to their place of conviction, or home, whichever was the nearer. A number of long-term prisoners received the tools of the trades which they had been taught in the prisons, and, so far as can be ascertained, the majority of them are now earning an honest living.

Organised educational facilities will shortly be available for such prisoners as are capable of benefiting by them, and provision has been made for the appointment of two qualified teachers. Many prisoners are of an age not to take kindly to education, but there are several hundred young long-term men who are likely to show a genuine desire to learn and to benefit by the experiment.

Vocational training has for many years been an important feature of the prison administration, and approximately 1,200 long-term prisoners are employed daily in the trades of smithery, carpentry, tailoring, boot and shoe repairing, brickmaking, bricklaying, printing, basket-making, cloth-weaving, mat-making and furniture-making.

Prison libraries have been established in two convict prisons, and 6,000 books were purchased during 1949 for libraries which will be set up in the other convict prisons.

The policy of separating first offenders from recidivists was pursued vigorously during the year, but much depends on the provision of separate institutions for first offenders. The establishment of a prison camp at Kaduna, in the Northern Provinces, has been



approved in principle, and it is expected that work on the project will commence in 1951. It is planned to accommodate approximately 500 long-term first offenders, and the training would have an agricultural bias.

Most long-term women prisoners are now concentrated in the convict prisons, and it is in consequence possible to employ them on work which has training value. Voluntary workers attend the prisons in the evenings, and classes in handicrafts, domestic science and kindred subjects are much appreciated by the prisoners.

An approved school at Enugu is administered by the Prisons Department, and is under the control of a principal who was formerly an officer of the Borstal Service in the United Kingdom. The school has a population of approximately 200 lads between the ages of 7 and 18, and the buildings are comparatively new and modern. The average period of detention is  $4\frac{1}{2}$  years, but the principal may at any time recommend the release of a boy should the circumstances warrant such a measure. The school employs a staff of 14 teachers and 6 trade instructors. As most of the boys are illiterate on admission, it is not possible to reach a high standard of education before they are discharged. Industrial training in the common trades is carried out daily and most of the boys acquire at least the rudiments of the trades for which they have an aptitude before they are returned to their homes. The average cost of maintaining a boy per school day is 1s. 4d., and the average cost of feeding him is 11d. All boys are given a gratuity of £4 on discharge, but in many cases tools are given in addition. For the first six months after discharge, the school authorities keep in touch with the boys and not infrequently give them additional help.

The health of prisoners was again most satisfactory, and all prisons have been free from the more serious forms of infectious disease.

All persons with sentences of three months or over are weighed monthly, and this is a valuable index to the general state of health of the prisoners. Special attention is given by the Prison Medical Officer to those found to have lost weight and invariably they are given increased diets. The records show that more than 80 per cent of all persons admitted to prison gain in weight during the course of their sentences.

## Chapter 10: Public Works and Utilities

### WATER SUPPLIES

Urban water supply schemes still show little progress, due primarily to shortage of staff. A secondary cause of delay is the time taken in planning and estimating and the subsequent need for consideration by local authorities of the financial arrangements, since it is incumbent on them to meet part of the capital and all of the operating



costs. Water is now being delivered to the town at Minna and the scheme is complete except for a few minor details. With the arrival of material a good start has been made with the extensions to the Lagos supply which, when completed, will deliver about 10 million gallons per day, about double the present capacity. Work on the Sokoto supply is proceeding, and part of the proposed schemes at Jos and Ogbomosho have been completed. The Warri and Abakaliki schemes still await pumping plant to complete the work in hand. Schemes have been submitted for consideration to the local authorities of Maiduguri, Makurdi, Ilesha, Owode and Offa. A contract has been made for the construction of the Ilorin water supply and work has now started.

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

#### ELECTRICITY SUPPLIES

There are 10 electricity undertakings owned by Government, and four by Native Administrations. The Government undertakings at Jos and Vom purchase current in bulk from the Nigerian Electricity Supply Corporation for distribution to consumers.

The largest undertaking is in Lagos, where plans for a new 75,000 k.w. power station at Ijora are in hand. The station will be one of the largest and most up-to-date steam power stations in Africa, north of the Equator. Two turbo-alternators, each of 12,500 k.w. capacity, have been ordered, and two further generating sets, each of 25,000 k.w. will follow as the load develops. The station will afford an ample supply of electricity to Lagos and the mainland areas for many years to come. The erection of new sub-stations and the laying of new cables to strengthen the distribution system have been started.

Necessary materials have also been ordered for a new power station at Enugu, designed for 20,000 k.w. capacity to meet the rapidly



growing demands of the town, the mechanisation programme at the Collieries, and possible mining and textile developments.

Construction work has also started on the Njoke hydro-electric scheme, which will serve a large plantation area in the south part of the Cameroons. The civil engineering work is being carried out by a local firm of contractors.

There has been much improvement in the delivery of generating plant, but development schemes and maintenance work are still very seriously affected by the difficulty of obtaining suitably qualified and experienced engineers.

#### GOVERNMENT BUILDING

In addition to other main public services, the public Works Department is responsible for the construction and maintenance of public buildings, staff quarters, sawmills and drainage.

There is in hand a large-scale programme of building estimated to cost over £2,000,000. It includes a trade centre and technical institute at Yaba ; an oil palm research station at Benin ; hospitals at Onitsha, Abakaliki and Kano ; trypanosomiasis research buildings at Kaduna and on the Plateau ; women's training centres at Kano and Enugu ; a police training centre at Ikeja ; and quarters at various centres all over the Territory.

Catering rest-houses have also been completed at 25 important centres, and buildings for civil aviation radio operation are under construction at 11 airfields.

The sawmills and woodworking shops at Ijora were working to capacity during the year, but were handicapped by serious breakdowns to plant caused by lack of adequate replacement during the war years. The output of sawn timber was 621,000 cu. ft., as against 440,000 cu. ft. in 1948.

The Department maintains its own fleet of motor vehicles and other mechanical plant. At provincial centres new workshops have been built, and extensions made to those already existing. The central stores are at Ijora, with regional stores at Kaduna, Ibadan, and Port Harcourt. Supplies have improved, although many works have been held up by slow delivery of sanitary fittings and roofing materials. Receipts from all sources amounted to £1,875,145 and issues to £1,592,293, as against £1,103,000 and £984,000 respectively in 1948.

#### BROADCASTING

A broadcasting station has been installed at Lagos. The transmitting apparatus was improvised by the Posts and Telegraphs Department and regular programmes are now broadcast. Reception has not been good in all areas or at all times of day, but the station has attracted a large number of listeners and has done pioneering work



which will be of value when the permanent national transmitter is installed and a full-scale broadcasting service established.

There are 10 wired broadcasting centres at Lagos, Kano, Ibadan, Abeokuta, Zaria, Port Harcourt, Calabar, Jos, Kaduna and Ijebu-Ode with over 9,000 subscribers.

## Chapter 11: Communications

### ROADS

The following table shows the mileage of roads in Nigeria :

(a) <i>Government Maintained Roads</i>	
Bituminous surface . . . . .	721 miles
Gravel or earth surface . . . . .	6,193 "
(b) <i>Native Administration Roads</i>	
Bituminous surface . . . . .	17 "
Gravel or earth surface (including dry season tracks) . . . . .	19,008 "
(c) <i>Township</i>	
Bituminous surface . . . . .	97 "
Gravel or earth surface . . . . .	206 "
Total . . . . .	<hr/> 26,242 <hr/>

The increase over last year's figures, of 297 miles, is due to new construction.

During the year under review, further progress was made with the road construction programme under the Colonial Development and Welfare Scheme.

The more important trunk roads under construction are shown below :

<i>Lagos-Ikorodu Road (13 miles)</i>	}	These two roads are links on the main north-south route. Work on the Lagos-Ikorodu road was mainly on bridge sub-structures. Several large bridges are under construction in difficult deltaic country.
<i>Shagamu-Asha-Ibadan Road (27 miles)</i>		
<i>Kano-Eastern Road (106 miles)</i>	.	Further progress was made and major bridging started.
<i>Mokwa-Kontagora Road (89 miles)</i>	.	Open to traffic, but not complete. This shortens the route from Sokoto to the south.



<i>Yola-Wukari Road (234 miles)</i>	Further progress was made. The road is a link on the east-west lateral road from Ilorin to Yola.
<i>Bansara-Mamfe Road (108 miles).</i>	Open to light traffic. Work started from the Mamfe end.
<i>Kontagora-Bukwium-Sokoto</i>	Little progress was made.
<i>Ijbue-Ode-Benin Road</i>	Work has progressed and a start made on the large bridge over the River Oshun.

Further improvements to existing trunk roads were made, including bituminous surfacing. Many inadequate timber bridges require replacement by permanent steel structures, and in addition, the essential culverting and drainage require to be brought up to a satisfactory standard ; this work is in hand.

Surveys and plans were made for a number of large bridges, and as steelwork is now coming forward, it is hoped that progress will increase, although severe shortage of technical staff has again been a limiting factor. There is still a great amount of detailed survey and design work to be done even on projects already in hand.

#### AIR SERVICES

The year has shown continued expansion of air services and development of ground facilities. All airfields in regular use are connected by the aeronautical fixed telecommunications service, and radio beacons have been installed at most of them. In spite of a temporary set-back in the middle of the year, due to loss of one of its aircraft, West African Airways services have continued to develop and connect all important centres in Nigeria. The service at Dakar is now being operated by "Wayfarers" and a new service at Khartoum was inaugurated with the same type of aircraft.

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

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

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



A detachment of No. 82 Squadron, R.A.F., has again carried out a photographic survey and a detachment from No. 27 Squadron has also been stationed at Lagos Airport.

## RAILWAY

### *Finances*

The revised estimates for the year which ends on 31st March, 1950, indicate that revenue will be £80,000 less than the sum of £6,484,150 which it had been hoped to earn, and that, on the other hand, expenditure, excluding depreciation of investments, might be expected to show a saving of £103,000 on the original estimate.

Unfortunately, however, there has in the past year been a severe fall in the value of investments and the Railway has to face depreciation to the extent of £250,000. There exists the recently formed Investments Depreciation Account with a reserve of £104,000 but the balance of £146,000 must be borne by Railway revenue: consequently, the net result of the year's working (1949-50) will probably be a loss of £125,000. This is the more unfortunate in that a number of rate increases were made at the beginning of the year with the intention of providing a small surplus to be used to augment the reserve fund, the total of which still stands at £1,000,000. This reserve is totally inadequate as a safeguard against future recession in rail traffic. At the present rate of spending a reserve of £3,500,000 is required, but the prospects of accumulating such a sum are poor, and vigilant control of expenditure is essential.

The high rate of capital and renewals expenditure continues. The greater part of the demand for locomotives and rolling stock has been satisfied, but there is a large number of major civil engineering works to be undertaken. The five-year programme for the augmentation and renewal of the Railway's capital equipment was estimated in 1947 as likely to cost £8,500,000, and of this more than £4,500,000 has already been spent. Of the funds so far utilised the Railway itself has provided more than one half, from the renewals fund and from surpluses, and the remainder, amounting to a little over £2,000,000 has been borrowed on a short-term basis from the Joint Colonial Fund. It had been hoped to repay these borrowings, and any further which might be necessary, from surpluses earned over the next ten years, but it may be necessary to resort to permanent borrowing unless greater economy of maintenance, increase in works output and efficiency of operation can be achieved.

### *Railway Extension*

Approval has been given to carry out a survey of Bornu Province for an extension of the railway from Nguru to Maiduguri. This is one of the projected extensions contemplated thirty years ago by Lord Lugard, who thought that it would open up the vast plains of Bornu, the soil of which is regarded as very suitable for cotton



cultivation, and that it would secure the trade of the whole Chad Basin as far as the Egyptian Sudan. This consideration still prevails and in addition it has been shown that Bornu can grow other crops of equal importance, such as grain, groundnuts and rice, and support vast flocks of sheep, goats and herds of cattle.

Three possibilities of railway extension into the Bornu Province have at one time or another been seriously contemplated. They are :

- (a) from Lafia, some 60 miles north of Makurdi, a distance of over 400 miles ;
- (b) from Rahama, a distance of some 300 miles ; and
- (c) from Nguru, a distance of some 200 miles through Gashua and Damaturu.

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

### *Traffic*

With the long awaited arrival of new locomotives and wagons it was possible, for the month of October, to reach the monthly target railment figure of 40,000 tons of groundnuts, the actual figure being 42,317 tons. Unfortunately, in November and December, the Railway was short of coal on account of the coal strike, and railings were accordingly restricted. There was also abnormally low water in the River Niger, causing a considerably reduced rate of evacuation of groundnuts by way of Baro.

### *Train Services*

With the arrival of additional third-class coaches it has been possible to provide for improved passenger train services throughout the railway, there being an additional limited train each week between Lagos and the north, and another between Enugu and the north. Additional local and semi-local passenger trains were introduced between Iddo, Lafenwa, Ibadan and Offa, with corresponding increases in branch line trains. Unfortunately, these services also were upset by the shortage of coal during the colliery strike. Still further improvements are planned as further coaches become available. It is a matter of interest to record that the new third-class coaches are provided with upholstered seats and other improvements.

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



*Civil Engineering*

A vast building and expansion programme has severely overtaxed the civil engineering section, but the relaying of the line between Jebba—Minna, including several re-alignments between Zungeru and Minna, has been completed and the major work of regirdering of Akerri Bridge is well in hand. Relaying between Zaria and Kano, using pre-assembly methods, has made excellent progress, and it is hoped to complete 50 miles before the end of the year which, considering that the work has to be carried out without interference to the passage of trains, is a creditable rate of progress.

Technical staff is still very far short of requirement for works on hand, and progress on smaller building projects has been very slow and often costly on account of the lack of efficient supervision. For some of the major items of re-building it was possible to obtain the assistance of the Crown Agents who sent out a survey party to plan the necessary re-modelling, and it is hoped work will soon begin.

## SHIPPING

Elder Dempster Lines again maintained a regular three-weekly ocean mail service between Lagos, Takoradi, Freetown, Las Palmas and Liverpool. They also have a small passenger vessel operating between Lagos and Cape Town, and frequent cargo and intermediate services connecting Nigeria with Canada, U.S.A., United Kingdom and Europe. Three United States shipping firms maintain regular connections between Nigeria, the Belgian Congo, Luadna and the U.S.A., while French and Dutch firms also provide cargo and passenger services. The United Africa Company and John Holt and Company have regular intermediate freighters trading between the United Kingdom and Europe and West African ports.

Government vessels maintained a weekly sailing between Lagos and Port Harcourt, and fortnightly sailings connecting Lagos with Calabar and Victoria. Regular coastal services are also operated by Elder Dempster Lines, United Africa Company and Samuel Hough and Company.

The two chief ports are Lagos and Port Harcourt, at both of which pilotage is compulsory. During 1949 Lagos pilots handled 3,119 vessels (as against 2,190 for 1948) and 594 vessels were handled by pilots at Port Harcourt. Increased use was also made of the port of Tiko in the Cameroons, whence bananas are shipped to the United Kingdom by Elders and Fyffes. Constant dredging is required not only at Lagos but also at the Escravos Bar, giving entrance to the delta ports of Burutu, Sapele and Warri, and an investigation has been carried out by experts to determine whether increased depths can be obtained and maintained.



## POSTS AND TELEGRAPHS

The expansion of the postal services continues. There are now 134 post offices in the country and 441 postal agencies. During the year post offices affording full public service were opened at Gudi, Ifo, Auchi, Ikirun and Issele-Uku, replacing former postal agencies and a temporary post office was opened in a reconstructed army mobile wireless van at Idumgbo in Lagos. The parcel traffic is still increasing, particularly to and from the United Kingdom. House-to-house delivery of correspondence in urban areas has been improved and rural postmen were introduced into 49 districts. The recent revision of the internal air services has resulted in an increase in the frequency of despatch over nearly all routes and an improvement in the internal mail services has been effected over one launch and eight motor routes.

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

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

New radio distribution services were opened at Ijebu-Ode and Kaduna and the work on the Enugu and Katsina installations is



nearing completion. Village community listening radio receivers have been set up at Badagry, Ikorodu, Shagamu, Ilaro and Epe. Radio telephone and telegraph links between Ebute Metta, Zaria and Enugu have been installed for the Railway Administration and a radio telephone link between Lagos and Port Harcourt has been provided for the Marine Department. Equipment for wireless communication between Lagos and ships of the Marine Department when at sea has also been erected.

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

## Chapter 12: General

### GEOLOGICAL SURVEY

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

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

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

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



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

Early in the year, field investigation of the potential resources of radioactive minerals was carried out by the Atomic Energy Division of the Geological Survey of Great Britain. The work was principally directed to the Plateau tinfields where it was considered that by-product concentrates of the radioactive minerals monazite and thorite could be obtained in the treatment of tin and columbite alluvials. The interest of the mining community was raised and still further stimulated by the subsequent offer of the Ministry of Supply to purchase concentrates of specified grade and quantity. In order to assist in the search for radioactive minerals, the department now possesses three Geiger-Mueller Counters of the latest pattern.

#### ANTIQUITIES

The art of Nigeria was featured prominently in London during "Colonial Month". Exhibitions were held at the Zwemmer Gallery of "Nigerian Masks and Head-dresses" and at the Royal Anthropological Institute of "Traditional Art of the British Colonies". In the latter Nigeria took a prominent place both in the number and in the artistic merit of the examples shown. These exhibitions served to emphasise how rich Nigeria is in the artistic field and there remains a very wide scope for future archaeological research.

At the beginning of the year the Government Archaeologist started at Ife preliminary excavations which brought to light a further collection of ancient terra-cottas in the characteristic and accomplished style of that place. The museum there has been completed and will be opened during 1950. The building of a museum has been started at Jos for the archaeological collections of the Plateau area.

The Third Session of the International Conference of West Africa took place at the University College of Ibadan in December and was attended by anthropologists, scientists and historians from Nigeria and the Gold Coast and from the French, Spanish and Portuguese West African Colonies. The Conference divided into three sections and heard papers which were the product of original research by workers in West Africa into the human, biological and physical aspects of science. During the Conference an exhibition was held on the principal ancient Nigerian bronzes which were thus brought together for the first time in one place.

The Antiquities Survey has continued to purchase whenever possible old Benin works from abroad but many more specimens will be needed before Nigeria will have a collection sufficiently large and



representative for its needs. An attempt to recruit a museum technician to instruct Africans in museum work has up to the present been unsuccessful.

#### VISITORS

Courtesy visits were paid during the year by Governors of some of the adjoining French territories.

In the early part of the year, Mr. C. W. M. Cox, C.M.G. (now Sir Christophor Cox), Adviser on Education to the Secretary of State for the Colonies, spent three months in the territory, and visited every Region.

In September Dr. W. C. Lowdermilk, the American soil scientist, made a study of local problems of soil and water conservations, and three Agricultural Research Administrators from the United States also visited Nigeria in order to assess how the Economic Co-operation Administration could best assist Nigerian agricultural development.

A Visiting Mission of the United Nations Trusteeship Council spent the greater part of November in the Cameroons examining social and economic development.

The visits of His Majesty's ships of war were continued with visits late in the year by the sloop H.M.S. *Nereid*, and then by the cruiser H.M.S. *Nigeria* wearing the flag of Vice-Admiral E. D. B. McCarthy, C.B., D.S.O., Commander-in-Chief, South Atlantic.

#### CONFERENCES

Nigeria was represented at the following conferences held during 1949:

- (1) the African Regional Scientific Conference, in October at Johannesburg, attended by delegates from African territories south of the Sahara.
- (2) the Land Utilisation Conference, in November, at Jos, attended by delegates from British colonial territories in Africa.
- (3) the Indigenous Rural Economy Conference, in November at Jos, attended by delegates from British, French, Belgian and Portuguese colonial territories in Africa.
- (4) the International West African Conference, in December at Ibadan, attended by geographers and naturalists from British, French, Portuguese and Spanish territories in West Africa.

#### SPORT

A Nigerian Football Association team toured England in August and September. The tourists played nine matches, mostly against amateur representative sides and leading amateur clubs, and won two and drew two of their matches. They proved a great popular attraction wherever they went.



## PART III

### Chapter 1: Geography and Climate

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

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

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

Farther inland the belt of tropical forest varies from 50 to 100 miles in width, and contains not only an abundance of oil-palms,



but also mahoganies, irokos and other valuable furniture woods. Very serious inroads have been made into the virgin forest by centuries of shifting cultivation, and the bulk of vegetation consists of secondary growth, many different species growing together in the same area. There is a considerable amount of cultivation in the forest zone, but few signs of this are visible from the roads, since it takes place in clearings usually screened by thick bush.

North of the forest belt the country gets more and more open, until in the extreme north it approximates closely to desert conditions. One remarkable feature of the Northern Provinces is the Bauchi Plateau, which rises in places to heights of 6,000 to 7,000 ft. above sea level.

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

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

## Chapter 2: History

### (a) EARLY HISTORY

Nigeria has been described as "an arbitrary block of Africa." Its ancient history is largely lost in the mists of legend and little accurate data is now available. The interior first became known to Europeans in the first half of the nineteenth century. All that can be stated with certainty is that at this time the open country was, and had been for a considerable period, inhabited by peoples of Negroid and Berber stock. In many parts of the forest zone, on the other hand,



which stretches in a belt from 50 to 100 miles wide running laterally from west to east along the northern fringe of the coastline creeks, there dwelt a number of negro tribes with a more primitive social organisation and a lower standard of life. There were over 100 small tribes of the Bauchi Plateau, these probably being part of the original inhabitants of the territory who took refuge in this broken hilly country when successive waves of conquerors pressed their fellows southwards to the sea.

At the time of European penetration of the country the tribes with the most advanced social and political organisation were the Yorubas and the Binis in the south and the Hausa, Fulani, Kanuri and Arab tribes in the north. Tribal tradition holds that the Yorubas originated in Ile Ife, where God first created man, and although the extent of the territory under the direct control of the Oni of Ife was seriously curtailed in the nineteenth century Yoruba civil wars, Ife is still recognised as the spiritual headquarters of the race, and the Oni enjoys a position of peculiar influence as the custodian of the tribal relics. What is certain is that the Yorubas were established in the territory they now occupy at a fairly early date. Their precise origin is not known, but anthropologists have thought it probable that they were not of negro blood, having acquired their present physical characteristics largely by inter-marriage with the indigenous negro population.

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

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



population, the Binis eventually becoming the dominant factor probably as early as about 1600.

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

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

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

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

The tribes of what is now south-eastern Nigeria have little or no known early history prior to the British occupation, with the exception of certain of the coastal peoples, who were long known as keen and enterprising traders. Since the establishment of the Protectorate



however, the rapid spread of education has brought great changes in a number of directions, and both the Ibos and the less numerous Ibibios now exercise an important influence on the social, economic and political life of Nigeria.

#### (b) BRITISH OCCUPATION

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

In the period of exploration the British were not the first in the field. As early as 1472 the Portuguese had found anchorages in the mouths of the many rivers in the Bight of Benin. They were not, however, left long in undisputed possession of the field and the first English ships reached the Bight of Benin in 1553 under the command of a Captain Windham. Then followed a chapter in the world's history on which England, in common with other nations, now looks back with distaste, only mitigated by memories of the earnest efforts later made to remedy as far as possible the wrong which had been done. The discovery of America and the establishment of Spanish colonies in the West Indies led to a steadily increasing demand for negro slaves and a cut-throat competition between the maritime nations to participate in, and to oust each other from, the lucrative business of supply. The first Englishman to engage in this traffic was Sir John Hawkins, but he was followed by many others who gained in the rough and tumble of a hazardous trade much of that experience of ships and the sea which was eventually to prove the salvation of England when the long struggle with Spain moved to its climax in the latter years of the 16th century. Professional seamen argued that participation in the slave trade fostered the growth of a prosperous and powerful merchant marine and long after, when the cause of abolition began to raise its head, the Admiralty was amongst its foremost opponents on the grounds of the serious blow which would be dealt thereby to England's essential reserve of trained seamen. It is a measure of the extent to which the horrors of the trade finally aroused the conscience of the nation that abolition was finally passed in England in the middle of a great war and in the teeth of advice tendered by the country's greatest sailors.

In the sixteenth and seventeenth centuries, however, public opinion quietly ignored the moral issues and concentrated on the material profits and the English west coast ports of Bristol and later



Liverpool grew in prosperity accordingly. First the Portuguese and then the Dutch, the Danes, the Spaniards and the Swedes were successively supplanted and by the Treaty of Utrecht in 1712, the British secured a 30-year monopoly of the trade. Although the Dutch and the French maintained slave establishments at Benin until the close of the eighteenth century, it is estimated that more than half the slaves exported from West Africa during the busiest year of the trade were in British ships.

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

The trade in slaves led to the ships of all nations acquiring familiarity with the numerous river mouths between Lagos and Calabar. Little was known of the interior, however, until the beginning of the nineteenth century and in particular, the source and direction of the great river which was widely reputed to flow across the continent of Africa was a complete mystery.

Foremost amongst the names of those who sacrificed their lives to solve it was Mungo Park who reached the Niger from the Gambia River in 1796, and in a second and officially sponsored expedition from Goree in 1805, sailed down the river as far as Bussa where, with the remnants of his party, he perished in the rapids.

Although absorption in the Napoleonic War acted as a bar to further exploration for a number of years, the problem of solving the mystery of the Niger was not forgotten, and from about 1816 on a number of attempts were made from various directions to establish with certitude the course of the river. Finally Richard and John Lander succeeded where others had failed in tracing the outlet of the river to the multitude of creeks and rivers now known as the Niger Delta.

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



backing from Governments to whom imperial responsibilities in a distant and unhealthy territory had no appeal.

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

It was the British Government's efforts to suppress the slave trade, however, rather than the furtherance of commercial interests, which led to the most striking changes in its relations with the peoples of Nigeria. Lagos, an important centre of trade, was attacked and conquered in 1851, but resulting treaties with King Akitoye for the abolition of the trade proved almost useless in the absence of any administrative arrangements to ensure their observance and Akitoye's death in 1853 was followed by a long period of civil unrest. In 1861 Her Majesty's Government, therefore, reluctantly decided on the occupation of Lagos as the only effective means to the desired end. This was achieved with little difficulty and the island was created a Colony the following year. The new Colony was consolidated and its boundaries were extended somewhat in the years which followed and in 1886 the Government felt strong enough to offer its services as arbitrator to bring to an end the latest of the Yoruba civil wars which were such a fruitful source of supply for the slave markets. The offer was accepted, peace was temporarily restored and the war camps were burnt by the arbitrators. The precedent was too good a one not to be followed by those in difficulties and an appeal was made to the Lagos Government by the Egbade peoples who were being oppressed by their more powerful neighbours, the Egbas of Abeokuta. This appeal, together with the fear of the establishment of treaty relations between the French and the Egbas, led to further expeditions



into the interior and later to the appointment of a British Resident who set up his headquarters at Ibadan. Generally the whole of Yorubaland with the exception of the Egba state was attached to the Colony of Lagos as a British Protectorate. The wars ceased and a great increase in prosperity both in the hinterland itself and also in consequence in the port of Lagos was the natural result. It was not many years before the treaty of 1893 recognising the independence of Egbaland was voluntarily abrogated since the authorities there found it impossible to maintain themselves in power without successive appeals for British support. In 1914 this area too came "unreservedly under the Government of the Protectorate of Nigeria."

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

The gradual extension of Government's influence in the Protectorate of the Oil Rivers had meanwhile been taking place. In 1893 by Order in Council the Protectorate was extended over the hinterland and renamed the Niger Coast Protectorate and the following year Government found itself forced to undertake an expedition against the Jekri Chief Nana, a powerful slave trader whose activities extended over a wide area. Benin still held aloof and an unescorted expedition led by Acting Consul-General Philips, in 1897, in an effort to establish a friendly settlement was attacked, and its members, with two exceptions, massacred. A military expedition was, accordingly, despatched and Benin City was captured with only slight loss six weeks later.

In 1899 the charter of the Royal Niger Company was revoked and on 1st January, 1900, its territories came under formal Government control, compensation being paid to the Company in respect of its administrative expenses and its existing buildings and stores. The Company had added large areas of the rich hinterland of Nigeria



to the British Empire and had done much to abolish the slave trade, bringing the benefits of peace and justice to peoples who had previously lived under the shadow of both unrest and oppression. Its virtual trade monopoly became, in the long run, no more defensible in principle than was the "administration at private discretion of Territories of which the defence was provided at public expenses," and the revocation of the Charter was bound to come. But recognition should be given to the great part played by the Company in the building of Nigeria.

(c) ADMINISTRATIVE CONSOLIDATION

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

The period of consolidation which now followed could hardly have begun in more difficult circumstances. The first world war began in August, 1914, and Nigeria not only found it impossible to recruit much-needed staff for the administration of the territory, but some members of even such limited services as existed, left in order to play their part in the armed forces. Furthermore, the Nigeria Regiment was called upon to play an important part in the expeditions undertaken against the German colonies, first in the Cameroons and Togoland and later in East Africa. In all these campaigns the soldiers displayed both great gallantry and complete loyalty to their new allegiance. It was also a great tribute to the skill and tact with which Sir Frederick Lugard and his officers had handled the delicate situation in the north that not only was no advantage taken by the emirs of prevailing difficult conditions to re-assert their independence, but throughout the war they continued to give convincing proof of their loyalty to the British connection. Minor trouble broke out in various parts of southern Nigeria, due more to local administrative difficulties than to any general desire to throw off British rule. By far the most serious of these outbreaks was the Egba rising of 1918, which assumed serious proportions for a time, but was eventually suppressed without difficulty by the newly returned troops from East Africa.

In 1919 Sir Frederick Lugard, soon to become Lord Lugard, retired from the Governorship of Nigeria. To his outstanding



position in its history no better tribute could be paid than the following extract from a speech to the Legislative Council on 18th March, 1946, by the then-Governor, Sir Arthur Richards (now Lord Milverton) :

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

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

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

The war had brought great difficulties to Nigeria in the complete dislocation of world trade, but the first two years of peace were a period of unparalleled prosperity. Boom prices were paid for Nigerian produce and exports rose to unprecedented levels. The slump which followed caused great economic difficulties but it can fairly be said that, notwithstanding a series of financial crises due to world trade conditions, Nigeria progressed steadily in the period which intervened before the outbreak of the second World War in 1939. The staff of all departments was expanded, enabling Government to extend its activities in a number of ways. Communications were greatly improved, remote areas thus being brought for the first time under effective control. Further, social amenities were widely extended and began to assume, for the first time, the functions and status of a national service. An important part in this and in the great spread of education which took place in these years was played by voluntary agencies, chief amongst which were the Christian Missions. The educational work of these bodies in particular has been of the greatest value and has been extensively encouraged by



grants from Government funds. Still further progress could have been made but for the necessity of financing development wholly, or almost wholly, from Nigerian revenues. These, being dependent to a great extent on import customs duties, were subject to considerable fluctuation owing to the ramifications of international trade.

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

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

#### (d) THE SECOND WORLD WAR AND POST-WAR YEARS

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

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

Since the end of the War there has been very considerable progress, both political and economic. The most notable political develop-



ment was the inauguration of a new Constitution on 1st January, 1947, providing for a Legislative Council, with a majority of unofficial members, empowered to legislate for the whole territory, and for three Regional Houses of Assembly (with, in addition, a House of Chiefs in the north) with important advisory and financial functions. The successful working of this Constitution has encouraged proposals for its revision at a date earlier than that contemplated by its authors.

In the economic sphere, the outstanding feature has been the operation of the Ten-Year Plan for Development and Welfare. This was drawn up in 1946, and was based on three main factors. The first was that no properly balanced plan for development and welfare could, in the special circumstances of Nigeria, be successful until it had first been ensured that the people themselves were put in a position where they could participate and take full advantage of the facilities provided. Much of the Plan was therefore concerned with expansion of health and educational activities, communications and power development. The second factor was the necessity of a large building programme which would overtake the requirements of the various schemes contributing to the plan. The third factor was the provision, execution and development of services leading up to economic betterment, involving further survey of mineral resources the promotion of better methods of husbandry, and the improvement of export-marketing arrangements. The estimated money provision for the whole Plan was £55,000,000, of which £23,000,000 was allocated from the Colonial Development and Welfare Fund. Of the balance, £8,000,000 was to be found from loans, and £24,000,000 from Nigerian revenues. The execution of the Plan has not been as rapid as had been hoped, mainly because of difficulty and delay in obtaining technical staff and supplies of materials.

#### GOVERNORS OF NIGERIA

- 1914 Sir Frederick Lugard, G.C.M.G., C.B., D.S.O. (later Lord Lugard). Personal title of Governor-General.
- 1919 Sir Hugh Clifford, G.C.M.G., G.B.E.
- 1925 Sir Graeme Thomson, G.C.M.G., K.C.B.
- 1931 Sir Donald Cameron, G.C.M.G., K.B.E.
- 1935 Sir Bernard Bourdillon, G.C.M.G., K.B.E.
- 1943 Sir Arthur Richards, G.C.M.G. (now Lord Milverton)
- 1948 Sir John Macpherson, K.C.M.G.

#### TABLE OF PRINCIPAL EVENTS SINCE 1914

- 1914 Formal inauguration of Colony and Protectorate of Nigeria. Invasion of Cameroons by Nigerian troops on outbreak of war with Germany.



- 1916 Conquest of Cameroons completed.  
Completion of railway bridge over River Niger at Jebba.
- 1922 Great Britain received mandate from League of Nations in respect of portion of the German Cameroons.
- 1923 Establishment of Legislative Council with jurisdiction over the Colony and Southern Province of Nigeria.
- 1925 Visit of the Prince of Wales.
- 1926 Opening of Makurdi-Kaduna section of the Railway.
- 1929 Opening of Zaria-Kaura Namoda section of the Railway.  
Riot at Aba, leading to review of system of local administration in the Southern Provinces.
- 1930 Opening of Kano-Nguru section of the Railway.
- 1932 Opening of Benue Bridge at Makurdi.
- 1936 First direct air mail service between Nigeria and the United Kingdom.
- 1939 Division of Southern Provinces into the Western and Eastern Provinces.
- 1947 Constitution of Legislative Council with jurisdiction over the whole of Nigeria and with non-official members in the majority; Houses of Assembly set up in each Region.
- 1948 Opening of University College, Ibadan.

### Chapter 3: Administration

The main political divisions of Nigeria are the Colony, and the three groups of Provinces, known as the Northern, Western and Eastern Provinces, which together form the Protectorate. The Trust Territory of the Cameroons is administered as part of the Northern and Eastern Provinces, the portions in the north being integrated with the Bornu, Adamawa and Benue Provinces, and the portions in the East constituting the two separate Provinces of Bamenda and the Cameroons. The Colony is in the charge of a Commissioner, and the Northern, Western and Eastern groups of Provinces are each under a Chief Commissioner, with headquarters at Kaduna, Ibadan and Enugu respectively. The Bamenda and Cameroons Provinces are in the special charge of a Commissioner, subordinate to the Chief Commissioner of the Eastern Provinces, and this Commissioner acts as special representative, whenever required, before the United Nations Trusteeship Council. The three Chief Commissioners and the Commissioner of the Colony are responsible to the Governor and Commander-in-Chief of Nigeria. The Governor is assisted by an Executive Council consisting of certain senior officers and four African non-official members.

In January, 1947, a new constitution came into existence, establishing a Legislative Council which for the first time had a majority



of African non-official members (28 out of 44) and legislated for the whole of Nigeria. At the same time representative institutions were established in each of the three groups of Provinces or Regions. In each of the Eastern and Western Regions there is one House of Assembly, and in the Northern Region there is a House of Chiefs and a House of Assembly. Members of the Houses of Assembly are chosen by a process of indirect election, and these Houses, together with the House of Chiefs, each select a specified number of their own members to sit in the Legislative Council. The Regional Houses have advisory powers in respect of all legislation placed before them before introduction into Legislative Council, and almost all Bills are submitted to them in the first place. They also have the power of allocating to the various services classed as regional funds placed at their disposal by the Legislative Council in the annual estimates of Nigeria.

It is this constitution which is now under revision (see Part I (a) ), and the general popular wish appears to favour giving the Regional Houses full legislative powers in respect of a number of subjects, such as agriculture, education, public health and local government, which would in future be regarded as almost exclusively regional concerns.

### *Colony*

The Colony, that is the area round Lagos, was, until 1st April, 1938, administered under the system known as "direct rule", by British officers. In practice, however, much assistance was given by village chiefs and elders, particularly in the settlement of petty cases which might otherwise have been brought before the Supreme Court. For administration the Colony was divided into four parts—Lagos Township and the Districts of Badagri, Epe and Ikeja. The affairs of Lagos Township are controlled by a Town Council with the Commissioner of the Colony as president *ex officio*. The constitution of the Town Council, and its powers, are, however, under reconsideration, with particular reference to a wider franchise and a majority of elected members.

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

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



pursued in these areas as to the possibility of creating further Native Administrations have given promising results.

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

### *Northern Provinces*

The Northern Provinces are administered under the system known as "indirect rule", whereby the local functions of Government are for the most part delegated to the native chiefs or councils acting under the supervision and with the assistance and advice of the British administrative staff. The local authorities so constituted are known as "Native Administrations", and are responsible to the Governor for the peace and good order of their respective areas, in so far as persons legally subject to their jurisdiction are concerned. The district heads and village heads complete the chain of executive responsibility, each answerable through his superior for the area in his charge. These, and also the Native Administration's courts, prison and police, are financed by its Treasury, into which is paid its share of the taxes that it collects as well as the total receipts of its courts and various minor fees. The revenue and expenditure of each Native Treasury are shown in its annual estimates, which are approved by the Governor, but are not subject to the control of the Legislative Council.

The Native Administrations also undertake such services as their means permit, the technical branches being supervised by European officers of the appropriate Departments, paid by the central Government. Hospitals, dispensaries, schools, roads and motor transport are thus provided and maintained, and some of the larger Native Administrations have embarked on the public supply of electricity and water and keep their own survey and printing departments. The railway, trunk roads, minesfields survey, township works, central hospitals, etc., fall outside the sphere of the Native Administrations and, like the Government troops and police, are directly controlled by officers of the central Government departments concerned.

The prototype of the system of administration through district and village headman was found in the northern emirates at the time of the British conquest and was in the early years of the occupation adopted as a pattern throughout the Northern Provinces, both in pagan and in Moslem country. The system has had a wide measure



of success, but in many areas it conflicted with the indigenous arrangements and ideas, and so failed to enlist the willing co-operation of the peoples, without which little progress can be expected. Of recent years, however, the policy of Government has been to promote close investigation of pre-existing institutions, especially in pagan areas; armed with the knowledge so obtained, administrative officers have been able to enter into effective consultation with the people regarding the development of local self-government on lines which the latter could understand and approve. From such consultation a good deal of political reorganisation resulted.

### *Eastern and Western Provinces*

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

The first category contains comparatively well-organised native units which had maintained to a large degree their indigenous forms of organisation, and had been ruled through their chiefs, such as the Alafin of Oyo and the Oni of Ife. The Native Administrations are, therefore, controlled by such chiefs or by confederations of chiefs who administer their own territory through their own native institutions. The autocratic powers of these chiefs are limited by the existence of councils (there are now no Sole Native Authorities—i.e., the chief alone—in the Western Provinces) and, in order to enlist the support of the literate classes, these councils have in certain cases been strengthened by co-opting members in virtue of their education or personality rather than their traditional prerogatives. The Native Authorities in a large measure control the Native Treasuries; and moreover, although Government Ordinances continue to apply, responsibility for enforcing many provisions of the laws is, at the request of the chiefs and councils concerned, being assumed by the Native Authorities. Minor legislation is also enacted by these authorities under the Native Authority Ordinance for such purposes as sanitation, the control of markets, the protection of particular trades and the licensing of bicycles. Public works of various degrees of magnitude are undertaken and maintained under the control of these administrations. Briefly, therefore, it may be said that with



increased experience, efficiency and confidence these Native Administrations are gradually assuming part of the responsibility which had formerly been borne entirely by Government.

In the second category are comprised tribes of various degrees of development, none of which has reached the stage achieved by those of the first division. The constitution of the Native Administrations in many areas has not yet been finally determined, and while it has been consistently sought to evolve a system based on the indigenous organisations the problem has not been simplified by the fact that the people have already experienced a considerable period of direct European rule. Every attempt has been made to increase the efficiency of the indigenous organisations, but as these were called into existence by requirements which were mainly social, they have not always been equal to modern administrative demands, despite the increasing interest many have taken in matters such as the framing of estimates and collection of tax. In the Eastern Provinces where traditional authority seldom extends beyond the family or clan, legislation has been drafted for establishing councils of wider jurisdiction and greater financial resources than are possessed by the present organisations.

An innovation in urban administration was made during 1949, when the township of Port Harcourt, in the Eastern Provinces, obtained a new constitution, providing for a majority of elected members and an extensive franchise. This constitution may in time serve as a model for other urban areas which attain comparable size and financial capacity. The first elections were held in June.

#### PUBLIC RELATIONS

In the field of public relations the most important development during the year was the advent of "Radio Nigeria". When the Legislative Council met at Ibadan in March, arrangements were made for a daily summary of the proceedings to be broadcast by means of transmitting apparatus improvised by the Posts and Telegraphs Department. The experiment was so successful and aroused such evident public satisfaction, that it was decided to broadcast regular programmes from Lagos.

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

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

The Photographic Section, which is another new venture, has had a busy year. The calls made on it by various Government Departments have left it so far with little time for the preparation of "pic-



ture stories " for export, but it is hoped that before the end of 1950, the Section will be completing one story each week for distribution overseas.

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

At headquarters more than 4,000 press releases were issued during the year and the weekly press conferences were again well attended. The Department's activities continue to be notable for their variety and among projects recently undertaken may be mentioned a travelling exhibition of the paintings of Mr. Ben Enwonwu, a second " Regional Public Relations Week ", at Ibadan, a free postal course in the rudiments of journalism organised by Mrs. Howard at Enugu, and the management of a community centre which is being built at Kaduna.

## Chapter 4: Weights and Measures

Imperial weights and measures are in use.

## Chapter 5: Principal Newspapers and Periodicals

NAME OF PAPER	DAILY OR OTHERWISE	PUBLISHERS	ADDRESS
1. <i>Daily Times</i>	<i>Daily</i>	Nigerian Printing & Publishing Co. Ltd., Daily Mirror Newspapers.	172 Broad Street, Lagos.
2. <i>Daily Comet</i>	„	Comet Press Ltd.	2 Yoruba Road, Kano.
3. <i>Daily Service</i>	„	Service Press Ltd.	5 & 7 Apongbon Street, Lagos.
4. <i>West African Pilot</i>	„	Zik's Press Ltd.	34 Commercial Avenue, Yaba.
5. <i>Southern Nigerian Defender</i>	„	Zik's Press Ltd.	Ijebu Bye Pass, Oke Ado, Ibadan.
6. <i>Nigerian Spokesman</i>	„	Zik's Press Ltd.	New Market Road, Onitsha.
7. <i>Eastern Nigerian Guardian</i>	„	Zik's Press Ltd.	37 Aggrey Road, Port Harcourt.
8. <i>Nigerian Tribune</i>	„	African Press Ltd.	P.O. Box 78, Ibadan.



NAME OF PAPER	DAILY OR OTHERWISE	PUBLISHERS	ADDRESS
9. <i>Nigerian Daily Echo</i>	Daily	Mr. Asika	53 Creek Road, Port Harcourt.
10. <i>New Africa</i>	„	Mr. N. Anagbogu	New Africa Press, Asata, Enugu.
11. <i>West African Examiner</i>	„	Enitonna Press	12 Creek Road, Port Harcourt.
12. <i>Labour Champion</i>	„	Mr. Nduka Eze	1 Eletu Iwase Street, Lagos.
13. <i>Eastern States Express</i>	„	Dr. Udo-Udoma, Ph.D.	34 Park Road, Aba.
14. <i>Nigerian Observer</i>	Weekly	Enitonna Educational	81 Aggrey Road, Port Harcourt.
15. <i>Nigerian Eastern Mail</i>	„	J. V. Clinton, B.A. (Cantab), Barrister at Law	P.O. Box 57, Henshaw Town, Calabar.
16. <i>Akede Eko (Yoruba)</i>	„	I. B. Thomas	116 & 139 Igbosere Rd, Lagos.
17. <i>Irohin Yoruba (Yoruba)</i>	„	Service Press Ltd.	5 & 7 Apongbon Street, Lagos.
18. <i>Catholic Herald</i>	„	St. Paul's Press	Catholic Mission, Ebute Metta.
19. <i>Nigerian Review</i>	„	Public Relations Dept. (Government)	11 Custom Street, Lagos.
20. <i>African Echo</i>	„	Mr. J. J. Odufuwa	58 Macullum Street, Ebute Metta.
21. <i>Nigerian Statesman</i>	„	Mr. W. O. Briggs & Mr. E. E. Obahiagbon	7 Kester Lane, Lagos.
22. <i>Eleti Ofe</i>	„	Mr. T. Thompson	6 Aibu Street, Lagos.
23. <i>Gaskiya ta fi Kwabo</i>	„	Gaskiya Corporation, Zaria (semi-official)	Zaria.
24. <i>Western Echo</i>	„	R. Ola Oke	Oke Padre, P.O. Box 263, Ibadan.
25. <i>Nigerian Citizen</i>	„	c/o Gaskiya Corporation.	Zaria.
26. <i>Benin Voice</i>	„	Omo 'ba L. Osula	c/o P.O. Box 14, Benin City.
27. <i>Egbaland Echo</i>	„	Ayo Ajala	185 Bamgbose Street, Lagos.
28. <i>Nigerian Voice</i>	„	J. Murgan	55 Victoria Street, Lagos.
29. <i>Nigerian Standard</i>	„	G. H. Oweh	c/o Central Press, Ofo-tokun Road, Sapele.
30. <i>Morning Star</i>	„	Adigun	Oyo Road, Ibadan, P.O. Box 354.
31. <i>Sunday Despatch</i>	„	African Press Ltd.	P.O. Box 38, Ibadan.
32. <i>In Leisure Hours</i>	Monthly	C.M.S. Bookshops & Press	11 & 13 Broad Street, Lagos.
33. <i>War Cry</i>	„	The Salvation Army	11 Odulami Street, Lagos.
34. <i>African Hope</i>	„	Ijaiye Press	35 Hawley Street, Lagos.



NAME OF PAPER	DAILY OR OTHERWISE	PUBLISHERS	ADDRESS
35. <i>Niger News</i>	Monthly	C.S.M. Niger Book-shops	P.O. Box 34, Port Harcourt.
36. <i>By the Lagoon</i>	"	Canon A. C. Howells	C.S.M. Parsonage.
37. <i>Ijebu Review</i>	"	Resident's Office	Ijebu Province, Ijebu Ode.
38. <i>Egba Bulletin</i>	"	Provincial Office	Abeokuta.
39. <i>Ilaro Bulletin</i>	"	Official	c/o District Officer, Ilaro.
40. <i>Nigeria</i>	Quarterly	Government of Nigeria	The Exhibition Centre, Marina, Lagos.
41. <i>Nigerian Field</i>	"	Nigerian Field Society	H. F. & G. Witherby Ltd., 326 High Holborn, London, W.C.1
42. <i>University Herald</i>	"	University Students	c/o University College, Ibadan.
43. <i>Northern Advocate</i>		Mr. B. E. Ogbuagu	P.O. Box 143, Jos.
44. <i>African Church Chronicle</i>		Rev. E. O. Peters	104 Lagos Street, Ebute Metta.
45. <i>Nigerian Star</i>		Tony Enahoro	Block 3, Plot 6, Embankment Road, Sapele.

## Chapter 6: Short Reading List\*

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

### TRAVEL

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### HISTORY, ANTHROPOLOGY, ETC.

- BARGER, G. P., *Hausa-English Dictionary*. Oxford University Press, 1934.
- BURNS, SIR A., *History of Nigeria*. 4th edition. London, Allen & Unwin, 1948.

\*A certain number of books mentioned in this list are out of print but are obtainable in the larger libraries.



- GEARY, SIR W., *Nigeria under British Rule*. London, Methuen, 1927.
- GREEN, M. M., *Ibo Village Affairs*. London, Sidgwick and Jackson, 1948.
- HAILEY, LORD, *An African Survey*. Oxford University Press, 1938.
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- JOHNSON, S., *History of the Yorubas*. London, Routledge, 1921.
- LUGARD, LORD, *Dual Mandate in Tropical Africa*. London, Blackwood, 1922.
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- NIVEN, C. R., *Short History of Nigeria*. London, Longmans, 1937.
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## ECONOMICS

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- FORDE, D. AND SCOTT, R., *The Native Economies of Nigeria*. Ed. M. Perham. London, Faber, 1946.

## FLORA AND FAUNA

- BANNERMAN, D. A., *Birds of Tropical West Africa*. 6 vols., in progress. London, Crown Agents, 1930-48.
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- FAIRBURN, W. A., *Some Common Birds of West Africa*. London, Highway Press, 1934.
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#### RECENT NIGERIAN GOVERNMENT PUBLICATIONS

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*Administrative and Financial Procedure under the New Constitution: Financial Relations between the Government of Nigeria and the Native Administrations.* Report by S. (now Sir Sydney), Phillipson, C.M.G.

*Memorandum on Educational Policy in Nigeria.* Sessional Paper No. 20 of 1947.

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*Report of the Commission appointed by His Excellency the Governor to make recommendations about the recruitment and training of Nigerians for Senior Posts in the Government Service of Nigeria.*

*Statement of the Policy proposed for the Future Marketing of Nigerian Oils, Oil Seeds and Cotton.* Sessional Paper No. 18 of 1948.

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*Report of the Commission of Enquiry into Conditional Sales.*

*Statement of Policy Proposed by the Government for the Future Regulation of Grants-in-aid of the Medical and Health Services provided by Voluntary Agencies in Nigeria.*

*Review of the Constitution—Regional Recommendations.*

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*Report on land tenure, Kano Province,* by C. W. Rowling, 1949.

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#### IMPERIAL GOVERNMENT PUBLICATIONS

Obtainable from H.M. Stationery Office at the addresses shown on cover page 3 or through any bookseller. Prices in brackets include postage.

*Mass Education in African Society.* Report of the Adult and Mass Education Sub-Committee of the Advisory Committee on Education in the Colonies. Colonial No. 186, 1943. 1s. (1s. 2d.).



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- Despatch from the Secretary of State to the Officer administering the Government of Nigeria regarding the Report of the Commission of Inquiry into the Disturbances at Aba and other places in South Eastern Nigeria in November and December, 1929.* Cmd. 3784, 1931. 2d. (3d.).
- Remission of Payments to Exchequer under the Royal Niger Company Act, 1899. Memorandum on the Financial Resolution.* Cmd. 5488, 1937. 1d. (2d.).
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- The Anchau Rural Development and Settlement Scheme,* by T. A. M. Nash, 1948. 3s. 6d. (3s. 8d.).
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## Appendix A

### LAND SETTLEMENT SCHEMES

#### *Shendam Scheme*

A pilot settlement was started in 1948 at Sabon Gida, in the Shendam Division of the Plateau Province. This Division contains a large uninhabited tract of "savannah woodland" country, much of which is suitable for farming. It is an open, gently sloping plateau and the people of the neighbouring tribes had previously left it uninhabited and had been confined to their hills partly by the pressure of the Fulani raids and the dangers of inter-tribal war, and partly by the lack of water. With the establishment of law and order the need to stay in the hills disappeared and these tribes are now beginning to abandon their old homes and spread in the neighbouring uninhabited and highly fertile "bush" where they are practising shifting cultivation and starting dangerous erosion. It is hoped that it will be possible to encourage more lasting and orderly settlement of these people, and to induce them to practise more efficient farming methods. The Sabon Gida settlement is a pilot scheme for the area, which should give visual evidence of what can be done and encourage the Native Authorities concerned to finance further settlements on similar lines.

The usual preliminary investigation was carried out before the scheme was started, the first care being the provision of adequate water supplies. Traces were cut through the area; it was surveyed for sleeping sickness, and clearing was carried out on stream banks; visits were paid by a geologist and an agricultural engineer, and soil samples taken; experimental wells were dug, and the route for a motor road to the area was surveyed. To speed up the search for water a drill team and equipment were borrowed from a mining company. Further settlers were then selected from ex-servicemen of the area, and they moved into temporary grass shelters and started work themselves on building their huts to the approved design and layout while paid labour started clearing the area marked out for farmland. As soon as the huts were finished the settlers also started clearing work and farming. Frequent visits are paid by an Agricultural Officer, and all farming has been done in accordance with his instructions; grass strips 30 feet wide have been left following the contours at 30 yard intervals, and cultivation ridges also follow the contours; a system of crop rotation, with manuring, has been laid down; and on the rice farms the men have been carrying out irrigation with a system of "bunds" which they had seen in India and Burma.



The scheme aims at the resettlement of 124 families in two areas, one of 24 families and another of 100 families. The areas will be about five miles apart. An area of 20 acres is to be allotted to each family.

The cost of the three-year scheme is estimated to be £5,000 and is being borne entirely by the Native Authorities concerned who have been taking an enthusiastic interest in the pilot scheme. Two more similar settlements have already been planned, and it is hoped that still more will follow.

### *Niger Agricultural Project*

A pilot scheme on a far bigger scale is being carried out by a company called Niger Agricultural Project Limited, financed jointly by the Nigerian Government and the Colonial Development Corporation, in an area of about 30,000 acres near Mokwa in the Niger Province. This is an experiment in mechanised farming in an area of light woodland at present almost uninhabited. In brief, it will consist of an administrative headquarters, a central experimental and training farm of 2,500 acres and 10 self-supporting villages each containing 80 holdings of 36 acres each. The crops in each village will be cultivated with the assistance of tractor-drawn machinery, and a six-year crop rotation will be planned so that in any year one-third of the area will be under grain crops, one-third under cash crops—groundnuts, other oil seeds, tobacco, etc.—and one third will be fallow. If at the end of seven years, when a crop rotation has been completed and all the 10 villages have been established, the scheme is found to be a commercial success it can be rapidly developed to form 32 complete units of 10 villages, each with a training and experimental farm, to cultivate an available area of 1,600 square miles in the Kontagora and Bida Emirates.

The operating company is being set up with a nominal share capital of £450,000 subscribed equally by the Corporation and the Nigerian Government; there is to be a board of six directors, three being nominated by the Government, and three, including the Chairman with a casting vote, by the Corporation. The Government has agreed to bear any net trading loss after payment of tax for the first seven years up to a limit of £31,793 and has also guaranteed the Corporation a yield of 3 per cent on its capital during the duration of the pilot scheme for up to ten years. The land—which, under Nigerian law, is under the control, and subject to the disposition, of the Governor—is being set aside for 33 years, without cost to the company, to be administered by it, with a proviso that the period may be extended thereafter by agreement between the Government and the company.

The land will be occupied by settlers in accordance with their customary land tenure, to be modified to meet the special circumstances by Regulations under the Land and Native Rights Ordinance. These Regulations will provide, *inter alia*, that the settlers will have to carry out instructions regarding good farming practice—the types



of crops to be grown, manures to be used, maintenance of farms, anti-erosion practices, etc., and that they will be liable to ejectment, after due warning, for failure to carry out the instructions. The company, in return for the provision of seed, manure, agricultural machinery and skilled supervision, will take two-thirds of the proceeds of the crops, and the farmer will get one-third.

The Nigerian Government is undertaking to survey the project area ; to assist in the erection of housing for village units ; to build all necessary roads except subsidiary farm roads ; to supply water by well or bore hole ; to provide a tsetse clearing service ; to allocate an administrative officer to the scheme for liaison ; to contribute a medical officer and maintain and staff a main dispensary and village dispensaries ; to encourage settlers to move in as required ; and set up an advisory committee to assist the company in all matters relating to the selection and welfare of the settlers.

Building operations, road construction and well digging have already started in the area. Land clearance is planned to start in 1950, and the first 2,500 acres will be used for the central training and seed farm, in which the settlers will be trained in the modern mechanical methods of farming to be followed, seed supplies will be built up and experiments conducted in the growing of cotton, tobacco, hibiscus *cannabinus*, maize, etc. It is hoped to clear 4,000 acres in 1950, and 4,800 acres a year thereafter ; this will be done by manual labour. Later, in the light of experience, mechanical assistance may be utilised. Villages will be set up as the land is cleared and settlers are trained, and the settlers will receive direct wages until their first crops are reaped.

The area is at present unsuitable for cattle owing to tsetse fly, but it is planned to experiment with pigs, poultry and sheep. The directly productive equipment will include 56 Fordson major tractors, 2 combines, 24 4-disc ploughs, 24 harrows, 16 mechanical groundnut spinners and 16 pickers, 8 trailers, 2 decorticators, 10 hand decorticators and a flour mill.

The mechanical equipment that will be required for clearing the land will include 6 Truewella winches, 2 Fordson tractors and 3 trailers.



## Appendix B

### REGIONAL PRODUCTION DEVELOPMENT BOARDS AND REGIONAL DEVELOPMENT BOARDS

The Regional Production Development Boards formed under the various Marketing Board Ordinances have the aims of developing the groundnut, benniseed, oil-palm produce and sun-flower industries, and of increasing the prosperity of the areas of production. The Regional Development Boards, commonly called the Loans Boards, established under the Regional Development Board Ordinance, grant loans for local industries and communal enterprise. All these Boards have substantial African majorities and were formed during 1949.

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

The Eastern Regional Production Development Board has given its attention to matters of policy and planning in connection with the "pioneer" palm-oil mill expansion scheme, for which the Board decided to accept responsibility in future. An order has been placed for a further 50 mills of the size at present being operated and constructed in the Region and for two double sized mills for experimental purposes, at a cost of approximately £320,000. Storage and housing accommodation is estimated to cost a further £80,000. At its last meeting the Board considered, among other schemes, the setting up of two palm plantations, a cattle-ranching project in the northern Ogoja Province, a cashew-nut plantation near Enugu and the financing of research into the possibilities of the copra industry and rice production in areas which have hitherto been unproductive. The Eastern Regional Development Board has considered applications for loans totalling £47,222 for the development of various enterprises, including the Bamenda-Calabar Cross River settlement scheme, a deep sea fishing industry, piggeries and agricultural development schemes, saw milling and motor repair workshops. The Board approved expenditure totalling £34,150. A general statement of the



purchases for which the Board can make grants and loans and the form of development which it is anxious to encourage has been widely circulated in the Region.

The Western Regional Development Board and the Western Regional Production Development Board have started operations on a modest scale. The former has granted 12 loans to a total of £30,108, in addition to 10 totalling £28,715 which were granted or approved by the Nigeria Local Development Board for enterprises in the Western Provinces. The Production Board has plans for setting up eight "pioneer" oil-mills in the Western Provinces, two of which are nearing completion in Warri Province and further measures for the assistance of the oil-palm industry are under consideration. Attention is also being given to proposals for land utilisation, one of the principal objects of which will be the production of local foodstuffs; these, however, are as yet only in the embryonic stage.

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



## Appendix C

### STATEMENT OF REVENUE AND EXPENDITURE 1941-49 (Excluding Colonial Development and Welfare)

	1941-42	1942-43	1943-44	1944-45
	£	£	£	£
Ordinary Revenue	7,635,768	8,855,099	10,693,984	11,022,221
Ordinary Expenditure	6,623,266	8,201,604	8,431,777	8,999,219

	1945-46	1946-47	1947-48	1948-49
	£	£	£	£
Ordinary Revenue	12,760,958	13,864,879	17,442,691	22,000,513
Ordinary Expenditure	9,576,783	11,263,265	16,032,038	22,992,573*

## Appendix D

### RECEIPTS FROM CUSTOMS AND EXCISE, AND DIRECT TAXATION 1941-49

	1941-42	1942-43	1943-44	1944-45
	£	£	£	£
Customs & Excise	3,085,124	3,622,260	4,897,411	5,242,430
Direct Taxes	1,451,148	1,756,035	2,382,743	2,205,385

	1945-46	1946-47	1947-48	1948-49
	£	£	£	£
Customs & Excise	5,664,008	7,094,527	9,129,232	12,622,677
Direct Taxes	3,319,830	2,469,216	3,748,337	3,776,843

\* This includes allocations to the Regions: Northern Region £2,894,785; Western Region £1,588,702; Eastern Region £2,155,290. The regional allocations cover regional services and works comprised within the Development and Welfare Plan.



## Appendix E

### STATEMENT OF DEPARTMENTAL EXPENDITURE 1941-49

	1941-42 £	1942-43 £	1943-44 £	1944-45 £	1945-46 £	1946-47 £	1947-48 £	1948-49 £
Agriculture ....	182,115	233,876	278,173	323,864	339,501	371,861	517,721	564,661
Education ....	282,882	352,896	481,226	485,113	615,663	861,135	1,390,700	1,821,373
Forestry ....	57,210	83,711	105,401	94,709	105,960	131,369	148,373	144,442
Land and Survey*	46,662	57,046	63,767	96,324	79,094	129,414	{ 171,219 80,384 }	{ 99,286 110,751 }
Medical ((including Sleeping Sickness) ....	445,676	522,188	642,131	676,636	732,203	846,519	1,142,813	1,364,223
Public Works (including Recurrent Maintenance Works and Services) ....	649,911	794,998	854,005	754,099	1,078,065	1,294,707	1,675,909	1,948,682

\* Now two departments, shown separately for 1947-48 and 1948-49

NOTES— The accounts for 1948-49 were regionalised and the figures given for that year are provisional.

The figures do not include expenditure under the Development Plan.



## Appendix F

### COLONIAL DEVELOPMENT AND WELFARE SCHEMES

<i>Title</i>	<i>No.</i>	<i>Source of Finance</i>	<i>Comments</i>
Agriculture			
Agricultural Development ....	D754	C. D. & W. vote and Nigerian re-current expenditure	Extension of services throughout Nigeria.
Oil Palm Research Station ....	R110	C. D. & W. vote and Nigerian re-current expenditure	To develop and maintain the station at Benin.
Rice Research ....	R224	C. D. & W. vote and Nigerian re-current expenditure	Research into improvement of rice growing.
Soil Conservation, Eastern Provinces ....	—	Nigerian recurrent expenditure	For investigating and checking soil erosion.
West African Agricultural and Forestry Research Organisation	R305	C. D. & W. vote	Preliminary stage of West African organisation.
West African Pest Infestation Survey ....	R90	C. D. & W. vote	West African organisation.
Building Programme for Development Plan ....	D468	C. D. & W. vote and Nigerian loan funds	Construction of buildings connected with the Ten-Year Plan.
Development Officers ....	D473	C. D. & W. vote	Temporary officers to help provincial administrations in development work.
Education			
Development of General Education ....	D735	C. D. & W. vote Nigerian re-current expenditure & loan funds	Expansion of secondary education and teachers' training facilities.
Development of Technical Education ....	D491	C. D. & W. vote and Nigerian re-current expenditure	For training artisans and technicians.
Gaskiya Corporation ....	D363 & 549	C. D. & W. vote and Nigerian re-current expenditure	To provide for the printing and publication of newspapers and other literature through the Corporation.



Appendix F continued

<i>Title</i>	<i>No.</i>	<i>Source of Finance</i>	<i>Comments</i>
Psychological Research ....	R315	C. D. & W. vote	Investigations into selection methods for technical institutes and trade schools (Dr. Tooth). To set up a centre at Asaba.
Rural Training and Demonstration Centre ....	D930	C. D. & W. vote and Nigerian recurrent expenditure	Scheme to extend electricity undertakings.
Electricity Development ....	D467	C. D. & W. vote and Nigerian loan funds	Under officer of International African Institute.
Ethnographic Survey ....	—	C. D. & W. vote and Nigerian recurrent expenditure	To develop creek and river fishing. To establish a proper forestry estate throughout the country.
Fisheries Development ....	—	Nigerian recurrent expenditure	Expansion of Geological Survey work.
Forestry Development ....	D752	C. D. & W. vote and Nigerian recurrent expenditure	For secondment of American geologists.
Geology			
Geological Survey ....	D784A	C. D. & W. vote and Nigerian recurrent expenditure	Travelling expenses of Mr. K. O. Dike, Nigerian scholar in the United Kingdom.
Appointment of American Geologist under E.C.A. ....	D1191	C. D. and W. vote	Expenses of officer preparing Fulani dictionary.
Historical Research ....	R339	C. D. and W. vote	
Linguistics Research ....	R146	C. D. and W. funds	
Marine Development ....	—	Nigerian recurrent expenditure and loan funds	
Medical and Health			
Helminthiasis Research ....	R322	C. D. & W. vote and Nigerian recurrent expenditure	Investigation into Helminthiasis with particular reference to Loiasis.



Appendix F *continued*

<i>Title</i>	<i>No.</i>	<i>Source of Finance</i>	<i>Comments</i>
Leprosy Control	D366	C. D. & W. vote, Nigerian recurrent expenditure and Native Authority funds	Scheme to gain preliminary experience of leprosy control in a few specified areas.
Malaria Service	D450B, D1026 R286	C. D. & W. vote and Nigerian recurrent expenditure	To provide improved facilities for malaria research and extension of staff training work.
Physiological Research	R109	C. D. & W. vote,	Research in hot climate physiology.
Tsetse Control	D1202	C. D. & W. vote	Tsetse elimination in part of the Northern Provinces.
University College, Ibadan : Teaching Hospitals	—	Nigerian recurrent expenditure	Hospital facilities for the Medical Faculty.
West African Institute of Trypanosomiasis Research	R140	C. D. & W. vote and West African Government's recurrent expenditure	Research on all aspects of trypanosomiasis in West Africa.
West African Virus Research Institute	R125B, R323 & R348	C. D. & W. vote	Formerly the Rockefeller Yellow Fever Institute. Contributions for running costs and provision of staff.
Meteorological Services	D1174	C. D. & W. vote and Nigerian recurrent expenditure	To develop the Meteorological Services.
Roads Road Development	D431	C. D. & W. vote, Nigerian recurrent expenditure and Native Authority funds	For the construction and improvement of the road system in Nigeria.
West African Road Research Laboratory	R347	C. D. and W. vote and West African Government's recurrent expenditure	For investigation of tropical road building problems.
Social Welfare	—	Nigerian recurrent expenditure	Local expenditure on Social Welfare services.

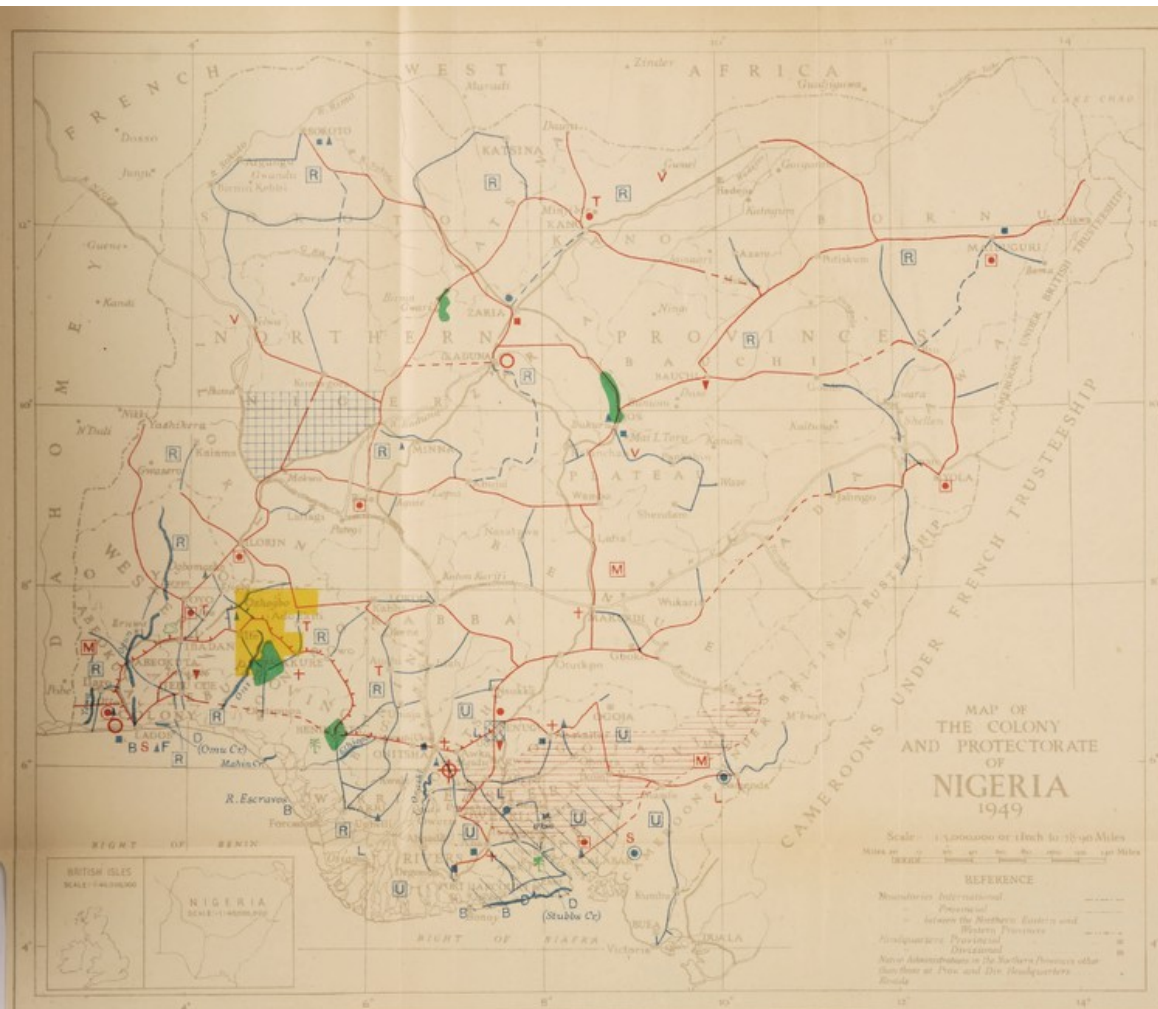


# Appendix F continued

<i>Title</i>	<i>No.</i>	<i>Source of Finance</i>	<i>Comments</i>
Sociological Research 1. ....	R320	C. D. & W. vote	Socio-economic surveys in Owerri Province by Mr. Ardener and in Zaria Province by Mr. Smith.
2. ....	R342	C. D. & W. vote with transport costs from Nigerian recurrent expenditure	Socio-economic survey of Yoruba community at Oshogbo by Mr. Schwab.
Telecommunications Development	D449	C. D. & W. vote and Nigerian loan funds	Improvement of telegraphic, telephonic and wireless services.
Textiles Development ....	D534 & 534A	C. D. & W. vote and Nigerian recurrent expenditure	To assist the peasant population to improve the quantity and quality of their output
Town Planning and Village Reconstruction ....	D574	C. D. & W. vote Nigerian recurrent expenditure and Development Board funds	Assistance in town planning and village development under the guidance of a Town Planning Officer.
Veterinary Veterinary Development ....	D751	C. D. & W. vote and Nigerian recurrent expenditure	For treatment of disease, livestock improvement etc.
West African Veterinary Research Organisation ....	R304	C. D. & W. vote	Preliminary work to establish a research organisation.
Water Rural Water Supplies ....	D437	C. D. & W. vote ; Nigerian recurrent expenditure on preliminary survey work only.	To provide water supplies in rural districts
Urban Water Supplies ....	D438 & 438A	C. D. & W. vote and Nigerian loan funds	To provide water supplies in urban districts
West African Institute of Social and Economic Research ....	R326	C. D. & W. vote	To provide buildings and staff for the institute.

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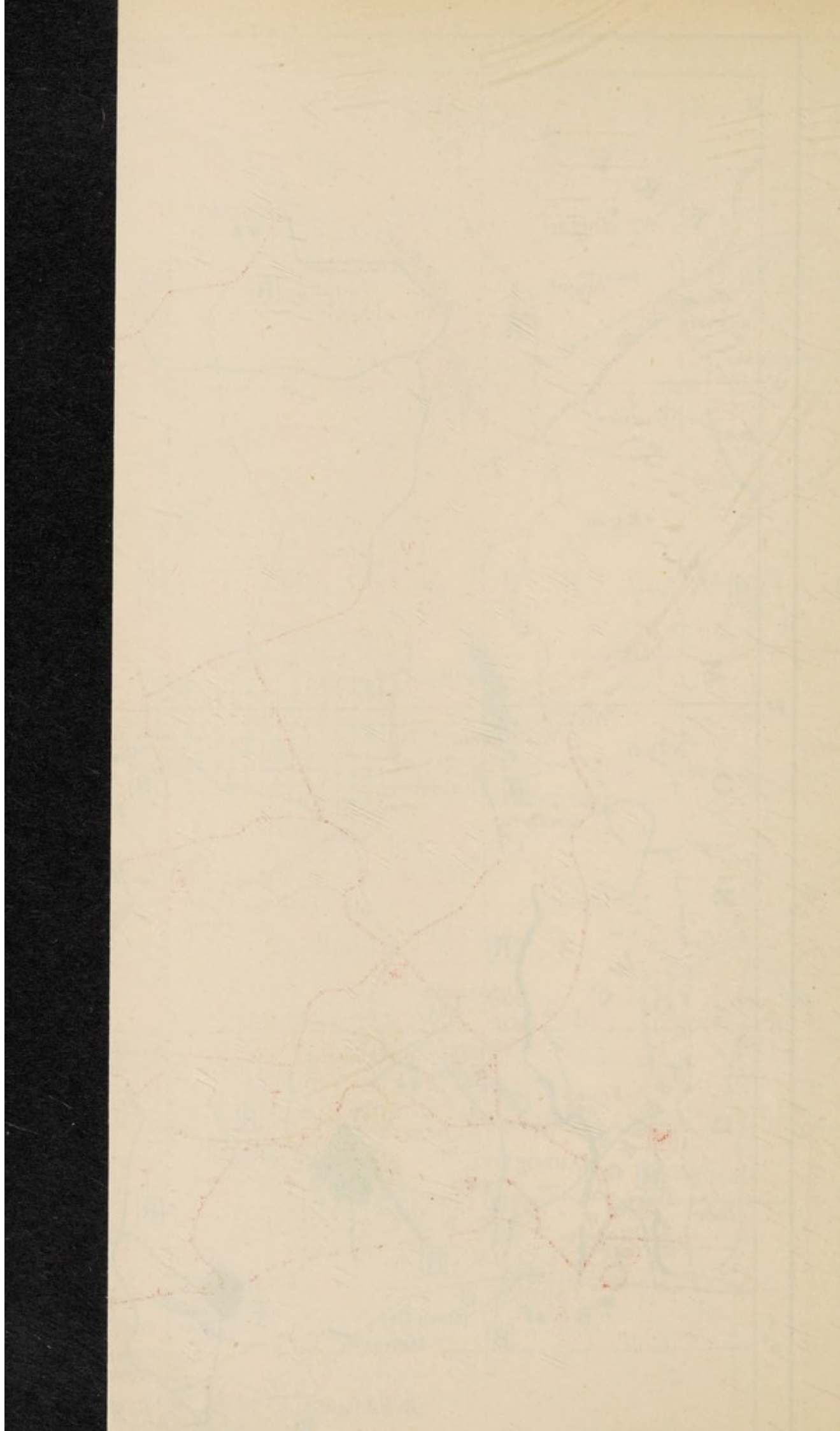




# **REFERENCE (DEVELOPMENT)**

- Agricultural Development
- Liming Demonstration Area
- Nipa Palms
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- Coal
- Oil Palm Research Stations
- Trunk Road A (Existing)
- A (Proposed)
- B (Existing)
- B (Proposed)
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- Soil Conservation Schemes
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