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Nigeria

1955



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CONTENTS

PART I

NIGERIA

**Report for the year
1955**

Chapter 1	Geography and Climate	1
Chapter 2	Population	7
Chapter 3	Public Finance and Taxation	18
Chapter 4	Production	25
Chapter 5	Social Services	31
Chapter 6	Legislation	127
Chapter 7	Justice, Police and Prisons	130
Chapter 8	Public Utilities and Public Works	142
Chapter 9	Communications	148
Chapter 10	Press, Broadcasting, Films and Government Information Services	163
Chapter 11	Local Forces	173
Chapter 12	General	175
PART II		
Chapter 1	Geography and Climate	176
Chapter 2	History	181
Chapter 3	Administrative Organisation	194
Chapter 4	Weights and Measures	200
Chapter 5	Public Health	200
APPENDICES		
A	Members of the Federal Executive Council	204
B	Members of the Federal Legislative Council	206
C	Members of the State Legislative Councils	206
D	Members of the State Legislative Assemblies	206
E	Local Authorities	206
F	Administrative Organisation of the States	206

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NIGERIA

Report for the year

1955

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1955

CONTENTS

PART I

<i>Chapter</i> 1	General Review	<i>page</i> 3
------------------	--------------------------	---------------

PART II

<i>Chapter</i> 1	Population	7
2	Occupations, Wages and Labour Organisation	9
3	Public Finance and Taxation	18
4	Currency and Banking	32
5	Commerce	34
6	Production	38
7	Social Services	83
8	Legislation	127
9	Justice, Police and Prisons	130
10	Public Utilities and Public Works	142
11	Communications	148
12	Press, Broadcasting, Films and Government Information Services	163
13	Local Forces	173
14	General	175

PART III

<i>Chapter</i> 1	Geography and Climate	178
2	History	181
3	Administration	194
4	Weights and Measures	200
5	Reading List	200

APPENDICES

A	Members of the Council of Ministers	204
B	Members of the Regional Executive Councils	205
C	Members of the House of Representatives	206
D	Members of the Regional Legislative Houses	208
E	Federal Development Schemes	213
F	Assignment of Responsibility to Members of the Council of Ministers	214
G	<i>Ex officio</i> members of the Council of Ministers	216

A map will be found facing the last page

PART I

General Review

CONSTITUTIONAL AND ADMINISTRATIVE

THE main constitutional and administrative problem that confronted all the Governments of the Federation of Nigeria in 1955 was the implementation of the measures that attended the introduction of the new constitution which became effective on the 1st October, 1954. As from that date, the Regions became largely autonomous in many of their internal affairs and retained residual powers. The powers of the Federal Government were restricted to an Exclusive and a Concurrent List of subjects. The new constitutional arrangements were reflected in the structure of the Government of the Federation. The Governor of Nigeria was renamed the Governor-General of the Federation whilst the Lt. Governors of the Regions were renamed Governors. Other important constitutional changes which followed the introduction of the new constitution included the granting of quasi-regional status to the Trust Territory of the Southern Cameroons on its separation from the Eastern Region and the creation of the Federal Territory of Lagos on its separation from the Western Region, the two territories being placed directly under the Governor-General of the Federation.

The creation of autonomous Regions inevitably brought about the creation of new regional departments and one of the major difficulties which confronted the new regional Governments was that of finding the staff to man them.

Radical as these changes may seem, it is fair to record that this political evolution from a centralized to a federal form of government, which was still in progress, was carried out during the year with little friction. There was, however, a disagreement in the Eastern Region between the Governor of the Region, Sir Clement Pleass, and his all-African Cabinet headed by Dr. Nnamdi Azikiwe, the Premier of the Region, over the abolition of a post of Resident when this post became vacant early in the year. When the Eastern Legislature did not provide for this post, the Governor exercised his powers of certification in order to retain the post in the year's estimates. This exercise of the Governor's reserved powers happily did not lead to a political deadlock similar to that which brought about the dissolution of the Eastern House of Assembly in 1953.

In the course of the year, Sir James Robertson arrived in the Federation to assume the office of Governor-General in succession to Sir John Macpherson. The latter had held office for nearly eight years during a most troubled period when the country emerged from the constitutional status of a Crown Colony and started on the thorny

road of responsible government. His period of office might well be regarded as the end of one epoch and the beginning of another.

The regionalisation of the Judiciary following the decisions of the London and Lagos constitutional conferences was an important measure carried out during the year. By various enactments of the Federal and Regional Legislatures, High Courts and Magistrates Courts were set up in Lagos, the Regions and the Southern Cameroons, in addition to a Federal Supreme Court set up in Lagos by an Ordinance enacted by the Central Legislature.

Another important administrative development in the course of the year was the increase in the number of statutory corporations. To the existing corporations was added the Railway Corporation, and discussions were in progress during the year to convert the Nigerian Broadcasting Service into a Corporation.

Local Government

The need for a sound system of local government as the basis of a true democratic government was recognised long ago by Lord Durham and, since the publication of his Report, the evolution of constitutional government in British dependencies has always been accompanied by the development of a local government system designed to suit local needs. Attempts to institute some form of local government in Nigeria were begun by Lord Lugard's system of indirect rule and on it have been built the various forms of local government systems that now exist in the various parts of the modern Federation of Nigeria. In the Northern Region, where the Lugardian system had long been established, the problem which the Minister for Local Government and Community Development sought to solve was to prevent the established system from stagnating. Accordingly reforms were directed towards the introduction of the elective principle into the old system of "sole Native Authority" and to associate Emirs with their Advisory Councils. In fact, the last "sole Native Authority" in the Northern Region was abolished in 1953. It is, however, recognized that a uniform system of local government cannot be adequate in such a vast and diversified region as the North and reforms have always aimed to provide a form of local government suitable for a particular community or group of communities.

In the Western Region, the application of the provisions of the Western Region Local Government Law of 1952 to all the local councils in the Region was completed during the year. The law broadly provided for a large majority of elected members and allocated about a quarter of the seats in each council to traditional members. The structure of the Lagos Town Council was based on the provisions of the Western Region Local Government Law which were applied to it after its dissolution in 1953 by the Western Regional Government. Four fifths of the members of the Council were elected whilst the remainder were representatives of the traditional White Cap Chiefs of Lagos.

The local government system in the Eastern Region was essentially based on the English system. It was found necessary during the year under review to tighten the control of the Regional Government in the local government councils in view of the cases of corruption that had been reported in many of them. This control was effected by means of the Eastern Region Local Government Law of 1955, which has been described as designed not to restrict the freedom of action of the councils, but to ensure that public services are carried out in accordance with the highest standards of public morality and efficiency.

The Civil Service

The new constitution brought about major changes in the Civil Service. The regionalisation of the Civil Service led to the creation of a number of departments and, as in previous years, recruitment during the year did not succeed in catching up with retirements, resignations and expansion. The Nigerianization of the Civil Service continued to make good progress and it was reported from the Eastern Region that there were now more Africans in the Senior Service than Europeans. Shortage of staff remained a perennial problem for all the Governments of the Federation, but this difficulty was being met by a bold programme of training schemes.

ECONOMIC AND FINANCIAL AFFAIRS

The close of 1955 witnessed a moderate revival in trade which had remained dull for the greater part of the year. The total trade of the year reached a value of £268 million. However, on account of the lower level of prices for Nigeria's principal export commodities, the year closed with an adverse balance of trade of the order of £3½ million.

Nigeria's best customer and chief supplier was the United Kingdom, which bought Nigerian exports to the value of £91 million and sold goods to her to the value of £64 million. The direction of trade followed broadly the traditional pattern, with the notable change that Japan displaced Western Germany as Nigeria's second largest supplier. Imports from the United States of America and Canada were held by licensing at about the previous year's level.

The structure of the public finance of the Federation is set out in Chapter 6 of Legal Notice No. 102 of 1954—The Nigeria (Constitution) Order in Council, 1954. By this Order in Council, the Regional Governments and the newly-established Government of the Southern Cameroons gained an increased measure of fiscal autonomy within the Federation of Nigeria from the 1st October, 1954. The list of revenues which these Governments might raise and retain was extended and, of the revenue raised by the Federal Government, nearly half became disbursed to them in the form of statutory grants based, in so far as was practicable, on the principle of derivation.

An event of great economic significance during the year was the setting up of the National Economic Council. This Council, on which

all the Governments of the Federation are represented, provides a quorum for joint consultation and the exchange of information on the economic development programmes of the constituent Governments, and affords the means for co-ordinating those programmes.

Development Schemes

When the revised constitution was introduced in October, 1954, it was apparent that so far as the Federal Government's sphere of responsibility was concerned the Revised Plan of Development and Welfare 1951-56 was virtually complete. While the Report of the International Bank Mission, which visited Nigeria in 1953-54, was being studied and pending knowledge of how much assistance would be available to the Federation of Nigeria from moneys voted under the Colonial Development and Welfare Act, 1955, the Federal Government introduced an Interim Development Plan which provided for a sum of nearly £19.75 millions (exclusive of railway funds) for development projects to be started in 1955-56. This interim plan has since been incorporated in a plan of development covering the period 1955-60, known as the Economic Programme, 1955-60. Capital expenditure under this programme is estimated to cost over £90 million. The United Kingdom Government has granted £3.75 million from the Colonial Development and Welfare funds towards the cost of this programme.

Details of the progress of development schemes are given in various chapters of Part II of this Report. A list of current schemes showing the expenditure incurred on them is given in Appendix E.

the Hausa, not the Fulani, language as their mother tongue. The Kanuri, most of whom live 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 form an almost solid block occupying a limited region on the lower Benue; they have a uniform language and physique, believe themselves to represent a fairly recent immigration from the south-east and possess some political unity. The Nupe mostly live in the valley of the River Niger above its confluence with the Benue; like the Hausa, they are a linguistic group including various stocks and, since the Fulani conquest, have been divided among a considerable number of emirates.

Both Ibo and Yoruba include a diversity of physical types. Many Ibo dialects differ so much amongst themselves as to be practically distinct languages. Yoruba, however, is spoken with some degree of uniformity throughout the ancient kingdoms of the south-west. The Ibo-speaking peoples form an extensive and fairly solid block immediately to the east of the lower course of the Niger; the Ijaw are their neighbours on the southwest and the Ibibio on the south-east.

Edo ("Idu"), the local name for Benin, denotes those who speak the language of that city. Benin was once the seat of a powerful dynasty, which has at one period or another dominated most of the present Edo-speaking peoples.

Besides the large groups mentioned above, there is a very great number of minor linguistic groups, some comprising tens of thousands of individuals, others limited to single villages. Many of these minor groups still 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 Region, Hausa is the language of the markets and trade routes.

VITAL STATISTICS

There is no system of registration except for Lagos. The recorded Lagos figures indicate that in the past 25 years (during which period the population of the town had doubled), the average death rate had fallen from 20 per 1,000 to 12.5 per 1,000 while the average birth rate had increased from 29 per 1,000 to 47 per 1,000. The death rates given are believed to understate the true rates. On the other hand, some of the considerable increase in the birthrate was no doubt due to fuller registration of births which took place in Lagos and to the registration of children born outside the boundaries of the township. Infant mortality fell during the same period from an average of 154 to 82.5 per 1,000 live births and the average percentage of still-births from 3.6 per cent to 2.9 per cent.

Chapter 2: Occupations, Wages and Labour

Organisation

EMPLOYMENT

UNEMPLOYMENT as it is known in industrial countries does not exist in Nigeria. The country is predominantly agricultural and the main occupation of its peoples is farming. Farmland is generally held in common and there is always a place for the indigene to farm. However, there are traces of unemployment in urban areas owing to the drift from the rural areas of unskilled workers and semi-literate youths who disdain manual labour.

Employment opportunities improved for school-leavers during the year, partly because of the expansion of regional Government Departments. There was also evidence of increased competition on the part of private firms for the better qualified school-leaver with secondary school education who in the past normally sought employment with the Government. The larger commercial houses now offer salaries and prospects which compare favourably with those in Government service.

Migrant Labour

Labour continued to drift from jobs on the land with the hope of less arduous jobs in the towns. In the Northern Region internal migration is significant although seasonal. During the floods on the Niger and the Benue a number of people come down to the watersides from the surrounding districts to help load ships with local produce. In the tin mining area of the Plateau, many people take temporary jobs during the dry season.

The recruitment of Nigerian workers for employment in the Spanish Territories of the Gulf of Guinea and for the Gabon, in French Equatorial Africa, continued during the year. The workers were chiefly employed as farm labourers; some were also employed on timber extraction and a few as artisans and general labourers. The whole operation was supervised by the Department of Labour. Each recruited worker was medically examined and had the terms of his contract explained to him by a Labour Officer at Calabar, prior to the attestation of his contract.

The conditions of employment of these workers were governed by agreements made between the Government of the Federation of Nigeria and the Governments of the Spanish Territories and the French Gabon respectively. The agreements were based on the Conventions and Recommendations of the International Labour Organisation. Part of the wages of the workers was remitted in sterling to Nigeria as deferred wages and paid to the labourer at Calabar on his return to Nigeria. A worker might return to Nigeria at the end of his first contract of twenty-four months or might decide to complete a second contract of eighteen months before returning.

A revised agreement was signed between the Government of the Federation and the Government of the Spanish Territories to take effect from 1st October, 1954: this incorporated the new wage rates which had already taken effect from 1st February, 1954. The concurrent Spanish Labour Regulations also included provisions for better housing accommodation for workers and safety regulations for prevention of accidents.

There was a steady increase in the number of workers volunteering for service in Fernando Po during the year, and for the first time the Anglo-Spanish Employment Agency was able to fulfil the monthly quota of 600 workers allowed by the terms of its recruiting licence. Factors responsible for this were the increased wages and improvements in the recruiting machinery.

During the year 1st January to 31st December, 1955, 7,184 labourers were recruited for Fernando Po and 173 for French Gabon. During the same period, 4,665 labourers were repatriated from Fernando Po and 430 from Gabon.

THE DEPARTMENT OF LABOUR

The important constitutional changes which took place during the year, although not materially affecting the central direction of the Department, made more complex the functions of the Ministry of Labour and occasioned some re-organisation. Under the revised constitution which came into effect from 1st October, 1954, labour administration became a concurrent subject on the Legislative List. Labour matters were subsequently included in the portfolios of Regional Ministers. In the Eastern Region a Ministry of Labour was established; in the Northern Region the Regional Minister of Social Development and Surveys was charged with the responsibility for labour matters within the Region; and in the Western Region the Minister of Lands and Labour discharged a similar responsibility. The Department of Labour served all three Regions and the Southern Cameroons. In the Eastern Region the Assistant Commissioner of Labour also acted as Permanent Secretary to the Ministry of Labour. As a result of the re-distribution of Federal Government portfolios, Social Welfare and Co-operative matters in the Federal Territory of Lagos were included in the list of subjects assigned to the Federal Minister of Labour whose title, as from 1st October, 1954, became Minister of Labour and Welfare.

The Commissioner of Labour remained the principal adviser on labour matters through the Minister of Labour and Welfare. He continued to combine this duty with the post of Permanent Secretary to the Ministry of Labour and Welfare, and thus also became responsible for the general supervision of the Welfare and Co-operative Departments in the Federal Territory of Lagos. Advice to Regional Ministers continued to be given by the Department of Labour through the Assistant Commissioners of Labour in charge of the Regional Headquarters of the Department in Ibadan, Enugu and Kaduna, respectively, and through the Labour Officer, Buea, in the case of the Southern

Cameroons. These arrangements worked satisfactorily and co-operation between Regional Ministries and the Federal Ministries was excellent.

The functions of the Department included the enforcement of labour legislation, particularly the Labour Code Ordinance; industrial relations, including the review of conditions of employment, conciliation and the guidance of the growing trade union movement; the operation of employment exchanges and the collection of statistics relating to labour. Particular duties undertaken were the control of the recruitment of Nigerians for employment within and without Nigeria; trade testing; the assessment of workmen's compensation claims on behalf of Government and its employees; the administration of the Employment of Ex-Servicemen Ordinance; and the training of staff in industrial relations on behalf of other Departments.

The staffing position remained difficult throughout the year, although there was some improvement in the recruitment of senior staff.

WAGES AND CONDITIONS OF EMPLOYMENT

The year 1955 was marked by a major increase in wages and salaries, and by attendant industrial unrest. In October, 1954, the Western Regional Government had decided to pay a 5s. per day minimum wage to its daily-rated employees; this action resulted in the Federal Government setting up a fact-finding committee on the subject, which reported in February, 1955. The general conclusion was that a 5s. minimum wage was economically untenable for Federal employees, but certain wage increases were given in Lagos and the Western Region, where Provincial Wage Committees had ceased to function and no increases had been given since 1952. Elsewhere the Federal Government agreed to pay wages recommended by Provincial Wage Committees or through other approved machinery for wage settlement, and to establish a Federal Industrial Whitley Council for future negotiations. This situation was complicated by the decision of the Eastern Regional Government in July, 1955, to transfer its daily rated staff to the establishment on a minimum wage of £66 per annum (4s. 3d. per day).

A further major influence on wages and salaries was the Report of the Commissioner, Mr. L. H. Gorsuch, on the Public Services of the Governments of the Federation. This Commission arose out of the constitutional changes of October, 1954, and among other things recommended salary increases to Government established staff ranging from approximately 20 per cent at the lower levels to approximately 10 per cent for the higher grades. These increases were in part designed to make Government employment more attractive (especially for technical, administrative and professional grades) and in part to offset the rise in prices since the last salary revision in 1952. The increases were made retrospective to 1st October, 1954, the date on which the present structure of the Public Services was established.

It is a feature of the Nigerian economy that wages and terms of service of Government employees set a standard by which private employers regulate their own conditions for staff. In the past the Govern-

ment had been by far the largest employer of labour and although the creation of public corporations to run certain industries previously run by Government Departments had greatly reduced the number of direct Government employees, the corporations were still following Government conditions in the main. Consequently private firms, either on their own initiative or under trade union pressure, reviewed the salaries of permanent staff in the light of the Gorsuch Report after its publication and acceptance by the Federal and Regional Governments in July, 1955. In most cases corresponding increases were given and several large firms back-dated these to 1st October, 1954. Smaller firms sometimes found this back-payment difficult to accept and this was one element in the numerous trade disputes arising out of claims for "Gorsuch."

Following the publication of the Gorsuch Report the newly-constituted Federal Industrial Whitley Council discussed the wages of daily-rated Federal Government employees in the new circumstances. Agreement was reached on the wages of daily-rated artisans, but not on labour grades: their wages and other conditions were consequently referred to arbitration. The arbitrator, Professor H. G. Hanbury of the University of Oxford, gave his award in November, setting out a new structure of daily-rated labour rates in the Federal Territory (Lagos) and for Federal employees in the Regions and Southern Cameroons. This award included annual increments and was back-dated to 1st October, 1954.

In the meantime the Northern Regional Government had determined new wage rates for its daily rated staff, so that finally there were five different wage structures for Government employees—Federal, three Regional, and the Southern Cameroons Government. As with the Gorsuch Report, pressure was immediately put on private employers to give "Hanbury" to their labour grades and after the Federal Government had accepted the award and the public corporations also accepted it, this pressure was intensified. The majority of larger firms in this case refused to pay retrospectively to 1st October, 1954, and several paid to September, 1955, instead: this gave rise to further disputes some of which were still unsettled at the end of the year.

There was no statutory minimum wage applying generally throughout Nigeria, but workers in certain industries in Lagos and the minesfield (tin-mining area of Plateau Province) had their minimum wages and conditions governed by Orders in Council under Chapter XIII of the Labour Code Ordinance. These industries were tin and columbite mining; printing; retail trade; tailoring; stevedore and dock labour; motor industry; building and civil engineering, and the catering trade.

It should be understood that the existence of legal minimum wages in these industries does not preclude higher wages being determined by collective agreements. In fact over the course of years the general increase in wages has made the legal minimum out-of-date and in most cases higher wages have been agreed upon between trade unions and employers.

The wage scales for some Federal Government employees are shown in the table below:

Federal Government Employees—Salary and Wage Scales as from 1st October, 1954.

Established Staff			Daily-rated Staff		
Grade	Minimum	Maximum	Grade	Minimum	Maximum
Chief Clerk	£516 p.a.	£660 p.a.	Artisan, Grades I, II & III.	7s. 6d. p.d.	16s. p.d.
Secretary typist	£516 p.a.	£660 p.a.	Special Labour I.		
Assistant Chief Clerk	£390 p.a.	£492 p.a.	(Lagos)	5s. 11d. p.d.	6s. 11d.
First Class Clerk	£270 p.a.	£360 p.a.	(Elsewhere)	5s. 7d.	6s. 4d.
2nd & 3rd Class Clerk	£150 p.a.	£256 p.a.	Special Labour II		
Typists, Grades I & II	£114 p.a.	£276 p.a.	(Lagos)	5s. 2d.	5s. 8d.
Clerical Assistant	£114 p.a.	£276 p.a.	(Elsewhere)	2s. 10d.	5s. 1d.
Artisans, Grades I, II & III	£114 p.a.	£276 p.a.	Special Labour III		
Messenger	£66 p.a.	£132 p.a.	(Lagos)	4s. 9d.	5s. 1d.
			(Elsewhere)	2s. 5d.	4s. 6d.
			General Labour		
			(Lagos)	4s. 6d.	5s.
			(Elsewhere)	2s. 4d.	4s. 5d.

NOTE: Rates for Labour grades outside Lagos vary with the area of employment.

Hours of Work and Overtime

In private employment hours of work may be determined by Orders in Council under the Labour Code, e.g., in building and civil engineering an eight-hour working day is normal; with four hours on Saturday this made a total of 44 hours per week. Total hours including overtime might not exceed 10 per day or 58 per week. Overtime was paid at the rate of time and one quarter on weekdays, time and one half on Sundays or work-free days, and double time on public holidays. Similar conditions applied to Government service and were used as a general guide by private industry not covered by Orders in Council.

Paid Leave

Orders in Council specify holidays with pay in certain industries, e.g. in building and civil engineering one week's holidays at full pay must be given after 12 months service. Daily-rated Government staff got from 7 to 14 days paid leave and established staff 15 to 30 days in the lower grades. Sick leave with pay under Orders in Council was 7 days per year minimum after 6 months employment; this was in addition to medical attention (from an approved doctor) of up to 6 weeks' total duration per year at the employer's expense. Under the Labour Code Ordinance, workers engaged on oral contracts were entitled to sick leave up to a maximum of 7 days in any 6 months, providing they consented, if asked, to examination by a doctor nominated by the employer.

TRADE UNIONS

The Nigerian Government has accepted the principles of the International Labour Organisation Convention No. 84 concerning the right of association and the settlement of labour disputes in non-metropolitan territories. This assures trade unions of the right to conclude collective agreements; provides for consultation by the Government with both sides of industry in labour matters, and for the creation of machinery for the settlement of disputes. The Trade Unions Ordinance (Cap. 218 of the Laws of Nigeria) gives trade unions a legal status, subject to registration, and exempts them from certain Common Law liabilities. The Trades Disputes (Arbitration and Inquiry) Ordinance (Cap. 219 of the Laws of Nigeria) provides for voluntary arbitration and conciliation in labour disputes. Strikes in electricity or water undertakings are subject to the Criminal Code, Section 305A. Consultation on labour legislation and I.L.O. matters takes place through the Federal Labour Advisory Council, consisting of employers' and trade union representatives under the chairmanship of the Commissioner of Labour and reporting to the Federal Minister of Labour and Welfare.

On the 31st December, 1955, there were 223 trade unions in Nigeria with a claimed membership of 175,000. They covered all the principal industries, although many of them were local in character or restricted to the employees of one firm. The largest union by far was the Nigerian Union of Teachers, with 31,000 members; there were six other unions claiming over 5,000 members each. There was little permanent negotiating machinery outside the Government service and the public corporations (Railways, Coal Mining, Cameroons Development Corporation, Electricity Supply, and Ports Authority). Several large firms had consultative committees and most firms met trade union representatives as the need arose.

Trade Disputes

Seventy-one trade disputes were reported to the Labour Department during the year. Four of these were of major importance. (i) In August nearly 17,000 employees of the Cameroons Development Corporation struck for six days over a wage claim; this dispute was settled by arbitration after conciliation had failed. (ii) A wage claim also led to an 18-day strike in October, involving nearly 40,000 men in tin and columbite mining on the Plateau minesfield; in this case the strike resulted from the breakdown of the Joint Industrial Council for the industry, and protracted negotiations took place before the strike was called off and after it. At the end of the year there were still some points outstanding. (iii) The dispute between the employees' side of the Federal Industrial Whitley Council and the Federal Government, leading to the Hanbury arbitration, is described on p. 12; there was no strike in this case. (iv) Arising from the Gorsuch and Hanbury awards, negotiations began in the building and civil engineering industry in October on artisans' rates, and in December on daily-rated labour grades. These negotiations turned out to be very difficult and protracted,

partly because of inter-union rivalries and partly because the employers were not in a position to pay back-dated increases to October, 1954, on contracts already signed. A series of strikes took place all over the country and a Senior Labour Officer was appointed as conciliator. The dispute was not settled by the end of the year.

LABOUR LEGISLATION ENACTED DURING THE YEAR

The Factories Ordinance No. 33 of 1955. This Ordinance was enacted on the 25th August, 1955, but was not to come into force until the 1st September, 1956. It lays down minimum standards to be observed for the safety, health and welfare of industrial workers throughout Nigeria. Provision is made also for the making of regulations for safety, health and welfare in trades and processes where there may be special risks of bodily injury or disease (see below).

Labour (Eradication of Noxious Weeds) (Amendment) Regulations, 1955, extend the provisions of the Forced Labour (Eradication of Kashin Yawo) Regulations to the eradication of the weed known in the Northern Region as "Garmani." The short title of the principal regulations is amended to accord with changed circumstances.

SAFETY, HEALTH AND WELFARE

The Factories Ordinance, 1955, which was to come into force on the 1st September, 1956, is based on factory legislation in other countries, particularly in Uganda, Tanganyika, the Gold Coast and the United Kingdom, and lays down what are considered to be minimum standards for the safety, health and welfare of workers employed in factories. The provisions of the Ordinance were to apply to all factories, as defined in the Ordinance, in which ten or more persons are engaged in manual labour. The Ordinance is of general application to all factories, but powers are provided under the appropriate clauses for the making of regulations for safety, health and welfare in trades and processes where there is a special risk of bodily injury. The Ordinance does not apply to mines, which are already covered by the Minerals Ordinance Cap. 134. It does, however, apply to Government workshops or Crown factories exactly as it applies to any private undertaking.

Until the Ordinance came into force, occupiers of factories had an opportunity of studying its requirements, finding in what ways it affected them and their factories, and of complying with the necessary requirements in advance.

The Chief Inspector of Factories will keep a register of all factories in the country and all factory occupiers will be required to apply to him for their factory to be registered. Those running a factory on the 1st September, 1956, will be required to register within a period of 30 days; registration in these cases will be automatic, though this does not necessarily mean that the factory complies fully with the law. A factory started after the 1st September, 1956, must be registered before the

occupier actually starts work in it. The Chief Inspector will issue a certificate of registration if the premises are suitable for factory use. There is a right of appeal against his decision.

The health provisions in the Ordinance deal with cleanliness, overcrowding, ventilation, lighting etc. Factories must be kept clean to check the spread of disease; floors and benches must be swept daily and an entry must be made in the General Register of the dates on which painting or whitewashing or colour washing is carried out. The Ordinance prescribes standards of accommodation, ventilation and lighting required in every factory. Where workers in any process are exposed to injurious or offensive substance such as acids, etc. the Ordinance requires that they must be provided with suitable protective clothing in the form of aprons, boots, goggles etc.

The Ordinance provides for the fencing or guarding of machinery including every part of transmission machinery, and all dangerous parts of other machinery. When the Ordinance comes into force new power driven machines must not be sold or let on hire unless dangerous parts of the machine are effectively guarded.

There is provision for the training of inexperienced workers. No person may work at any machine or in any process liable to cause him injury unless he has been fully instructed as to possible dangers, and has received sufficient training in the work; otherwise he must work under the close supervision of a person who has a good knowledge of the machine or process.

The Ordinance requires a safe means of access to every place where a person is asked to work. Every factory must provide and keep accessible adequate means for extinguishing fires, and adequate means of escape in case of fire.

An adequate supply of wholesome drinking water must be provided, also washing facilities, first aid boxes and accommodation for clothing not worn during working hours.

The inspection of steam boilers, air receivers, lifting tackle etc. will be brought into effect on a date to be determined by the Federal Minister of Labour and Welfare. It is unlikely however that these sections of the Ordinance will be brought into effect during 1956.

Factory Inspectors are empowered to inspect every part of a factory and enforce the provisions of the Ordinance. Each Inspector will be issued with a certificate of appointment which he may be asked to produce to prove his identity.

Pamphlets and leaflets describing the provisions of the Factories Ordinance in greater detail are available.

Compensation for Accidents

Employers are liable to pay compensation to workmen who are injured, or to the dependents of workmen who are fatally injured, in accidents arising out of and in the course of their employment. This liability is imposed by the Workmen's Compensation Ordinance, Cap. 234 of the Laws of Nigeria (1948 Revision).

The accident must incapacitate the worker for at least five days before compensation is payable (Section 5), and different rates are payable for death (Section 6); permanent total incapacity (Section 7); permanent partial incapacity (Section 8); temporary incapacity (Section 9). With the exception of Section 9 cases, compensation is usually payable in lump sums.

In December, 1955, the Ordinance covered all directly-employed manual workers and non-manual workers earning a salary of £500 per annum. (This might be increased in the near future to a salary limit of £800). Total compensation payable in fatal accidents was £600 or 30 months' salary, whichever was the less. With effect from the 1st April, 1955, Regional Governments had to bear the cost of compensation in respect of accidents arising in their establishments.

During the year under review, 606 cases of industrial accidents were reported to have occurred in Federal and Regional Government establishments, compared with 572 cases reported in the previous year. Of the 606 cases reported, 25 were fatal. In addition, 31 fatal and 236 non-fatal cases not dealt with in the previous year were also closed.

Liability for compensation was admitted in 26 fatal and 550 cases of permanent partial incapacity. Awards in these cases amounted to £4,874 8s. 11½d. and £9,443 7s. 6d. respectively. Liability was denied in 3 fatal and 43 non-fatal cases.

There were 343 accidents in which no permanent disability was involved. In such cases sick pay and periodical payments were made where appropriate.

Enquiries were still proceeding in respect of 31 fatal and 265 non-fatal cases.

The table below summarises the position in 1955 and 1954:

	Fatal		Non-Fatal		Total	
	1955	1954	1955	1954	1955	1954
Cases brought forward from the previous year	31	24	236	191	267	215
Cases reported . . .	25	31	581	541	606	572
Cases completed during the year:-						
(a) Liability admitted .	26	22	550	488	576	510
(b) Liability not admitted . . .	3	2	43	8	46	10
Enquiries proceeding .	31	31	265	236	296	267
Compensation Awarded	£4,874	£3,893	£9,443	£7,498	£14,317	£11,392

LEGISLATIVE PROVISION FOR UNEMPLOYMENT

The Industrial Workers (Employment Exchanges) Rules, 1952, constituted the only legislative provision for unemployment. The Rules

provided for the establishment of Employment Exchanges where industrial workers might attend for registration and apply for employment, and to which employers of labour could notify their vacancies.

VOCATIONAL TRAINING AND APPRENTICESHIP SCHEMES AND TRAINING WITHIN INDUSTRY

Informal apprenticeships were the rule in most small establishments in Nigeria and it was not uncommon for a premium to be paid to the employer. However, the number of indentured apprentices was increasing as new industries requiring special skills were started. Most of the large commercial firms and Government Departments operate training schemes for their staff and the number of these sponsored for further education in the United Kingdom was increasing each year. The Public Corporations ran a large number of staff training schemes, both vocational and professional. The Government Trade Centres trained apprentices in many trades and were endeavouring successfully to maintain high standards of craftsmanship.

Chapter 3: Public Finance and Taxation

REVENUE AND EXPENDITURE

THE financial year 1st April, 1954, to 31st March, 1955, covered a period when new constitutional and financial arrangements were being devised and implemented: the Regional Governments and the newly-established Government of the Southern Cameroons gained an increased measure of fiscal autonomy within the Federation of Nigeria from the 1st October, 1954. The list of revenue which these Governments might raise and retain was extended and, of the revenue raised by the Federal Government, nearly a half was disbursed to them in the form of statutory grants based in so far as was practicable on the principle of derivation.

The figures of revenue and expenditure for 1954-55, because of the revised financial arrangements, are thus not strictly comparable with previous years. The figures for 1951-2 to 1954-5 are shown in the following table.

	1951-52	1952-53	1953-54	1954-55
Revenue collected by Central/Federal Government	£ 50,327,000	£ 50,906,000	£ 59,256,000	£ 62,480,000
Central/Federal Expenditure (including allocations to Regions)	43,673,000	44,103,000	55,003,000	60,668,000
Allocation to Regions (and Southern Cameroons)	9,969,000	11,316,000	13,282,000	27,416,000

REVENUE

The original estimates of revenue for 1954-55 were considerably exceeded, mainly on account of favourable prices for Nigerian exports resulting in a higher yield than expected from export duties.

Customs and excise revenue, which amounted to nearly £44 millions, accounted for 63 per cent of the total revenue. Income tax brought in over £6½ million, representing 10 per cent, and mining royalties accounted for over £2 million, representing 3 per cent. Colonial Development and Welfare grants received from Her Majesty's Government in the United Kingdom by the Federal Government during 1954-55 amounted to over £1½ million. Total receipts from these sources in the past three years are shown in the following table.

	1952-53	1953-54	1954-55
Customs & Excise Duties			
Import Duties	£16,607,000	£20,845,000	£22,801,000
Export Duties	£14,060,000	£17,770,000	£17,627,000
Excise Duties	£3,068,000	£3,366,000	£3,376,000
Other Sources	£213,000	£123,000	£156,000
TOTAL	£33,948,000	£42,104,000	£43,960,000
Income Tax	£7,212,000	£6,609,000	£6,713,000
Mining Royalties	£1,631,000	£1,281,000	£2,009,000
Colonial Development and Welfare Grants	—	—	£1,518,567

The system of revenue allocation introduced on October 1st, 1954, in implementation of recommendations made by a Fiscal Commission set up in 1953 to consider the financial relationship between the Federal and Regional Governments consequent upon the introduction of the revised constitution, provided for an increased measure of financial autonomy for the Regions and the Southern Cameroons by extending the list of subjects in respect of which they might raise and retain revenues. After retaining the reasonable requirements of the Federal Government, the revenue raised and collected by the Federal Government was disbursed to the Regions in the form of statutory grants according to precisely defined formulae based, as far as was practicable, on the principle of derivation. Some 50 per cent of the revenues from customs and excise duties were allocated to the Regions in this way. Individual income tax other than that collected in the Federal territory was allocated to the Region to which it was attributable, and all mining royalties were allocated to the Region from which they derived.

EXPENDITURE

Because of the changed functions of the Government of the Federation and the further regionalisation of some of the services provided by that Government, which took effect from 1954-55, comparisons of expenditure in that year with previous years would be misleading. The following

table shows the consolidated actual expenditure of both the Federal and Nigerian Governments and the Regional and Southern Cameroons Governments in 1954-55.

	1954-55
	£
Agriculture	1,007,507
Education	7,539,436
Forestry	293,368
Medical	3,316,310
Police	2,046,909
Posts and Telegraphs	2,107,236

REGIONAL FINANCES

The Regions were financed in 1955 under the terms of the Nigeria (Constitution) Order in Council, 1954, Chapter 6 (Finance), which superseded the Nigeria (Revenue Allocation) Order in Council of 1951, and supplementary appropriations by:

(i) Import duties other than duties on motor spirit and tobacco in the following proportions:-

(a) to the Northern Region, 15 per cent,

(b) to the Western Region, 20 per cent,

(c) to the Eastern Region, 14½ per cent.

(ii) The whole of the duty collections on motor spirit in each Region.

(iii) Half of the Excise duties collected in each Region.

(iv) Half of the proceeds from export duties in respect of the export from Nigeria of any commodity (other than tin or tin ore) derived from a Region.

(v) A share of federal income tax levied on incomes or profits equal to the amount of that part of the proceeds of the tax declared to be attributable to the incomes and profits of persons, other than bodies corporate, resident in the Region during the year.

(vi) The proceeds of any royalty received by the Federation in respect of mineral extracted in the Region.

(vii) Certain other revenues such as those derived from the licensing of small craft used on inland waters, rents payable under such laws as the Minerals Ordinance, the Mineral Oils Ordinance, the Nigeria Coal Corporation Ordinance, the Minerals Development (Lead-zinc) Ordinance and any law that is declared to be a law amending or substituted for any of those Ordinances.

(viii) In case of Southern Cameroons, an annual payment of any sum exceeding the amount expended by the Federation in respect of the Southern Cameroons.

(ix) A development grant calculated to be equal to the amount of estimated expenditure under the Development Plan on regional matters less the amount already expended on the project before the 1st October, 1954. This provision included the Southern Cameroons, and did not apply to recurrent expenditure or expenditure that might be met from Colonial Development and Welfare Acts, 1940 to 1950.

(x) In addition the Federation paid to the Regions before the 1st October, 1955, the following sums:

- (i) to the Northern Region, £3 million,
- (ii) to the Western Region, £2 million,
- (iii) to the Eastern Region, £2,750,000.

Western Region

For the financial year 1st April, 1954, to 31st March, 1955, the revenue of the Western Region amounted to £13,770,654, that is, £6,410,646 more than in the year 1953-54. The rise in revenue was due, to a very great extent, to the alterations in regional revenue allocations arising out of the revised constitutional arrangements. Of the total revenue of £13,770,654, £11,698,485 came as payments and grants out of the revenue of the Federation. This sum included a grant of £2 million from the Federal Government, as the Western Region's share of the central reserves, and an additional grant of £1 million as the Western Region's share of the windfall revenue attributable to export duty on cocoa which had reached an abnormally high price in the previous season. Expenditure during the year 1954-55 totalled £11,299,236, which included expenditure of approximately £4 million on education, £1.5 million on public works extraordinary, £750,000 on medical services and a contribution of £1,235,000 to the Revenue Equalisation Fund. The surplus of the year amounted to £2,428,417, making the accumulated surplus to 31st March, 1955, £4,207,806.

The estimate of revenue for the year 1955-56 was approximately $\frac{3}{4}$ million lower than the actual revenue in 1954-55, owing partly to the fact that the special payments from the Federal Government, which amounted to £3 million in the year 1954-55, were not repeated. This was largely counterbalanced, however, by the fact that the 1955-56 estimates provided for a full year, as opposed to a half year only, of the new system of regional revenue allocation. The estimate of revenue for 1955-56 did not, however, include a development grant in respect of capital expenditure under the Revised Development Plan 1955-60, remaining unspent on 30th September, 1954. This grant, estimated at £737,000, which was provided for in the 1954-55 estimates, could not be paid in that year, and was not to be paid in the year 1955-56.

Eastern Region

The introduction of the new constitution on the 1st October, 1954, had a considerable effect upon the financial structure of the Region. The following were the principal changes that resulted:

(a) *Revenue.* Payments and grants from the revenue of Nigeria were replaced by a statutory share of Federal Government taxes and duties, including those upon income, tobacco, and motor spirit.

The sum of £3 million was received, representing the Eastern Region's share of the uncommitted reserves of the former Central Government.

The administration of the remainder of the Colonial Development and Welfare scheme comprising the 1951-56 Development Plan was transferred to the Regional Government.

A grant of £500,000 was made by the Federal Government in accordance with the recommendations contained in paragraph 64 of the report on the financial effects of proposed new constitutional arrangements.

(b) *Expenditure.* Expenditure on Colonial Development and Welfare schemes was integrated with Regional expenditure under the appropriate expenditure heads. Several Departments were regionalised, and new ones created. Since the Regional Government ceased to be financially responsible for the Police Department, no grants were received for expenditure incurred in that direction. In the same way the regionalisation of education brought about the financing of educational services from regional funds.

The revenue of the Eastern Region, which amounted to £9,397,089, was derived from the following sources:

	£
Payments and grants from the Revenue of the Federation (first 6 months)	2,249,204
Statutory share of Federal Government Taxes (second 6 months)	2,561,422
Colonial Development and Welfare grants	293,302
Special grants from Federal Government	3,500,000
Locally collected revenue	793,162

Of the total revenue 8.4 per cent was derived from sources under the control of the regional Government.

The principal sources of locally collected revenue were:

	1953-54	1954-55
	£	£
Direct Tax	35,974	32,217
Licences and Internal Revenue	184,658	266,296
Fees	66,452	86,591
Earnings of Government Departments	115,975	105,141
Rent of Government Property	113,879	163,561
Reimbursements	140,095	28,271

Expenditure for the year amounted to £5,576,773. The major items, i.e. items exceeding £50,000, were as follows:

	1953-54	1954-55
	£	£
Administration	397,220	321,688
Agriculture	106,023	164,579
Education	1,785,160	2,020,514
Forestry	52,836	56,368
Land	55,986	58,294
Medical Services	701,690	824,942
Miscellaneous	235,846	325,172
Police (6 months only)	512,424	248,641
Public Works	146,930	150,167
Public Works Recurrent	274,755	281,587
Public Works Extraordinary	73,840	323,958
Scholarship Scheme	87,560	86,571
Subventions	123,141	87,842
Treasury	61,304	63,530
Urban Water Supplies	—	62,813

The budgetary position of the Eastern Region for three successive years ending 31st March, 1955, may be summarised as follows:

	1952-53	1953-54	1954-55
	£	£	£
Revenue	4,832,372	5,347,640	9,397,089
Expenditure	4,021,250	4,736,478	5,576,773
Surplus	811,122	611,162	3,820,316

These figures include the £3 million transferred to the Regional Fund from the Federal Reserve.

Northern Region

Like the Western and Eastern Regions, the finances of the Northern Region for the financial year 1954-55 were largely affected by the revised constitution which came into force on the 1st October, 1954. The revised revenue figure in the Northern Region was £13,191,808, against an approved expenditure of £12,474,319. The estimates for the year were framed on the following premises:

- (a) The residual cost of the Northern Region 1946-56 Development Plan was eventually to become a heavy regional responsibility when the present Colonial Development and Welfare grants came to an end in 1956-57. The additional grants under the 1955-60 Development Plan would be in respect of a limited number of capital projects only, and could not be expected to ease the burden of recurrent expenditure.
- (b) New commitments arising from the revision of salaries and new labour rates were anticipated during the year.
- (c) Further commitments in respect of pensions and gratuities were affecting the finances of the Region.
- (d) There was the need to build up and maintain adequate reserves for emergencies in view of fluctuations in world prices and the changes in the volume of exports and imports on the duties and royalties paid on the Region's agricultural and mineral products.
- (e) Finally, there was the realisation that some prices paid in the world markets for the Region's exports in past years were artificially high and might not be maintained indefinitely.

On account of these factors, the Regional budget was framed on conservative lines and involved no major changes.

During the year 28 per cent of the total revenue was spent on social services; 16½ per cent on capital works and 15 per cent on the organisation necessary for carrying them out, maintaining buildings, installations and several public services; and 11 per cent on general administration, including the Administration, the Judicial and Audit Departments, the Police and services of general utility such as the Printing and Stationery Department.

Development Programme. Substantial progress was made in the Development Programme of the Northern Region on account of the improved recruiting position, particularly with regard to education staff. The only spoke in the wheel of progress was the acute housing shortage, which was being energetically tackled.

The following table shows estimated expenditure in 1955 on the Development Programme:

<i>Scheme No.</i>	<i>Development</i>	<i>Total Expenditure 1955</i>	<i>C. D. & W. Grant</i>	<i>Regional Expenditure</i>
		£	£	£
D. 2060	Tsetse Control	25,825	25,825	—
D. 2253	Agriculture	366,170	274,626	91,544
D. 2254	Buildings, Staff, Plant and Vehicles	63,640	47,730	15,910
D. 2255	Development Officers	35,000	35,000	—
D. 2256	Education: General	359,030	269,272	89,758
D. 2257	Education: Technical	156,685	117,513	39,172
D. 2258	Forestry	35,695	26,769	8,926
D. 2259	Leprosy Control	47,815	35,861	11,954
D. 2260	Medical and Health	450,990	338,241	112,749
D. 2261	Textiles	13,205	10,653	2,552
D. 2262	Veterinary	47,200	47,200	—
D. 2263	Rural Water Supplies	609,075	548,163	60,912
D. 2264	Fisheries	6,965	6,264	701
	TOTAL	2,217,295	1,783,117	434,178

PUBLIC DEBT

At the 31st March, 1955, the Public Debt of the Federation of Nigeria amounted to £17,050,000, as shown below:

	<i>Redemption Date</i>	<i>Amount</i> £
Nigerian (Local) 3½% Registered Stock	1956-61	300,000
Nigerian 4% Inscribed Stock	1963	5,700,000
Nigerian 3½% Inscribed Stock	1964-66	6,800,000
Nigerian 2½% Inscribed Stock	1966-71	1,250,000
Nigerian 3% Inscribed Stock	1975-77	3,000,000
		£17,050,000

With exception of the local floatation in 1946, these issues are quoted on the London Stock Exchange. The 3 per cent Nigerian Inscribed Stock of £4,188,000 was redeemed in March, 1955.

The annual charge for interest and contributions to statutory Sinking Funds in respect of the outstanding loans amounted to £939,510 for 1954-55, less than 1½ per cent of the actual revenue for the year.

The total value of the statutory Sinking Funds at 31st March, 1955, was £3,523,307.

In addition to the public loan issues there was a balance outstanding of £2,456,641 on a loan made in 1950 by the former Cocoa Marketing Board repayable in 80 half-yearly instalments bearing interest at $2\frac{7}{8}$ per cent per annum. There were also loans totalling £475,000 from the University College, Ibadan, repayable in 1974-90, with the interest rate subject to review.

The public debt of the Western Region remained unchanged during the financial year 1954-55 at £1 million, on which a rate of interest was paid at $3\frac{7}{8}$ per cent, and Sinking Fund Contributions at 2 per cent. This loan is due for repayment to the Federal Government in September, 1974. The Western Regional Government also negotiated loans towards the end of 1955 from the Marketing Board, amounting to £10 million. Details of the terms of these loans had not yet been worked out, nor had the loans yet been taken up.

The Public Debt charges for the Eastern Region for the year amounted to £735, being in respect of interest paid on deposits made by the Eastern Regional Development Board; the Region received a loan of £1 million from the Federal Government on 31st December, 1954, but no charges in respect of the loan were met during the year under review.

ASSETS AND LIABILITIES

As at the 31st March, 1955, the balance sheet of the Federation of Nigeria showed an accumulated surplus of £32 $\frac{1}{4}$ million. Advances amounting to £17 $\frac{3}{4}$ million had been made against this balance for capital expenditure pending the raising of loans.

There were also a Revenue Equalisation Fund, valued at £16 $\frac{1}{2}$ million, a Loan Development Fund of £8 $\frac{1}{4}$ million and Renewals Funds amounting to £3 $\frac{1}{2}$ millions. The first of these was built up by contributions from annual revenue to finance the additional recurrent expenditure built up during the 1946-56 Development Plan when Colonial Development and Welfare assistance ceased. The additional recurrent expenditure was absorbed in the normal budget and the Revenue Equalisation Fund became the Federal Government's reserve. The Loan Development Fund was used mainly to finance capital expenditure of various bodies charged with a large part of the development of Nigeria.

As at the 31st March, 1955, the balance sheets of the Regional Governments and the Southern Cameroons showed accumulated surpluses as follows:

	£		£
Eastern Region . . .	5,100,523	Northern Region . . .	6,807,963
Western Region . . .	4,707,806	Southern Cameroons . . .	188,812

TAXATION

The Income Tax Ordinance governs the assessment and collection of taxes from companies, corporations, non-Africans throughout Nigeria and Africans deriving income from and accruing in Lagos. Rates

effective during 1954-55 were unchanged from previous years as follows:

<i>Chargeable Income</i>	<i>Rates of Tax</i>	<i>Chargeable Income</i>	<i>Rates of Tax</i>
Companies & Corporations	9s. in the £	For every pound of the	
Individuals:		Next	
For every pound of the		£800 . . .	4s. 6d.
first £200 . . .	4½d.	£1,000 . . .	6s.
Next £200 . . .	9d.	£1,000 . . .	7s. 6d.
„ £200 . . .	1s. 1½d.	£1,000 . . .	9s. 0d.
„ £200 . . .	1s. 6d.	£5,000 . . .	11s. 3d.
„ £400 . . .	3s. 0d.	Exceeding £10,000 . . .	15s. 3d.

Collections of income tax amounted to:

<i>Year ended</i>	<i>Revenue</i>
	£
31st March, 1953 . . .	6,809,518
31st March, 1954 . . .	5,691,107
31st March, 1955 . . .	6,713,032

Allowances were as follows:

Capital Allowance. Liberal tax allowances were given for capital expenditure incurred for the purposes of a trade carried on in Nigeria. Expenditure which ranked for these allowances included expenditure on the purchase of plant, machinery and fixtures and on the construction of buildings, structures and works of a permanent nature, and initial and development expenditure on mines.

For the year in which ranking expenditure on an asset was incurred, an initial allowance was made at the following rates:

	<i>Per Cent</i>
Plant	40
Mines	25
Buildings	25

For the same year and for future years during which the asset was in use for the trade, annual allowances were given on the reducing balance of expenditure (i.e. the original expenditure less allowances made for previous years) at the following rates:

Plant	Varying rates dependent on the life of the particular asset in question—rates applicable to particular assets to be supplied on request.
Mines	15 per cent or such higher rate as may be appropriate in view of the rate of exhaustion of the mineral deposits.
Buildings	10 per cent.

When the expenditure was exhausted, by the sale or abandonment of the assets, balancing allowances or charges were made. If the written-down value of the expenditure exceeded the amount (if any) realised on sale, a balancing allowance was made equal to the excess. If, on the other hand, the proceeds of sale exceeded the written-down value, that excess was added to income by way of balancing charge, which was, however, limited to the total of the allowances made on the asset.

In total, therefore, a trader was given tax allowances equal to the net cost of an asset spread over the life of the asset.

Individuals. In arriving at an individual's assessable income, deductions were allowed for:

- (i) within certain limits, the cost of passages to or from Nigeria borne by him for himself or his dependents, and
- (ii) Contributions by an employee to a pension or provident fund approved by the Commissioner of Income Tax. (Contributions of an employee and employer to a provident fund were limited to 25 per cent per annum of the employee's remuneration).

Personal Allowances. Individuals paid an amount of tax calculated either on their assessable income at $4\frac{1}{2}d.$ in the £, or at scale rates on the balance of their assessable income after deducting personal allowances, whichever amount was the greater. The personal allowances for the year of assessment 1955 were as follows:

- (i) in respect of a wife living with or maintained by the taxpayer, £200;
- (ii) in respect of each unmarried child (up to a maximum of four) who was either under 16 years of age or receiving fulltime education or serving under articles or indentures with a view to qualifying in a trade or profession, £40. In addition to the allowance of £40 and allowance equal to the costs incurred in connection with the education of such children outside Nigeria, up to a maximum of £210 per child;
- (iii) costs of maintaining a dependent relative, up to £100;
- (iv) life assurance premiums, limited to:
 - (a) one-fifth of the tax-payer's total income;
 - (b) ten per cent of the capital sum assured on death; and
 - (c) £10,000 (in respect of premiums on policies affected after 11th November, 1948), and any pension or provident fund contribution;
- (v) the amount of any income of the tax-payer's wife, up to £200.

Small Companies' Relief

With effect from the year of assessment 1949-50, companies incorporated and controlled in Nigeria on or after the 1st of April, 1944, were entitled to relief, where their profits did not exceed £1,000 per annum, of all tax for the first two years, of two-thirds of the tax for the next two years and of one-third of the tax for the fifth and sixth years. Where the profits were between £1,000 and £3,000, relief at a diminishing rate was given.

Pioneer Companies' Relief

With a view to stimulating the development of new industries in Nigeria, an important and generous relief was given to "Pioneer Companies," i.e. companies which carry on a new industry which has been declared "pioneer" by the Governor-General, and which has been given a "pioneer certificate" by the Minister of Trade and Industry.

The maximum relief given was a "tax holiday period" of 5 years, e.g. exemption from tax on profits for five years. This relief was alternative to the small companies' relief.

If a loss was incurred over the whole of the tax holiday period, it was carried forward and set against subsequent profits.

Allowances for capital expenditure incurred during the tax holiday period were deferred until after the end of the period, thereby ensuring a further measure of relief to pioneer companies.

The table on page 31 shows examples of the amount of tax payable by six classes of tax-payers for the year of assessment, 1955-56.

General Tax

The Direct Taxation Ordinance applied to Africans outside Lagos and its administration was largely carried out by Native Authorities and Local Government Councils. Assessments, for historical reasons, vary according to locality. In principle, the different methods of assessment and the procedure for collection described on pages 22-23 of the 1952 Report had not changed.

CUSTOMS TARIFF

For the year ending 31st March, 1956, import and export duties accounted for 63 per cent of the total revenue. The rates were enumerated on Parts I and II of the Schedule to the Customs Ordinance (Nigeria Laws Cap. 48) and subsequent amendments thereto. Examples of duties in force at the end of 1955 are shown below.

Import Duties

ALCOHOL

- | | |
|--|---|
| (1) Brandy, gin, rum, whisky, bitters and liquer | the gallon £4 10s. 0d. |
| (2) Other distilled potable alcoholic beverages, including spirits of wine and pure alcohol but not including medicinal preparations | the gallon £4 10s. 0d. |
| | or <i>ad valorem</i> 66 $\frac{2}{3}$ per centum whichever is the higher. |
| (3) Perfumed | the gallon £4 10s. 0d. |
| | or <i>ad valorem</i> 66 $\frac{2}{3}$ per centum whichever is the higher. |
| (4) Medicinal preparations, not particularly exempted under Part III of this Schedule, which contain 10 per cent or more by volume of ethyl alcohol, naphtha or methyl alcohol (methanol) purified so as to be potable | the gallon £4 10s. 0d. |
| | or <i>ad valorem</i> 66 $\frac{2}{3}$ per centum whichever is the higher. |

Sub-items (1) and (2) include only liquids which contain 2 $\frac{1}{2}$ per cent or more by volume of ethyl alcohol, naphtha or methyl alcohol (methanol) purified so as to be potable.

Sub-item (3) includes any perfumed liquid containing alcohol of any kind.

APPAREL

- | | |
|--|--|
| (1) Shirts | each 1s. 3d. |
| | or <i>ad valorem</i> 20 per centum, whichever is the higher. |
| (2) Footwear other than gaiters, leggings, spats and puttees | the pair 1s. 0d. |
| | or <i>ad valorem</i> 20 per centum, whichever is the higher. |

Groundnuts	10 per cent <i>ad valorem</i> when the value, calculated in accordance with Regulation 103A of the Customs Regulations, does not exceed £65 per ton, with an additional one-tenth of one per cent for every £ or part of a £ by which the value, calculated as aforesaid, exceeds £65 per ton, provided that the amount of duty chargeable shall not exceed 20 per cent of the value, calculated as aforesaid.
Palm Kernels	10 per cent <i>ad valorem</i> when the value, calculated in accordance with Regulation 103A of the Customs Regulations, does not exceed £50 per ton, with an additional one-tenth of 1 per cent for every £ or part of a £ by which the value, calculated as aforesaid, exceeds £50 per ton, provided that the amount of duty chargeable shall not exceed 20 per cent of the value calculated as aforesaid.
Palm Oil, Edible	10 per cent <i>ad valorem</i> when the value, calculated in accordance with Regulation 103A of the Customs Regulations, does not exceed £75 per ton, with an additional one-tenth of 1 per cent for every £ or part of a £ by which the value, calculated as aforesaid, exceeds £75 per ton, provided that the amount of duty chargeable shall not exceed 20 per cent of the value, calculated as aforesaid.
Benniseed.	} 10 per cent <i>ad valorem</i> on the value calculated in accordance with Regulation 103A of the Customs Regulations.
Cotton Seed	
Cotton Lint	10 per cent <i>ad valorem</i> when the value, calculated in accordance with Regulation 103A of the Customs Regulation, does not exceed £325 per ton, with an additional one-tenth of 1 per cent for every £ or part of a £ by which the value, calculated as aforesaid, exceeds £325 per ton, provided that the amount of duty chargeable shall not exceed 20 per cent of the value, calculated as aforesaid.
Timbers (Scheduled) per cu.ft.	Exported in log form 3 <i>d</i> . Exported as sawn timber (but not including plywood) not exceeding 6 inches in thickness or as veneers 2 <i>d</i> .
All other timbers not mentioned in the above Schedule, sawn (including veneers but not including plywood) or log	per cu. ft. 1 <i>d</i> .

Provided that goods were officially exported for the use of Her Majesty's Forces or for the use of persons serving on Her Majesty's ships, they were exempt from duty.

Generous exemptions from payment of import duty were given in respect of capital goods and some materials for use in local industry. Examples include artisans and labourers tools, most types of industrial machinery, mining materials, specialized motor vehicles ordinarily used in the construction and maintenance of roads and the clearing of land, many types of packing materials and telecommunications and broadcasting apparatus.

Examples of the Amount of Tax payable by Six Classes of Taxpayers for the year of Assessment, 1955-56

Income £	Single Man		Married Man		Married man with one child		Married man with two children	
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	In Nigeria, Child Allowance Due	Out of Nigeria, Maximum Educational Allowance due	In Nigeria, Child Allowance Due	Out of Nigeria, Maximum Educational Allowance due
500	16 17 6	9 7 6	9 7 6	9 7 6	9 7 6	9 7 6	9 7 6	9 7 6
600	22 10 0	11 5 0	11 5 0	11 5 0	11 5 0	11 5 0	11 5 0	11 5 0
700	30 0 0	16 17 6	14 12 6	13 2 6	14 12 6	13 2 6	13 2 6	13 2 6
800	37 10 0	22 10 0	20 5 0	15 0 0	20 5 0	15 0 0	18 0 0	15 0 0
900	52 10 0	30 0 0	27 0 0	16 17 6	27 0 0	16 17 6	24 0 0	16 17 6
1,000	67 10 0	37 10 0	34 10 0	19 13 9	34 10 0	19 13 9	31 10 0	18 15 0
1,250	108 15 0	75 0 0	69 0 0	37 10 0	69 0 0	37 10 0	63 0 0	23 8 9
1,500	165 0 0	120 0 0	111 0 0	75 0 0	111 0 0	75 0 0	102 0 0	37 10 0
1,750	221 5 0	176 5 0	167 5 0	120 0 0	167 5 0	120 0 0	158 5 0	75 0 0
2,000	277 10 0	232 10 0	223 10 0	176 5 0	223 10 0	176 5 0	214 10 0	120 0 0
3,000	577 10 0	517 10 0	505 10 0	442 10 0	505 10 0	442 10 0	493 10 0	367 10 0
4,000	952 10 0	877 10 0	862 10 0	783 15 0	862 10 0	783 15 0	847 10 0	690 0 0
5,000	1,402 10 0	1,312 10 0	1,294 10 0	1,200 0 0	1,294 10 0	1,200 0 0	1,276 10 0	1,087 10 0

Chapter 4: Currency and Banking

THE West African currency in use in Nigeria is issued under the authority of the West African Currency Board in London. It comprises notes of 100s., 20s. and 10s. denominations; copper alloy coins of florin, shilling and sixpenny denominations; nickel threepenny pieces and both nickel and bronze pennies, halfpennies and one-tenth pennies. All currency mints down to and including the threepenny piece are legal tender up to any amount; the remainder are legal tender up to one shilling.

The currency is interchangeable with sterling at par, subject to remittance charges. Currency is issued locally as required against payment to the West African Currency Board in London or against deposits of equivalent value with the agents of the Board in one of the four West African territories. In Nigeria the main Currency Board Centre was in Lagos and there were subsidiary centres at Kano, Jos, Maiduguri, Port Harcourt, Enugu, Ibadan and Victoria (Southern Cameroons), that at Maiduguri having been opened in 1955.

An innovation was the issue of 100s. or £5 notes in 1954. These notes, are longer and wider than the issue of 20s. and 10s. notes which were brought into circulation in 1953. There are designs on both sides depicting local scenes and agricultural activities. They bear the same watermark as the lower denomination notes and embody the same "security" line.

The following table shows the currency in circulation in Nigeria during the past ten years:

<i>Date</i>	<i>Notes</i>	<i>Alloy Coin (2s., 1s. & 6d.)</i>	<i>Nickel and Bronze Coin (3d., 1d. & ½d.)</i>	TOTAL
31st March	£	£	£	£
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
1950	8,935,237	20,109,098	2,532,559	31,576,894
1951	13,957,974	22,710,457	2,571,680	39,240,111
1952	19,121,911	28,488,297	2,675,834	50,286,042
1953	20,812,230	27,929,248	2,623,641	51,365,119
1954	22,951,435	27,550,783	2,636,239	53,138,457
1955	25,778,429	25,355,733	2,581,498	53,715,660
PERCENTAGE OF 1955 TOTAL	48	47.2	4.8	100

The progressive rise in the circulation figures was largely the result of the highly profitable yield from the country's main crops of cocoa, oil palm produce and groundnuts which, in recent years, had commanded high prices in the world markets.

The increase in the demand for notes in relation to coins continued and notes in 1955 represented 48 per cent of the total circulation against 43 per cent in 1954.

The Accountant-General of the Federation, as Currency Officer, was the local representative of the West African Currency Board, and the Bank of British West Africa Limited acted as the Board's local agents except in the Southern Cameroons where Barclays Bank, D.C.O. was agent.

BANKING

The main banks operating in Nigeria, licensed under the Banking Ordinance, 1952, were: the African Continental Bank, Limited (with branches at Aba, Agege, Calabar, Enugu, Ibadan, Ilesha, Jos, Kano, Lagos, Maiduguri, Minna, Nguru, Onitsha, Port Harcourt and Yaba); the Bank of British West Africa, Limited (with branches at Lagos (3), Aba, Abeokuta, Apapa, Benin, Bukuru, Calabar, Enugu, Gombe, Gusau, Ibadan, Ikeja, Ilesha, Jos, Kaduna, Kano (2), Kontagora, Nguru, Maiduguri, Onitsha, Oshogbo, Owo, Port Harcourt, Sapele, Sokoto, Uyo, Warri and Zaria); Barclays Bank (Dominion, Colonial and Overseas), (with branches at Lagos (3), Aba, Apapa, Calabar, Enugu, Funtua, Gusau, Ibadan, Ife, Ijebu-Ode, Ilorin, Jos, Kaduna, Kano, Katsina, Lokoja, Maiduguri, Malumaduri, Makurdi, Mamfe, Ondo, Onitsha, Port Harcourt, Potiskum, Victoria, Wum, Yaba, Yola and Zaria); the British and French Bank (for Commerce and Industry) Limited (with branches at Lagos (2) and Kano); the National Bank of Nigeria Limited, (with branches at Lagos, Aba, Abeokuta, Ado-Ekiti, Agege, Akure, Benin, Ibadan, Ife, Ijebu-Ode, Ilesha, Jos, Kano, Ondo, Oshogbo, Owo, Sapele, Shagamu, Warri, Yaba and Zaria); the Merchants Bank Limited (Lagos); and the Agbonmagbe Bank Limited (with branches at Lagos, Shagamu, Ago-Iwoye, Odogbolu and Zaria).

All these banks were incorporated in Nigeria, with the exception of the Bank of British West Africa, Barclays Bank (D.C.O.) and the British and French Bank.

There is a Post Office Savings Bank, organised on similar lines to that in the United Kingdom. Its business was conducted throughout the country at 186 Post Offices and Postal Agencies. On the 31st March, 1955, there were 224,499 depositors whose accounts totalled £4,658,936, an increase of over £340,000 as compared with the corresponding figure at the 31st March, 1954.

Chapter 5: Commerce

IMPORTS

IMPORTS in 1955 amounted to £135,765,986, compared with £114,069,372 in 1954 and £108,290,077 in 1953.

The close of 1955 witnessed a moderate revival in trade which had remained dull for the greater part of the year. All commodities were in good supply, local shortages being due either to inadequate transport facilities or to under-estimation of demand on the part of merchants.

The Exchange Control Regulations were unchanged. A small number of American and Canadian cars were imported for use by persons who needed to tour extensively over rough roads, but other purchases from America and American Account countries continued to be limited to essentials: purchases from Japan were also subject to restrictions. The reduction of balance of payments difficulties and the improved world supply position enabled considerable relaxation to be made in import control regulations in respect of other countries. The following table shows the values of imports from the principal countries of origin:

Country	Value of Imports into Nigeria		
	1953	1954	1955
	£m	£m	£m
United Kingdom	57.4	51.7	63.5
Japan	5.6	9.4	16.7
Western Germany	8.6	10.4	9.7
India	6.1	7.3	7.9
Netherlands and Possessions	7.8	6.8	5.8
U.S.A.	4.3	5.4	5.5
Italy and Trieste	4.0	3.5	3.8
Hong Kong	0.9	1.5	2.2

Cotton piece-goods remained the chief import, iron and steel manufactures second and rayon piece goods third. Details of the value of the major classes of imports in the years 1953 to 1955 are given in the table on p.36.

EXPORTS

The total value of exports in 1955 was £132,239,290 (£129,448,602 domestic exports, and £2,790,688 re-exports) as against £149,532,063 in 1954 and £124,231,905 in 1953. Goods exported to destinations outside the Scheduled Territories and Scandinavia were subject to export licensing, but few restrictions were imposed, and those were mainly concerned with the control of strategic materials. The principal buyers of domestic exports were the United Kingdom, the United States of America, the Netherlands and Western Germany. The table on p.37 shows the main exports and their value.

GENERAL CONDITIONS

The total trade for the year reached a record figure of £268 million. Nevertheless, because of the lower level of prices for Nigeria's prin-

cial export commodities, the year closed with an adverse balance of trade to the order of £3½ million.

Nigeria's best customer and chief supplier was again the United Kingdom which bought Nigerian exports to the value of £91 million and sold goods to her to the value of £64 million. The direction of trade followed broadly the traditional pattern, with the notable change that Japan displaced Western Germany as Nigeria's second largest supplier. Imports from the United States of America and Canada were held by licensing at about the previous year's level.

Compared with the previous year, cocoa exports fell heavily, both in volume and value; otherwise exports of primary produce remained reasonably steady. Exports of tin and columbite rose, and coal exports to the Gold Coast were resumed. There were only minor changes in the import and export licensing regulations.

Reduced profit margins, brought about by increased competition engendered by the change from a seller's to a buyer's market, resulted in a number of small firms withdrawing from direct importation and buying instead from local wholesalers. The West African Lines Conference found it necessary again to increase freight rates during the year and prices rose in consequence.

Because of growing competition, there was some agitation for Government protection of stockfish importers and of Nigerian singlet manufacturers. The problems were examined exhaustively in consultation with the interests concerned and it was decided that, on the facts disclosed, there was no need for Government intervention.

The increasing number of business visitors from overseas reflected the growing awareness abroad of the economic possibilities of Nigeria.

Trade Malpractices

Trade complaints again diminished in volume and were generally of a less serious character than in previous years. This improvement was largely due to the greater use made of the services of the Federal Department of Commerce and Industries in providing Status Reports on Nigerian firms, and to the co-operation of the Police Fraud Squad in the investigation of complaints and in the criminal prosecution of fraudulent traders.

Trade Associations

Active assistance and encouragement were again given to the formation of trade associations, and those already in existence continued to receive guidance.

Trade Commissioner for Nigeria

The office of the Trade Commissioner for Nigeria in the United Kingdom was moved to 41, Buckingham Palace Road, London, S.W.1.

Principal Imports, 1953-1955

Description	Unit	1953		1954		1955	
		Quantity	£'000	Quantity	£'000	Quantity	£'000
Fish	'000 lb.	39,026	4,467	56,236	5,660	54,179	4,840
Flour	'000 lb.	44,482	1,280	62,420	1,736	66,865	1,766
Salt	million lb.	192	1,377	205	1,409	220	1,535
Sugar	'000 lb.	50,247	1,370	85,646	2,108	97,088	2,439
Beer	'000 gal.	5,090	2,390	4,767	2,265	5,675	2,729
Tobacco, Unmanufactured	'000 lb.	5,690	1,354	7,482	1,642	6,141	1,599
Boots and Shoes	'000 pr.	3,508	1,680	4,723	1,923	4,706	2,069
Bags and Sacks	'000	18,010	1,806	15,813	1,610	20,363	2,317
Cotton Piece Goods	'000 sq. yd.	171,961	18,066	170,145	16,488	205,407	18,033
Rayon Piece Goods	'000 sq. yd.	55,369	8,727	82,297	10,423	104,521	9,893
Buckets, Pails and Basins	'000 lb.	10,549	958	2,116*	102	1,440	82
Corrug. Iron Sheets	Tons	34,323	3,275	40,481	3,557	4,4874	3,709
Other Iron and Steel Manufactures	—	—	7,221	—	10,107	—	10,405
Commercial Vehicles	No.	4,469	3,383	3,766	3,027	5,575	4,534
Cars	No.	3,338	1,831	3,867	2,114	6,670	3,642
Cycles	No.	216,973	2,196	168,295	1,713	180,652	1,911
Cement	Tons	297,436	2,748	368,108	3,065	425,095	3,631
Medicines and Drugs	—	—	1,565	—	1,674	—	2,612
Petroleum Products	'000 gal.	82,463	4,998	95,137	5,118	110,416	5,837
Other Items	—	—	37,598	—	38,328	—	52,183
TOTAL			108,290		114,069		135,766

* Household Utensils of iron and steel, galvanised (including buckets, pails and basins).

Principal Domestic Exports, 1953-1955

Commerce

Description	Unit	1953		1954		1955	
		Quantity	Value £'000	Quantity	Value £'000	Quantity	Value £'000
Cocoa	Tons	104,671	24,858	98,373	39,261	88,413	26,187
Bananas, fresh	'000 lb. '000 bunches	202,418 4,479	3,005	182,000 4,235	2,863	150,026 3,420	2,344
Cotton	Tons	17,707	5,518	25,959	7,350	33,174	9,380
Hides and Skins	Tons	9,148	3,363	9,005	3,415	9,451	3,282
Columbite	Tons	1,854	3,698	2,524	5,141	3,047	5,167
Tin Ore	Tons	12,136	7,078	10,309	5,171	11,399	5,868
Groundnuts	'000 Tons	327	24,928	428	29,900	397	23,134
Palm Kernels	'000 Tons	403	22,185	464	22,791	433	19,196
Palm Oil	'000 Tons	201	13,020	208	13,431	182	13,151
Rubber	'000 lb.	47,622	3,287	46,644	2,909	68,062	5,577
Timber	'000 cu. ft.	12,959	3,850	11,536	3,509	16,021	4,609
Other Items		—	6,099	—	10,495	—	11,554
TOTAL DOMESTIC EXPORTS			120,889		146,237		129,449

Chapter 6 : Production

LAND UTILISATION AND TENURE

Utilisation of Agricultural Land

A sample survey of agriculture in Nigeria, carried out in 1951-52 by the Department of Statistics under the auspices of the Food and Agriculture Organisation of the United Nations, provided a broad indication of the area and percentage of land devoted to various usages. The position was as shown in the following table.

<i>Land Classification</i>	Nigeria		British Cameroons		TOTAL	
	<i>Area</i>	<i>%</i>	<i>Area</i>	<i>%</i>	<i>Area</i>	<i>%</i>
	<i>Sq. miles</i>		<i>Sq. miles</i>		<i>Sq. miles</i>	
Under farm crops	30,723	9.4	1,108	3.2	31,831	8.8
Under tree crops(a)	3,935	1.2	451	1.3	4,386	1.2
Fallow	45,296	13.8	4,653	13.7	49,949	13.8
Forest Reserves	24,942	7.6	2,159	6.3	27,101	7.5
Non-agricultural	3,171	1.0	190	0.6	3,361	0.9
Grazing	—	—	1,253	3.7	1,253	0.3
Uncultivated bush and waste	220,402	67.0	24,267	71.2	244,669	67.5
Total covered by Survey	328,469	100.0	34,081	100.0	362,550	100.0
Excluded from Survey(b)	10,700	—	—	—	10,700	—
TOTAL LAND	339,169	—	34,081	—	373,250	—

(a) Includes 152 sq. miles of plantations under tree crops (34 sq. miles in Nigeria and 118 sq. miles in the Cameroons). Plantation land not actually under crops is included in uncultivated bush and waste.

(b) The land excluded from the sample survey consists for the most part of coastal swamps, but includes a small area of cultivated land and non-agricultural land.

There is soil erosion and poverty of soil throughout the country. Farmers were being taught and encouraged to counter erosion by contouring and to use fertilisers, arrangements for the sale and distribution of which were made by the Agricultural Departments. It had not, however, been possible to accomplish much in the worst eroded and exhausted soils of the Eastern Region owing to extreme pressure of population, suspicion of Government motives and shortage of staff; nevertheless constant propaganda and demonstrations were carried out. There was no legislation designed specifically for the control of soil erosion, but subsidiary orders and byelaws under the Native Authority Ordinance, and the Eastern and Western Local Government enactments, provided for control of bush fires, farming along stream banks, and for the protection of specified types of vegetation.

Water Conservation

There was an almost complete absence of hydrographic data collected on a scientific scale. Records available had been taken at isolated points for specific purposes, but there was no authority concerned with their systematic compilation. Among the matters with which Regional Legislatures were empowered to deal under the Nigeria (Constitution) Order in Council, 1954, was the conservation of soil and water resources. Under this constitution, inter-regional inland water-ways and water control affecting supply of water to more than one Region were both retained as Federal subjects.

The only legislation governing the ownership of water or water rights in the country was the Minerals Ordinance, Section 3 of which provides that "the entire property in and control of all rivers, streams and water courses throughout Nigeria is and shall be vested in the Crown save insofar as such rights may in any case have been limited by any express grant made before the commencement of this Ordinance."

Provisions on the Statute Book which govern the taking of water were:

- (i) Part IV of the Minerals Ordinance, whereunder water licences may be granted to a mining lessee, enabling him to take a specified quantity of water and convey it to the area of his lease for mining purposes.
- (ii) Sections 14(2)(c) and 51 of the Electricity Corporation of Nigeria Ordinance. The first of these sections empowers the Corporation to abstract water from any lake, river, stream, or other natural source for any works necessary for carrying out their duties under the Ordinance, and to do all such acts as may be necessary for the purposes of utilising and returning the water so abstracted. The second empowers the Governor in Council to declare any lake, river, or waterway as a prescribed source of water, whereafter no person shall dam up or otherwise interfere with any such water without prior notice served upon the Corporation and leave to do so given by the Corporation or the Governor.

There was no legislation for the control of catchment areas, but the Forestry Ordinance and the Control of Settlement Regulations made under the Land and Native Rights Ordinance provided some control. The Control of Settlement Regulations applied only to the Northern Region and the Cameroons.

Several irrigation schemes were already being conducted in the Northern Region under these Regulations; but they would be unsuitable for the construction of major conductor canals carrying water a considerable distance to the area where it would actually be utilised.

LAND OWNERSHIP

Lack of appropriate terminology makes a description of Nigeria land tenure difficult. The terms of English land law are apt to be misleading when applied to Nigerian concepts. The word "ownership" cannot be correctly applied to the system of rights the Nigerian has

over land. The average occupier has a possessory right or title which he enjoys in perpetuity and which gives him powers of use and disposition hardly distinguishable from those of an absolute fee holder, except that of absolute alienation. He cannot alienate his holding so as to divest himself and his family of the right of ultimate title. This ultimate title of the family may be the right to the redemption in case of mortgages or a right to the reversion in cases of grant *inter vivos*. It is this family or group concept that is customarily called "communal" tenure.

Several factors, among which are increase in population, cash economy and the consequent commercial value of land and economic crops, the growth of towns and the infiltration of English customs of land tenure, have tended to emphasise personal rather than group rights and liabilities.

The result was that in 1955 title might vest in an individual, a group of full brothers, or a kin group embracing several dozen or even several hundred people, maybe a whole village. Similarly certain rights such as pasture and hunting might be common, others not. In most parts of Nigeria the collection of firewood was likewise common to any member of the community and the cutting of thatch grass or building poles might be the same, irrespective of who held the right to farm the land where they were growing. Where title was vested in the community, individuals usually had exclusive rights as against other members of the community so long as they continued in occupation of any particular parcel of land, and it was only unoccupied land which remained communal. The principle was that continuous physical occupation established an interest personal to the occupier and the common rights became thereby reduced or extinguished.

In the more thinly populated parts of the Northern Region, rights in land which had reverted to fallow might be very nebulous so that, generally speaking, unless the man who originally cleared the bush intended to refarm it at once, any other member of the community was free to take it over. Similar concepts applied wherever there was bush to be had for the taking. The basic concept everywhere was that the man who cleared land had the right to use it. It was the permanence of this right which varied. Where the population was dense, or the farmland of such poor quality that even a relatively low population per square mile was still short of farmland, rights in fallow were as strong as those in land under actual cultivation. How far the collective interest would be allowed to override them in the interests of a more intensive agriculture or for the purposes of reallocation depended entirely on the social organisation and degree of authority wielded by its head. In parts of the country where administrative units were small, the authority wielded in such matters by chiefs or village elders was usually slight.

Policy and Legislation

The official policy of land ownership was that outside the area of the Colony no alien might acquire land in full fee simple. Under the Land

and Native Rights Ordinance no alien might acquire title from any person in the Northern Region or the Cameroons, save from the Governor or the Governor-General respectively. In the Eastern and Western Regions, an alien might acquire land for public purposes under the Public Lands Acquisition Ordinance (Cap. 185). All land so acquired or otherwise held by Government was Crown Land. Aliens might obtain leases of such land, the maximum term being 99 years. Under Section 4 of the Land and Native Rights Ordinance all native lands, and all rights over them, were under the control of, and subject to the disposition of the Governor who held and administered them for the use and common benefit of the natives. The area of Crown Land in the Eastern Region was 48,900 acres of which 29,000 acres were freehold and 19,300 leasehold. In the Western Region (excluding the Colony) the area of Crown land was approximately 44,800 acres.

The area of Crown land in the Colony was approximately 20 square miles out of a total area of 1,353 square miles. Slightly under three square miles had been leased, of which leases to public corporations such as the Lagos Executive Development Board, the Electricity Corporation of Nigeria, the West African Airways Corporation and the Lagos Town Council accounted for approximately $1\frac{3}{4}$ sq. miles, leases to firms and individuals (mainly alien firms) for $\frac{3}{4}$ square miles and leases to missions and clubs for the balance. The unlet area of known land was used for direct Government purposes.

Excluding one or two small plantations in and near the Delta and excluding and held by missions, there were no areas outside the Colony held by aliens for any purposes other than residence and trading. The latter were invariably comparatively small plots varying from a few square yards to a few acres, and the total figures did not amount to any significant proportion of the total land in the country.

Types of Renting Systems

Leases to alien lessees of known land or of native land in the Eastern and Western Regions followed English forms. The same was true of rights of occupancy granted under the Land and Native Rights Ordinance.

What may be grouped together as "leases" under customary tenures ranged from a right to cultivate for a single cropping season in exchange for some portion of the produce—the only return recognised by former custom—through rights covering the full cropping rotation, to the modern leaseholds based on English concepts and often in documentary form. Such leases seldom carried a right to exploit standing trees, and never that of effecting permanent improvements such as building a house or making a plantation. Following English practice, the former was becoming accepted in certain towns of the south under a grant from or approval by the Native Authority; and in one or two areas, lessees were even permitted to plant cocoa or kola though this latter was still very much the exception and the rights so granted had barely begun to assume recognisable English leasehold forms. Thus freedom to sublet,

or the rights of heirs in a lease, were either not admitted or were still very nebulous.

Renting of house property, more particularly of rooms, was becoming common in all large towns.

AGRICULTURE

Agricultural Research

Organisation. The functions and responsibilities of the Department of Agricultural Research were formulated at the Conference of Natural Resources held in Lagos on the 17th and 18th of February, 1955, and published in the White Paper. Under the 1954 constitution, research became a concurrent subject. The field of research undertaken by the Federal Government was decided by a Council of Natural Resources, in order to ensure that the best use was made of the scientific staff and funds available. The Council was advised by technical committees on which the Federal and Regional Departments and the University College were represented. The Agricultural Technical Committee of the Council of Natural Resources, with the Director of Agricultural Research as Chairman, held its first meeting from 23rd–26th March. Its recommendations were considered at the first meeting of the Council of Natural Resources on 16th September, 1955, when its terms of reference were reviewed and formulated.

Staff. The Department of Agricultural Research was headed by a Director who, in addition to assuming the duties formerly attached to the post of Inspector-General of Agriculture, was responsible for the administration of Colonial Development and Welfare schemes and the West African Maize Rust Research Unit. The total establishment comprised 30 Senior Staff and 163 Junior Staff posts. During the year only 14 of the former and 131 of the latter posts were filled. Mr. J. T. Davey, Entomologist, continued to serve on secondment as a leader of a mission in the French Sudan studying the African migratory locust.

Research Work. At the first meeting of the Technical Committee on Agriculture, agreement was reached on the type of organisation for federal agricultural research which was required to meet the needs of the Regions. The main subject for research is the improvement of food crops. Other lines of work are the collection and dissemination of technical information and the provision of an advisory service with special reference to control of pests and diseases.

Crops

The most important food crops in the Federation are guinea-corn and millet in the north, and yams in the south. Rice, maize, cassava and cowpeas are grown in many parts of the country. The main export crops are cocoa, palm kernels, palm oil, groundnuts, rubber, cotton and bananas. The value of the exports of these commodities during 1955 is given in Chapter 5. Brief particulars of the main food and export crops are given below.

Guinea corn. For this crop the calendar year coincides with the crop year. The total area planted, according to the sample census of 1950, was 4,175,000 acres which produced 1,776,000 tons. It is believed that an increase of 15 per cent occurred during the year. Yields were good; an average yield may be taken as 900 lb. per acre, though the range of climates, soils and methods of planting caused wide variation. The crop was all produced by peasant farmers. It is prepared by the traditional method of threshing in a mortar, removing the bran by further pounding and grinding the grain with hand stones. Marketing takes place at all stages from the producer himself to small middlemen, contractors and major employers of labour with little organisation or control. Prices, which were lower than in the previous year, averaged between £18 and £20 a ton.

Millet. Like guinea-corn, the crop year of millet coincides with the calendar year. The total area according to the sample census of 1950, which is the only one available, was 3,169,000 acres and this produced 927,000 tons. The census figures indicate that the yield was about 560 lb. of grain per acre. The crop predominates in areas of comparatively low rainfall (below 30") and is produced entirely by individual farmers. It is prepared and marketed like guinea-corn. Low prices made marketing difficult.

Cowpeas. The crop year also coincides with the calendar year. It is grown in all the Regions. In the Northern Region the total area under crop was 1,055,000 acres which produced 177,000 tons; in the Eastern Region 37,000 acres produced 7,000 tons, according to the 1950 sample census of agriculture. It is generally grown as an inter-crop to young cassava and late maize. It is produced by individual farmers and shelling is usually done by pounding and winnowing. It is marketed as guinea-corn and its production in the Northern Region during the year was good.

Yams. The planting of yam takes place in November–December or in March–April for harvesting some twelve months later. The sample census of 1950 gave the following figures of area planted, production and yields. (No statistics are available for the Western Region).

	<i>Acreage</i>	<i>Production</i>	<i>Yield per acre</i>
Northern Region . . .	511,000	200,000 tons	1–5 tons
Eastern Region . . .	1,438,000	5,486,000 tons	1–5 tons
Cameroons . . .	8,000		

It is probable that the above figures were considerably exceeded in 1955.

The production of yams is mainly by peasant farmers. The men prepare the land, plant and harvest the crops, and the women do the work of tending and weeding. The use of fertilisers in the Eastern Region increased yields by 50–60 per cent. In the Northern Region yams are mainly produced in Ilorin and Kabba Provinces and production ceases altogether between latitude 11° and 12° N. The bulk of yam produced

was not processed, beyond being pounded for "foo-foo," particularly in the Eastern Region. In the Northern Region, however, some quantity was turned into yam flour by slicing, drying and pounding. Marketing for internal consumption was in the normal way through village markets.

Cassava. In the Northern Region, the crop season varies but planting is generally in July–August in one calendar year to the same period the following year. There has been a considerable increase since the sample census of 1950 and 347,000 acres produced 1,308,000 tons yielding 2 to 3 tons per acre. Figures for the Eastern Region during the same period were: acreage 1,491,000, production 6,190,000 tons; and average yield 7,000 to 11,000 lb. per acre. No figures were available for the Western Region. This crop was of increasing importance in the Eastern Region as yields were on the average higher than from yams. In addition, the planting material was readily available and cheap and it grows on soils inferior to those required for yams. It is regarded as a woman's crop and is not normally cultivated by men.

In the Northern Region, cassava is eaten as a root after cooking. In the Eastern and Western Regions, it may be sold in the market as tubers, but more usually it is processed into farina, known locally as "gari," or is fermented. The making of gari is done both by men and women. The tubers are peeled, grated, placed in a bag and fermented. When ready, the coarse flour is fried in large shallow pans, with a little palm oil, and dried. The gari so produced will keep for about 14 days. Fermented cassava is made by soaking the whole tuber until the central core is quite soft and the outer skin peels easily. The resultant mass is made into balls and sold. Both these industries were cottage ones in which no mechanical plant was used. The mechanical grating of roots was, however, being investigated. Cassava responds well to fertiliser application, but the introduction of improved varieties had not proved superior to the local strains in their resistance to the Nigerian form of Mosaic disease. This virus disease of cassava, which causes a mosaic pattern on leaves and gives rise to decline in yields, was being investigated by the specialist staff of the Central Research Organisation.

Rice. The crop is grown in several parts of the country and its season follows the calendar year. In the Northern Region individual farmers worked under settlement scheme conditions where mechanical irrigation was carried out. The area under cultivation in 1950 was 305,000 acres, which had probably increased. The average yield per acre was about 1,000 lb. Processing was mainly by parboiling, pounding and winnowing. A few mechanical rice boilers were in use in some provinces.

In the Eastern Region, the production of this crop was expanding, particularly in Ogoja Province, where the greatest acreage existed. Steps were being taken by the Regional Department of Agriculture to encourage the planting of rice in the mangrove swamps areas of Calabar and Rivers Province. The 1950 figures were: acreage 50,000; production 40,000 tons; yield per acre 1,000 lb. In general, yields varied from as low as 500 lb. paddy per acre to 1,300 lb. On good soils, yields of 1–1½

tons have been obtained. Rice is a peasant crop. Both men and women grow the crop on their own small holdings in the seasonal swamps. Mills had been erected in certain marginal areas to encourage rice growing and once these had been established they were sold to private enterprise. There was a thriving industry in Abakaliki where there were 60 privately-owned mills in operation. The paddy was bought from the farmers in outlying districts by middlemen, who brought it to Abakaliki. Before milling, the rice is parboiled—a separate industry in itself. After milling, the rice is distributed throughout the Region by middlemen. It was estimated that some 20,000 tons of paddy were milled in Abakaliki this calendar year and another 10,000 tons produced in Onitsha Province.

In the Western Region production was by individual farmers. No figures of area of production were available, but it was estimated that the normal yields were 15 cwt. of paddy per acre. In areas considered suitable for rice but where it was not yet grown to any extent, the Department of Agriculture had a number of demonstration plots. Fertiliser requirements were also being investigated.

Maize. In the Eastern Region it was estimated that there were 201,000 acres under this crop. It is generally grown as an intercrop when an average yield of 755 lb. of dried grains per acre may be expected. When grown as a sole crop on good soil, a yield of 1,200 lb. of dried grain per acre can be expected. It is a peasant crop and is generally grown by women. Rust was no longer a serious disease of maize. The Agricultural Department had experimented with higher-yielding varieties and the most suitable were being multiplied for eventual distribution to farmers. In certain urban areas there were a number of power-driven corn-grinders owned by African business men. Otherwise, there was no processing except pounding by hand.

In the Western Region, the local flinty variety predominated, although distributions of selected American maize varieties, notably Mexico I and Sicaragua, to local farmers was begun during the year. Record yields of early maize, local and imported, were reported from most areas owing to a low incidence of maize rust and a favourable rainfall for the season. Average yields of 8–10 cwt. dry grain per acre were accordingly obtained on local farms, with Mexico I and Sicaragua averaging 12–15 cwt.

Cocoa. In the Western Region, where most of Nigeria's cocoa is grown, the area planted was estimated at 550,000 acres and production between January and November, 1955, which was not yet complete, at 74,325 tons. There were an estimated 5,000 acres in the Eastern Region and 47,000 acres in the Cameroons. The main centres of production in the Eastern Region were Ikom in Ogoja Province, Bende in Owerri Province and Arochukwu in Calabar Province. Production for the year was approximately 1,200 tons. The Eastern Region took a new interest in this crop; £5,000 was voted from Regional Funds to develop a planting programme, and the Department was charged with investigations.

In the Western Region, the main feature of the year was the successful black pod disease campaign conducted among farmers. The Department of Agriculture undertook the training of some 10,600 cocoa farmers in spraying, using 1 per cent Bordeaux mixtures or 0.4 per cent perenox. The results were very successful and were expected to be reflected in total production at the end of the season. The average acreage was about 1.5 and the yield of dry fermented beans about 4 cwt. per acre. Cocoa is peasant produced.

Oil Palm. Except in the Eastern Region and the Cameroons, where it was estimated that some 30,000 acres were under plantation management, it was difficult to estimate the area under oil palms, as the trees are scattered indiscriminately in the bush. The oil palm industry governs the economy of the Eastern Region where production in 1955 was 176,563 tons of palm oil and 195,399 tons of palm kernels. Yields per acre were low and averaged 664 lb. of oil and 688 lb. of kernels. In the Northern Region the oil palm does not grow above latitude 10° N and was of commercial value only in the Igala Division of Kabba Province.

Marketing arrangements for palm produce were highly organised. Fixed prices were guaranteed to the producer for kernels and different grades of oil a year in advance. Previously, these prices had been determined by the Nigeria Oil Palm Produce Marketing Board, but with regionalisation these functions were assumed by the Regional Marketing Board. Licensed buying agents were appointed and the Department of Marketing and Exports made arrangements for the evacuation of produce from the ports. A price incentive for high grade oil has done much in recent years to improve the quality of Nigerian oil shipped for export. This was necessary in view of increasing competition from Malaya, the East Indies and the Congo.

There were a large number of hand-presses and nutcrackers in use in the Eastern Region, but no recent reliable figures were available. The Eastern Regional Production Development Board had 66 Pioneer Oil Mills in operation and a further 12 under construction.

The West African Institute for Palm Oil Research near Benin continued to investigate the problems of the oil palm and was concerned with the production of improved seed. The germination of seed nursery work and subsequent distribution to farmers continued to be a responsibility of the Department of Agriculture.

Cotton. The greater part of the crop was grown in the Northern Region. The area under crop according to the sample census of 1950 was 903,000 acres. Considerable extension has since taken place and the acreage in 1955 was possibly over 1 million. Purchases for export for the year 1954-55 were 96,569 tons of seed cotton compared to 71,876 in 1953-54 and 47,041 tons in 1952-53. A considerable quantity, which cannot be assessed, is used locally for hand-weaving. Yields are difficult to indicate as much of the crop is planted as a late catch-crop on newly cleared land which in years of short rainfall may produce but little. A figure of 300 lb. of seed cotton per acre for main crop planting may, however, be tentatively adopted. Seed distribution was organised

by the Agricultural Department in co-operation with the British Cotton Growing Corporation. Ginning of the export crop was carried out by the British Cotton Growing Corporation at eight ginneries distributed over the main cotton-growing areas. Marketing arrangements were made by the Northern Regional Marketing Board which paid the following flat rate to the producers, through the Licensed Buying Agents:

	1953-54 Season	1954-55 Season	1955-56 Season
	<i>per lb.</i>	<i>per lb.</i>	<i>per lb.</i>
Grade I	6.0d.	6.1d.	6.0d.
Grade II	5.8d.	5.6d.	5.5d.
Grade III	5.4d.	5.1d.	5.0d.
Benue ungraded	5.5d.	5.5d.	—

Distribution of "26C" improved seed from the Daudawa Multiplication scheme continued. The total of sowing seed distributed in 1955 was 15,997 tons, compared to 14,421 in 1954 and 13,588 tons in 1953.

Rubber. Rubber, which was mainly peasant produced, was grown chiefly in the Western Region in Benin and Delta Provinces where the area planted was estimated at 250,000 acres and production at 141,807 tons. In the Eastern Region there were 7,000 acres (including 2,000 in the Cameroons). There was a marked revival in production over the past two years as a result of favourable prices and, in part, to the efforts of the Western Region Production Development Board and the Co-operative Department to organise local farmers into latex-producing societies. The latex is collected from central stations and processed into sheet rubber for export. During the year producer prices of 36¼d. to 37¾d. per lb. were paid for rubber.

EFFORTS TO IMPROVE PRODUCTION

Improvement of Food Crops

Some mention has been made of efforts to improve production, including research, control of pests and diseases, irrigation and improvement schemes in describing individual crops. Considerable progress was being made in the production and selection of cassava seedlings in connection with the search for possible resistance to mosaic disease; for the latter purpose, new varieties were introduced from India and Ceylon. The Entomologist continued his studies on the control of the yam beetle, which seriously reduces both yield and quality, particularly in the Eastern Region. The work reached a stage when reduction of beetle damage could be made through the application of BHC dust to the seed yams before planting.

A large collection of introduced rice varieties was under observation and trial at the Federal Rice Breeding Station, Badeggi. Pending the development of varieties better than those commonly grown, selections were being made from varieties now popular in Nigeria,

with the object of getting better milling out-turns through greater uniformity within local types.

The work of the Maize Rust Research Unit had shown the extent to which maize yields could be increased through the use of the improved types which were being distributed by the Regional Departments of Agriculture.

Control of Diseases and Pests

Control of cocoa black-pod disease by spraying was adopted by over 10,000 farmers who were trained in the necessary technique. Very satisfactory results were obtained, as proved by the increased number in comparison with the previous year when about 1,000 farmers sprayed their cocoa trees. Satisfactory control of the cocoa capsid pest was obtained through the use of insecticides applied either as dusts or sprays. Efforts were being made to improve and cheapen the technique so that it could be adopted economically by farmers.

It is known that there are considerable losses of important grain crops through midge infestations. An entomologist was attached to the Northern Research Station at Samaru for work on this pest.

Soils and Crop Nutrition

The Department of Agricultural Research undertook fundamental studies to provide basic information for proper soil management and crop rotation. These studies were particularly important in view of the increasing demands being made on available land, leading to reductions in bush fallow periods, whilst the need for increased production of food crops was being stressed as a concomitant of industrialization. The Department of Agricultural Research was beginning these studies through long-term rotation experiments at Moor Plantation which were being maintained by a chemist, although some modifications in original lay-out of the experiments had to be introduced on account of the limited amount of land available. Another line of approach to the fundamental soil investigations was through ecological studies. An ecologist carried out a survey in an area near Ibadan, where a semi-detailed soil survey had been made by the Cocoa Soil Survey. It was found that fallowing practice was extremely varied, ranging from woody fallows with non-intensive agriculture, to grass fallows which develop with more intensive farming when the maintenance of fertility becomes problematical.

Ecological surveys were carried out in the Northern Region, mainly to determine whether there are relationships between particular soils and vegetation communities, which will assist in the agricultural development of areas for which no basic agronomic information is already available.

PRODUCE MARKETING BOARDS

Between 1947 and 1949 four Marketing Boards were set up in Nigeria to handle the main agricultural exports of the country, i.e. cocoa, oil palm produce, groundnuts and cotton. Each Board marketed one of

these commodities and the four Boards operated on a country-wide basis. These "commodity" marketing Boards, as they came to be known, were also responsible for the export, shipment and overseas sale of their produce. When the Nigeria constitution was revised in 1954, it became necessary to review the produce marketing arrangements, as centrally organised "commodity" marketing boards were no longer in keeping with the new constitutional structure consisting of separate and largely independent Regions. Accordingly, towards the end of 1954, a new regional marketing board was set up in each of the three Regions and in the Trust Territory of the Southern Cameroons. These four new Boards took over the produce-buying activities of the old Boards in the Regions and in 1955 the old Boards were being wound up.

The new Regional Marketing Boards differ from the former original "commodity" marketing Boards in a number of ways. Whilst the old Boards handled only one export crop or group of crops, the new Boards handle all the main export crops produced in their particular Region. In addition, the functions of the four original Marketing Boards included not only the purchase of the crops in the areas of production, but also their export, shipment and overseas sale; whereas the responsibilities of the Regional Marketing Boards are confined to the purchase of the crops within their particular Regions and the movement of the regional produce to the ports of shipment. With the setting up of the Regional Marketing Boards, it thus became necessary to establish an additional organization to look after the produce at the ports, to put it on board ships, and to arrange its sale in markets overseas. This new organisation, the Nigeria Central Marketing Board, is an authority set up by the Federal Government, and its powers and functions, together with those of the Regional Marketing Boards, are defined by law.

All the produce purchased by the Regional Boards in their areas of production is taken over at the ports by the Central Board and shipped as Nigerian produce. Since the setting up of the four original marketing Boards in 1947-49, Nigerian produce has been sold in overseas markets by the Nigerian Produce Marketing Company Ltd., a selling company in London which is owned by all the Marketing Boards in Nigeria. These selling arrangements remained unchanged under the 1954 constitution.

In spite of the complexities which had developed in the produce marketing system of the country since 1954, the new Regional Boards declared their intention of pursuing the general policy of the original "commodity" marketing Boards, which has always been first, to endeavour to promote economic security in the producing areas by maintaining stable producer prices within each season, and, as far as possible, over a longer period of years; and secondly, to improve the quality and increase the production of Nigeria's main agricultural exports.

The Department of Marketing and Exports

The Department of Marketing and Exports had been established originally to act as the executive organisation of the four commodity

marketing Boards. Under the 1954 constitutional arrangements, the Central and Regional Marketing Boards appointed the Department as their executive. This meant that the administration of marketing schemes, along with the work of accounting and the control of shipment and sales, could continue without interruption while the commodity marketing Boards were being wound up and the new Regional Boards were assuming their responsibilities.

However, the new complexities in the marketing system were eventually to reflect on the Department. In the first place, there was increase in staff; in the second place some decentralization was effected in the Department by the establishment of Regional Offices at Kano, Ibadan and Port Harcourt. Each of these Regional Offices came under an Assistant Director responsible to the Director of Marketing and Exports at the Department's Federal Headquarters in Lagos. It was not found necessary to establish a local office to administer the affairs of the Southern Cameroons Marketing Board.

Produce Marketed

The total of produce purchased for export during the 1954-55 season and, in the case of palm produce, during the 1955 marketing year, by the Regional Marketing Boards was approximately 1,187,000 tons. The purchases of each crop in each Region are shown in the following tables:

Cocoa, 1954-55 Season

Purchases in Tons

<i>Marketing Boards</i>	<i>Grade I</i>	<i>Grade II</i>	<i>Sub-Grade</i>	<i>Inferior</i>	<i>TOTAL</i>
Western Region	76,454	3,461	2,933	731	83,579
Northern Region	357	61	—	—	418
Eastern Region	845	134	6	—	985
Southern Cameroons	4,054	108	—	—	4,162
TOTAL	81,710	3,764	2,939	731	89,144
Total Purchases by Nigeria Cocoa Marketing Board in 1953-54 Season	95,667	1,761	—	—	97,428

Palm Kernels, 1955 Marketing Year

Western Regional Marketing Board	<i>Tons</i> 202,372
Northern Regional Marketing Board	14,188
Eastern Regional Marketing Board	195,669
Southern Cameroons Marketing Board	4,211
TOTAL	416,440

Total Purchases by Nigeria Oil Palm Produce Marketing Board in 1954 462,399

Palm Oil, 1955 Marketing Year

Purchases in Tons

Marketing Boards	Plan- tation Oil	Special Grade A	Special Grade B	Technical Grade			Total
				I	II	III	
Western Region .	3,077	26	314	7,289	4,983	6,485	22,174
Northern Region .	—	356	136	2,789	—	—	3,281
Eastern Region .	2,857	115,507	11,720	33,169	663	33	163,949
Southern Cameroons	6,338	—	—	—	—	—	6,338
TOTAL	12,272	115,889	12,170	43,247	5,646	6,518	195,742
Total Purchases by Nigeria Oil Palm Pro- duce Marketing Board in 1954 .	11,600	124,489	—	61,226	9,077	10,057	216,449

Groundnuts, 1954-55 Season

	In Tons		
	Kano Area	Rivers Area	Total
Northern Regional Marketing Board .	348,232	24,544	372,776
Total Purchases By Nigeria Groundnut Marketing Board in 1953-54 Season .	402,488	22,160	424,648

Benniseed, 1954-55 Season

	Tons
Nigeria Groundnut Marketing Board	16,241
Total Purchases in 1953-54 Season	13,686

Soya Beans, 1954-55 Season

	Tons
Northern Regional Marketing Board	9,109
Eastern Regional Marketing Board	347
TOTAL	9,456

Total Purchases By Nigeria Groundnut Marketing Board in 1953-54 Season	8,766
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Cotton, 1954-55 Season

Marketing Boards	Seed Cotton Purchases	Production of Lint	Production of Seed
	Tons	Bales	Tons
Northern Regional Marketing Board .	98,663	184,825	65,040
Western Region Marketing Board .	1,513	2,420	1,051
TOTAL	100,176	187,245	66,091
Total Purchases by Nigeria Cotton Marketing Board in 1953-54 Season .	76,833	142,322	50,894

Purchases of the major crops (palm kernels, palm oil, groundnuts and cocoa) were somewhat less than in the previous seasons, as the tables show. In any year, a large part of the total production of palm kernels, palm oil and groundnuts is taken for local use instead of being sold to the Marketing Boards for export, so that a decline in the tonnages purchased by the Boards may indicate a higher local consumption instead of simply smaller crops. In the case of cocoa, however, there was a definite decrease in production, attributable partly to weather conditions and partly to the greater average age of the trees on cocoa farms, the greater incidence of disease and the widespread cutting out of affected trees.

Purchases of seed cotton, at 100,176 tons, were a spectacular all-time record. When the Nigeria Cotton Marketing Board was established in 1949, it instituted an ambitious programme for the extension of cotton production. Since that time, production of Nigerian cotton has increased progressively and rapidly in the Northern Region. Better crops have been produced in the established cotton-growing areas by the use of improved seed and, at the same time, production development has been successfully encouraged in many new areas in the Northern Region. In the Western Region, on the other hand, production for export diminished, the crop having been replaced to a large extent by food production. There appeared to be little doubt that Nigeria's potential as a producer of cotton was still in the course of development and that production could be still further increased. The rate at which production for export was increasing could be gauged from the following figures of Annual Marketing Board purchases of seed cotton since 1949-50 when the Cotton Marketing Board began operations:

<i>Season</i>	<i>Total Purchases</i>	
		<i>Tons</i>
1949-50	. .	33,379
1950-51	. .	42,440
1951-52	. .	63,728
1952-53	. .	51,003
1953-54	. .	76,833
1954-55	. .	100,176

Benniseed and soya beans are two minor crops grown almost entirely in the Northern Region in the area around the lower Benu River. A few hundred tons of both crops are produced in Ogoja Province in the Eastern Region. In the 1954-55 season, the total tonnage of each crop purchased for export was greater than in any previous season.

Evacuation of Crops to Port

The licensed buying agents appointed under each of the Marketing Schemes operated by the Boards were responsible not only for the purchase and storage of produce, but for its evacuation from the growing areas to ports of shipment according to detailed instructions issued by the Boards. The exception to this arrangement was seed cotton; instead,

buying agents were responsible for the delivery of their purchases to the cotton ginneries operated by the Board's licensed ginning agents.

In most cases, during the period covered by this Report, the evacuation by road, rail and water of produce purchased by the Western and Eastern Regional and Southern Cameroons Boards proceeded satisfactorily and adequate stocks were maintained at port to meet export commitments. In the case of palm oil, however, there was from July quite a serious decline in the quantity of oil coming forward to port. This decline was inconsistent with the normal pattern of production and evacuation of palm oil purchases. The seasonal fluctuations to which oil purchases had recently become subject dictated the necessity for increased bulk storage capacity for palm oil at port. This additional storage would enable the rapid and steady clearance of stocks from up-country during the peak purchasing season and, at the same time, facilitate the overseas marketing of oil to be spread throughout the year to the best advantage. Measures to provide additional bulk storage capacity were being taken.

The Northern Regional Marketing Board encounters the most formidable transport problems. Some of the groundnuts purchased by that Board must be carried almost a thousand miles to port and almost the whole crop must depend for transport upon the railway line from Kano. The geographical difficulties were overcome in the 1954-55 season. This achievement was largely due to the fact that the Railway Corporation's demands for more engines and rolling stock were met and the Corporation was able to increase its railments. Thus, unlike previous years when inadequacy of transport facilities resulted in the build-up of increasing railhead stocks of groundnuts in the Northern Region, a situation fraught with considerable expense in storing and losses through deterioration and insect infestation, the 1954-55 season saw the evacuation of the last of the groundnut stocks railed to port before the beginning of the next season.

Ginning Arrangements for Cotton

The British Cotton Growing Association was the cotton ginning agent of the Northern and Western Regional Marketing Boards. The Association operated 10 ginneries situated in the cotton-growing areas at Funtua, Gombe, Gusau, Kontagora, Lokoja, Mai, Inchi, Mallumfashi, Misau and Zaria in the Northern Region and at Oshogbo in the Western Region. The Association took over the purchases from licensed buying agents at each ginney and was then responsible for ginning, handling and evacuation of the lint and seed. The layout of ginneries was designed many years ago when the Nigerian cotton crop was only a fraction of its present size. Consequently the ginneries had begun to operate under great difficulties to cope with an unprecedented tonnage of seed cotton which has to be ginned within a few months. The Association was in the process of increasing its total ginning capacity both by extensions to existing plant and by the establishment of new ginneries in order to meet the increasing level of production. Meanwhile, by exploiting all

resources and organising extensive shift-work, the Association succeeded in ginning the last of the 1954-55 season crop by the 24th September, 1955.

The Quality of Produce Exported

Under the terms of its Ordinance, the Nigeria Central Marketing Board is responsible for prescribing grades and standards of quality for the produce purchased by Regional Marketing Boards for export. The Central Board, in exercising these powers, seeks the advice of the Regional Boards and at the same time takes into account the overseas selling demands for the produce concerned by consulting the London Offices of its selling organisation, the Nigerian Produce Marketing Company Ltd. In this connection, the following two significant measures were introduced in 1955, the first designed to raise still further the quality of palm oil and the second to institute an improvement in the quality of Northern groundnuts.

Special Grade Palm Oil

The producer price structure for graded palm oil is especially designed to encourage the production of high quality oil and, since the establishment of the Nigeria Oil Palm Produce Marketing Board, great progress has been made towards this end. In 1954, purchase of Special Grade Palm Oil, containing not more than $4\frac{1}{2}$ per cent of free fatty acid, were just over 60 per cent of the total purchases, compared with just over 50 per cent in 1953. For the 1955 Season a new Special Grade, known as Special Grade 'A' and not containing more than $3\frac{1}{2}$ per cent free fatty acid, was introduced alongside the existing Special Grade—containing not more than $4\frac{1}{2}$ per cent of free fatty acid—which was now called Special Grade 'B.' This innovation was a distinct success as 61.46 per cent of total purchases of palm oil made in the 1955 marketing year were bought as Special Grade 'A'

Special Grade Groundnuts

The decline in the world market value of oilseeds emphasized the need to improve the quality of Nigerian groundnuts exported from the Kano area. It is especially important that groundnuts should contain as little free fatty acid as possible, and it has now been proved that a rise in the free fatty acid content takes place with greater rapidity in split or broken nuts than it does in whole nuts. It was, therefore, decided to introduce a special grade of groundnut which should contain not less than 70 per cent weight of whole nuts and to pay a premium of 30s. per ton above the fixed price for ordinary or standard groundnuts. It was believed that this step would encourage more careful handling and decortication of groundnuts and eventually lead to a general improvement in the quality of the crop. The new grade was first purchased from the opening of the 1955-56 season in November, 1955, but it was not yet possible to comment on the results achieved.

Producer Prices

Advice on produce price policy is conveyed to the Regional Marketing Boards by the Central Board, but the actual determination of producer prices is the responsibility of each Regional Board. Although uniformity of prices for one crop in the several Regions was a general aim, special considerations may lead to a disparity and, in particular, the prices received by producers are affected in different ways by the Regional produce tax systems. The following tables show the prices paid by the Boards for each crop in the 1954-55 season and, in the case of oil palm produce, in the 1955 marketing year:

Cocoa, Main and Light Crop

(naked ex-scale port of price)

<i>Marketing Board</i>	<i>Grade I</i>	<i>Grade II</i>
	£	£
Western Region	200	185
Eastern Region	200	185
Northern Region	200	185
Southern Cameroons	200	185
Prices fixed by Nigeria Cocoa Marketing Board for 1953-54 Season	170	155

Oil Palm Produce

(Naked ex-scale Bulk Oil Plant or port of shipment prices)

<i>Marketing Board</i>	<i>Palm Kernels</i>	<i>Special Grade Oil</i>		<i>Technical Oil</i>			<i>Plantation Palm Oil</i>
		'A'	'B'	I	II	III	
	£	£	£	£	£	£	£
Western Region	31	60	52	45	38	30	60
Eastern Region	30	58	48	38	28	20	58
Northern Region	31	60	52	45	38	30	—
Southern Cameroons	31	—	—	40	—	—	60
Prices Fixed by Nigeria Oil Palm Produce Marketing Board for year 1954	34	65	—	50	38	33	65

Groundnuts

	<i>Kano Area</i> (naked ex-scale delivered to port price per ton)	<i>River Area</i> (naked ex-scale at First Zone buying stations per ton).
Northern Region Marketing Board	£46 8s. 9d. (on deliveries before 1st April, 1955) £46 9s. 3d. (on deliveries on or after 1st April, 1955)	£36
Prices fixed by Nigeria Groundnut Marketing Board for 1953-54 Season	£36 per ton naked ex-scale at railhead	£36 per ton naked ex-scale at First Zone buying stations.

In previous years a flat rate producer price was paid at all railheads in the Kano Area: in the 1953-54 season this was £36 per ton. Following the Nigerian Railway's revision of groundnut freight rates, a new basis was adopted for fixing the Kano Area Producer Prices in the 1954-55 season. The standard price was fixed at £46 8s. 9d. (increased to £46 9s. 3d. during the season on delivery to port). At no station was the price paid less than that payable during the previous season, and the average railhead producer price was £36 11s. 9d. per ton. In the River area, there were four price zones. Producer prices were at a flat rate within each zone, and distance from port determined into which zone each station was placed.

Seed Cotton

(Minimum basic producer price per pound).

Marketing Board Northern Region	Grade NA I 6.1d.	Grade NA II 5.6d.	Grade NA III 5.1d.	Grade Benue 5.5d.
Western Region	Grade IN I 6.25d.	Grade IN II 6.0d.	Grade IN III 5.5d.	
Prices fixed by Nigeria Cotton Marketing Board for 1953-54 Season	NA I 6.0d.	NA II NA III 5.8d. 5.4d.	IN I IN II 6.0d. 5.75d.	IN III Benue 5.5d. 5.5d.

Benniseed

(Minimum naked ex-scale buying station price per ton.) (This scheme was operated in the Northern and Eastern Regions by the Nigeria Groundnut Marketing Board.)

Price fixed by Nigeria Groundnut Marketing Board for 1953-54 Season.	£ 36
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Soya Beans

(Minimum naked ex-scale buying station price per ton)

Marketing Board	£
Northern Region	20
Eastern Region	20
Price fixed by Nigeria Groundnut Marketing Board for 1953-54 Season.	20

Regional Taxes on Produce

The producer prices given above were those fixed by the Regional Marketing Boards. Each Regional Government, however, introduced some form of taxation on produce. In the Eastern Region, a Produce Purchase Tax operated and was deemed to be chargeable on purchases by the Marketing Board or its licensed buying agents. In the other three Regions, a Produce Sales Tax was deemed to be levied at time of sale of the produce to a licensed buying agent or to the Marketing Board itself. That is to say that in the Northern and Western Regions and in

the Southern Cameroons the producer received the price fixed by the Board concerned, less the amount of the tax; whereas in the Eastern Region the producer received the full price fixed by the Board, which itself had to bear the burden of the Produce Purchase Tax. The rates of tax imposed by each Regional Government during the period under review were as follows:

Produce	Produce Purchase Tax	Produce Sales Tax			
	E.R.M.B. per ton	N.R.M.B. per ton	S.C.M.B. per ton	W.R.M.B. per ton	
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	
Cocoa	4 0 0	4 0 0	4 0 0 ^(a)	4 0 0	
Palm Kernels	2 0 0	1 0 0	2 0 0 ^(b)	1 0 0	
Palm Oil	4 0 0	1 0 0	4 0 0 ^(b)	1 0 0	
Groundnuts	—	1 0 0	—	—	
Benniseed	0 10 0	0 10 0	—	—	
Soya Beans	—	0 2 6	—	—	
Seed Cotton	—	per lb. $\frac{1}{10}$ th of a penny	—	—	

(a) From 1st January, 1955, only.

(b) From 1st April, 1955, only; for the 3 months before that date, tax was at half these rates.

It will be seen from the tables that oil palm produce prices were considerably lower in the 1955 marketing year than in 1954. Even so, the Regional Marketing Boards were heavily subsidising the production of Special Grade Palm Oil. Producer prices for cocoa were increased by £30 per ton and seed cotton prices were also slightly raised. The prices paid for groundnuts, benniseed and soya beans remained virtually unchanged for the fourth successive season in the case of benniseed.

Local Processing of Groundnuts

Towards the end of 1954, the Northern Regional Government raised the annual quota of groundnuts to be released to the four Kano crushers by the Northern Regional Marketing Board from 40,000 tons to approximately 80,000 tons. The directive from the Northern Region Minister of Local Industry to the Northern Regional Marketing Board conveying this decision also directed the Board to make arrangements, in consultation with the Nigeria Central Marketing Board, and as soon as practicable, for the sale of groundnuts to the crushers to be made on the basis of the Kano equivalent of world market price, and for crushers to be free to export the processed products on their own account. The complex preparatory measures for the implementation of this new relationship between the Board and the Kano Crushing Industry were completed by the end of the 1954-55 groundnut season and the new arrangements went into effect with the opening of the 1955-56 season.

The Selling Operations of the Nigeria Central Marketing Board

The Central Marketing Board took over the selling commitments embodied in the agreements made by the former commodity marketing Boards and, except in the case of cotton lint, there was no important change in overseas selling arrangements during 1955. The following notes indicate the terms of these arrangements.

Cocoa. Cocoa was sold overseas on the free market under normal commercial conditions without discrimination in favour of any consuming country or individual buyer. The selling prices which the Board obtained were directly dependent on current world market values.

Oils and Oilseeds. The greater part of the Board's exports of oils and oilseeds were sold under bulk contracts with large industrial users in the United Kingdom. Quantities to be delivered in a season were closely prescribed so that there was due allowance for variation in the size of crop and scope for sales outside bulk contracts. Prices payable were based on average market values as agreed weekly in London by the Nigerian Produce Marketing Company, Ltd. and the United Kingdom users. These bulk selling arrangements provided an assured sale for a large proportion of the Board's purchases to buyers of high repute. This was the most important consideration when world production of oils and oilseeds was increasing and buyers were becoming more and more selective. A part of the Central Marketing Board's total export of oils and oilseeds was sold outside the selling organisation to take advantage of local market opportunities in various parts of the world and to maintain contact with buyers who might provide useful markets in future years.

Cotton Lint. Originally all exports of cotton lint made by the Nigerian Cotton Marketing Board took place under long-term selling agreement with the British Raw Cotton Commission. The activities of the Commission ceased on the 31st August, 1954, as a result of H.M. Government's decision to restore freedom to the cotton trade. At that time, the British Government announced that agreements entered into by the Commission would be honoured in full in accordance with their existing terms or varied only in agreement with the Marketing Board with which they were concluded. After thorough examination of future marketing arrangements, however, the Nigerian Cotton Marketing Board agreed to terminate the agreement before its date of expiry and made arrangements accordingly for selling the 1954-55 season cotton crop on the free market. Consequently, the whole crop was shipped during 1955 under contracts with private buyers. Contracts up to 1956 were on the basis "on description, fair average quality" for a specific grade, but it may be possible to ship to ginnery mark and length of staple and thereby attract better prices. Sales were negotiated according to normal commercial considerations, without discrimination in favour of any individual buyer. When the long-term selling agreement with the Raw Cotton Commission

was ended by mutual consent, it was agreed that the Liquidator appointed by the Commission should pay, as a development premium, £4 per bale in respect of each bale of the Nigerian 1954-55 season cotton crop imported into the United Kingdom in excess of 60,000 bales during the calendar year 1955.

Marketing Trends during 1955

Generally speaking, 1955 was a year of falling values for Marketing Board exports. The commodity marketing Boards had enjoyed abnormally buoyant markets almost consistently since their establishment, but that phase was now past.

The trend of world market values for each class of produce is indicated below:

Cocoa. In January, 1955, prices for early delivery on the London Market ranged between £407 and £376 per ton; in December the corresponding price was £250 per ton. Most of the 1954-55 crop was sold early in the season at the higher values and the average f.o.b. price for almost the whole of the crop was £368 11s. 6d. per ton. Early sales of the 1955-56 crop proved very difficult, but by the end of 1955, 35,819 tons of main crop cocoa had been sold at an average f.o.b. price of £241 6s. 0d. per ton. The price at which the Western Region Marketing Board "breaks even" on its sales of cocoa was approximately £263 per ton. Therefore the Board was drawing heavily on its price support reserve to meet the deficit between current selling prices and its guaranteed producer price.

Palm Produce. There was no pronounced trend in the value of palm oil produce exports during 1955. The f.o.b. prices received for shipments in December are representative of values during the year and were as follows:

Palm Kernels	£43 17 0	per ton
Technical Oil (12% f.f.a.)	£67 10 0	" "
Edible Oil (5% f.f.a.)	£74 11 0	" "

Groundnuts. The Northern Regional Marketing Board suffered a trading loss on groundnuts sales during most of 1955 and has had to draw heavily upon its accumulated reserves to support producer prices. At the 1955 guaranteed producer price, the Board needed an f.o.b. export price of at least £60 per ton in order to cover its costs. Monthly market values, on which the price of the Board's bulk contract shipments were based, fluctuated between £64 15s. 6d. per ton f.o.b. in January and £52 15s. 0d. per ton f.o.b. in September. A total of 116,500 tons of the 1954-55 crop of groundnuts was sold outside the terms of the bulk contracts at an average f.o.b. price of £58 7s. 3d. per ton.

Groundnut Oil and Cake. The weak demand for groundnuts was naturally associated with a lack of interest in groundnut oil. A technical shortage in the United Kingdom temporarily boosted prices

in July, but by October it was difficult to attract buyers at £90 per ton f.o.b. The value of groundnut cake declined slightly during the year and up to November a total of 31,750 tons was sold at £35 5s. 3d. per ton f.o.b.

Benniseed and Soya Beans. The market for benniseed and soya beans was influenced as a matter of course by the trend of groundnut prices. Prices for benniseed were, however, much better than for groundnuts and some very profitable sales were made on the Italian market. A total of 19,400 tons of the 1955-56 crop of benniseed was sold during 1955 at an average f.o.b. price of £61 17s. 7d. per ton. Soya bean prices sagged in the course of the year and a total of 8,185 tons of the 1955-56 crop was sold out at an average f.o.b. price of £36 13s. 10d.

Cotton Lint. Throughout 1955 the Liverpool Cotton market was depressed by uncertainty about the future cotton policy of the United States and the possibility of large American exports. At the beginning of the year, a price of 32.38d. per lb. was being quoted on the Liverpool Exchange for March-April delivery. In the following months prices fluctuated, but there was a general weakening of demand and the lowest price of the year (for early deliveries) was 26.8d. per lb. quoted on 30th November. Total sales of the 1954-55 season crop amounted to 179,905 bales of NA grade, 4,725 bales of Benue grade and 2,420 bales of IN grades. The average f.o.b. price obtained for the NA Grades was 30.51d. per lb.

Cotton Seed. Cotton seed sold relatively well during 1955 and f.o.b. prices varied between £20 9s. 10d. and £25 13s. 0d. per ton.

THE WEST AFRICAN STORED PRODUCTS RESEARCH UNIT

The West African Stored Products Research Unit (W.A.S.P.R.U.) was formed to combat the problem of storing export produce and local foodstuffs in Nigeria. The losses that result every year from pest infestation and deterioration in stored products represent an enormous cost to Nigeria and especially to the Marketing Boards. There is no doubt that these losses have been significantly reduced in recent years by the Unit's entomological and chemical research and the practical recommendations that have resulted.

W.A.S.P.R.U. consists of a small team of scientists and maintained an office and laboratories at Lagos, Ibadan and Kano. For administrative purposes, its officer-in-charge was responsible to the Director of Marketing and Exports. Previously the Unit's work had been almost entirely concentrated on the export produce of the Marketing Boards; during 1955, however, it embarked upon new research work on local foodstuffs, grains and pulses. The technical direction of the Unit was the responsibility of the Sub-Products Sub-Committee of the Colonial Office. There was also very close liaison with the Regional and Federal Produce Inspection Services which were largely responsible for implementing the recommendations made by W.A.S.P.R.U. Until 1955, the Unit derived 90 per cent of its funds from Nigeria and the balance

from the Governments of Gambia and Sierra Leone. From the end of the 1954-55 financial year, the latter two territories ceased to contribute and funds were provided in four equal parts by the Nigeria Federal Government and the Marketing Boards of the Eastern, Northern and Western Regions.

W.A.S.P.R.U's functions in 1955 may best be indicated by a note of its work in connection with groundnut storage. For several years most of the Unit's resources had been committed to combating pest infestation and deterioration of groundnut stocks in the Northern Region, a work of direct and obvious importance in view of the heavy losses that the Groundnut Marketing Board was incurring in this direction. After some years of laboratory research and field tests, a great deal of knowledge and experience has been accumulated and a variety of effective precautions and devices have been formulated for the protection of groundnut stocks in pyramids and stores.

In particular, the hazards of infestation by *Tragoderma granarium* and other insects have been brought under control by developing a technique for the spraying and fumigation of groundnut stocks with methyl bromide gas. In 1950, relatively little was known about the habits of these insect pests or the means of destroying them, and old stocks of groundnuts were ravaged for want of really effective protection. W.A.S.P.R.U. undertook basic research into the subject and into the technical problems of destroying the insects in the stocks by means of toxic gas. The methods that were evolved have been brought to a high degree of efficiency, and routine fumigation of stocks is undertaken by a special Pest Infestation Control Unit staffed and operated by the Produce Inspection Service. The progressive decrease in the tonnage of each crop infested with *Trogoderma granarium* testifies to the success of these methods: of the 1952-53 groundnut crop 111,500 tons were infested; of the 1953-54 crop 47,000 tons and of the 1954-55 crop less than 22,000 tons.

Other important subjects on which W.A.S.P.R.U. was engaged was research into the mechanism of free fatty acid formation in groundnuts and the means by which a rise in free fatty acid can be inhibited. In connection with cocoa storage, an entomological investigation was made to ascertain the reactions of an important insect pest, *Lasioderma serricornis*, to various physical conditions. Work was undertaken in the Eastern Region to investigate chemical aspects of the storage, quality and testing of palm oil and in February, 1956, a specially trained chemist was to be stationed at Port Harcourt to deal solely with problems relating to palm oil quality. Storage trials on various products were also in progress and the Unit undertook several special investigations and practical tests at the request of various authorities responsible for produce storage.

Produce Inspection

The three Regional Produce Inspection Services and the Federal Produce Inspection Service, all established in accordance with the

decisions of the Constitutional Conference, having completed more than a year's operations, adjusted themselves as separate entities. The Federal Service continued to form a section of the Department of Marketing and Exports and was responsible for check-testing for grading at ports as well as in the Southern Cameroons.

Operation of respective services in port, involving as it does the presence there of representatives both of the Regional and the Federal bodies, was carried out with a highly satisfactory degree of co-operation, which was fostered by the creation of a Produce Inspection Liaison Committee, the aim and object of which was to co-ordinate the technical operations of the different services and to act as a forum for the exchange of views on mutual problems.

Produce inspection legislation continued to be a central subject, the responsibility being the Federal Produce Inspection Board's. This Board acted on the advice of Regional Produce Inspection Advisory Committees. During the year, work was completed on the revision, in the light of constitutional change and of experience gained to date, of the former Produce Inspection Ordinance and it was hoped that a Bill for the introduction of this new legislation would be introduced in the near future.

ANIMAL HUSBANDRY

Distribution and Ownership

The total number of livestock in the Federation is not known with accuracy. Figures based on Jangali tax returns and on observations are as follows:

	<i>Cattle</i>	<i>Sheep</i>	<i>Goats</i>	<i>Pigs</i>
Northern Region . . .	4,000,000	2,075,000	4,800,000	38,000
Western Region . . .	70,000	300,000	650,000	108,000
Eastern Region . . .	77,000	600,000	1,000,000	32,000

In the Northern Region cattle were mainly distributed north of latitude 9°N. Most cattle were owned by Fulani and were generally managed on a semi-nomadic system, being compelled to move to riverine or fadama country in the dry season. Other important owners were Shuwa Arabs. Ownership of sheep and goats was widespread and included farmers, villagers and townsmen. Some pigs were kept by the non-Muslim people of the Middle Belt and imported breeds were maintained by Government departments and by a private firm in Kano.

In the Western Region, the cattle are mainly of the West African Short horn breed which is indigenous to the high forest, and crosses thereof with Northern Nigerian Zebu breeds. The former are known as Muturu or Dwarf Branchycares, and the latter, which are now almost established as a breed, as Keteku. The Department of Agriculture also made Ndama stock-bulls available on loan to selected herds. The Ndama have all the best features of indigenous breeds and are slightly

larger, thus making them suitable for work as plough or cart oxen. Sheep and goats are the indigenous dwarf West African type. Livestock in the Region was all peasant-owned, few owners having more than 10 of any species.

In the Eastern Region, the majority of the cattle were owned by the local people. Of the Zebus, nearly 7,000 were owned by the Fulani in Onitsha and Ogoja Provinces whilst about 1,500 were owned by the Eastern Regional Development Corporation on the cattle ranch at Obudu. The Corporation also ran a small herd of about 200 Montbelliards. The Dwarf Cattle or Nigerian Short-Horns were scattered throughout the Region but were found in their largest numbers around Nsukka, Abakaliki, Afikpo, Awka and Calabar. They were owned principally by the chiefs and wealthier sections of the community and were used mainly in connection with festivals and dowry. Unlike cattle, sheep and goats were fairly widely distributed throughout the Region, the sheep being found mainly in the grasslands whilst the forest country held a majority of the goats. They are owned by all classes of people. No fixed type of husbandry existed, the animals being allowed to forage for themselves. Pigs were scattered all over the Region but were mainly concentrated around Onitsha, Port Harcourt and Calabar.

Production and Processing

Production figures of livestock products can only be estimated. It is estimated that about 520,000 cattle valued at about £8 million and 1,500,000 sheep, pigs and goats valued at about £2 million were slaughtered in the Northern Region in 1955. Figures for the Eastern and Western Regions are not available. The Western Region was entirely dependent on the North for supplies of fresh meat. During the year 83,124 Zebu slaughter stock and about 2,000 horses entered the Eastern Region, mostly from the Northern Region and adjacent French territories. In the Northern Region about 250 million lb. of meat were consumed.

In the Western Region, trade in animal by-products, which is mainly centred on Ibadan, includes bones, horns and hooves. Export figures were as follows:

<i>By-Product</i>	<i>Quantity</i> <i>Tons</i>	<i>Price per Ton</i> <i>s.</i>
Bones	450	160
Hooves	7	195
Horns	26	115

About 90 per cent of the hides produced in the Region were bought for export purposes.

In the Eastern Region, only a little more than a third of the hides produced were prepared for export. The rest were eaten or used for the making of inferior leather or ropes. The majority of skins were used for floor covering.

In the Northern Region, 6,500 tons of hides valued at £1,500,000, 600 tons of sheepskins valued at £250,000 and 2,500 tons of goatskins

valued at £1,650,000 were exported during the year. A small proportion of the leather produced in the region was processed by local farmers as raw materials for leatherwork.

VETERINARY DEPARTMENT

The Veterinary Department was fully regionalised, each of the three Regions having its own field staff controlled from headquarters at Kaduna, Ibadan and Abakaliki. The Chief Veterinary Officer in each Region was responsible to the appropriate Regional Ministry for the implementation of Regional policy. The Federal Department of Veterinary Research was in the portfolio of the Federal Minister of Research and Information and had its headquarters at Vom. The Department was divided broadly into the Research and Vaccine Production Laboratories, the Veterinary School and Clinic, the Livestock Investigation Centre and Egg Production Unit and the Lagos Veterinary Establishment. During the year, the established staff of the Federal Department comprised 24 Senior and 115 Junior Service Officers.

Efforts to Improve Production

The Laboratories were responsible for the production of vaccines against twelve diseases of livestock, and production during the year was in the region of 5½ million doses. Research on animal diseases proceeded in association with vaccine production, improvement in techniques of production, testing and packing, collection of field strains, testing of immunity engendered and improved types of vaccine. In addition, one division of the laboratories was charged with research, survey work, control and chemotherapy of parasitic diseases. During the year, this division carried out surveys and experimental observations in the Northern and Western Regions. Species of parasites new to Nigeria were recorded and satisfactory drug trials were carried out.

The activities of the Livestock Investigation Centre and the Egg Production Unit covered the production of animals and fertile eggs for vaccine testing and production and for experimental investigations. The farm provided much material for use in teaching students. Milk was produced, pigs were reared and pasture improvement and fodder conservation were practised. A programme of artificial insemination using imported semen was yielding interesting results.

A small bacon factory was incorporated in the Livestock Investigation Centre and this processed pigs from the farm and also for pig breeding contractors. The following products came from the factory and associated cold store during the year:

	<i>lb.</i>		<i>lb.</i>
Bacon (from Departmental pigs)	6,839	Pickled Pork	92
Bacon (for contractors and other breeders)	27,838	Sausages	1,481
Fresh Pork	1,753	Lard	1,339
		Mutton	44

Production of milk at the Livestock Centre was approximately 10,450 gallons in 1955.

The Lagos section of the Department handled a considerable number of clinical cases and examinations for export of hides and skins, and other animal products and livestock. For example, examinations were made for the issue of certificates for 1,097 West African Grey Parrots, 97 horses, 105 dogs and 167 monkeys. These figures show an overall increase of 400 per cent over the previous three years. The Clinic income exceeded £1,000 received for the treatment of dogs, cats and equines.

Assistance was given to the Medical Department in an outbreak of ringworm amongst children. Over 500 blood samples and 700 faecal samples from animals were examined. An outbreak of foot and mouth disease in pigs and cattle was checked in four weeks.

FORESTRY

Nigeria is a country mainly of savannah woodland; these woodlands, apart from narrow belts of forest along their water courses, supply only small-dimension lumber and firewood for local use; the rain forest of the coastal belt alone yields export timber in large quantities.

The northern limit of this rain forest runs roughly along a line from Ilaro in the west, through Oyo, Ado-Ekiti, Onitsha, Abakaliki and Ogoja, to a little north of Mamfe in the Southern Cameroons in the east. The Northern Region falls entirely outside the rain forest belt; it is savannah country from which is extracted a limited amount of wood for domestic consumption. But the growth of these trees and shrubs is the only safeguard against soil erosion available under the primitive system of peasant agriculture which prevails over most parts of the country. The greater part of the tree growth in Nigeria should, in short, not be classed as forest but as essential agricultural fallow.

Areas and Management

At the end of 1955, there were 2,595.40 square miles of State Forest and 4,765.17 square miles of Communal Forest Reserves in the Western Region; 2,689 square miles of Government Forest Reserves on Communal lands and 7 square miles on Crown land in the Eastern Region; and a total of 20,174 square miles of forest reserves in the Northern Region. There was no private freehold forest. Forest policy in the three Regions was to build up permanent forest estates and to demarcate, protect and manage them on a sustained yield principle for the benefit of the people. In the Northern Region, the first part of this programme was still being followed; in 1955, 1,077 square miles of forest reserves were constituted and 41 square miles of Communal Forestry Areas were declared. In the Eastern and Western Regions which cover the rain forest zone preservation is as complete as is practically possible, after due allowance has been made for agriculture. In the Northern Region there was still ample land and considerable progress will be possible.

Reservation amounted to 15.6 per cent of the land area in the Western Region, 10.4 per cent in the Eastern Region and 7.1 per cent in the Northern Region. Recent estimates placed productive forest resources, either developed or capable of being developed, at 50 square miles of mangrove forests, 8,386 square miles of high forest and 16,571 square miles of savannah woodland. Forests reserved for protective purposes were estimated at 485 square miles of high forest and 3,622 miles of savannah woodland. The agricultural woodland fallows and unclassed forests, some part of which may be, but was not yet, legally set aside as forest, were placed at 650 square miles of mangrove, much of it of extremely poor quality, 5,556 square miles of high forest secondary growth and 84,061 square miles of savannah woodland.

The problem in Nigeria is not that of afforestation or planting. It is one of maintaining in good productive order existing natural forests and woodlands. It is in the Western Region that, largely for the export trade, the most intensive exploitation of forests takes place and where, therefore, rational management is most easily feasible. The high forest reserves of this Region, as opposed to open savannahs, amounted to approximately 4,000 square miles, the greater part of which had been, or shortly would be, placed under working plans which prescribe area control of felling on an estimated rotation of 100 years.

Production and Processing

In the Eastern Region, 953,790 cubic feet in log form and 4,121 cubic feet as sawn timber were exported from unreserved lands during the year. Known sawmills intake was 168,437 cubic feet. The production from reserves of timber, pitprops and fuel was 524,500 cubic feet as compared with 415,400 cubic feet in the previous year from the same area. The known use of timber as fuel in the Eastern Region for the year totalled 1,650,844 cubic feet. There was a decrease in exports of 547,152 cubic feet as compared with the previous year, but this market depends on very unstable sources of supply and may fluctuate considerably. Sawmills existed at Calabar, Oron, Opobo, Port Harcourt and Isiokpo. Four of these were privately owned, but the one at Opobo was a part of the Eastern Regional Production Board boatyard. The main exploited species for export were *Chlorophora*, *Khaya*, *Entandrophragma*, *Lovoa*, *Triplochiton*, *Terminalia ivorensis* and *Mitragyna*. *Chlorophora* was chiefly used for local lumber; *Chlorophora*, *Pterocarpus* and *Sarcocephalus* were used for canoes; *Avicennia*, *Gmelina* and *Tectona* were used for pitprops; whilst indigenous hardwoods, *Gmelina*, *Tectona* and *Cassia siamea*, were chiefly used for firewood. Negotiations were completed during the year for a 20-year contract covering 320 square miles of the Cross River Group of Reserves. A ten-year contract for the exploitation of the Mamu Reserve and a five-year contract for Effium Reserve were signed and work on the latter started.

In the Western Region, the timber industry was left to private enterprise. During the year a Nigeria Timber Trade Association was formed by firms and individuals taking an active part in the timber industry,

its primary object being "to promote, protect and develop all matters affecting the timber industry of Nigeria." Over 90 per cent of the members operated in the Western Region. Export figures (plywood and veneers not included) for the past five years showed that Nigerian timbers were well-established on world markets and that demand was increasing. Figures in cubic feet Hoppus measure for 1951-55 are as follows:

	1951(a)	1952	1953	1954	1955
Logs	16,845,000	7,706,000	11,821,866	10,254,084	14,504,000
Sawn	955,714	949,429	1,137,852	1,282,472	1,517,000

(a) Korean "boom" year.

It was estimated that 90 per cent of Nigerian timber exports came from the Western Region.

Sawmill potential within the Region was over 4 million cubic feet of output a year. The African Timber and Plywood Ltd. plywood mill at Sapele was producing over 500,000 cubic feet of plywood and 30,000 cubic feet of veneers annually.

In the Northern Region, there was only one forest saw-mill in operation. This mill, situated in reserved high forest in the Jema'a Division of Plateau Province, had a potential output of 50,000 cubic feet per annum, most of which was disposed of to the Public Works Department. The greater bulk of the sawn timber used in the Region was produced by pitsawyers who operated in the forest outliers and fringing forests, supplemented by imports from the Eastern and Western Regions. Pitsawing was almost exclusively confined to three species: *Khaya grandifoliola*, *Chlorophora excelsa* and *Khaya Senegalensis*, but as many as seventeen species had been utilized by the sawmill. Negligible quantities of sawn timber were exported to adjoining French Territories. Prices varied from as little as 7s. per cubic ft. at roadside in Benue Province, to as much as £1 per cubic foot in Katsina.

Marketing

There was no significant change in the marketing of forest products. Overseas demand increased, particularly in the United Kingdom and Western Germany, and the market was steady throughout the year, though still highly selective.

Training and Research

In 1955 the Department of Forest Research, which had hitherto existed as the Forest Research Branch, was firmly established and given its present name. A conference on natural resources was held in Lagos in February, and attended by Federal and Regional Ministers. Its purpose was to work out a system by which research in agriculture, animal health, forestry and fisheries could be co-ordinated and controlled throughout Nigeria. The main decisions reached at this conference were

that there should be a Council of Natural Resources for controlling research and, working to it, technical committees dealing with each subject, the members of these committees to be the Federal Heads of Research Departments and the Regional Heads of the Departments for each subject.

The Forestry Technical Committee met three times during the year. No progress was made in research on forest engineering and utilization because the Forest Engineer was transferred to Sierra Leone.

Considerable research work was carried on in silviculture. In the Western Region two officers were permanently engaged. Work started in 1954 was continued and further investigations were started, particularly in Benin. Most of the research connected with natural regeneration was continued. The investigations dealing with the use of contact arboricides yielded a considerable amount of information but had not yet been concluded. A trial was made with the Malayan and Gold Coast systems of carrying seedling counts and these were compared to the Nigerian system.

In the Northern Region, one officer continued investigations both in the Kurmis and the savannah forest. His research concerned natural regeneration in the Kurmis, planting methods and nursery techniques and the question of producing fuel either from plantations or from the natural forest in areas at present covered by savannah forest. A large new investigation which compares artificial and natural methods of regeneration in savannah forest was started during the year.

An officer posted to the Eastern Region studied methods of silvicultural research at Ibadan in December.

In the botanical section, emphasis was on both ecological studies and the collection and identification of herbarium specimens. A special collection of specimens was made in Adamawa Province and later another in the Southern Bakundu Reserve in the Southern Cameroons. In 1955 the herbarium contained over 25,000 specimens and the number was increasing.

Ecological studies included laying down sample plots in the high forest, located in mature forest and in forest from which the valuable trees had been exploited and in which the area had undergone regeneration operations. The aim was to study the phases of natural recovery of the structure of mature forest from the climber stage upwards and the process of the unaided natural regeneration and growth of the main components of each storey in high forest. Supplementing the sample plots were natural reserves of a more permanent nature whose object was the preservation in perpetuity of large blocks of forest. Less permanent, short-term investigations were also made. These took the form of vegetation reconnaissance and aimed at more intensive studies of soil and vegetation types. Work was also continued by Mr. Keay, at Kew, on the Flora of Tropical West Africa.

The work of the Forest School continued during the year. Nineteen Forest Assistants successfully completed the 1954-55 course in September; the 1955-56 course started in October with fifteen.

FOREST DEPARTMENT

The Forest Department was fully regionalised. In each Region there was a Chief Conservator of Forests responsible for carrying out the policy of the Regional Authority. Each Region was divided into a number of Conservator's charges, called "Circles," each comprising three or four Provinces. The Provinces were each intended to be under the charge of a Provincial Forest Officer, but owing to shortage of staff this was not always possible. The more important provincial charges had one or more Assistant Conservators attached to the Provincial Forest Officer.

The subordinate staff was divided into two categories: the uniformed staff of Forest Guards whose function is protective, and the technical staff of Forest Assistants, who have received an elementary technical Forestry training at the Forest School, Ibadan, and whose function is to relieve the Provincial Forest officer of some of his simpler duties such as mapping and the supervision of the labour carrying out forest operations. Besides these, there was the clerical staff and a small number of miscellaneous personnel. There were also, in the Senior Service, engineers, accountants, an administrative assistant and a forest estate officer charged with the settlement of forest reserves.

FISHERIES

The main sea-fishing grounds exploited were:

- (a) For trawling: a strip along the coast west from Lagos and extending outwards to the 20-25 fathom line.
- (b) For *ethalmosa fimbriata*: from the western edge of the Niger Delta eastwards to the Cameroons in depths up to 12-15 fathoms.
- (c) For *sardinella cameronensis*: westwards from the Benin River.
- (d) For sharks and sawfish: locally along the coast, particularly in the Eastern Region.

There is localised use of beach seines, set nets, and lines at places along the coast.

Inland there is fishing practically everywhere where there is water. The main fisheries are in the Delta, the two great rivers and their larger tributaries, the Hadeija system and the Nigerian portion of Lake Chad.

Fishing for *ethalmosa* ("bonga") *sardinella* ("Sawa") is carried out with encircling gill nets, and that for sharks and sawfish with floating set-nets. Inland, a great variety of nets, traps, lines etc, is used. Poison is frequently employed although its use is illegal. No attempt had been made to collect accurate statistics of catches. This would be a very considerable undertaking for which neither funds nor staff were available. It was reliably estimated, however, that there were about 450 bonga nets (each requiring a crew of 8 men) in use between Bonny River and the Cross River.

Two steam trawlers were operated from Lagos by a subsidiary of a United Kingdom company, but one went ashore and became a total

loss; the other has changed hands. A local businessman was operating a small diesel 55-ft. trawler out of Lagos. Several government loans of £200-£300 had been granted to individual fishermen for the purchase of gear; otherwise the industry was operated mainly by individually-owned canoes with crews employed on a share basis. Much of the inland fishery was on a subsistence basis though there was a considerable trade in dried fish from Chad and the Benue.

There was no export of fish. Local demand was well in excess of the present supply. There were no processing plants, cold stores or ice-making plants operated for the fishing industry. A large part of the catch was crudely smoked on the beach or river bank by the fishermen or their families. There was no marketing organization.

Efforts were being made to establish fish ponds in different parts. In the Eastern Region, such ponds existed at Opobo, Buguma, Ngo, Calabar and Ikot Ibritam and a start was made on others at Bende, Okigwi and Owerri Divisions. In the Western Region over 50 investigations on fish cultivation were made between 1950 and 1955, covering over 2,000 acres. Of this, 17 covering 709 acres of reservoirs and ponds yielded over 103 tons of fish and some of the stocked reservoirs were providing a source of revenue to the local Councils in the form of annual licence fees. To meet the growing interest in fish cultivation, the Government was contemplating mechanising pond construction work and had arranged for the necessary equipment to be supplied.

The Fisheries Department was divided into three Regional Departments and a Federal (Research) Department. The latter was staffed by one Chief Fisheries Officer, two Fisheries Officers and two Master Fishermen. The Eastern and Western Regions each had an establishment of one Fisheries Officer and the Northern Region an establishment of four. Staff recruitment was difficult on account of lack of the right type of men for the job and the aversion to fisheries work of boys with the standard qualifications.

The policy of the Fisheries Department was to produce more fish and fish products by the development of fish farming and sea-fishing. To some extent the year 1955 was a preparation for years of vigorous expansion which are scheduled to follow it.

MINING

Ownership of Mineral Rights

The entire property in and control of all minerals including mineral oils in Nigeria was vested in the Crown by virtue of Section 3(1) of the Minerals Ordinance, Cap. 134, of the Laws of Nigeria. This Ordinance, however, provided that the rights of any native of Nigeria to the customary taking of iron ore, salt, soda, potash and galena from lands, other than land within a lease or mining right, shall be maintained.

Prospecting for metalliferous minerals was lawful under a Prospecting Right, Exclusive Prospecting Licence or Special Exclusive Prospecting Licence, and metalliferous mining was lawful under a mining Right, Mining Lease or Special Mining Lease. Special provisions were made

for the prospecting and mining of radio-active mineral by the Radio-active Minerals Ordinance (No. 37 of 1947). Coal mining was conducted solely by the Nigerian Coal Corporation, a public corporation, established by the Nigerian Coal Corporation Ordinance, 1950, which provides for prospecting and mining of coal by the Corporation under licence from the Governor and for exemption from royalties. The prospecting and exploitation of mineral oil was controlled by the Mineral Oils Ordinance. Special legislation had also been enacted to cover the exploration and development of the lead-zinc deposits of Ogoja Province in the Minerals Development (Lead-Zinc) Ordinance (No. 9 of 1952).

The principal products of metalliferous mining during 1955, with values, were as follows:

<i>Mineral</i>	<i>Production</i>	<i>Approximate Value</i>
		£
Tin Ore (cassiterite)	11,254.00 tons (long)	6,004,500
Columbite (Columbium Ore)	3,146.00 " "	4,300,000
Tantalite	16.17 " "	40,000
Wolframite	3.10 " "	2,500
Monazite	—	—
Kaolin	27.50 " "	—
Lead Ore	15.80 " "	1,300
Zinc-Ore	—	—
Gold	881 ounces (troy)	8,850
Coal	749,000 tons	N.A.

Organisation of Industry

Metalliferous mining, which is practically all of an open-cast alluvial nature, is conducted by all grades of organisation ranging from large companies, who employ extensive capital equipment and conduct research into ore occurrences and mineral dressing, to private operators mining almost entirely by simple hand methods, employing tributers and other labour paid according to the amount of mineral won.

Tin and columbite were exported entirely in the form of ores, the former to the United Kingdom and the latter mainly to the United States with the remainder to the United Kingdom and Europe. The price of tin during the year averaged £707, £718, £748 and £775 in the first, second, third and fourth quarters of the year respectively. The price of columbite remained at 640s. a unit until early April when the United States Government stated that they were entering into no more contracts pending an appraisal of the situation. It was finally announced in June that existing contracts would more than complete the target of 15 million lb. of combined oxide; the market was most uncertain later. The ruling price at the end of the year was in the region of 250s. per unit. The high American price over the last five years had tended to shut out other users of the metal and strenuous efforts were now necessary to create a demand for columbite in the United Kingdom.

Tin ore shipped varied round 72-74 per cent tin, but was considered to be 72.5 per cent for the purposes of royalty. Columbite paid royalty on the assay value, but with minimum mixed columbium and tantalum oxides of 65 per cent, and was shipped with assay values up to 75 per cent. Gold production was absorbed internally, sales being at a somewhat higher figure than the Bank of England price. Shipments of the other metalliferous minerals mined were small. By the end of the year the International Tin Agreement had still not come into force as Indonesia had not yet ratified it. Production of tin continued at approximately the same rate as the year before.

In spite of the drop in the price of columbite, prospecting, particularly of the primary deposits, continued. A pilot plant was operating successfully on the Plateau and a large United States corporation had purchased a 52 per cent interest in a company whose main interests were columbite deposits at Odegi in Benue Province. This Corporation was going ahead with the erection of a large plant at Odegi.

The report on the iron ore deposits in Kabba Province and the Eastern Region was to the effect that exploitation at the present time would not be an economic proposition.

Temporary title was granted on the leases in Ogoja Province on the Nkalagu limestone, and a branch railway line had reached the site of the cement factory. The construction of roads and quarters was in the hands of a contractor and proceeding steadily.

Oil exploration continued at an even greater rate but no oil in economic quantities had yet been located. A well at Akukwa reached gas at very high pressure and was blowing off for some days before it was finally brought under control by an expert flown out from the United States.

Development work continued on a small scale on the lead-zinc deposit at Abakaliki. Future developments depended on the report of a consulting engineer who visited the area for two weeks in September and was to return to complete his inspection early in 1957.

A new colliery was planned at Ekulu near Enugu and work started on the necessary access road and bridge over the Iva River.

Considerable interest was taken in radio-active minerals, particularly thorite, and a number of samples were sent to the Atomic Energy Commission for testing. These minerals are obtained as by-products of the tin and columbite plants, particularly those treating primary columbite.

Prospecting of the liruie lode by a shaft, drives and cross-cuts continued during the year. A medium-sized ore body of marginal value was indicated and it was proposed to obtain further information regarding treatment costs by sending a bulk sample of the ore to the United Kingdom for testing.

A Special Exclusive Prospecting Licence over a basalt area was applied for by a company which proposed to test an invention of a Swiss engineer for mining deposits of this type. This method consists essentially in sinking a steel casing through the over-burden to bed-rock and then excavating the wash up to about 30 ft. radius from the shaft by means of water jets.

MINES DEPARTMENT

The Mines Department was administered by a Chief Inspector of Mines who advised the Government on mining policy and had a total approved establishment of 26 Senior Service officers and 53 Junior Service technical assistants. The Department was a Federal Government one, but posted officers to the Regions to act as advisers within the framework laid down by the Chief Inspector.

Functions of the Department included the administration of laws relating to prospecting and mining, and the guidance, control and inspection of such operations. The Department also conducted a Mines School which trained junior service personnel and the public in simple prospecting and mining methods applicable to local conditions. During the year, consideration was given to the introduction of adult classes for training in mining to a standard sufficient to enable Africans experienced in the minesfield to reach the statutory standard required of mines' managers. This was agreed to in principle and it was hoped to implement the proposal in 1957. It was also proposed to erect an ore-dressing plant on a pilot mill scale with the object both of carrying out treatment of local ores, and instructing pupils at the Mines School in modern methods of ore-dressing.

The staff position improved, mainly owing to the fact that four Nigerians, who were Junior Service members of the department, completed scholarship courses and became Senior Service members. Two more scholars were expected back in the New Year.

GEOLOGICAL SURVEY

The Geological Survey was a Federal Department, with headquarters at Kaduna junction in the Northern Region, where administrative control and laboratory facilities were centred. Branch offices existed at Jos, Enugu and Ibadan. Geological field work was carried out in all Regions and the Southern Cameroons during the year.

The senior staff establishment of the Department was 31, including 28 scientific officers, 2 drillers and one Establishment Officer. The posts of Establishment Officer and one driller were vacant, and there was one vacancy in the scientific establishment, which in 1955 included one Nigerian geologist.

Activities during the Year

Geological mapping was systematically carried out in parts of Bauchi, Bornu and Adamawa Provinces, in the Plateau tinfields, in Ijebu Province, and in the Niger Province. The rate of progress was affected by the availability of accurate topographical maps and aerial photographs.

The programme of drilling to determine the country's coal reserves came to an end early in the year. It is calculated that reserves of workable coal (i.e. in seams of 3 ft. 6 in. or greater thickness) amount to about 240 million tons. Nearly three quarters of this area is in the Northern, and the rest in the Eastern Region.

Geological mapping at the Younger Granite masses of the Plateau tinfields continued to yield valuable information about the distribution of columbite, tinstone and radio-active minerals in the different varieties of granite. Sources of supply of building stone and concrete aggregate were investigated at Ibadan, Abeokuta, Zaria and Kaduna. Help was given to the Railway Corporation in developing a quarry for railway ballast at Eziator, near Ndeaboh, Onitsha Province. The possibility of obtaining stone from Mount Cameroon was being investigated. Assistance in siting wells and boreholes was given to the Public Works Department and other interested bodies in all parts of the country.

An increase in scientific and technical staff was proposed as part of the Economic Plan, 1955-60. Particular attention will be given to geophysical methods of survey, to the training of junior staff in draughtsmanship and surveying, and to research into problems of mineral dressing. Fundamental geological mapping will continue, particularly in the Plateau tinfields and North-Eastern Nigeria, and will be resumed in the Southern Cameroons when aerial photographs become available.

MANUFACTURING INDUSTRIES

The following were some of the principal industrial undertakings operated by private enterprise in Nigeria in 1955.

Bone Crushing. There were plants for crushing animal bones at Kano, Nguru, Jos and Ibadan.

Beverages. There was a privately-owned brewery at Apapa, with an annual production of approximately $2\frac{1}{2}$ million gallons. A second brewery, under construction at Aba for the same company, was expected to be producing by 1957 about one-third of the output of the Apapa brewery. Soft drinks were produced by a number of firms, one of which had a potential output of over 6 million bottles a year. A new bottling plant was about to be established at Kano. There were small fruit squash and mineral water factories in most of the large towns of the South. A privately-owned factory at Umuahia produced 80,000 gallons of concentrated orange juice for export.

Cigarette Manufacture. There was a large privately-owned cigarette factory at Ibadan with a monthly capacity of 220 million cigarettes. The same firm had a second factory under construction at Port Harcourt which was expected to come into production by June, 1956, with an initial capacity of 70 million cigarettes a month. The tobacco used is partly imported and partly locally grown.

Cold Storage. At Apapa there was a large modern cold storage plant equipped to store food of all kinds.

Canning. Canning of fruit had become established on a commercial scale at Ibadan. Exports in 1955 were valued at £5,067. The pilot meat cannery at Kano proved successful. Plans for full-scale production were complete and factory extensions were in hand to provide capacity for the canning of 7,000 tons of beef and vegetable products per annum.

Cement. A private undertaking, largely financed from Government and quasi-Government sources, was constructing a cement factory at Nkalagu in the Eastern Region, with planned capacity of 100,000 tons of cement annually. It was expected that the plant would be in production late in 1957.

Clinker Grinding. A private undertaking was building a clinker grinding plant at Port Harcourt, in the Eastern Region, for the manufacture of cement. The clinker was to be imported.

Ceramics. There was a large modern privately-owned ceramics factory producing domestic earthenware at Ikorodu in the Western Region.

Chemicals. A private firm in Lagos produced 2,800,000 cubic feet of oxygen during 1955. It planned during 1956 to produce acetylene on a small scale. Carbon dioxide was manufactured as a by-product of the privately-owned brewery at Apapa.

Boatbuilding and Repairs. There were officially sponsored yards for the production of small wooden craft at Opobo (Calabar Province), Makurdi (Benue Province) and Epe (Colony Province). A private firm operated construction and repair yards at Burutu and Lagos, handling medium-sized steel-hulled vessels for river and creek transport. The Nigerian Ports Authority had repair yards at the main ports; there were also privately-owned yards at Lagos, Warri and Calabar, capable of undertaking limited emergency repairs to ocean-going vessels.

Dairy Produce. Butter, cheese and clarified butter fat were manufactured at the Plateau Dairy operated by the Northern Region Department of Trade and Industry. The Eastern Region Development Corporation were supplying fresh butter from their cattle ranch in Obudu, and a small dairy was operated in the Southern Cameroons by the Federal Department of Agriculture.

Ginning. All cotton was ginned under contract by the British Cotton Growing Association on behalf of the Marketing Boards concerned. Total production of cotton lint in 1955 amounted to 33,090 tons, virtually all of which was exported.

Metals. A number of Government Departments and statutory Corporations, e.g. the Nigerian Railway, the Nigerian Ports Authority and the Department of Public Works, operated large maintenance workshops. One private firm in Lagos fabricated steel sections for building work and underground tanks for petrol filling stations. Another had an annual production capacity of 500,000 44-gallon steel drums and some 2½ million four-gallon drums for the distribution of petroleum products, using imported steel sheets and tinplate. Production figures during 1955 were 200,000 44-gallon drums and 1,800,000 four-gallon containers. The same firm also produced 4,500 headpans and 300 wheelbarrows during the year.

Building and Civil Engineering. The Public Works Department and a rapidly increasing number of private contractors covered this field.

Plywood. A private firm at Sapele producing plywood and veneers from local timbers claimed to be the largest of its kind in Africa. Exports in 1955 were valued at £737,794 of plywood and £17,175 of veneers.

Margarine. A privately-owned factory at Apapa had a potential output of 1,200 tons per year. Demand was growing but was only 25 per cent of the capacity of the plant during 1955.

Road Transport Maintenance. This industry was increasing in importance and well-equipped workshops had been established in the larger towns. In many places, however, the only reliable workshops were still those provided by Government departments or local authorities. Maintenance and repair facilities were still inadequate and consequently heavily overloaded. Two private firms constructed lorries from sub-assemblies.

Soap Manufacture. Privately-owned factories at Lagos, Aba and Kano produced an annual total of approximately 26,000 tons of soap. Two new soap factories were under construction at Aba.

Rubber-soled Shoes. A privately-owned factory was established at Kano and came into production during 1955. Annual output was expected to be 300,000 pairs of rubber-soled shoes.

Tyre Retreading. There were modern tyre retreading plants in operation at Lagos, Ibadan and Kano; a fourth plant at Onitsha was planned.

Kapok. There were two small privately-owned mechanical plants, one in Kano and the other in Ibadan, each with a capacity of 100 kg. per hour. Total exports during 1955 were 5.4 tons.

Sawmilling. There were two large-scale and a number of small mechanised privately-owned units operating in the coastal area. The Public Works Department maintained a number of mills for its own use, and the Eastern Regional Development Corporation's Boatyard was able to undertake some outside work at its log mill. Exports of sawn timber for 1955 were 1,517,107 cubic feet of a total value of £880,629.

Tannery. There was one small privately-owned factory at Kano, otherwise tanning was a village industry. The total value of tanned hides exported during 1955 was £80,352.

Oil Milling. Four privately-owned mills in Kano had a total annual capacity of approximately 100,000 tons of groundnuts. There were 111 Pioneer Oil Mills for the extraction of oil from oil palm products throughout the country. In addition, there was one quasi-Government and three large privately-owned extraction units based on extensive plantations.

Textiles. There were two privately-owned mechanical weaving units, one at Kano and the other at Lagos, each with 50 non-automatic looms. The Lagos Mill also operated a cotton-spinning unit of 1,600 spindles. Several private firms owned between them some 150 flatlock sewing machines which produced singlets from imported locknit material. Plans for a £1 million textile-spinning and weaving mill at Kaduna

were well advanced and construction was to start during 1956; the capital for this project was to be subscribed partly by the Northern Regional Government and partly by private enterprise.

Rubber Factories. Smoked sheet and crêpe rubber were produced in the Western Regional Production Development Board's factory at Ikpoba near Benin and the United Africa Company factory at Sapele. There were many firms which processed raw rubber.

Handicrafts and Home Industries. The main rural and urban industries were metalwork, which includes blacksmithing, brass and silver work and tin smithing; woodwork such as carving, joinery and cabinet making and calabash carving; textiles and decorative work such as spinning, weaving and dyeing, beadmaking and bead embroidery, cap embroidery, needlework and knitting; leatherwork; pottery; grain milling; squash-making; soap manufacture; laundering; shoe repairs; tailoring; bread baking; and such cottage industries as mat-making, basket making, rope, twine and net-making, garri, yam flour and cassava flour manufacture. These small industries were mainly practised by individual craftsman in widely scattered localities. Details of output are not available.

Efforts to Improve Production

The following Government departments or officially sponsored organisations were responsible for promoting industrial developments and handicrafts in the Federation: under the Federal Ministry of Trade and Industry, the Federal Department of Commerce and Industries and the Colony Loans Board; under the Northern Regional Ministry of Trade and Industry, the Northern Region Development Corporation; under the Eastern Regional Ministry of Industries, the Eastern Region Department of Heavy Industries, the Eastern Region Department of Secondary Industries, the Eastern Region Development Corporation and the Eastern Region Finance Corporation; under the Western Regional Ministry of Development, the Western Region Department of Industries, the Western Region Production Development Board and the Western Region Finance Corporation.

During 1955, a National Economic Council was set up under the chairmanship of the Governor-General to co-ordinate the development efforts of the Federal and Regional Governments. The Ministers responsible for economic affairs at Federal and Regional level were members of the Council.

In addition, encouragement to industry was provided in various ways. The Aid to Pioneer Industries Ordinance (No. 10 of 1952) was designed to encourage the establishment of new industries and to promote the expansion of industries capable of further development by granting a period of tax relief. Under the Ordinance, the following industries were granted pioneer status: manufacture of Cabin Bread Biscuits; manufacture of Portland Cement. Declarations of intention to accord pioneer status to several other industries was published. Other forms of

encouragement to industry included the exemption from import duty of all industrial and agricultural machinery and grant of loans to entrepreneurs by such bodies as the Regional Development Boards and Finance Corporations, and the Colony Development Board, Lagos.

COOPERATIVE SOCIETIES

Lagos

The supervision of thrift societies still remained the primary duty of the Co-operative Department in the Federal territory of Lagos during 1955. At the beginning of the year there were 117 societies of various types, which increased to a total of 120 by December, 1955, one of which went into liquidation: 90 of the 120 societies were thrift societies and of these 80 were registered.

Thrift Societies. The distribution of registered co-operative thrift and saving Societies at the end of December was as follows:

Societies in Government Departments on Lagos Island	No. 34
Societies in Commercial Houses and Voluntary Agency Schools	16
Societies in Iddo, Ijora and Apapa (four relating to Railway staff)	12
Societies in Ebute Metta and Yaba (17 relating to Railway staff)	18
	—
	80
	—

Co-operative Bank. This bank was being used by all the Nigeria-wide societies, but they retained part of their savings with the Post Office for the convenience of their distant members. The inception of the Co-operative Bank has reduced the opportunities for fraud, as all withdrawals are made by cheque.

Co-operative Supply Association. This Association opened its first shop in September, 1955. Its membership extended to the whole of the Western Region and the Federal Territory of Lagos. A second shop was opened two months later. The Co-operative Supply Association was also operating a canteen at the Department of Labour office. The Market Women's Society assisted in the retail distribution of goods purchased by the Association.

Building Society. The Ikeja Building Society erected 15 houses, four of which were occupied by the end of the year. This society, the first of its kind in Nigeria, was financed and supervised by the Cooperative Supply Association. The society was however, experiencing some difficulty in obtaining funds for expansion.

Lagos Union. The Union staged a week's propaganda drive during the year.

Other Co-operatives. There was a co-operative shop run by the Railway workers at Ebute Metta. The Railway Corporation donated a well-built wooden shop to the society at the Railway Market at Ebute Metta Junction. Various forms of artisan co-operatives were being experimented with, but shortage of capital to cover the initial outlay was the principal difficulty in the way of their development.

Northern Region

During the year, the number of societies rose from 198 to 280, an increase equivalent to the total of that for the three previous years, and the membership rose from 8,000 to 11,500. The societies in 1955 were as follows:

	<i>No.</i>
Thrift and Credit . . .	113
Thrift and Loan . . .	94
Produce Marketing . . .	30
Consumers	27
Group Farm	12
Others	4
	—
TOTAL	280
	—

These figures may be misleading in the cases of thrift and of produce marketing societies, since the byelaws of many of the former were amended to enable members' produce to be sold through the latter societies.

A great experiment was undertaken during 1955 when a loan of £20,000 was obtained from the Northern Region Production Development Board to provide assistance to thrift and credit societies in Southern Katsina and Gusau. Out of this amount the societies were able to advance money for necessary purposes to their members during the wet season. The object was to eliminate borrowing from the local money lender who invariably charges a very high rate of interest and thereby takes from the farmer at the harvest an unfair proportion of the value of his crops. These advances were, however, restricted to those societies whose members had previously made a real effort to build up the share capital and savings. The societies to whom these loans were made also marketed their members' groundnuts and cotton, a system which was facilitating the repayments. The value of the groundnuts alone sold through the societies exceeded the £20,000 made available by the Production Board. Many of the societies concerned bought hand-operated decorticators and were obtaining the premium for special grade nuts.

The Kabba Produce Marketing Union handled nearly half the total amount of cocoa declared by all the Licensed Buying Agents in Kabba Province, during the season which ended in September, 1955. The membership of the Union showed a substantial increase and many of the earlier difficulties were being overcome. This Union was appointed as Licensed Buying Agent for palm produce.

Training. Until 1955 the only training available in Nigeria for Co-operative Inspectors was at Ibadan. In May, 1955, the Regional Minister of Social Development and Surveys opened a Co-operative Inspector's course at the Institute of Administration, Zaria. It was intended to hold these courses annually, each one lasting four months. Provision was also made for higher training, and two Inspectors were attending a year's course at Loughborough Co-operative College, England.

Native Authority Co-operative Inspectors. An important development during the year was the recruitment by Native Authorities of their own Co-operative Inspectors. It had for some time been appreciated that co-operation, like other activity, would not make real progress unless Government and Native Authorities were closely associated. Accordingly, it was provided that the training of Native Authority staff should be the same as that of the Government Staff.

Staff. The progress made during the year came about largely as the result of the staff increases approved by the Legislature. The establishment which at 1st April, 1954, was two Assistant Registrars and 17 Inspectors, became 8 Assistant Registrars and 35 Inspectors at 1st April, 1955. At the end of the year one post of Assistant Registrar was still unfilled.

Eastern Region

During the year 96 co-operative societies were registered in the Eastern Region, making a total of 985 on 31st December, 1955. The figures are as follows:

Co-operative Thrift and Credit Societies	No. 888
Secondary Societies	45
Others	52
	<hr/>
TOTAL	985
	<hr/>

More important than the actual increase in the number of societies was the fact that the existing societies had increased in strength and in financial stability. In this respect, the most important development was the formation of the apex marketing society of Eastern Nigeria Co-operative Exporters, designed to purchase and market the produce of the primary producing societies. Following the establishment of the Regional Co-operative Bank of Eastern Nigeria Ltd. in 1954, this development was giving a great stimulus to the production side of the movement and was in accordance with the Government's declared policy to foster a greater diversification of the societies and to pay more attention to producers' co-operatives.

The Regional Co-operative Bank. The bank received a grant of £10,000 from the Government. This encouraged thrift and loan societies to make deposits in the Bank, which by the end of the year had reached £35,000. This enabled the bank to finance the operations of many societies by loans and also to finance the operations of Eastern Nigeria Co-operative Exporters for the purchase of cocoa to the extent of £63,000 at the peak of the cocoa season.

Eastern Nigeria Co-operative Exporters. This body had a most successful opening season in which it confined itself to the purchase of cocoa from member societies. It brought 42 per cent of the total cocoa crop of the Eastern Region, which was only 1 per cent less than the biggest buying agent. Its financial success encouraged members to draw up plans for handling palm produce as well in the coming year.

Abakaliki Co-operative Rice Mill Society. This society handled 1,800 tons of members' paddy, an increase of nearly 700 tons over the past year. The Society had made a net surplus of £6,000 since it was formed and this was not distributed, but left in the society for development. The society planned to instal modern machinery for parboiling and drying, as well as additional hulling machines.

Co-operative Union of Eastern Nigeria. This other apex society only needed a little help to keep pace with the audit of the societies' books in 1955. It was also able to start a scheme for financing the salaries of secretaries of new societies in previously undeveloped areas for periods of three months, after which the societies were expected to be able to pay their own secretaries.

General. The development of co-operatives among producers of palm produce was slow and the number of societies small. One society, however, acquired a Pioneer Oil Mill in partnership with the Development Corporation and was completely to own it within the next two years. Two other societies rented Pioneer Oil Mills for experimental periods with the option to purchase, and were in the process of taking them over. It was expected that these societies would receive considerable encouragement when the Eastern Nigeria Co-operative Exporters started buying Palm Produce.

Statistics of co-operative societies' activities in the Eastern Region were not available.

Western Region

There was a steady expansion in the number of all types of societies during the year and the financial stability of the co-operative movement showed still further improvement. One hundred and forty-six societies were registered in 1955 and at the close of the year there were 218 groups being organised up to registration standard. Statistics are as follows:

<i>Types of Society</i>	<i>Number</i>		<i>Total</i>
	<i>Registered</i>	<i>Under Development</i>	
Produce Marketing Unions	18	—	18
Produce Marketing Societies	471	110	581
Apex Organisations	4	—	4
Thrift and Loan Societies	113	21	134
Thrift and Credit Societies	33	5	38
Consumers Societies	6	4	10
Rubber Latex Societies	20	10	30
Fishing Societies	7	4	11
Group Farming Societies	22	44	66
Rice Societies	8	4	12
Other Co-operative Societies	24	16	40
TOTAL	726	218	944

The above figures compare well with the 1951 total of 399 registered societies.

The following statistics show the financial state of affairs within the movement:

	£	£
Paid-up Capital		72,146
Reserves, including Co-operative Bank Reserve Fund	81,000	
Other Reserves	1,136,365	
		<u>1,217,365</u>
Deposits:		
Co-operative Marketing Societies and Unions		40,666
Co-operative Thrift and Loan Societies		311,817
Co-operative Thrift and Credit Societies		4,273
Other Societies		195,911
	TOTAL	<u>£552,667</u>

Loans issued (including Black Pod) 1955: number 24,440, value £680,576.

The three apex organizations, the Co-operative Bank of Western Nigeria Ltd., the Co-operative Supply Association Ltd., and the Association of Nigerian Co-operative Exporters Ltd., had a successful year of trading. It is encouraging to note that up to the end of December the exporting association had purchased slightly over 16 per cent of the cocoa crop compared with 11 per cent the previous year. The Co-operative Supply Association helped the economy of the Region by importing 8,000 sprayers and also chemicals, valued at £380,000, to combat the black pod disease of cocoa. The effectiveness of the spraying campaign was becoming apparent in the increased tonnages of cocoa, especially in the Ondo Province. The Government helped by granting a loan of £250,000, at a reasonable rate of interest, to the Co-operative Bank of Western Nigeria towards financing the importation of sprayers. The bank also borrowed a further £200,000 from the Government during December in order to finance the ever-increasing marketing activities of the Association of Nigerian Co-operative Exporters.

Ikeja Housing Project. An interesting housing programme was initiated by the Ikeja Co-operative Building Society. The society acquired a comparatively large area of land in the Ikeja Division for building sites and sale to members. Each member was allowed to suggest the design of his own house, and when this had been approved by the committee, the building section of Co-operative Supply Association proceeded to build the house. Facilities provided for its members by the Association include the services of the qualified employees of the Co-operative Supply Association and the acquisition of building materials at reasonable rates.

By the end of 1955, 10 houses had been completed and several others were in the course of construction. The project was financed by the Co-operative Bank of Western Nigeria from which the Society obtained a loan of £10,000.

Staff. The establishment of the Co-operative Department was strengthened during the year by the addition of one Assistant Registrar and 45 Co-operative Inspectors. The total cost of running the Department was £75,900 per annum, compared with £16,570 in the 1951-52 financial year.

Chapter 7: Social Services

EDUCATION

ON 1st October, 1954, education became a Regional subject, and the functions of the Inspector-General of Education and the Central Board of Education devolved on the Regional Boards of Education, and, in the case of the Federal Territory of Lagos and the Trusteeship Territory of the Southern Cameroons, on the Chief Education Officers and the Lagos and Southern Cameroons Boards of Education respectively. The Federal Government retained direct responsibility for education in the Federal Territory of Lagos, and this fell within the portfolio of the Minister of Social Services. In addition, there was a Federal Advisory Service which operated throughout the Federation and gave professional advice and active assistance as required by the Regional authorities. This Advisory Service operated in conjunction with the joint Consultative Committee on Education, a body of professional educationists from each Region and the Federal Government nominated by the respective Ministers.

Lagos

The responsibility for education in Lagos lay with the Chief Education Officer and staff who had direct responsibility for all educational institutions except King's College, Yaba Technical Institute and Yaba Trade Centre, which were the administrative responsibility of the Chief Federal Adviser on Education.

Throughout the year, the staff of the Chief Education Officer's Office were pre-occupied with planning for the introduction in Lagos of free universal primary education in January, 1957, as required by the White Paper on Education published at the beginning of the year. This task was particularly formidable because of the problem of acquiring suitable sites.

King's College, Lagos. King's College continued to admit pupils from the whole of Nigeria and it was gratifying to record that pupils from the Southern Cameroons gained admission at the last entrance examination. With the new extension opened at the beginning of the year, there was accommodation in 1955 for 350 pupils, including 300 boarders. The additional facilities provided enabled the school to give an efficient all-round education up to Higher School Certificate level.

Yaba Technical Institute and Yaba Trade Centre. Both institutions continued to attract a very large number of applications for entry and the standard of achievement continued to be satisfactory. Towards the end of the year preliminary consideration was given to the expansion of both institutions to meet the growing demands of industry.

Man O'War Bay Training Centre, Victoria. This institution was within the portfolio of the Federal Minister of Social Services and was

managed by a Committee of Management whose chairman was the Chief Federal Adviser on Education. A new Principal was appointed early in the year and a successful series of courses were held at Man O'War Bay, in addition to one held in the Plateau Province in the Northern Region and a special Adventure Course for schoolboys in the vicinity of Idanre in the Western Region.

The Northern Region

A unique event in the educational history of the Region was the visit in July of Mr. Richmond Postgate of the B.B.C. Plans were later approved for an experimental programme of broadcasting, directed mainly to Teacher Training Centres, under the supervision of an Education Officer who will have received some *ad hoc* training in the United Kingdom.

An important event in the year was the publication of the Development Finance programme for the quinquennium April, 1955, to March, 1960, which allocated £17 million to education. From this the Ministry will meet all capital and recurrent expenditure, including grants to Native Authorities and Voluntary Agencies.

The Voluntary Agencies continued to play an indispensable part in all branches of education, their most distinctive contribution being perhaps in the education of non-Moslem women and girls.

The meeting of the Northern Regional Board of Education held in June, 1955, produced the first draft of a new Education Law and General Regulations. The revision of grant-in-aid regulations proved to be a more protracted affair.

The improvement of Government and some Native Authority salary scales, which was introduced in 1955 with effect from the 1st October, 1954, raised the question of Voluntary Agency teachers' scales. A negotiating Committee comprising nine representatives each of teachers and employers met at Kaduna in December and its interim report was under consideration.

The demand for boys and girls with any educational qualification continued to be great and had the effect of tempting pupils to leave schools earlier than was considered desirable; there was, however, a gradual development in the practice of boys seeking higher education at the Zaria Branch of the Nigerian College of Arts, Science and Technology, after taking the West African School Certificate. This College also provided sixth form teaching for pupils and excellent opportunities for entry into the University College, Ibadan.

There was still a great inequality in the demand for secondary education in different provinces. Okene Provincial Secondary School in Kabba Province reached Secondary Class V in 1955, while there were still other provinces whose schools had not developed beyond Secondary Class II. The Government College, Keffi, was formally opened by the Regional Minister of Education in December. The Government College, Zaria, functioned satisfactorily during the year.

Arabic Studies. Arabic Studies are of a unique interest to the Northern Region; great satisfaction resulted from the success of four students who completed their courses of study for the Diploma of the School of Oriental and African Studies, London University. Six other Arabists returned from an 18-month study course in the Sudan after attending the Institute of Education at Bakht-er-Ruda.

Female Education. Some progress was made in female education. The Kabba Women's Training Centre was to produce its first batch of Grade II teachers at the end of 1956; the first Government Girls Secondary School in the Northern Region was to be opened at Ilorin in the same year. A report on female education drawn up by the Assistant Educational Adviser to the Colonial Office, after her visit to the Northern Region in October, 1955, was awaited.

Trade Centres. The three Trade Centres in the Northern Region functioned satisfactorily during the year and continued to produce artisans trained in ten different trades.

Handicraft Centres. By the courtesy of the United States Government, the Organiser of Handicraft Training visited the U.S. towards the end of 1955 in connection with the programme for the expansion of Handicraft Centres. Twelve such centres operated in the Northern Region.

Secondary Technical School The Technical Institute at Kaduna received its first batch of students during the year.

Adult Education. Arrangements were made for Provincial Adult Education Officers to work under Provincial Education Officers. Formerly they worked under the supervision of Residents.

Clerical Training Schools. The Regional Government decided to open four Clerical Training Schools in the Region in 1956. Arrangements were being made by the Regional Minister of Education to provide the necessary staff and equipment.

The Northern Regional Scholarship Board. The Northern Region Scholarship Board functioned in an advisory capacity to its chairman, the Regional Minister of Education; its future constitution was under consideration. The development of facilities for further training within the country had considerably lessened the work of the Board concerned with students proceeding overseas. It nevertheless continued to carry out its work of recommending for scholarship awards those students who would benefit by higher studies.

Western Region

In the Western Region, the Ministry of Education consisted of the Education Department, the Education Inspectorate and a Ministry in which was incorporated a Students Division dealing with the affairs of Regional Scholars and private students, under the control of a Director of Education, Chief Inspector of Education and Permanent Secretary respectively. Within the Department, the various educational activities were distributed between 17 sections, each of which was presided over

by an officer of Senior Education Officer rank or above. The policy of the Ministry was largely based on the Sessional Paper on Education Policy, which was laid before the two houses of the legislature in July, 1952. The policy for the years 1956–60 is set out in Sessional Paper No. 4 of 1955, *Development of the Western Region of Nigeria*. It envisaged, in addition to a universal primary education programme, which was introduced in January, 1955, a rapid expansion in all forms of educational activity.

Primary Education. During the year there was a rapid increase in primary school attendance from 450,000 to 800,000, and welfare services such as school meals developed. Close co-operation developed between the Ministry, Voluntary Agencies and Local Authorities, as was evinced at the meetings of the Regional Advisory Board of Education. Preliminary discussions regarding the creation of Local Education Authorities proceeded smoothly and they were to be officially appointed early in 1956. Owing to the pressure of duties involved in the inauguration of free universal primary education, it was not possible to maintain the standard and frequency of inspection of institutions which the Ministry felt necessary, but it was hoped that the ground lost would be quickly recovered now that an Inspectorate, independent of the Education Department, had been set up.

Secondary Education. Thirteen new secondary grammar schools—seven for boys and six for girls—were opened. Substantial grants were made towards buildings and the development of science laboratories. Staffing remained a problem, but it was hoped that the new rates of salaries recommended by the Teachers' Terms of Service Committee, and approved by the Regional Government, would attract more graduates to the teaching profession.

Trade Centres. The building of the Trade Centre at Sapele continued and the first students were enrolled in May. The Women's Trade Centre at Abeokuta was nearing completion and prepared to enrol its first pupils early in 1956.

Grants-in-Aid of Education. During the year grants-in-aid of education were paid by the Regional Government as follows:

	£
Primary Education	2,317,412
Secondary Education	192,560
Teacher Training	341,095
Primary School Buildings	1,669,520
Secondary Grammar School Buildings	100,000
Teacher Training Centres	300,405
Special Purposes	23,400
Secondary Modern School Buildings	133,800
	£5,078,192

Primary and Secondary School Statistics. The numbers of primary and secondary schools throughout the Region are set out on page 87:

	No. of Schools		No. of Schools
<i>Primary</i>		<i>Secondary</i>	
Government	8	Government	4
Local Authority	1,808	Voluntary Agency	31
Voluntary Agency	4,484	Independent	28
Independent	407	Local Authority	7

Regional Students. The scholarship policy of the Region remained unchanged. Eighty-eight scholarships were awarded for post-secondary studies in Nigeria and the United Kingdom. Education, economics, medicine and engineering remained the subjects most frequently recommended for study. One hundred and fifty secondary scholarships were also awarded during the year. The work of the private students division of the Ministry of Education greatly increased and it placed 203 private students during the year. Discussions took place regarding the possibility of transferring the control of Western Nigerian students from the Nigeria Office to the office of the Commissioner for the Western Region in London.

Teacher Training Colleges. During the year, 23 Grade II colleges and 53 Grade III colleges were in operation and produced about 200 Grade II and 1,400 Grade III teachers who took up service in primary schools. Most of the recommendations for increases in teachers' salaries made by the Teachers' Terms of Service Committee which sat in November were accepted by the Regional Government.

Adult Education. Policy and practice remained the same as in previous years: emphasis was on literacy. Further education in the form of post-literacy effort was being encouraged. The experiment of special classes for women was taking shape by the provision of residential Women's Centres. The pupils of Adult Education Centres were encouraged to participate in such activities as Agricultural Shows and the Festival of the Arts. Local Authorities were eager for schemes to be started in their areas. A large-scale scheme for eliminating adult illiteracy was formulated and it was hoped, if money and staff were available, to accelerate progress during the development period 1955-60.

General. The most significant event of the year was the launching of the free primary education scheme which brought about the entry of 393,880 children into primary schools for the first time.

Eastern Region

The Eastern Regional Government decided to introduce universal free primary education in 1957. Plans for the registration of children and expansion of schools to meet this increase were set in motion. Local government bodies were levying education rates in order that communities should bear a share of the cost. Eventually the whole of the communities' share was to be met from such rates, when school fees in the basic primary schools would be abolished. It lay largely with the local government bodies to introduce education rates as and when they felt they were ready to do so, and these bodies were also being encouraged to introduce compulsory schemes of primary education.

Educational Administration. As in other Regions, primary Education in the Eastern Region remained in 1955 the responsibility of Local Government Councils and Voluntary Agencies, mainly Christian Missions. There were still a few Government primary schools but they were being taken over by local authorities wherever possible.

In the Eastern Region, as well as Lagos, the primary school course was one of eight years, divided into junior and senior primary courses each of four years' duration. These arrangements were in contrast with those in the Western Region where, on the introduction of free universal education in January, 1955, the primary school course was reduced to six years, followed by a secondary modern course of three years, with pupils admitted to free primary course at the age of 6.

Structure of Educational System. In the Eastern Region, Secondary Classes I to V led to the West African School Certificate which was taken in Class V. In a few schools, post-school certificate work was done in Class VI. The latter aimed at the University College Ibadan entrance examination and sometimes at the Higher School Certificate.

Technical and Vocational Schools. The Technical Institute at Enugu had in 1955 a second and third year junior Technical Engineering Course, and a first year Commercial Course being taken by 24 students.

Eastern Nigerian Students Overseas. The number of students studying abroad on scholarships in 1955 was 350.

Adult Education. The statistics of adult education organization in the Eastern Region for 1955 were as follows:

Villages and towns with literacy classes	.	.	.	No.	650
Organisers	.	.	.	.	24
Literacy Classes	.	.	.	.	1,575
Advanced (English) Classes	.	.	.	.	940
<i>Enrolled in Literacy Classes:</i>	Men.	.	21,500		
	Women	.	21,400		
					42,900
<i>Enrolled in Advanced Classes:</i>	Men.	.	11,700		
	Women	.	6,000		
					17,700
<i>Voluntary Institutions:</i>	Men.	.	1,950		
	Women	.	50		
					2,000
<i>Made literate, but uncertificated:</i>	Men.	.	14,200		
	Women	.	5,000		
					50,000

Higher Educational Institutions

University College, Ibadan. At the end of 1955, 520 students were in residence, 21 of them being women. They were divided among the four Faculties of Arts, Science, Medicine, Agriculture and Veterinary Science under 96 members of the teaching staff. In addition, medical students from the college were taking the clinical part of their course at medical

schools in the United Kingdom. Through the Department of Extra-Mural Studies with its nine tutors, the College continued to give instruction to thousands beyond its walls.

The results of the examinations of the University of London, taken under the Scheme of Special Relationship between the College and London University in June, 1955, were excellent, nearly 80 per cent of those who sat the examinations for the first time being successful. Forty-six students took their General or Honours degrees and for the first time a student of the College obtained a good first class in B.Sc. General. The results of the London M.B.,B.S. examinations taken by the clinical students in the United Kingdom were also excellent: 9 out of 12 students passed outright, the remaining 3 being credited with parts of the examination.

During the year extensions to one of the Halls of Residence which will provide 34 additional rooms were begun and plans were completed for building a new Hall of Residence for women students. Professor Margaret Read took up her appointment as the Head of the proposed Institute of Education in October and the Council of the College approved the establishment of a Department of Economics and Social Studies in November: thus two new major courses will be made available at the College in due course.

Outside support for the work of the College continued as was shown by the establishment of the Nuffield Visiting Professorship and grants from the Carnegie Corporation for research projects and from the Western Region Production Development Board for work to be undertaken by the Faculty of Agriculture. As a result of the revised financial settlement of 1954, whereby the aid given by the Federal Government for both capital and recurrent purposes was liberally increased, the finances of the College, under the management of the new Council and College administration, were in a healthy state throughout the year.

In April, 1955, Sir John Macpherson, the first Visitor of the College, left the country and was succeeded as Visitor by Sir James Robertson, the new Governor-General of the Federation. Sir James paid an official visit to the College in November during the Foundation Day Celebrations and addressed the Congregation.

With the year 1956-57 the current quinquennium of the College was to end and it would be necessary in the preceding year to determine the final framework for the next quinquennium and to outline the academic development which should be undertaken within that framework. The future academic development of the College was a subject to which already much thought had been given, but it was hoped that before a programme was finally arranged, there would be an examination of the College arranged by the Inter-University Council for Higher Education Overseas and that, on the financial provision and arrangements required, there would be tripartite consultations between the Federal Government, the Inter-University Council and the College. Meanwhile, an application was sent forward for an allocation under the Economic Programme, 1955-60.

University College Hospital, Ibadan

During 1955 the work of establishing the future Teaching Hospital continued to make good progress. By the end of the year four main blocks were structurally complete and others were nearing completion. Good progress was also made in the installation of mechanical and electrical plant and fittings. It was hoped that the Outpatients Department and the Pathological Laboratories would be ready for occupation by the middle of 1956 and that thereafter the transfer of the University College Hospital from Adeoyo and Jericho Hospitals, on which it was based in 1955, would proceed and be complete in the early months of 1957. Arrangements were to be made to leave these hospitals in a viable condition in order to be able to continue their essential services to the community.

Good progress was made in solving some of the problems involved in the founding of the hospital. A codified procedure for the selection and appointment of staff was laid down. The principles of staff policy in relation to retiring benefits were settled on the basis of the recognized necessity of ensuring that interchange of staff between the Hospital and the Government Medical Services was facilitated. Plans for the long-term training of Nigerians for hospital appointments were formulated. The Board established a Nursing Education Committee. The Medical Advisory Committee met frequently and regularly and constituted an invaluable element in the "constitutional" arrangements of the Hospital.

Reasonable progress was made in the recruitment of hospital staff. In particular the Board was successful in attracting into its service a strong team of Senior Registrars, Registrars, Senior House Officers and House Officers. The consultant medical staff of the Hospital was provided by the Faculty of Medicine of the University College, Ibadan, where recruitment had been particularly difficult. The secondment to the Hospital of a highly experienced matron represented a great accession of strength to the nursing services. There was a needed expansion of the administration on whom fell a heavy burden at this formative time.

The Board continued to receive much invaluable help from its London Office and its advisers in London. The appointment by the Director of Federal Works of a representative for this project in the United Kingdom contributed to the establishment of a smooth-working arrangement for co-ordination between the consultant architect, the architects of the Public Works Department, the engineering consultants, the contractors and the sub-contractors.

On September 20th, 1955, a meeting of the London Advisory Committee on the University College Hospital, Ibadan, was held in the Senate House of the University of London. This Committee was established in 1951 by that University and on it sat representatives of the University itself, the Colonial Office, the Federal Government, the University College, Ibadan, and the Board of Management, as well as the consultant architect and the Board's London advisers. The Committee considered the date on which it would be advisable to begin

clinical teaching in the new Hospital and decided that it should begin in October, 1957, after an inspection by the University of London in April of that year. This new arrangement fell a year short of the original target date of October, 1956.

It became necessary in the latter part of 1954 to review, with reference to rising costs and the emergence of certain new requirements, the estimates of the capital cost of the Hospital and this finally resulted in the consideration by the House of Representatives in April, 1955, of a White Paper on the financing of the Hospital and the grant of a further sum of £650,000; by this grant the total capital provision was raised to £4,256,000. The White Paper recognised that the Board would find it necessary to apply for a further £216,000 in two years time; since then the Board has made an application under the Economic Programme 1955-60 for an allocation to meet the cost of certain necessary or highly desirable developments. Changes in the level of wage rates in 1955 may necessitate a still further revision of the capital cost.

The University School of Nursing

On 31st March, 1955, there were in the University School of Nursing 136 student nurses: 42 in their third year, 41 in their second year and 53 in their first year. The School drew its students from the senior pupils of girls' secondary schools with which close touch was maintained. The General Nursing Council for England and Wales intimated that, provided the report of their Nursing Education Officer, who visited the school in December, 1955, was satisfactory, applications from students of the School for State Registration under the Council would be considered. The Council agreed to dispense for a period of two years with the normal requirement that there should be prior registration with the local Nursing Council, which was in this case the Nigerian Nursing Council. This was because prior registration of students taking the School's examination with the Nigerian Nursing Council was not possible without an amendment to the relative Ordinance. This decision of the General Nursing Council for England and Wales was of immense value to the School as establishing its status as a place where students can qualify for the S.R.N.

The most significant symbolic event in the history of the Hospital was the laying on November, 18th, 1954, of the foundation stone by the then Governor-General Sir John Macpherson. This impressive occasion was attended by notabilities from all over the Federation and some from overseas, including the Chief Medical Officer of the Colonial Office who represented the Secretary of State. Messages were read from the Secretary of State, the Chancellor of the University of London, the Chairman of the Inter-University Council and the President of the Royal College of Physicians. A booklet giving the history of the Hospital and the main facts about it was published to commemorate the occasion.

The effort to establish in Nigeria a great modern teaching hospital staffed and equipped to a standard which will merit its recognition by

the University of London for the purpose of clinical instruction leading up to the London M.B.,B.S., attracted widespread interest in the medical and hospital world far beyond Nigeria. So far the effort had been attended by encouraging progress.

The Nigerian College of Arts, Science and Technology

In 1955 the first major steps towards implementing the basic policy defined in 1954 were taken and there was steady progress in staff recruitment and in student numbers. The building programme at Zaria made excellent progress and preparatory design and planning of the buildings urgently required at the Enugu Branch pressed forward.

The academic staff increased from three Assistant Principals and 30 others to two Assistant Principals (one having reverted to Government service) and 51 others. There was a small consequential increase in the administrative staff who were recruited within the available housing capacity.

The first intake of 36 students in the Enugu branch was received in September; lack of laboratory accommodation made it impossible to take in science students, but it was hoped that it would be possible to overcome this by the provision of temporary buildings before the 1956-57 session began. Efforts were still being made to give the college an adequate water supply.

At Ibadan, where full academic and hostel accommodation was first available, there was a notable strengthening of corporate life amongst the senior and junior members of the student societies. The student population rose to 190. In September the first group of pre-pharmacy students was received and this formed the first stage in the take-over by the College of the well-established pharmacy course at the Yaba Technical Institute.

The Zaria Branch welcomed in October the first major intake of Western Region and Eastern Region students to the North, when the permanent transfer of the courses in Architecture and in the Fine Arts from Ibadan occurred. The merging of students from the different Regions to a total of 189 during the year was highly successful, despite the drawback of those transferred students coming from the settled conditions of the Ibadan Branch to the temporary hostels and departmental arrangements which still obtained at Zaria.

An item of major academic interest and importance of the year was the formal recognition of the College courses leading to the Joint Part I Examination of the Institutions of Civil, Mechanical and Electrical Engineers, and by the Chartered Institute of Secretaries of courses leading to the examinations of that body. The first students to study engineering at professional level entered the Department of Engineering in the Zaria Branch in September and were enabled to do so at short notice on account of the generous action of the appropriate Federal and Regional Scholarship Boards.

Considerable progress was made with the building programme. At Enugu, the contract for the staff housing was completed, enabling the

reception of the Branch's first students. Planning of further buildings for Enugu was sufficiently pressed forward to ensure that actual construction would begin in 1956.

Construction of two further hostels at Kaduna to accommodate the increased number of students expected in 1956 began just before the end of the year and was to be immediately followed by a further two hostels. Certain alterations to, and extension of, existing academic buildings were carried out during the year to increase efficiency and allow for the extra laboratory space needed for the pre-pharmacy students.

At Zaria, very good progress was achieved in the erection of five hostels for students, an assembly hall and gymnasium, a lecture theatre, and a dining hall with ancillary kitchens and laundry. Preparatory work to enable construction of main teaching and laboratory blocks approached completion. Detailed surveys with a view to application by the College for further land were undertaken, as also was major maintenance work to arrest and correct serious erosion of the site.

The college suffered a grievous loss by the death in a flying accident of Dr. L. E. R. Henshaw, a member of the College Council while returning to his home after attending a meeting of the College Council at Zaria.

Nigerian Students Overseas

The welfare of Nigerian students in the United Kingdom and Ireland was the charge of the Director of Students, head of the Students Department of the Nigeria Office, London. The first Director assumed the duties of his office in London on 17th January, 1955. He worked for about two months in the Students Department of the Colonial Office during which period arrangements were completed for the transfer of Nigerian student affairs from the Colonial Office to the Students Department of the Nigeria Office whose premises at 24 Victoria Street, London, were occupied on the 21st March, 1955. The new offices were formally opened on the 25th March by the Secretary of State for the Colonies.

The Director of Students was provided with 10 senior staff including one part-time officer in Ireland. During the year, however, the Department only operated with eight full-time officers and the part-time officer. Arrangements were being made to set up a joint Nigeria-Gold Coast Office at Edinburgh to take over the duties of the Colonial Office Area Representative who still managed the affairs of Nigerian students in Scotland and Northern Ireland, in view of the fact that the Colonial Office intended to close the office of its Area Representative.

In March, 1955, it was estimated that there were 2,882 Nigerian students in the United Kingdom, as follows:

Government Scholars	979	Private Students	1,903
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On the 1st December, 1955, records showed that there were now 1,075 Government Scholars made up as follows:

Federal	245	Northern Region	110
Western Region	232	Nigerian Railway Corporation	25
Western Region Production and Development Board	209	Ibadan University College	14
Eastern Region	217	Lagos Town Council	8
		Southern Cameroons	15
		TOTAL	1,075

One hundred and forty-eight Scholars returned after completing their courses in the academic year ending July, 1955. There was a further increase in the number of Nigerian students in the United Kingdom for the academic session which began in September, 1955, available records showing a total of 4,190 at the end of September. It is estimated that many more arrived between September and December.

The Colonial Office was responsible only for placing students on university courses, at teacher training institutions, with the Inns of Court and similar professional bodies (e.g. accounting societies). For all pre-university training, and courses in technical colleges leading to the General Certificate of Education, or for degree courses in any institutions other than universities, and for all training courses involving attachments to firms, workshops, practical training schemes, the Post Office, the Railways and similar public bodies, the Nigeria Office was responsible. The Nigeria Office was also responsible for all questions of day-to-day academic supervision, scholarships and general welfare of its students, and arrangements were being made to transfer to it the duty of placing law students direct with the Inns of Court.

From March, 1955, to the beginning of the 1956-57 academic session, 254 Government scholars and 223 private students were placed in technical colleges and other training institutions; during the same period the Colonial Office placed 427 students on advanced courses. Thus a total of 904 Nigerians obtained places in various institutions in the United Kingdom before September, 1955.

Students' Welfare

The establishment of the Students Department of the Nigeria Office provided a great opportunity for Nigerian students in the United Kingdom to be in closer touch with the officials appointed to supervise them. The following figures show the numbers of Students interviewed by officers of the Department:

March	93	August	1,816
April	1,026	September	2,438
May	898	October	1,606
June	1,160	November	1,456
July	1,390		

In addition, Nigerian students visited in large numbers the reception and reading room at 24 Victoria Street, London, where most Nigerian newspapers, magazines, newsletters and other publications were

regularly provided for them. The Director and his welfare officers, in their periodical tours inside and outside the London area, not only visited students but also had discussions with the academic and administrative authorities of universities, colleges and other institutions in which they were placed.

The general state of health among the students was good. There were, however, cases of tuberculosis, mental illness and various breakdowns, but the incidence could not be said to be great if judged against the total number of Nigerian Students in the United Kingdom. The following statistics show the figures of cases of serious illness and death during the last nine months of 1955:

Mental Cases	9	Deaths	3
Tuberculosis	7	Suicide	1

Finance

Scholarship Allowances. The financial responsibility for all Federal and Regional Government Scholars and private students recommended by the various Students' Advisory Committees became vested in the Nigeria Office Students Department on 1st April, 1955, although for the purpose of creating independent records and ensuring continuity of payments, particularly of students' allowances, their individual accounts were actually taken over from the Colonial Office Students Department slightly in advance of this date.

The following is a comparative table of the annual total value of approved allowances for scholars as at 30th April, and 31st October, 1955:

	At 30.4.55	At 31.10.55	Increase over 30.4.55
	£	£	£
Federal Scholars	83,615	87,477	3,862
Northern Regional Scholars	38,926	39,820	894
Eastern Regional Scholars	60,106	78,223	18,117
Western Regional Scholars	65,402	87,729	22,327
Western Regional Production Development Board Scholars	45,990	71,444	25,454
Nigerian Railway Scholars	10,536	8,954 (decrease)	1,582
Ibadan University Scholars	4,974	3,954 (decrease)	1,020
Lagos Town Council Scholars	2,160	2,736	576
Southern Cameroons Scholars	3,528	5,688	2,160
	£315,237	£386,025	£70,788
Add Estimates for Fees and Travelling Expenses	68,047	net 87,205	19,158
TOTAL	£383,284	£473,230 net	£89,946

This table does not include comparative figures of extraneous loans or recoverable advances, nor does it reveal the effect of the revision of allowances, since not all the Governments and other bodies awarding scholarships in Nigeria signified their acceptance of the increased rates. It was estimated that when these new rates were in force the department would be responsible for the control of sums exceeding a total of £500,000 per annum on account of scholarship allowances, quite apart from other payments it already authorised on account of students' return passages to Nigeria. The comparative table of the gross annual value of scholarship allowances includes the allowance payments to loan scholars and of persons who have been granted scholarships in the United Kingdom.

Amenities Fund. In the estimates for 1955-56, £9,000 was provided for Student Amenities. Expenditure under this vote as at 31st October, 1955, amounted to over £4,700 of which

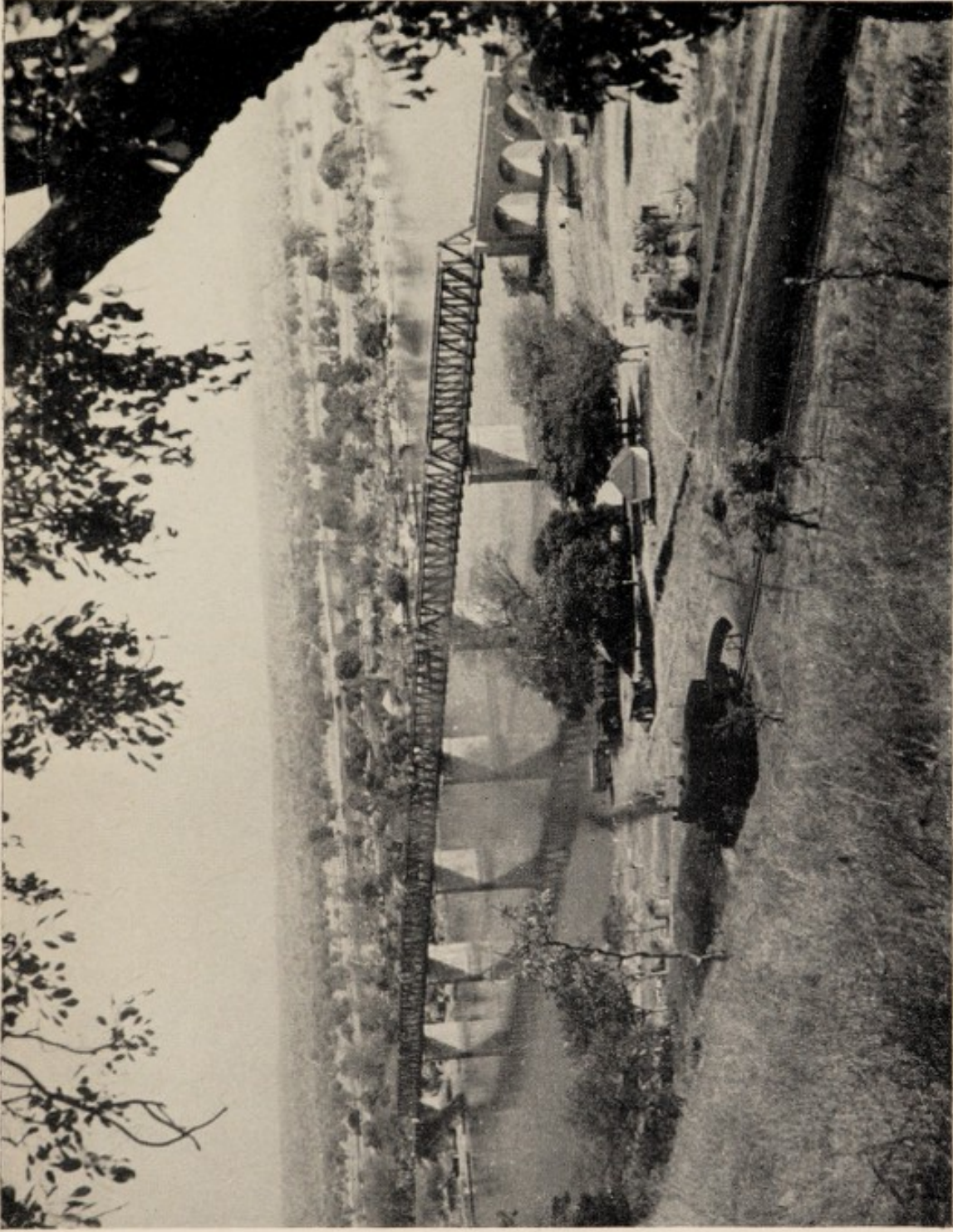
	£	s.	d.
Hardship grants totalled	56	0	0
Special grants and donations to Students Associations	2,683	1	11
Sports Equipment	278	14	8
Foreign Tours	59	0	0
United Kingdom Vacation courses and conferences	748	12	9
Miscellaneous	97	17	1

Nigeria Liaison Office, Washington, D.C.

The Nigeria Liaison Office in Washington D.C. was established in January, 1951, by the Government of Nigeria, with a primary responsibility for all matters relating to higher education, training and welfare of Nigerian students in North America; for the development of close relationships with American institutions and organisations; and for the provision of information about Nigeria.

The office was in constant communication by correspondence, interviews and visits with nearly 400 students in over 150 universities throughout the United States and Canada. It maintained detailed records and advised students and universities on the relevance of their study programmes to Nigerian needs. It administered scholarship schemes on behalf of the Federal and Regional Governments and a special assistance fund, and arranged scholarships and fellowships from American sources. Close contact was maintained with the Public Service Commissions and all branches of the Government in Nigeria to ensure that the employment potential of students was known and their qualifications adequately interpreted. Every effort was made, also, to keep students in touch with developments in Nigeria and the opportunities that awaited them on their return.

The level of achievement of students was high and they were engaged in almost every field of higher learning and professional training, with a majority in medicine, engineering, agriculture, education and the natural sciences (although the liberal arts and social sciences were not



Bridge across the Niger at Jebba



The Governor-General, Sir James Robertson, being shown a model used for teaching town planning



Test rig of the Shell-D'arcy Company drilling in the Calabar area

neglected) at leading professional and graduate schools. By academic counselling, placement and orientation services, the Liaison Office tried to ensure that students got the best and most appropriate training. Many returned to Government service or employment with private corporations; some continued their studies at an advanced level in the United Kingdom and others were appointed to the University College and the Nigerian College of Arts, Science and Technology. There was an increasing appreciation of the contribution which Canadian and American experience could make to Nigerian development.

The Liaison Office issued periodically for private circulation a Liaison Letter and News Supplement which summarised the major developments and events in the Federation and the Regions. During 1955 an Information Room and Library were established to make available research material on Nigeria. The Liaison Office also distributed films, photographic displays and pamphlets; provided available information on request by American organisations; briefed visitors to Nigeria and assisted visitors from there; participated in conferences and lecture programmes; maintained close liaison and consulted with United States Government Departments, international agencies, foundations and other interested organisations. Its resources and staff were adequate for the demands made on it.

This office also provided similar services on behalf of the Government of Sierra Leone, which contributed to its administrative costs, and it had the full co-operation of the British Embassy and Consulates and of the American and Canadian authorities. The Office was situated in downtown Washington at Dupont Circle Building.

PUBLIC HEALTH

Lagos

Apart from maternity cases, the commonest causes of admission to the Creek Hospital of the 6,000 expatriate population of Lagos during 1955 were malaria, tonsillitis and adenoids. Amongst out-patients, the commonest reasons for seeking treatment were diseases of the skin, dysentery and diarrhoea. A disquieting find was the surprisingly high incidence of intestinal helminthiasis recorded as follows:

	Male	Female	Total
Ascariasis	71	31	102
Taeniasis	66	65	131
Other Helminthiasis	115	42	157
	—	—	—
TOTAL	252	138	390
	—	—	—

This, together with the large number of dysentery and diarrhoea cases, indicated that food hygiene, and particularly kitchen hygiene, was not nearly as good as it should be.

As regards the health of the African population in Lagos, the overall picture of disease was slowly coming more and more to resemble that found in towns of more developed countries, with a shift in emphasis from the tropical diseases to those of a more cosmopolitan character. Cases treated in Government hospitals and dispensaries are summarised below:

	Male	Female	Total
In-patients	6,648	5,144	11,792
Out-patients	167,703	92,986	260,689
Deaths	513	346	859
Case mortality (In-patients only)	7.7%	6.7%	7.3%
Overall Case mortality	0.29%	0.35%	0.32%

Western Region

During 1955 there were no epidemics in the Western Region, but sporadic cases of small-pox were reported. There were no continued cases of yellow fever. The three medical Field Units were employed in the campaign against yaws, being carried out with assistance from W.H.O. and U.N.I.C.E.F., in Benin and Ondo provinces. During the year the Units in Benin province examined 216,914 persons and gave treatment to 215,414 patients and contacts. The total number of persons examined and given treatment in the Region since the start of the campaign in 1954 was 534,644 and 514,526.

Eastern Region

The main event in the Eastern Region was an outbreak of small-pox. A total of 882 cases, with 156 deaths, were reported. Onitsha and Owerri provinces were the most affected areas. Until the public is more co-operative in accepting vaccination, similar outbreaks may well occur from time to time.

Northern Region

The joint W.H.O./U.N.I.C.E.F. Malaria Control Scheme in Western Sokoto continued the pilot project throughout the year in conjunction with the Federal Malaria Service; the entomologist from W.H.O. and an analytical chemist from the Colonial Research Service started work and much useful information on the action of insecticides under local conditions, the behaviour of Anopheline mosquitoes, and the effect of residual spraying on the epidemiology of malaria in tropical Africa was obtained. The area of the project, which covers 600 square miles in Sokoto Province, with a population of 125,000, was divided into three zones, sprayed with D.D.T., B.H.C., and Dieldrin respectively. Whilst the most recent malariometric indices in the first two zones were promising, those in the Dieldrin zone were less so. It appeared that B.H.C. would be the insecticide of choice for the expansion of the scheme which was scheduled to start in 1956. In all, a population of 121,881 had already been protected and 87,240 houses subjected to residual spraying.

MEDICAL DEPARTMENT

The constitutional changes which came into effect on the 1st October, 1954, resulted in almost complete regional autonomy in medical and health services. The Federal Government, however, still retained overriding powers in regard to the subjects listed in the Exclusive and Concurrent Legislative Lists of the Nigeria (Constitution) Order in Council, 1954. Those subjects which affected the Medical Department in the Exclusive List were the census; the Pharmacy School, Yaba; airports and ancillary services and seaports. Concurrent subjects of concern to the Department (i.e. those on which the Regions might pass legislation provided that such legislation did not conflict with Federal legislation) were dangerous drugs, prisons, professional qualifications, quarantine, scientific research and statistics.

Since international quarantine was a concurrent subject, the Federal Medical Services were responsible for the quarantine services at the international airports of Lagos, Kano and Maiduguri. Shortly Calabar was to be declared an international airport and would become the responsibility of the Federal Medical Services. The staff situation of the Federal Medical and Health Services is shown in the following table.

<i>Officers</i>	<i>Authorised Estab- lishment 1954-55</i>	<i>Actual Strength 31.12.54</i>	<i>Authorised Estab- lishment 1955-56</i>	<i>Actual Strength 31.12.55</i>
Medical Officers	78	55	79	68
Dental Officers	4	3	5	4
Matrons, Nursing Sisters and Nursing Superintendents	28	24	33	33
Sister Tutor and Male Tutor	3	2	3	3
Health Sisters	—	—	—	—
Health Superintendents	4	4	4	4
Medical Field Unit and Sleeping Sickness Supts.	—	—	—	—
Laboratory Superintendents	17	14	17	15
Pharmaceutical Staff	12	6	13	7
Tsetse and Mosquito Control Officers	1	1	1	1
Leprosy Control Officers	—	—	—	—
Dental Technicians	3	3	4	3
Radiographers and Physiothera- pists	13	8	13	11
Entomologists	2	1	2	2
Accounting, Administrative and Secretarial	15	11	15	12
Optometrist	—	—	1	1
Maintenance Engineer	1	1	1	1
Limb Maker	1	—	1	—
Limb Fitter	1	1	1	1

The head of the Federal Medical Services was the Chief Medical Adviser to the Federal Government and he was responsible for the administration of the medical services in the Federal Territory of Lagos and in the Southern Cameroons. He was also responsible for certain advisory bodies, such as the Malaria Service and the Vaccine Laboratories, which served the whole Federation. The Chief Medical Adviser was assisted by a Deputy and a Principal Medical Officer; the day-to-day direct executive control of the various hospital and dispensary units in Lagos was controlled by the Senior Medical Officer, Lagos. Also on the staff of Medical Headquarters was a Principal Matron who was responsible for advising the Chief Medical Adviser on matters connected with the nursing services; she also acted as Secretary to the Nursing Council and the Midwives Board.

In the Southern Cameroons the Medical Staff remained part of the Federal Public Service and was therefore interchangeable with staff in Lagos.

The health services in the township of Lagos were run by the Public Health Department, Lagos Town Council. The staff employed is shown in the following table.

	<i>Authorised Establishment 1.4.55 to 13.3.56</i>	<i>Actual Strength 31.12.55</i>
Medical Officers of Health	2	2
Medical Officers	4	1
Health Superintendents	5	4
Health Sisters	6	4
Sanitary Inspectors	77	71
Anti-Mosquito Inspectors	66	65
Health Visitors	31	26
Tuberculosis Visitors	9	9
Overseers (including Vaccinators)	27	27
Midwives	36	27
Pharmacists	1	1
Clerical	22	20
Pound Masters	1	1
Subordinate Staff and Tradesmen	22	19

Expenditure

During the financial year 1955-56, a total of £1,074,520 was spent on Federal medical and health services, including about £61,000 on Colonial Development and Welfare schemes. These schemes were regionalised or taken over by the West African Council for Medical Research, except for the Tuberculosis Survey, the Malaria Service and Yellow Fever/Small-pox Vaccine Production Laboratory. During the year, the Lagos Town Council's Public Health Department spent £129,970 of which 50 per cent was provided by local rates and 50 per cent by subventions from the Federal Government.

FACILITIES

Lagos

The Lagos group of hospitals comprised the General Hospital, Lagos, which had 304 beds and 50 cots and dealt with all kinds of medical and surgical cases except obstetrics. This hospital had several departments, each under appropriate specialists, for ophthalmology, otolaryngology and dermatology. It had also general and casualty out-patient departments. The hospital was dealing with some 10,500 in-patients annually and an average daily out-patient attendance of at least 1,700, of which 250 were new patients. The Creek Hospital, Onikan, was a nursing home for senior Government officers and civilians of comparable status. It dealt with all types of cases, including obstetrics, and was distinguished from the General Hospital more by the standard of amenity which it offered than by its functions: it provided 46 beds. The Massey Street Maternity Hospital, with 74 beds, dealt with some 9,000 in-patients during the year, giving an average turnover of a new patient per bed every three days. This resulted in overcrowding, but nevertheless its maternal and neonatal mortality rates were remarkably low for Africa. The Orthopaedic Hospital at Igbobi, a fine modern hospital of bungalow type, with 160 beds, was well laid out in spacious grounds and had an air-conditioned operating theatre, excellent X-ray and physiotherapy departments and a limb-making workshop. The tuberculosis sanatorium at Yaba was continuously full and there was always a long waiting list for admission.

In addition to these hospital units, there were a number of out-patient dispensaries, ante-natal and infant welfare clinics, chest and mass miniature radiography clinics, a Dental Centre, an anaesthetic recovery and X-ray room and a technical laboratory. Early in the year the Government began building its Domiciliary Midwifery Centre at Yaba; this was to provide residential accommodation for six midwives and ante-natal and infant welfare clinic facilities. This Centre was to be staffed and operated by the Public Health Department of the Lagos Town Council.

It had long been realised that the provision of medical facilities in Lagos had not kept pace with the expanding population. Accordingly, to plan for the development of medical facilities in Lagos, a Medical Development Committee was set up early in 1954 and presented its report on 1st November, 1954. Its principal recommendations were embodied in a White Paper which was laid on the table of the House of Representatives on the 9th March, 1955. The proposals put forward in the White Paper were planned to take effect in the period 1955-60 and envisaged a total capital expenditure of just under £4 million and additional recurrent costs at £465,200.

The greatest project embodied in the White Paper was the proposed building of a new General Hospital on the mainland on the north-west corner of the Township, to provide 300 general beds. The initial planning of this hospital, which for financial reasons was to be reduced to 500 beds, was in hand and it was hoped to start building early in 1956. The

proposals also included the building of a 150-bed maternity hospital at Yaba, with an attached midwives hostel.

Western Region

Government Staff. The additional post of Assistant Director of Medical services was created during the year to strengthen the headquarters administration. Two officers were recruited on transfer to fill vacant specialist posts and three others were under consideration, leaving 12 posts still to be filled. The recruitment of new Medical Officers from Nigerians who had qualified in recent years had not come up to expectation and there were 15 posts vacant at the end of the year. Recruitment of Nigerian Nursing Sisters continued steadily but a number of those applying for appointment were married and not eligible for permanent appointment: there were 10 vacancies in this cadre at the end of the year. The sudden expansion of the hospital services created difficulties over the supply and training of nurses. There were three Sister Tutors on the strength out of an establishment of eight. The establishment of nurses and midwives now required to staff existing hospitals and those due to be completed during the next two years was 870 and the existing strength of such staff including probationers was 616. Further expansion of the nurses Preliminary Training School was being undertaken to speed up the output of probationers from the school. The training of Grade I midwives was started at Adeoyo Hospital, Ibadan.

The recruitment of Medical Officers of Health was even more difficult than that of general duty Medical Officers, and at the end of the year the post of Senior Health Officer and posts for seven Medical Officers of Health were vacant, the Region being left with only one Medical Officer of Health on the strength of its establishment and none on duty. The position regarding Health Superintendents was satisfactory: 22 out of 25 posts were filled and candidates were under consideration for the vacancies. Recruitment of Sanitary Inspectors and Medical Field Unit Assistants was good: but the number of applications for training as sanitary inspectors was lower than it should have been as the initial salaries were not considered sufficiently attractive, although promotion prospects were better than in other branches of the service.

Medical Facilities. Government Hospitals were as follows:

	No.		Beds
Benin Province . . .	3:	Afbor, Benin City and Ossiomo . . .	242
Delta Province . . .	3:	Warri, Sapele and Forcados . . .	156
Ondo Province . . .	1:	Akure	126
Abeokuta Province . . .	1:	Abeokuta	176
Ibadan Province . . .	3:	Ibadan (2) and Oshogbo . . .	137
Ijebu Province . . .	2:	Ijebu-Ode and Shagamu . . .	217
Oyo Province . . .	1:	Oyo	60
Colony Province . . .	1:	Badagry	38
	—		—
TOTAL	15		1,152
	—		—

Government hospitals were under construction at Auchi, Kwale, Okitipupa, Iddo, Ilaro, Epe and Ikeja, which would provide a further 348 general and maternity beds. Two hospitals for Iwo and Ogbomosho had also been approved and sites chosen. There was a lunatic asylum at Lantoro (Abeokuta) with accommodation for 84 patients. A new hospital for the treatment of mental and nervous disorders with accommodation for 200 patients was under construction at Aro near Abeokuta and the out-patient department was already functioning.

The Adeoyo Hospital, Ibadan, with accommodation for 280 patients was being run by the Board of Management of the new University College Hospital. At Ondo, the Divisional Council hospital was extended to 56 beds.

Mission Staff and Private Practitioners. The numbers were little changed from 1954, but two additional doctors were recruited by the Roman Catholic Mission for its Hospitals at Owo and Ogwashi-Uku.

Mission Hospitals were as follows:

	No.		Beds
Benin Province	3:	Benin City, Ogwashi-Uku and Uromi	90
Delta Province	1:	Ekuru	47
Ondo Province	3:	Owo (general), Ado Ekiti (2) (maternity)	112
Abeokuta Province	1:	Abeokuta	106
Ibadan Province	1:	Ogbomosho	54
Oyo Province	3:	Shaki, Ile-Ife and Ilesha	240
TOTAL	12:	Hospitals and general maternity.	649

Private Hospitals were as follows:

	No.		Beds
Benin Province	1:	Irrua	48
Delta Province	2:	Burutu and Warri	54
Ibadan Province	5:	Ibadan (5)	70
TOTAL	8		172

Rural Health Centres. It was proposed that there should be one or more Government rural health centres in each province at which would be stationed, in addition to the local staff of midwives, health visitors and sanitary inspectors, a Rural Medical Officer and a Health Sister who would supervise the Local Authority medical services and schools health services in the province. Such health centres had already been established in Ilaro in Abeokuta Province, Auchi in Benin province and Ughelli in Delta province. Rural Health Centres for Colony and Ondo provinces had already been approved and sites for two more were being chosen in Ibadan Province.

Where Local Authorities provided suitable maternity centre, dispensary and health office buildings, with adequate staff at an approved site, the unit might be graded as a Rural Health Centre and attract increased financial grants from the Regional Government. Two such centres had been approved in Ibadan and three in Oyo Provinces. Other

Local Authorities were making the necessary improvements and additions to existing medical facilities and it was expected that the number of Local Authority Rural Health Centres would increase rapidly in the near future.

Maternity Centres. The number of centres and of beds provided in each of the provinces was as follows:

<i>Province</i>	<i>Local Authorities</i>	<i>Missions</i>	<i>Private</i>	<i>Total</i>
Benin	22 (83 beds)	8 (68 beds)	4 (20 beds)	34
Delta	5 (6 beds)	10 (81 beds)	5 (38 beds)	20
Ondo	37 (47 beds)	4 (27 beds)	—	41
Abeokuta	22 (— beds)	—	—	22
Ibadan	14 (50 beds)	4 (58 beds)	7 (30 beds)	25
Ijebu	21 (97 beds)	1 (— beds)	3 (18 beds)	25
Oyo	14 (14 beds)	10 (19 beds)	2 (4 beds)	26
Colony	18 (76 beds)	—	—	18
TOTAL	153 (373 beds)	37 (253 beds)	21 (110 beds)	211 (736)

Dispensaries. The Regional Government only provided dispensaries at a few small stations and at a few special institutions, eight in all. Dispensaries run by Local Authorities and Missions were widely distributed in all the provinces as follows:

<i>Province</i>	<i>Local Authorities</i>	<i>Missions</i>	<i>Total</i>
Benin	60	—	60
Delta	35	2	37
Ondo	45	3	48
Abeokuta	26	—	26
Ibadan	21	2	23
Ijebu	26	—	26
Oyo	27	9	36
Colony	23	—	23
TOTAL	263	16	279

Leprosy Control. There was one large Government Leper Settlement at Ossiomo in Benin Province and the American Baptist Mission ran a fairly large settlement near Ogbomosho in Ibadan Province. There were also small leper camps run by Local Authorities or Missions at Abeokuta (2) and Ilesha, and a special clinic attached to Ijebu Ode general hospital. An extensive programme of developing Leprosy Segregation Villages had been organised by the Leprosy Service and Local Authorities in Benin and Delta provinces. A special survey was carried out in Ondo Province and the necessity for a similar organisation confirmed. In Ibadan province, in addition to the settlement, the American Baptist Mission ran 9 Segregation Villages and 13 Special

Clinics. The number of patients in the mission units was 1,408 at 31st December, 1955.

Finance. The total estimated expenditure on the Regional Government's medical and health services during the year amounted to roughly £1,700,000; of this sum, £700,000 was the estimated expenditure on capital works and £1,000,000 was recurrent.

Local Authorities spent over £300,000 of their own funds on dispensaries, maternity centres and public health, 10 per cent of this being refunded to them by the Government in the form of medical "code" grants. Furthermore, towards the end of the year, the Government allocated to Local Authorities a total of £96,000 in capital grants for the building of additional dispensaries and maternity centres in areas where they were most needed.

Eastern Region

Organisation. The Minister of Health, acting through the staff of his Ministry, had overall responsibility for the work of the Medical and Health Department. The Director of Medical Services was responsible for the running of the Department, subject to such directions as he might receive from the Minister.

The Director, who conducted the administration of the Region's Government Medical and Health Services from Enugu, also exercised a supervisory control, largely advisory, over the medical activities carried on by the Voluntary Agencies, commercial enterprises, private individuals and the Local Government bodies. With the exception of the Regional Medical Stores at Port Harcourt, which was under the direct control of the Director at Enugu, administrative control was exercised by Headquarters through three Senior Medical Officers, to whom an increasing measure of authority was being delegated.

For administration, the Region was divided into three Medical Divisions, each with a Senior Medical Officer in charge. The Senior Medical Officers were directly responsible to the Director at Enugu for all medical and health administration in their Divisions, with the exception of finance which was controlled from the Regional Headquarters. Each Medical Division was sub-divided into a varying number of medical areas each with a Government Hospital, or Nursing Home, and under a medical officer responsible to his Senior Medical Officer.

Staff. The establishment of the Senior Service staff of the Eastern Regional Medical and Health Service increased from 174 to 183, but the strength fell from 152 to 147, though within the Region there was considerable increase from 132 to 147. Nigerianization increased steadily, from 45 per cent in early 1954 to 52 per cent at the end of 1954 and to 62 per cent at the end of 1955. In 1955 there were 21 more African officers in the Senior Service than in 1954, 17 more sisters (some of them temporary), 3 more superintendents, one dietician and one doctor, but one senior pharmacist less. The number of expatriates fell from 63 to 56. These losses were of the experienced staff who were replaced mainly by newly qualified staff.

The following comparative table shows the establishment and strength of the Eastern Regional Government Medical and Health Services for the years 1954 and 1955.

<i>Officers</i>	<i>December 1954</i>		<i>December 1955</i>	
	<i>Establishment</i>	<i>Strength</i>	<i>Establishment</i>	<i>Strength</i>
SENIOR SERVICE				
Doctors (all grades)	82	61(41)	83	64(42)
Sisters (all grades)	2	2(2)	2	2(2)
Dentists	46	38(13)	50	47(30)
Superintendents	20	12(6)	20	14(9)
Leprosy Control Offices	12	9(—)	11	9(1)
Pharmacists	9	5(4)	9	4(3)
Medical Auxiliaries	2	1(—)	3	3(2)
Administration and Accounts	5	4(2)	5	4(2)
TOTAL	178	132(68)	183	147(91)

Note.—Figures in brackets show African Officers.

Number of posts temporarily filled = 13 out of 147, i.e. 9 per cent.

<i>Officers</i>	<i>December 1954</i>		<i>December 1955</i>	
	<i>Establishment</i>	<i>Strength</i>	<i>Establishment</i>	<i>Strength</i>
JUNIOR SERVICE				
Pharmacists	39	30	38	33(6)*
Sanitary Inspectors	103	98	94	93
Nurses	583	538	553	548(11)*
Rural Services	50	44	70	54
Leprosy Control	103	93	92	93
Laboratories	26	26	29	29(2)*
Clerical	165	145	164	145
Others	520	417	497	457
	1,589	1,391	1,537	1,452(19)*

*Officers on U.N. scholarships.

At the 31st December, 1955, there were 108 doctors practising in the Eastern Region, 59 in Government Service, 28 under Voluntary Agencies, mainly Christian Missions, 2 under commercial companies and 19 in private practice.

Hospitals. Information concerning beds in Government hospitals is shown in the following table.

Name and Location of Hospital	Number and category of beds					
	General	Obstret- rics	Tuber- culosis	Infectious	Men- tal	Re- marks
ABA MEDICAL DIVISION						
Aba General	87	—	—	—	—	cots 23
„ Maternity	—	53	—	—	—	59
„ I.D.H.	—	—	—	5	—	—
Port Harcourt:						
General	143	19	—	—	—	36
Nursing Home	12	—	—	—	—	4
I.D.H.	—	—	—	32 (16 used for Tuber- culosis)	—	—
Okigwi General	66	6	3	1	—	10
Ikot Ekpene General	63	—	—	—	—	3
„ Maternity	—	21	—	—	—	12
Opobo General	24	4	—	8	—	2
Owerri	76	8	—	6	—	—
Degema General	34	8	—	4	—	—
Ogoni General	60	6	—	—	—	—
Umuahia	—	—	—	—	—	Closed
	565	125	3	56	—	149
CALABAR MEDICAL DIVISION						
Calabar General	107	—	47	—	—	18
Nursing Home	6	—	—	—	—	1
I.D.H.	—	—	—	42 (16 used for Tuber- culosis)	—	—
Maternity	—	34	—	—	—	33
Mental	—	—	—	—	105	—
H.M. Prison	—	—	12	—	26	—
Arochuku General	24	—	—	—	—	—
	137	34	59	42	131	52
ENUGU MEDICAL DIVISION						
Enugu General	145	19	45	9	—	24
H.M. Prisons	—	—	—	—	—	—
Nursing Home	15	—	—	—	—	—
Colliery Sick Bay	16	—	—	—	—	—
Onitsha General	98	8	16	—	—	—
I.D.H.	—	—	—	32	—	—
Abakaliki General	56	—	—	—	—	4
Ogoja General	48	4	—	—	—	—
Obubra General	28	8	—	—	—	—
	406	39	61	41	—	28
TOTAL						
EASTERN REGION	1,108	198	123	139	131	229
Increase since 1954	3	—	69	13	42	—
Decrease since 1954	—	7	—	—	—	73
Leprosy Service	221	—	—	8	3	—
Total, all institutions	1,329	198	123	147	134	229

In addition to the 1,931 beds in Government hospitals, there were 1,700 voluntary agency, 129 local government and 109 private hospital beds.

There were about 200 dispensaries in the Region, most of which were owned and staffed by local government councils.

Maternity Homes. There were about 204 maternity homes in the Region in 1955, owned as follows:

Local Government	113	Private	30
Voluntary Agency	56	Co-operative	5

Expenditure. The following table shows the expenditure of the Eastern Regional Government on its medical and health services for the years 1954-55 and 1955-56:

Actual Expenditure 1954-55

<i>Personal Emoluments</i>	<i>Other Charges</i>	<i>Special (Capital)</i>	<i>Total</i>
£	£	£	£
357,778	302,457	156,637	816,872

Estimated expenditure 1955-56

<i>Personal Emoluments</i>	<i>Other Charges</i>	<i>Special (Capital)</i>	<i>Total</i>
£	£	£	£
448,970	335,960	206,550	991,430

The expenditure of Local Government Bodies in the Eastern Region in respect of their medical and health services was as follows:

Estimated expenditure 1954-55

£202,370, excluding capital expenditure.

Estimated expenditure 1955-56

£252,983, excluding capital expenditure.

Northern Region

A notable feature in the development of medical and health services in the Northern Region in 1955 was the improved position in the recruitment of medical staff, particularly doctors. This was largely due to the high priority given to the Northern Region by the Recruitment Branch of the Colonial Office.

Hospital Services. During the year two new hospitals were approved: a Government Hospital at Ilorin with 140 beds of all kinds, and a combined Mission and Government Hospital at Nguru. Various extensions of provincial hospitals were completed, but the new hospital at Keffi, built with Colonial Development and Welfare funds, could not be brought into use because of lack of nurses and other medical auxiliaries. The construction of the out-patient department at Bama in

the Northern Cameroons was started during the year. A new hospital at Mubi, Northern Adamawa, in the Trust Territory, was partially opened during the year pending the availability of more staff.

Laboratory Services. The development of laboratory services in the Northern Region was hampered owing to the shortage of technical assistants and funds. A new Regional Pathology Laboratory was in construction at Kaduna and it was hoped that it would be completed, equipped and functioning during 1956.

Orthopaedic Services. It was proposed to begin the building of an orthopaedic hospital at Kano; in the meanwhile the Orthopaedic Service continued to function from beds allocated for this purpose in the City Hospital, Kano.

X-ray Services. The Radio-Diagnostic Centre planned for Kaduna had not yet materialised, but meanwhile much useful work was done in Kano where the radiologist was stationed. Arrangements had been completed with the Watson Electric-Medical Company to service on a contract basis at regular intervals all X-ray equipment in the Northern Region.

Dental Services. The staff of the Dental Services in the Northern Region in 1955 comprised the following:

One Senior Dental Surgeon	Four Almoners
Four Dental Surgeons	Three Dental Attendants
Four Dental Technical Assistants	

This staff included two Dental Surgeons who were recruited during the year. In spite of the improved staff position, Dental Surgeons were fully occupied at their stations and could not undertake extensive touring. Touring facilities were, however, made easier by the provision of compact touring equipment with a lorry for each dentist, and the setting up of Dental Clinics in new hospitals. A vast amount of specialist work was done by Dental Surgeons during the year. These included the treatment of fractured jaws, cysts, adamantinomata, osteomyelitis, and impacted wisdom teeth. Over 200 such operations were performed. Paradental disease still took priority over all types of dental diseases found, and caries was becoming common. A rudimentary school dental service was set up in Kaduna during the year to deal with emergency work.

Mental Services. The only type of mental service carried out in the Northern Region during the year was the confinement and control of those mentally sick who were unable to fend for themselves or who constituted a social embarrassment. A mental specialist visited the Region in October to study the distribution and types of mental disease and to make recommendations for the establishment of a mental health service. His report was expected early in 1956.

Training Facilities. The Kano Medical School, which was housed in a temporary accommodation, was officially opened in April with 12 students, 9 of whom passed the first professional examination in

chemistry, physics and biology. Its object was to train Assistant Medical Officers to augment the establishment of doctors in the Region.

Plans were in hand for opening two Preliminary Nurses Training Schools at Kaduna and Makurdi to train Northerners as probationer nurses. It was intended that the Kaduna School should concentrate in training female nurses. Thirty-seven Government and Mission students passed the Preliminary Examination of the Nursing Council of Nigeria from training hospitals, whilst 18 Government probationer nurses passed the final examination of the Council and were registered. At the Kaduna Hospital, 8 Government midwives in training passed out as Grade I midwives, and 21 Native Authority and Mission students passed the final examination and qualified as Grade II midwives.

Ten dispensers qualified from the School of Pharmacy, Zaria, at the end of the year and were posted to Government hospitals in the Region.

PRINCIPAL DISEASES

Epidemic and Endemic Diseases

Malaria. In Lagos, malaria was the commonest single cause of hospital attendance and the following incidence was shown:

	<i>Males</i>	<i>Females</i>	<i>Total</i>
In-patients	366	362	728
Out-patients	17,185	9,458	26,643
Deaths	25	28	53
Case Mortality	0·14%	0·29%	0·19%
% of all In-patients	5·5	7·0	6·2
% of all Out-patients	10·2	10·2	10·2

The predominant parasite was *P. falciparum*: four cases only of *P. vivax* malaria were seen.

The joint W.H.O./U.N.I.C.E.F. control scheme in Western Sokoto is described on p.98. No large-scale malaria surveys in representative areas of the Eastern Region had been undertaken during recent years, but the usual routine control measures of oiling, spraying, bush clearing, drainage and maintenance of drains were carried out in all stations.

Yellow Fever. Yellow Fever did not appear to exist on Lagos Island and no overt case had been reported for many years. In the Northern Region, no case of yellow fever was confirmed during the year, but in October 13 suspected cases from Yelwa Town (Maiduguri) were reported; a Virologist from the West African Medical Research Council Laboratories who investigated the outbreak reported that he was unable to obtain any evidence to support a diagnosis of Yellow Fever. A campaign which involved nearly 8,000 vaccinations and the taking of over 600 paired samples of blood was carried out in the Ballah District of Ilorin Province by the Medical Field Unit, under the technical supervision of the Federal Laboratory Service, from April to June in a field trial of the Yellow Fever Vaccine prepared in Yaba. The final

report on the survey was not yet available, but mouse-protection tests indicated that the immunity rate before the campaign was started was over 70 per cent.

In the Eastern Region, no overt epidemic was reported during the year. An isolated single case in an African non-inoculated male labourer, aged 25 years, working on the construction of a new cement works at Nkalagu, Abakaliki Division, Ogoja Province, was confirmed in November by post-mortem liver biopsy. A second case died at the end of December; the deceased was a non-inoculated male African aged 32 working at Mgbo, also in Abakaliki Division and about 15 miles from Nkalagu; investigation, however, revealed that there was no association between the two cases.

Small-Pox. In Lagos, no case of small-pox was reported during the year. The Vaccination Ordinance, which requires the vaccination of the whole population, is in force. In the Northern Region no major epidemic occurred during the year, but sporadic outbreaks continued, a total of 4,686 cases with 563 deaths being reported. These outbreaks were greatest in Sokoto and Kano Provinces, but were in every case successfully combated with vaccine lymph. Research carried out by the staff of Medical Field Units, it was hoped, would provide information on which more effective small-pox control could be based.

After several years of steady and progressive decline in small-pox incidence, there was a moderately short recrudescence of the disease in the Eastern Region in 1955. Scattered outbreaks occurred over a widespread area, particularly in Onitsha Province. An unusual feature of the epidemic was that it started in Onitsha Province in July at the height of the rains. The following table gives the small-pox incidence by Province:

Province	Cases	Deaths
Onitsha	527	110
Owerri	235	33
Ogoja	72	9
Rivers	37	4
Calabar	11	—
TOTAL	882	156

Intensive vaccination campaigns, which involved about 600,000 people in Onitsha Province alone, checked the spread of the disease.

Pulmonary Tuberculosis. In Lagos, pulmonary tuberculosis is the greatest endemic problem because of local overcrowding and low standards of living.

In the Northern Region, more cases of tuberculosis were reporting at hospitals throughout the Region now that the news that the disease could be treated by modern methods had spread. The real extent of the disease remained unknown. Towards the end of the year a W.H.O. Tuberculosis Survey Team arrived in the Region to carry out epidemiological surveys, with a view to providing the factual basis to determine

the suitability of mass B.C.G. campaigns, the age groups that they should include, and the communities (urban, rural etc.) in which the work should be concentrated. It was hoped that the findings of these surveys would produce much practical information on the epidemiology of tuberculosis in the Northern Region.

In the Eastern Region, a survey unit with a Medical Officer and Health Visiting Sister was formed at the end of 1954 to survey organized groups, beginning with school children, to improve treatment methods, and to participate in research projects. Tuberculin tests were carried out on 40,000 children, mainly in the large towns, and the proportion of positives (12-16 per cent at ages of 5-9; 22-30 per cent at ages of 10-14; 34-47 per cent at ages of 15-19; and 58-76 per cent at ages of over 19) were considered to justify extensive B.C.G. vaccination. A pilot vaccination scheme was being tried out. The number of beds allocated to tuberculosis was more than doubled (123 as compared to 54) during the year. At Calabar one third of available beds was used for tuberculosis. Emphasis was, however, on out-patient treatment and of the 600 cases treated almost half were out-patients. At research projects, the Heaf test was being compared with Mantoux; postural treatment was being investigated and a trial of streptohydrazid had begun under the supervision of the West African Medical Research Council.

Leprosy. In the Northern Region leprosy control was a combined undertaking of W.H.O., U.N.I.C.E.F., and the Northern Regional Government. The policy of this undertaking was that the spearhead of attack against leprosy must be the out-patient clinic attached to Native Administration rural dispensaries. At the end of September, there were under treatment in out-patient clinics, segregation villages and settlements 63,503 patients, an increase of 23,000 during the year. The total number of leprosy treatment centres increased by over 100 to 353, of which 281 were out-patient clinics. Three thousand leprosy patients were discharged as cured, and 12 million tablets of Dapsone issued from stock.

In the Eastern Region, a Government Leprosy Service was provided in the Onitsha, Owerri and Rivers Provinces. The wave of discharges following the institution of sulphone treatment in 1949-50, when the number of patients was at its peak, subsided and there was steady discharge rate matching the number of new admissions. Surveys made around clinics where the numbers seeking treatment had fallen most dramatically showed that, from the relatively few cases revealed and the mild type of the disease in new patients, real control was being achieved and that increasing emphasis could safely be placed on the follow-up of contacts and other preventive measures. At such surveys in Owerri and Rivers Provinces only 331 new cases (0.25 per cent) were found in the 130,000 people examined. The value of combined surveys was revealed at Nsukka where, in 1954 and 1955, 1,500 new cases of leprosy were found by special staff attached to the yaws unit. Seventeen new treatment centres were opened. An encouraging feature was the willingness of the more progressive local authorities to permit general dis-

pensaries to be used for out-patient treatment of leprosy. During the year the Government Service had 14,000 cases under treatment, of whom 4,200 were new cases and 3,900 were discharged. This service controls over 200 hospital beds, 163 treatment centres and 122 segregation villages.

Voluntary Agencies provided most of the service in the Ogoja and Calabar Provinces, and efforts continued to extend control measures. Ogoja was divided into two areas for each of which one mission was responsible and where, because of transport difficulties, a number of small settlements were required rather than one large provincial settlement. In Calabar, no final assignment of territorial responsibilities had yet been reached and governmental service continued to serve Calabar County. The various voluntary agencies, controlling 41 treatment centres and 35 segregation villages, had a total of 106 hospital beds in their settlements, and had 12,000 patients under treatment during the year.

Yaws. In the Eastern Region, Medical Field Units were engaged in yaws control during the year. In Nsukka Division, the returns for a complete survey started in 1954 were as follows:

Population examined	385,270
Infectious yaws	12,291 (3.3%)
Late cases	42,719 (11.0%)
Latent cases and contacts	330,260 (85.7%)

At re-surveys in Nsukka, 275,000 people were re-examined and only 460 infectious cases found (0.16 per cent). A similar survey in Awgu, Udi Division, in June showed the following returns:

Population examined	153,104
Infectious yaws	501 (0.3%)
Late cases	3,241 (2.1%)
Latent cases and contacts	149,362 (97.6%)

Local staff were being trained in Udi for re-survey work which was starting at the usual interval of six months after the initial treatment surveys. Incidence of yaws in Udi was patchy, but high rates were known to exist along the Awka and Awgu borders.

In the Northern Region, the yaws control project was administered concurrently during the year with similar schemes with W.H.O., U.N.I.C.E.F. and the Northern Regional Government. With the Medical Field Units, the Northern Region Yaws Unit in April, 1955, worked in the Igala Division of Kabba Province bordering on the Nsukka Division of Onitsha Province where the Eastern Region campaign was being conducted simultaneously. The following returns were obtained:

Population examined	303,159	Contact cases	84,057 (24.9%)
Infectious Yaws	32,254 (14.2%)	Latent and late cases	193,639 (63.9%)

Public reponse and co-operation from Native Authorities was encouraging, and with the dramatic result of penicillin therapy the future success of the project was ensured. The second W.H.O. International Conference on Yaws was held for a fortnight at Enugu in November. During the sessions, delegates made field visits to Nsukka, Awgu and Oji River to see initial and follow-up surveys, rural health centres, leprosy control, community development and the Awgu Community Hospital. The major recommendation of the conference concerned a continent-wide attack on yaws and endemic syphilis.

Sleeping Sickness (Trypanosomiasis). In November, 1955, Dr. M. P. Hutchinson, Epidemiologist to the West African Institute for Trypanosomiasis Research, completed the follow-up survey on cases he had previously treated with melarsen in Obudu (Ogoja Province). Sleeping sickness was, however, a minor problem in the Eastern Region, the main forms being in the Obudu area of Ogoja Province where the prevalent strain of trypanosome was markedly resistant to treatment and had a predilection for the central nervous system. The total number of sleeping sickness cases reported during the year was 151. Of these, 55 were diagnosed in dispensaries and the balance of 96 were found either at surveys or re-surveys.

In the Northern Region, a total of 1,200,976 people were examined during the year and 2,599 cases of trypanosomiasis discovered, an incidence of 0.21 per cent. In addition 2,881 cases were diagnosed at hospitals and dispensaries, giving a total of 5,480 cases treated. An outbreak of sleeping sickness occurred during the year in the Chinade district of Bauchi Province, with a range of incidence between 1 and 19 per cent in various villages. All, except two cases, were in the early stages of the disease. There are indications that a rise in incidence was occurring in parts of Benue Province and a Sleeping Sickness Medical Officer had to be posted there. The relapse rate of treatment still stood at about 20 per cent. Melarsen was the drug of choice as most cases which relapsed were found to be Tryparsamide resistant. Pentamidine prophylaxis of mines labour in the Jemaa-Wamba area still continued to be effective. Various control measures were put into operation during the year. These included clearing of vegetation and the use of herbicides. Results of the latter measure were, however, disappointing, but the question arose whether the experimental sites were sufficiently isolated from the control section. It was therefore decided that further research was necessary before a definite conclusion could be reached. A similar decision was reached on a field trial of "obstructive" clearing based on the theory evolved by Dr. T. A. M. Mash of W.A.I.T.R., which was begun in May.

Cerebro-Spinal Meningitis. There was no serious outbreak of this disease in the Northern Region during the year. A total of 947 cases with 174 deaths were, however, reported. Compared with previous inter-epidemic years, these figures are low. An epidemic was forecast for 1957 and plans were being made to combat this outbreak in conjunction with the authorities in adjacent territories.

Cerebro-Spinal meningitis was not a serious problem in the Eastern Region: 69 cases with 16 deaths were reported during the year. Of these, 48 cases with 9 deaths occurred in Onitsha Province. These figures were however, a slight decline on those for 1954.

Anterior Polio-Myelitis. Four cases of this disease, with one death, all male Europeans, were reported during the year in the Eastern Region.

Onchocerciasis. In the Northern Region, surveys to determine the incidence and distribution of onchocerciasis, the second main cause of blindness in the Region, and to correlate this with the breeding foci of the vector, *Simulium damnosum*, were continued by the Regional Ophthalmologist and Entomologist. The preliminary surveys for the pilot *Simulium* control scheme at Abuja were completed, and road clearing work to the chosen larvicidiary points was well under way for the project, which was to start in April, 1956. The Emirate of Abuja, with its hills and escarpment over which flow rocky streams, presents ideal conditions for the breeding of *Simulium damnosum*, and surveys had revealed a standardised onchocerciasis infection rate of 315 for 1,000 among the local population. The attack on the fly was to be made on the breeding forms in the rivers by the application to the breeding grounds of D.D.T. at 10 per cent in fuel oil. A clinical assessment to determine the effect of the control measures on the incidence of the disease was to be carried out over a long period by a Medical Field Unit under the professional direction of the ophthalmologist. Following the observations of cases of onchocerciasis in Kaduna General Hospital, and the confirmation of a high incidence of infection in and around the town, entomological and clinical surveys were carried out there by the ophthalmologist and Medical Unit staff, and proposals for control made.

SANITATION AND HYGIENE

Water Supply

Many important towns in Nigeria enjoy pipe-borne water which is soft, palatable, safe and adequate in quantity. In such towns, the water obtained from adjacent streams is subjected to aeration, coagulation, slow sand filtration and chlorination. It is then pumped into a clean water reservoir from which it flows to the town.

Sewage and Refuse Disposal

Although septic tank installations were becoming increasingly popular with the higher income groups of town dwellers, the main methods of night soil disposal continued to be the bucket conservancy system in urban areas and Government Stations, and pit latrines in rural areas. The disposal of the bucket contents was generally by burial in shallow trenches, but Otway pits were used in some of the smaller stations. In some coastal towns, dumping in the creeks was employed. In some towns, however, the disposal of the night-soil was by composting. The disposal of refuse was generally by tipping, incineration or composting.

Inspection of Foodstuffs and Nuisances

In the large towns, shops, market stalls, street traders and hawkers were kept under constant supervision and inspection. House to house inspections for the abatement of nuisances were carried out as a daily routine in all stations. An increasing degree of attention was devoted to health propaganda and education and the house-to-house visiting provided Sanitary Inspectors and Health Visitors with ideal opportunities to educate large sections of the community in the principles of environmental hygiene.

HOUSING AND TOWN PLANNING

Lagos

The Lagos Executive Development Board was constituted under the Lagos Town Planning Ordinance with the dual role of planning authority and executive authority within the Township of Lagos. The Board was therefore responsible for Town Planning Control together with improvement, development and redevelopment by the operation of schemes under authority of the Ordinance and within the authority of the Minister of Land, Mines and Power.

The total land and water area of Lagos Township is 27.22 sq. miles and the estimated total population of 312,000 in 1955 was distributed as follows:

<i>Situation</i>	<i>Area (sq. miles)</i>	<i>Population</i>	<i>Population per sq. mile</i>
Lagos Island	1.55	174,000	112,258
Ikoyi Island	3.60	18,000	5,000
Victoria Island	2.37	3,000	1,265
Mainland	14.71	117,000	7,953
TOTAL	22.23	312,000	14,000

This readily illustrates the existing state of development of the Township, whereby Lagos Island with its concentrated population is the main centre of the Town, with much lower population densities on Ikoyi Island and the mainland and with little population on the so far undeveloped Victoria Island. During the year, 3,500 applications for building or development within the Township were dealt with. Close liaison was maintained with the Town Council as the Public Health and Building Byelaw authority. Applications were first submitted to the Board and, if approved, forwarded to the Town Council for consideration. In all planning due regard was given to the essential needs of the residents to cover the provision of schools, shops, churches, mosques, and playing fields, together with adequate communications and public services.

The scope of the overall problem posed in Lagos is illustrated by the following schemes in operation in 1955.

Apapa Estate. This scheme, which covered an area of 1,000 acres, and which was to provide industrial and high and low density residential land use, was commenced in 1950 and the last stages of site development were completed in 1955. The capital expenditure was of the order of £2 million financed mainly by loans from the Colonial Development Corporation (£1,250,000) and the Government (£600,000). The scheme provided 230 acres of industrial development, 678 high density residential and commercial building plots and 444 low density residential plots, together with sites for amenities and suburban public buildings. Sites were leased at £350-£400 a year per acre for industrial use, £120-£170 per acre per annum for low density residential use and £75 per acre per annum for high density residential use. With minor exceptions the whole of the reclamation, site development and drainage works were completed and leasing of sites was well advanced. The rent income for the year was £66,000.

Itire Road Estate. This freehold residential estate covering 132 acres of land was to provide 750 residential building plots together with a neighbourhood centre for shopping, market and churches. The estimated cost of the scheme was £250,000,000, including land acquisition, site drainage and streets; the sale of plots had commenced. The price of plots was 12s. 6d. per square yard, which for a plot measuring 40' x 100' amounted to £280. Site development was completed for the first 100 plots.

Suru Lere Rehousing Scheme. This scheme comprised 913 low-cost houses required to provide accommodation for persons displaced under the Lagos Central Planning Scheme by the clearance of slums and redevelopment of that area. The estate was laid out with proper standards of roads, drainage, public services and street lighting, with terraced housing. The houses varied from one- to four-roomed types, each house having its own self-contained kitchen, water-borne sanitation and bath, except in single-roomed houses where the sanitary and bathing arrangements were communal. The estimated total cost of the scheme was £640,000 and the houses were rented on a room unit basis of 25s. per room per month. Economic rents inclusive of rates would have been 48s. per month per room, and a Government subsidy was provided to reduce the inclusive rent charged to 25s. per room per month. One hundred and twenty houses were completed and occupied during the year and a further 680 houses were under construction.

Lagos Central Planning Scheme. This scheme comprised the clearance and redevelopment of 70 acres of insanitary and overcrowded land in the centre of Lagos. Streets were to be widened to meet the increased traffic demands and at the same time rear access service roads to the commercial premises fronting these main streets were to be provided. Of the total area developed there would be available 22 net acres of residential development and 20 net acres of commercial development. The existing population in the area was estimated at 20,000 persons and their removal was to be phased over a period of five to seven years into the Suru Lere Rehousing Estate, where after temporary residence, they

would be able to return to new buildings available in the redeveloped area. The formal scheme was prepared in 1951 but approval was deferred pending settlement of objections to it, and the availability of funds for its operation. Formal approval was given to proceed with the scheme in September, 1955, and the first part of the area was vested in the Board in October, 1955. By March, 1956, five hundred persons had been removed from the area and 120 houses in the Suru Lere Rehousing Estate occupied. Demolition of vacated premises had also commenced and arrangements were completed for the first redevelopment contract to start in the middle of 1956. The closest liaison was maintained with all interested parties and every effort was being made to ensure the minimum disturbance to those affected.

South East Ikoyi Estate. This was a Government residential area for better-class housing development, and the Board's responsibility was that of designing and constructing agent on behalf of the Federal Government. The scheme comprised the reclamation of 270 acres of low-lying swamp land on the Ikoyi Island adjoining the existing Ikoyi residential area. After reclamation, roads and public services were to be provided for approximately 270 residential building plots for Government and for other public and commercial purposes. There were to be three stages: reclamation, and two stages of site development. The cost of the whole operation was to be approximately £630,000. Reclamation was carried out after clearance by pumping sand from the adjoining creek to the site. The operation required 1,250,000 cubic yards of sand to be pumped and was completed in May, 1955, after six months. The scheme was to be completed by the end of 1956. The disposal of plots was the responsibility of the Federal Government and the building of houses the responsibility of authorities or individuals to whom plots were located. Building was expected to commence during 1956.

Lagos Housing Scheme 1955. This scheme provided for 1,300 lowcost houses located on two sites in the Suru Lere Area. The estimated cost was £1 million. The scheme was promoted by the Federal Government and the Board was asked to undertake it. Work was commenced in November, 1955, and by the end of the year 200 houses were under construction. The first house was to be available by July, 1956, and the completion of 1,300 houses was expected in 1957. The houses were intended to accommodate low-income group workers.

Oke Suna Development. This scheme was previously considered as a means of providing additional land by reclamation of swamp and lagoon for much needed further building space on Lagos Island. The area comprised low-lying swamp on to which a good deal of building encroachment had taken place and which was subject to periodical flooding. A study of the scheme proved it to be uneconomical and impractical at the time and it was therefore postponed. Its total estimated cost was approximately £2,300,000. The cost per net acre of land available after reclamation, main draining and rehousing costs had been met, was estimated at £10,900 per acre.

Ijora Industrial Estate. The need for further industrial development and the fact that the land suitable for this purpose at Apapa would soon be exhausted led the Board to explore the question of the Ijora area, comprising a total of 376 acres, most of which was low-lying swamp requiring to be reclaimed if building development was to be permitted. The area was served by rail, trunk road, pipe-borne water and electricity. The Board's proposal was that the area be reclaimed and zoned for industrial use, the Board to manage the area by providing site development and public services to meet the demand of new industrial development. For reasons of priority of other matters, however, the Federal Government did not include it in its five-year economic programme.

South West Ikoyi. This area of 250 acres comprised mostly low-lying swamp land with occasional public buildings. A scheme was prepared for the reclamation of the area and its development as a middle-class residential estate at an estimated cost of £750,000. The Federal Government reached agreement with the Board to proceed with site investigation prior to further consideration. Site investigation on-shore and off-shore for both reclamation and building purposes was done.

Victoria Island. The island covers an area of 1,500 acres most of which was low-lying swamp, possessing the excellent amenity of sea front and beach together with harbour flank frontage. There were neither public services available nor suitable communications for general development. Consideration was given to this by the Board and the Federal Government and financial approval was to be available in 1956-57 for the carrying out of site investigation over the whole of the Island to permit a careful study being made for its future development.

The Eastern Region

The typical house construction of the villages—mud walls and palm thatch—was giving way with astonishing speed to modern houses of cement blocks and pan roofs. It was the ambition of every Easterner to build such a house for himself and his family, and even in remote villages this ambition was being fulfilled. In the towns there was keen competition for plots in the new layouts. In spite of private building on a large scale, especially in the Uwani and Fegge suburbs of Enugu and Onitsha, the shortage of houses in the towns continued to be a serious problem. A relief programme by the Regional Government was initiated. First, a programme of construction of junior staff quarters costing £24,000 and £4,000 was begun in Enugu and Calabar respectively; secondly a Bill to regulate and control rents and to establish rent tribunals was passed by the Regional Chamber in December, 1955; thirdly, the Government approved in principle a plan to enable Nigerian Civil Servants in large numbers to take out loans to assist them to build houses for themselves on conditions less exacting than those required by the small-scale loans scheme; finally, the Government had under examination proposals to set up a Government Housing Corporation which would run a Building Society both for the benefit of private

persons who could afford to take out loans to build houses for themselves, and to build model housing estates for rental by Local Government Councils in the large towns.

Western Region

The Land and Town Planning Department was expanded by the addition of new staff and equipment and the absorption of Development Officers and staff formerly seconded from the Public Works Department. This expansion enabled more positive action to be taken in town planning than was possible before and greater interest was being promoted throughout the Region by means of financial grants. Out of a total of 17 Town Planning Authorities constituted since 1947 six had to be dissolved and only four remained active. There were in 1955 eight Town Planning Authorities or Committees, brief details of which are given below:

Ajowa. A grant of £1,000 was given to the Council's Building and Town Planning Committee for resettling the inhabitants of 11 scattered villages in a new town being created at a central point on the Owo-Lokoja road in Ondo Province. Preliminary information was collected in May, and a lay-out plan, together with building sketches, was prepared in the Ministry's Town Planning Office in time for a ceremonial turning of the first sod to be held in December. Building was to start early in 1956.

Sapele. A £1,000 grant was made to the Town Planning Authority which had become well established and was the most active in the Region. A Town Planning Officer was in charge of the schemes in hand and the Authority employed a small staff.

Abeokuta. A grant of £1,000 was made to Abeokuta Town Planning Authority to which the Egba Native Authority made a further grant of £3,000 during the year. Fafunwa Quarter was declared Planning Area No. 1 and a plan for a new lay-out round the palace forecourt was put before the Authority.

Ikeja. A grant of £1,000 was made to the Ikeja Town Planning Authority which maintained a small staff and was assisted by a Town Planning Officer. The rapid emergence of a Somolu settlement on land earmarked for other use presented a special problem. Much work was done in checking contraventions in Somolu, Ikeja, Mushin and Agege. A scheme for Somolu was nearly ready and draft schemes were being prepared for other areas in Ikeja where a demand for building plots was expected. The boundaries of existing lay-outs were being marked out and maintained.

Ife. £600 was granted to the Town Planning Authority which employed a small staff. Schemes were prepared for three of the five areas declared and there was a great demand for building plots.

Oshogbo. A scheme was prepared for the Council and the Town Planning Committee was implementing it. Building was in progress.

Ijebu-Igbo. Survey sheets of the planning area were soon to be available and the authority was eager for the preparation of a scheme.

Ilesha. Despite a grant of £220 to the Town Planning Authority, little progress was made during the year.

The Local Government Law of 1953 made it possible for local government councils to do some simple planning and many of them sought advice from the Town Planning Section. The areas investigated for possible town planning were Asaba, Agbor, Ogere, Owo, Ikenne, Ogbomosho and Ilishan. Arrangements were being made to carry out preliminary surveys.

Housing Policy. The only project with which the Lands Department was associated was the Western Region Government Staff Housing Scheme. This was limited in its application to persons who were natives of the Region and who were in the Government or local government service. The management and control of the scheme was vested in a Board of Management appointed by the Governor. Loans were approved for building a house and/or purchasing land on which to build a house. In addition to the requirements of birth and domicile an applicant had to satisfy the Board as to the adequacy of the land on which he proposed to build and of his title thereto. Recent amendments provided that the maximum loan that might be approved was £4,000 and that the borrower might repay the amount in 10, 15 or 20 years as he chose. From the inception of the scheme to the end of 1955, 123 and 14 applications from members of the Junior and Senior Service respectively had been received and 44 loans to members of the Junior Service and 6 to members of the Senior Service were made. In all, a sum of £23,961 was granted to the former and £6,800 to the latter.

Northern Region

The standards of housing were changing slowly and the vast majority of the people continued to live in the traditional mud and thatched houses, built in the same way as by their forefathers. In some of the towns, however, corrugated iron roofing was replacing thatch, while brick and cement were used instead of mud; cement floors were being laid and wooden doors were hung instead of mats. In the southernmost areas of the Region large houses of European design were not uncommon, but at the other extreme there were thousands of nomadic people living throughout the year in temporary shelters of grass or skins. There were demands for planned lay-outs in the towns, where the influence of European standards of housing was felt. Several new towns and town extensions had been planned in Adamawa, Kabba, Kano, Zaria and Ilorin Provinces, and piecemeal development was taking place all the time in and around the major centres. Comprehensive town plans were being made from aerial photographs, as well as from visual surveys, to assist in planning future expansion. In the early part of the year the Town Planning section of the Public Works Department was transferred to the Survey Department where it acquired the advantage of carrying out plans on the ground, as well as ready access to all available maps, plans and air photographs.

SOCIAL WELFARE

Federal Social Welfare Department

The Federal Social Welfare Department, with its staff of seven Senior and 118 Junior Service officers carried out multifarious activities during the year.

The Port Welfare Section visited 403 ships and 133 seamen in hospitals, exchanged books with 55 libraries and did much of the liaison work for the official visit of H.M.S. *Sparrow* and the routine call of the Spanish gunboat, *Canovas del Castillo*. Assistance was also given to many seamen who sought the help of the Port Welfare Officer.

The Adult Welfare Services dealt with various domestic problems. These included reconciliation of servants and masters, and children and parents or guardians. Sixteen adult destitutes were repatriated to their homes; six old people were cared for in the Old Peoples' Refuge; at the request of Magistrates' inquiries into family matters were undertaken in Adult Courts; help was given to discharged prisoners.

The Family Welfare Service dealt with 1,347 cases of family disputes involving care and custody of children, marriage counsellors reconciled 519 married couples and, where reconciliation was impossible, arranged for maintenance by fathers of 262 children, an arrangement which involved a sum of £3,000. The Lagos Marriage Evidence Council, which organized three courses for married and engaged couples during the year, was assisted by the Family Welfare Centre.

The Onikan Community Centre, with its 33 affiliated unions, provided various recreational activities for adults such as lectures, debates, brains trusts, film shows, excursions and socials. Groups were formed for table-tennis, country and ballroom dancing, photography and tenniquoit.

Twenty boys' and 12 girls' clubs provided training in citizenship and recreation for over 2,000 members. These included football, netball, tennis and boxing matches and athletic and swimming competitions. Six residential training courses on leadership by 100 senior members of the Boys' Clubs and two residential weekends by Girls' Clubs were arranged at the Boys' and Girls Holiday Camp at Kuramo Waters; 25 boys attended the Shasha Training Courses organised by the Western Region.

In conjunction with the Western Region Social Welfare Department, the Department financed the publication of *Young Nigeria* which was published six times. One member of the staff attended the conference of the World Assembly of Youth as an observer on behalf of the newly formed Lagos Standing Conference of Voluntary Youth Organisations.

The Juvenile Welfare Services provided probation officers for the Juvenile Court which during the year dealt with criminal offences involving 419 boys and 59 girls; cases of 143 boys and 20 girls beyond parental control; 157 boys and 99 girls in need of care and protection; and street trading offences and contraventions of byelaws involving 101 boys and 560 girls. Probation Officers investigated the home circumstances and personal histories of over 1,100 children; of these 73

boys and 4 girls were committed to Approved Schools and 14 boys and 4 girls to the care of approved foster-parents. At 31st December, 1955, 262 boys and 87 girls in their homes were under the supervision of probation officers, who also took the children to weekend camps. During the year, the Department boarded and maintained 21 boys and 11 girls and repatriated 127 boys and 49 girls. In the same period, 157 girls and 103 boys under nine years of age were admitted into the Girls' Remand Home. The Isheri Approved School for senior and junior boys cared for 180 boys, 23 of whom were released on final discharge and 28 on licence; 7 boys, of whom 2 were still at large at the end of the year, absconded from the School. The School provided vocational training in carpentry, masonry, painting and decorating, blacksmithing, agriculture, pig and poultry farming and various types of handicrafts. The Birrell House at Yaba, a junior approved school, cared for 40 boys. During the year it admitted 14 and released 14 boys. Contributions amounting to £1,286 were collected from parents in respect of children committed to approved schools and financial provision was made for a Junior Approved School for Girls.

The After-Care Section of the Juvenile Welfare Service supervised 132 boys released from Approved Schools. In addition, for want of a suitable alternative, many handicapped children—insane, mentally defective, crippled, blind, deaf and dumb and epileptic—were admitted to institutions for juvenile delinquents.

During the year training courses in various aspects of welfare work were organised for the staff of the Department and the Social Welfare Adviser to the Secretary of State for the Colonies paid a visit to the Federal Social Welfare Department. Members of the staff also sat on 19 Boards or Committees which were engaged in social welfare activities.

Western Region

An important development in social welfare activity in the Western Region was the decision reached by such local councils in the Delta, Benin, Oyo, Ijebu-Ode, Abeokuta and Ibadan Provinces to set up Social Development Committees to deal with all aspects of social development in their areas. The local Social Welfare Officer served on the committee and gave it the benefit of his professional advice.

The outstanding feature of the year in the Western Region was the success of the Shasha Training Camp. Boys returning from the course acted as the vanguard for community development in their home districts. The scheme laid the basis for a wide-spread community development training. The Boys Club Movement continued to expand. Through its sport programmes it fostered the ideal of physical fitness; through its training schemes and its journal *Young Nigeria*, the concept of good citizenship. One encouraging aspect of the youth work was the willingness of various Local Government Councils to make financial contributions towards its cost. There was, for example, an £80 grant from the Egba Native Authority, a £21 vote for the training of senior club boys from Ijebu-Ode and £25 from Ijebu-Ode District Council.

The movement showed its ability to stand on its own feet by finding £200 to finance the *Daily Times* Cup, a football competition run on a Region-wide basis and including Lagos, which was won by a team from the Delta Province.

Social Welfare Officers in Abeokuta, Sapele, Warri, Ibadan, Ijebu-Ode and Ikeja carried out marriage counselling and maintained home visitors to conduct enquiries and supervise the care of children maintained by contributions paid through the Social Welfare Office. Every office reported an increase in the number of cases and a higher amount in contributions collected. For instance, in Abeokuta new cases in 1955 were 142 against 100 in 1954, whilst in Ibadan, new cases numbered 314, a 50 per cent rise. In Abeokuta £20 was being collected monthly in small sums by the end of the year and disbursed to maintain children. In Ibadan the figure was £50.

Prior to the application of the Children and Young Persons Ordinance to the Region in November, Social Welfare Officers carried out a great deal of social work connected with young offenders and those in need of care, on a non-statutory basis. Boys said to be beyond control and destitute and lost children were dealt with. When the Ibadan Juvenile Court was inaugurated in November, the Probation Officer had 11 boys and 2 girls under his supervision on suspended sentences from the Courts. In addition there were 7 boys referred by the Lagos Juvenile Court. Of a further 7 after-care cases from Enugu or Isheri Industrial Schools, 4 had been placed in suitable employment. In its first month, the Ibadan Juvenile Court dealt with 16 criminal cases and 17 care cases. The services of Probation Officers were available to Courts at Ibadan, Abeokuta, Ijebu-Ode, Sapele and Warri. Funds were voted for an Approved School for boys to be built at Iwo and a Remand Home at Sapele. All the work preliminary to actual building had been carried out by December. In October, the first Remand Home in the Region, at Ibadan, was opened and by the end of the year had already received 54 boys and 13 girls.

Eastern Region

Social development in Eastern Nigeria was almost entirely community development with a strong emphasis on project work and self-help. The activities of the Social Welfare Department were largely confined to Calabar, where a Social Welfare Officer and her small staff were working closely with the Juvenile Court and ran a Remand Home. Urban community development (youth clubs and the like) only touched a fraction of the population, even in the towns. Voluntary organisations such as the Red Cross, Y.W.C.A., Boy Scouts and Girl Guides Associations, were making increasingly successful efforts to expand their activities, assisted by small subventions from the Regional Government. But it was community development, the spirit of self-help, that reached out to the remotest village in the Region, and everywhere for a higher standard of living and a better way of life. Virtually every village in the Region had its primary school, built entirely through its own efforts.

A maternity home, a dispensary, a postal agency, a village hall, were in most cases, the next to be built. In the most advanced areas, the efforts of the people were directed towards such major projects as secondary schools, hospitals and post offices. The various projects completed during the year in the Region by communal effort included three Bailey Bridges, 1,947 feet of ordinary bridging, 500 feet of foot-bridging, 555 miles of roads, 23 post offices or postal agencies, 22 maternity homes, 64 village halls, 9 markets replanned and rebuilt, 6 community centres, 2 co-operative shops, 2 bore holes, 10 wells, 31 spring improvements, 6 leper clinics or segregation villages, 3 secondary schools and 3 teacher training colleges. The Community Development Centre at Awgu gave courses, each lasting 16 days, to Local Government Councillors and others and a total of 322 students passed through the Centre during the year.

A Youth Organiser, charged with assisting the growth of all voluntary youth organisations in the Region was appointed by Government and completed a comprehensive survey. It was proposed that he should run courses for Youth Club Leaders at the Training Centre at Awgu in conjunction with coaching courses arranged by the Sports Organiser, since it was found that Youth Clubs flourish best when they have an athletic flavour. In order to promote, encourage, develop and control amateur sport in the Region, the Government established by Law, an Eastern Nigeria Sports Commission. This body received a grant of £35,000 from the Finance Corporation in addition to a grant of £15,200 from the Regional Government. The Commission proposed initially to establish or improve sports fields in every division and to make subventions to sporting associations. A Government employee was appointed full-time Sports Organiser to coach athletes and to assist sporting organizations generally.

The Regional Government also established by law an Eastern Region Library Board to establish, equip, manage and maintain libraries in the Eastern Region. A grant of £50,000 from the Finance Corporation was placed at the Board's disposal and the Government Librarian was lent to the Board for its first six months of office to act as Secretary. The Regional Government was negotiating with U.N.E.S.C.O. for experts to be sent to assist in establishing a library service in the Region and, at U.N.E.S.C.O.'s request, the Government guaranteed an annual grant of £12,500 to the Board for five years to cover recurrent expenditure. A temporary pre-fabricated library building was set up at Enugu.

The Government had under consideration plans for social insurance in the form of a Contributory Superannuation Scheme for workers in regular employment. The report of an expert from an insurance company in Britain who studied the problem was awaited.

Juvenile delinquency was on the increase in the towns, but until it was possible to expand the probation service beyond the town of Calabar, little could be done except for magistrates to commit offenders to the Approved School at Enugu, a Federal Institution controlled by the Director of Prisons in Calabar. There were 306 admissions to the

Remand Home: 59 juveniles were on probation; 633 applications (compared with 442 the previous year) to take children outside Nigeria, mostly to Fernando Po, were dealt with, and only 30 were refused. In the Juvenile Court 77 criminal charges were preferred, and 37 contravention cases and 82 cases of care and protection were heard.

Northern Region

As in previous years, the major part of social welfare services was devoted to preventive and remedial measures designed to help solve the serious problem of juvenile delinquency. On the preventive side, the accent was on youth work, especially in clubs, in an endeavour to provide young people with a healthier outlet for their spare-time energies than they might otherwise enjoy. On the remedial side, the Kano and Bornu Native Administration Reformatories at Kano and Maiduguri respectively were built to be permanent; the Sokoto Native Authority Reformatory at Bugundu was already proving its worth. Matrimonial reconciliations were brought about, and in cases of failure adequate subsistence and maintenance allowances were suggested and invariably agreed to by both parties for their children. The closest co-operation was maintained with Social Welfare Departments in other Regions and help was received from the Social Welfare Departments in the Gold Coast and Sierra Leone.

The organisation of Youth Clubs was an important function of the Department. Inter-club competitions were encouraged and the difficulty of finding potential leaders was being gradually overcome. Ex-Man-O'War Bay Students' Associations were formed at Kano and Zaria and a Community and Character Development Training Course, similar to that organised in Victoria, Southern Cameroons, was organised at Riyom, Plateau Province. A member of the staff of the Social Welfare Department attended the international Conference of the World Assembly of Youth held at Accra during the year.

The repatriation of vagrants was still a problem. Since Remand Homes were not available, many cases for repatriation often disappeared from police custody while enquiry about their homes was being made. However, with the Red Cross Society, close touch was kept with destitute and disabled men, and with the Prison Department in respect of the after-care of prisoners from Government prisons. Full co-operation continued to be received from magistrates of all grades in dealing with juvenile delinquents. The Reformatories functioned satisfactorily during the year, with emphasis on training in agriculture, carpentry, shoe-making and tailoring. No Remand Home had yet been built in the Region, but the Kano Native Authority had decided to erect one capable of accommodating 30 boys during the next financial year, at a cost of £3,000.

Chapter 8: Legislation

THE year 1955 was one of intensive legislative activity both at the centre and in the Regions. At the centre, 11 new Ordinances and 21 amendments to existing Ordinances were enacted. One Ordinance, the Patents, Designs, Copyright and Trade Marks (Emergency) Ordinance, 1945, was repealed. Two of the Ordinances were to appropriate funds—one for supplementary appropriation for the year 1953–54 and the other for the provision of services for the year 1955–56. There were three Income Tax (Amendment) Ordinances, which sought to remedy the defects in the existing law.

In the industrial sphere, the epoch-making Factories Ordinance was enacted. This Ordinance, the first of its type in Nigeria, sought to provide for the health, safety and welfare of persons employed in factories and other bodies connected with them. This legislation was significant because it was to be applied without discrimination to all types of industry, whether governmental, commercial or private, throughout the Federation.

In the judicial field, eight Ordinances were enacted. These included a Criminal Code (Amendment) Ordinance, two Criminal Procedure (Amendment) Ordinances, two Evidence (Amendment) Ordinances, a Federal Supreme Court (General Provisions) Ordinance, the Federal Supreme Court (Appeals) (Amendment) Ordinance, the High Court of Lagos Ordinance and the Magistrates' Court (Lagos) Ordinance. The amendments sought to remedy the defects in the existing laws and the others were promulgated by virtue of the Nigeria (Constitution) Order in Council, 1954.

The process of converting Governmental quasi-commercial undertakings into statutory corporations was continued during the year. For this purpose, two Ordinances were enacted, including the Electricity Corporation of Nigeria (Amendment) Ordinance and the Nigerian Railway Corporation Ordinance. As in other cases, the amendment sought to remedy a defect in the old law, whilst the latter Ordinance converted the Nigerian Railway into a statutory Corporation.

In the field of research, two Ordinances were enacted: the West African Institute for Trypanosomiasis Research (Amendment) Ordinance and West African Institute of Oil Palm Research (Amendment) Ordinance. Both amended the Ordinances of 1950 and 1951.

During the year, a Nigeria Central Marketing Board was set up by law, to make provision for the establishment of a Nigeria Central Marketing Board for the export of Nigerian produce and for all its ramifications. In essence, the purpose of this Ordinance was to co-ordinate the activities of the Regional Marketing Boards and, in a certain sense, to replace the old Nigeria Cocoa, Cotton, Groundnut and Oil Palm Marketing Ordinances of 1949 which were automatically repealed when these bodies were regionalised.

In the military sphere, four pieces of legislation were enacted: the Local Forces (Amendment) Ordinance, Military Pensions Ordinance, Pensions (Special War Appointment) Ordinance and War Pensions (Amendment) Ordinance. The Local Forces (Amendment) Ordinance widened the scope of the existing law in Chapter 119 of the Laws of Nigeria by providing for the establishment and organisation of cadet units. The Military Pensions Ordinance sought to regulate the pensions and gratuities to be granted in respect of service by African Officers and other ranks in Her Majesty's Military Forces in Nigeria; the Pensions (Special War Appointment) Ordinance sought to provide in a special case the reckoning for pension purposes of a period of war service. The fourth Ordinance on pensions sought to remedy the defects in the existing Ordinance in Chapter 226 of the Laws of Nigeria.

Three pieces of legislation were enacted in respect of the Federal territory of Lagos: the Lagos Local Government (Amendment) Ordinance, the Lagos Town Planning (Amendment) Ordinance and the Public Order (Lagos) Ordinance. The last of these sought to provide for the preservation of public order on the occasion of public processions and meetings and in public places in Lagos; to prohibit within Lagos the maintenance by private persons of associations of military or similar character; and to repeal certain provisions of the Police Ordinance in their application to Lagos. The two other Ordinances sought to remedy defects in the existing law. Other legislation enacted during the year included the Ports (Amendment) Ordinance, the Shipping and Navigation (Amendment) Ordinance, the Survey (Amendment) Ordinance and the University College Hospital (Amendment) Ordinance. All these modified existing laws.

Western Region

In the Western Region several laws were enacted. The most important was the Western Region Appointment and Recognition of Chiefs Law and Amendments, which sought to put an end to chieftaincy disputes that in the past have led to unrest in the Region and to much expensive litigation.

In the judicial sphere, the Western Region High Court Law and the Magistrates' Courts (Western Region) Law established a High Court and Magistrates' Courts in the Western Region in accordance with the provisions of the Nigeria (Constitution) Order in Council, 1954.

An important Education bill passed was the Western Region Education Law, the primary object of which was to provide for the establishment of free primary education for children of school age, followed by post-primary and further education for those who were able and willing to take advantage of it.

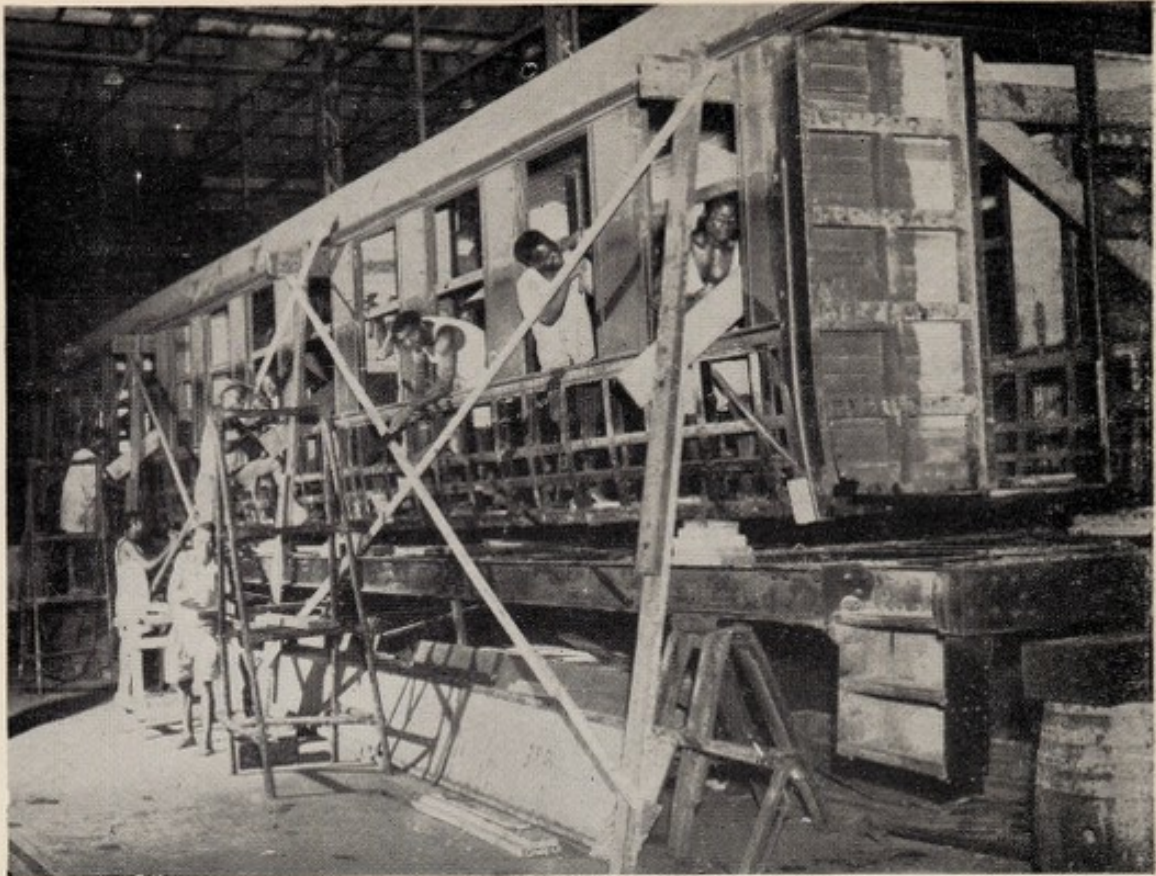
Three pieces of economic legislation were also enacted: the Finance Corporation and Local Loans Boards Law, the Government Lotteries Law and the Western Region Production Development Board Law. The first replaced the old Regional Development Boards Ordinance, in so far as that Ordinance related to the Western Region Development



Ceramics Factory, Ikorodu



Trenchard Hall, University College, Ibadan



Repairing railway carriages at Nigerian Railway Workshops, Ebute-Metta



Trusteeship Council Visiting Mission to the Cameroons

Board, and established a Finance Corporation with powers to make advances or grants to private individuals or to Local Loans Boards, which were also established by the law. The Government Lotteries Law established a Director of Government Lotteries and gave him power to promote and conduct a government lottery the profits of which were to be devoted to the prevention or cure of disease. The Western Region Production Development Board Law also replaced the Regional Production Development Board Ordinance and brought into being a body charged with the duty of formulating schemes for the promotion and development of the producing industries of the Western Region.

Other legislation passed during the year included the Public Holidays (Amendment) Law, which established a public holiday on the 28th of May to be known as the Western Region Youth Day, in substitution for the Empire Day Holiday; the local Government Police Law which, in the field of Local Government, replaced the provisions of the Native Authority Ordinance, and the Local Government Law relating to the Police Forces of native authorities and local government councils.

The Northern Region

In the Northern Region there was considerable legislative activity.

In the sphere of economics, the most important piece of legislation was the Development Corporation Law, 1955: this set up a new Development Corporation combining most of the powers of the old Regional Production Development Board, and sought to implement the recommendations contained in the Report on the Economic Development of Nigeria submitted by the International Bank Mission.

Two important laws affecting the judiciary were passed: the Northern Region High Court Law, 1955, and the Magistrates' Courts (Northern Region) Law, 1955, establishing a High Court for the Northern Region and Regional Magistrates' Courts. These laws were promulgated by virtue of the Nigeria (Constitution) Order in Council, 1954.

Another important law passed during the year was the Land and Native Rights (Amendment) Law which made certain amendments to the Law and Native Rights Ordinance and, in particular, sought to resolve doubts which had arisen regarding the jurisdiction of courts in disputes affecting land.

During the year, a Native Authority (Amendment) Law was enacted, which made certain amendments found to be necessary as a result of experience of the working of the Native Authority Law, 1954.

Eastern Region

The most important legislation enacted in the Eastern Region in the sphere of local government was the Local Government Law of 1955. This law repealed the Eastern Region Local Government Ordinance, 1950, which experience had proved to be unsuitable for existing conditions in the Region. The new law was drafted so as to allow for the establishment of municipalities for large towns, and for a two-tier sys-

tem of district and local councils outside any county organisation where that best suited local conditions. The new law transferred the regional Authority from the Governor to the Minister charged with responsibility for local government matters; it permitted the Minister to appoint Local Government Commissioners and to exercise the power of approving major contracts which councils might wish to make. The Minister was also given the power of approving appointments and dismissals from the councils' services.

Like the Western and Northern Regions, the Eastern Region High Court Law and the Magistrates' Courts (Eastern Region) Law established a High Court and Regional Magistrates' Courts in the Eastern Region in accordance with the provisions of the Nigeria (Constitution) Order in Council, 1954.

Chapter 9: Justice, Police and Prisons

JUSTICE

The Federal Supreme Court

During the year, the judicial system of the Federation was reorganised to bring it into line with the requirements of the Nigeria (Constitution) Order in Council, 1954, which regionalised the judiciary. Under this arrangement, a Federal Supreme Court was established as a superior court of record. In 1955, the judges of the Federal Supreme Court comprised a Chief Justice of the Federation and two Federal Judges. The Chief Justice of the Federation and the Federal Justices were appointed by the Governor-General by an Instrument under the Public Seal in pursuance of instructions given by Her Majesty through a Secretary of State and were to hold office at Her Majesty's pleasure. The Federal Supreme Court acquired exclusive original jurisdiction in certain matters defined in this Order in Council.

High Courts

In addition to the Federal Supreme Court, High Courts of Justice were established in the Regions, the Southern Cameroons and Lagos, as superior courts of record. Each Court consisted of a Chief Justice, who was the President of the Court, and a number of judges. The judges of the High Courts were appointed by the Governor, in the case of Regions, or by the Governor-General, in the case of Lagos and the Southern Cameroons, by an Instrument under the Public Seal in pursuance of instructions given by Her Majesty through a Secretary of State and were to hold office during Her Majesty's pleasure. The jurisdiction of the High Courts was also defined in that Order in Council.

Magistrates' Courts

In addition, Magistrates' Courts, presided over by various grades of Magistrate, were set up in the Regions, the Southern Cameroons and Lagos. The powers of Magistrates' Courts were defined by ordinances enacted in the various legislatures. On the whole, the High Courts and the Magistrates' Courts administered the statutes, and laws of the Federation and the Regions together with subsidiary laws, regulations and bye-laws.

Native Courts

Native Courts were also established throughout the Federation to administer native law and custom. Their jurisdiction varied and was in each case laid down in the warrant establishing the court. In the Northern Region, however, the native law and custom administered in a majority of the courts was Mohammedan Law.

Juvenile Courts

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

POLICE

Administration

The Nigeria Police is a Federal Force, responsible for the preservation of the Queen's Peace and the maintenance of law and order throughout Nigeria and the Cameroons under British Trusteeship.

The Force was commanded by an Inspector-General of Police, responsible to the Governor-General of the Federation of Nigeria, through the Chief Secretary, for the efficient administration and government of the Force and for the proper expenditure of all public moneys appropriated for the service. From his headquarters in Lagos, the Inspector-General determined the policy to be followed in matters of general administration, duties, welfare and discipline of the Force.

The Inspector-General was assisted by a Deputy Inspector-General, whose appointment was approved on the 1st April, 1955, and who was empowered, during the absence or incapacity of the Inspector-General, to perform the functions and to assume the responsibilities of the office of the Inspector-General.

The Deputy Inspector-General was directly responsible to the Inspector-General for the administration from Force headquarters of the specialist branches of the Force: the Central Criminal Investigation Department, the Immigration and Passport Control Office, the Southern Police College, the Force Communications Branch, the Central Motor Registry, the Force Pay and Quartermaster's Branch and the Nigeria

Police Band. He was assisted by a Deputy Commissioner and a Staff Officer.

Police administration of each of the four Regions, the boundaries of which were established by the constitution which became effective on the 1st October, 1954, was the responsibility of a Regional Commissioner, each assisted by a Deputy Commissioner. The Southern Cameroons continued to be administered by the Commissioner of the Eastern Region until the 1st April, 1955, when it was incorporated in the Central Regional command. Each Commissioner was responsible to the Inspector-General for the organisation, administration and general discipline of his command.

The headquarters of the Commissioner, Central Region, were in Lagos, and the command comprised the Federal territory of Lagos, the Southern Cameroons, the Railway Police, the Motor Traffic Division Lagos, the Regional Refresher Course School, the Central Transport and Maintenance Division and the Ports Authority Police, covering 58 police stations and posts. The population of Lagos Township area was approximately 300,000 and that of the Southern Cameroons 780,000.

In the Northern Region, the Commissioner's headquarters were at Kaduna where, in addition to the Provincial headquarters, there were also established the Northern Police College, the Regional Refresher Course School and the Regional Criminal Investigation Division. The Regional Motor Traffic Division was administered by a Superintendent whose headquarters were at Kano. Nigeria Police detachments, each under the command of a Superior Police Officer, were stationed in the following nine Provinces: Kaduna, Kano, Zaria, Plateau, Adamawa, Niger, Ilorin, Benue and Kabba. Superior Police Officers had been appointed to command the Native Administration Police Forces at Bauchi and Zaria, and were attached, in an advisory capacity, to the Native Administration Police Forces in Sokoto, Kano, Katsina, Zaria, Jos, Bauchi, Bornu, Adamawa, Niger, Ilorin, Benue and Kabba. In times of serious civil disorders, as in Kano in May, 1953, Adamawa in July, 1954, and Bauchi in October, 1954, units of the Nigeria Police were sent to Native Administration areas to maintain law and order.

The Northern Region was the largest territorial command, covering nearly two thirds of the whole of Nigeria. In the Katsina, Sokoto, Bornu and Bauchi Provinces, policing was the responsibility of the Native Administration Police Forces. The command comprised 18 police stations and posts. The population of the Region was approximately 17,800,000.

The Commissioner, Eastern Region, whose headquarters were at Enugu, commanded the Nigeria Police in the five Eastern Provinces of Nigeria: Onitsha, Owerri, Rivers, Calabar and Ogoja, each Province being under the command of a Senior Superintendent of police. In addition, there was a well equipped Regional Criminal Investigation Division and a Regional Refresher Course School at Enugu. Motor Traffic Divisions were based at Aba, Onitsha, Enugu and Port Harcourt. There were 68 Police Stations and posts in the Eastern Regional Command. The population of the Region was approximately 7,500,000.

Headquarters of the Commissioner of Police, Western Region, were at Ibadan, where there was also a Regional Criminal Investigation Division. The Western Regional Nigeria Police command was divided into six Provinces: Ibadan/Oyo, Abeokuta, Delta, Benin, Ondo and Ijebu, each under the command of a Senior Superintendent of Police. Motor Traffic Divisions were based at Ibadan, Ife, Benin and Abeokuta.

Policing of the Western Region was not entirely the responsibility of the Nigeria Police as there were a number of Local Government Police Forces. Superior Police Officers of the Nigeria Police were seconded as advisers to the five more important of these forces, i.e. at Ibadan, Abeokuta, Benin, Ondo and Ijebu. A scheme to raise the efficiency of these local forces by providing better recruit training and also by introducing refresher training courses was being prepared. It was proposed that the necessary training staff should be provided by the Nigeria Police Force and courses of training based on those now in existence for the Nigeria Police. Forty police stations and posts were maintained by the Nigeria Police in the Western Region, the population of which was approximately 6,400,000.

Strength

On the 31st December, 1955, the establishment of the Nigeria Police Force was as follows:

Police Establishment, 1955

	<i>Force Headquarters & Specialist Branches</i>	<i>Central Region including Southern Cameroons</i>	<i>Northern Region</i>	<i>Eastern Region</i>	<i>Western Region</i>	TOTAL
Superior Police Officers	45*	43**	63	46	45	242
Secretary-Typists	5	1	1	1	1	9
Inspectors	67	70	57	56	58	308
Rank and File (including Recruits)	733†	2,482††	1,999	2,445	1,818	9,477
Bailiffs and Hangmen	—	9	5	17	16	47
TOTAL	850	2,605	2,125	2,565	1,938	10,083

* Includes 1 Woman Asst. Supt. of Police.

** Includes 1 Chief Officer, Fire Brigade.

† Includes 11 Women Police.

†† Includes 30 Women Police.

Its strength as at the 31st December, 1955 was as follows:

Police Strength, 1955

	<i>Force Headquarters & Specialist Branches</i>	<i>Central Region including Southern Cameroons</i>	<i>Northern Region</i>	<i>Eastern Region</i>	<i>Western Region</i>	TOTAL
Superior Police Officers . . .	40	39*	53	43	42	217
Secretary-Typists . . .	5	1	1	1	—	8
Inspectors . . .	70	72	49	54	50	295
Rank and File (including Recruits)	953†	2,268	1,853	2,344	1,698	9,116
Bailiffs and Hangmen . . .	—	9	5	14	16	44
TOTAL	1,068	2,389	1,961	2,456	1,806	9,680

* Includes 20 Women Police.

† Includes 1 Chief Officer, Fire Brigade.

Recruitment

Recruitment to the Force showed considerable improvement during the year and there was such an increase in the numbers applying for enlistment that a greater degree of selection and a higher standard could be demanded. This may be attributed to a general salaries revision which was approved in August, 1955. By the end of 1956, it was expected that the Central, Western and Eastern Regions would be up to full establishment. Posting difficulties were still being experienced owing to the acute shortage of adequate accommodation. It was hoped that the shortage of housing accommodation would be improved by the forthcoming Five Year Economic Programme.

Approval was obtained during the year for the employment of Women Police. Twenty women commenced a six-month recruits' course at the Southern Police College, Lagos, and on the completion of this were to be posted to Lagos.

The total number of constables who completed a recruits' course of training at the Police Colleges (one at Lagos and the other at Kaduna) during the year was 1,285. In the gazetted ranks, 32 expatriate Superior Police Officers were appointed on contract and 10 members of the Inspectorate were promoted on trial to the rank of Assistant Superintendent of Police.

Training

During the year, 19 Superior Police Officers (including 3 Africans) 5 Inspectors, 6 non-Commissioned Officers, and 7 constables attended

courses of instruction in the United Kingdom. Local courses were also held at the Police Colleges and at the Refresher Course Schools, as follows:

General Duties Courses for members of Specialist Branches	— 5 Inspectors, 2 Non-Commissioned Officers and 15 Constables.
Inspectorate Promotion Courses for Non-Commissioned Officers	— 77 Non-Commissioned Officers.
Refresher Course Schools for Non-Commissioned Officers and Constables.	— 998 Rank and File
Drivers Courses for Constables	— 37 Constables
Courses for Native Administration Police, Non-Commissioned Officers and Constables	— 480 Yan Doka

The Central Criminal Investigation Department

The Central Criminal Investigation Department was commanded by a Deputy Commissioner, and composed of the following sections:

Administration	Criminal Records Office
Investigation	Disputed Documents
Fraud Section	Central Registry of Arms
Records	Central Aliens Registry
Laboratory	Narcotics Bureau
Photography	Fingerprint Section of the Central Motor Registry.

All these sections came under the direct control and supervision of a Senior Superintendent.

The Criminal Investigation Section dealt with difficult and complicated cases, acting upon requests of Regional Commissioners or directly on information received.

During the year, the Fraud Squad investigated 159 cases involving £57,576, as against 170 cases involving £130,143 during 1954. Of the 159 cases, 55 involving 78 persons were taken to court, 62 were not proceeded with and 42 were still under investigation. Two persons who controlled the majority of the fraudulent firms known to the Fraud Section are now sharing a total term of 21 years' imprisonment. Goods to the value of approximately £11,000 were recovered during the year.

During the year, nine constables were locally trained in general purpose police photography, and two members of the Laboratory and Photographic Section attended a course in police photography at Wakefield, England.

A course of instruction was held in the use of the 35 mm. "Akarex" Cameras, which was attended by 18 Non-Commissioned Officers and Constables from the Provinces. The 62 "Akarex" cameras received in 1954 were issued and are in use throughout the country.

During the year, 36,686 sets of fingerprints were received for search, of which 5,641 identifications were made: 14,640 sets were filed, bringing the total number of sets of fingerprints filed in the Records Section to 278,770.

Crime

The standardisation of the form for the submission of criminal statistics as from April, 1955, debars a true comparison of the crime figures as set out below, with those for previous years. Figures for the main types of crime were as follows.

	1953-54 1/10/53-30/9/54		1955 1/4/55-30/9/55	
	True Cases	Cases Detected	True Cases	Cases Detected
Murder	396	246	309	256
Attempted Murder	86	64	82	39
Burglary and House Breaking	6,420	1,050	2,386	673
Stealing (£5 and above)	13,892	2,424	10,085	4,261

The values of property reported stolen and recovered were as follows:

	Reported Stolen	Recovered
1953-54 —1st October, 1953— 30th September, 1954	£840,955.14.3d.	£128,846.7.10d.
1955 —1st April, 1955— 30th September, 1955	£403,242.13.3d.	£74,573.2.11d.

Disputed Documents Section

The Disputed Documents Section dealt with 188 criminal cases. The handwriting analyst gave evidence in 59 Court cases and was required to give evidence in a further 70 cases which were outstanding at the end of the year.

The Central Registry of Arms

The Registry contained records of 20,701 licensed arms, as follows:

Shotguns	13,763
Rifles	2,070
Revolvers	1,640
Cap Guns	3,149
Humane Killers	79

The Fingerprint Bureau—Central Motor Registry

During the year, 38,606 searches were carried out, as follows:

(a) Applicants for original Professional Driving Licences	No. 4,493
(b) Applicants for duplicate Professional Driving Licences	2,602
(c) Applicants for renewal of Professional Driving Licences	31,511

Of these, 63 applications were found to be false.

The Courts suspended 211 licences.

4,052 new fingerprint forms were added to the collection during the year making the total number on record at the end of the year 40,467.

The Central Aliens Registry

The Registry contained complete files on 5,624 aliens.

The Narcotics Bureau

The number of seizures in the past three years were:

1953	1954	1955
47	72	97

The approximate weight of Indian Hemp involved in 1955 was 1,038 oz., which had an illegal market value of about £10,700.

The Regional Criminal Investigation Divisions

In addition to the Central Criminal Investigation Department, there was a Criminal Investigation Division in each Region. The Eastern Regional Division at Enugu was still the most advanced. It had a well-equipped laboratory and dealt with all aspects of photography, including photomicrography and ultra-violet photography. Experiments with infra-red photography were in progress. The fingerprint section was rapidly expanding.

The Regional Criminal Investigation Divisions at Kaduna and Ibadan were developing and separate fingerprint bureaux, photography and laboratory sections were being established. In 1955, these Sections relied upon the facilities afforded by the Central Criminal Investigation Department and the Forensic Science Laboratory at Lagos.

Motor Traffic

Motor Traffic Divisional Regional Headquarters were established at Lagos (Central), Ibadan (West), Kano (North) and Aba (East).

The year showed a heavy increase in the number of road traffic offences dealt with by the Force. The number of cases awaiting trial by the Courts was slightly less than during the previous year, but the large figure still gives no cause for complacency and vigorous action was being taken to improve the situation.

An increase of Vehicle Inspection Officers throughout the country reduced the number of unserviceable commercial vehicles operating on the roads, and the opening of a second traffic Court in Lagos cleared 50 per cent of the 1,100 cases awaiting trial within a few months.

Two sets of automatic traffic lights installed in Lagos proved most successful in traffic control.

Many new vehicle registrations were made throughout the year; the resultant congestion was the main cause of the substantial increase in road accidents.

Regional Road Safety Committees were established and road safety lectures by traffic officers to schools and drivers were given.

Force Communications

During the year, a new police high-frequency radio station was opened at Sapele in the Western Region and three more mobile sets were put into operation, one each in the Northern, Eastern and Western Regions. New wireless buildings were being erected at Yola, Sokoto and Maiduguri in the Northern Region, and the station at Ogoni in the Eastern Region was expected to be functioning in the near future.

In Lagos, V.H.F. communications were extended to include the Motor Traffic Division, and equipment was on order to provide two control stations in the capital, one each on the Island and mainland. The present V.H.F. Lagos network comprised 7 static and 11 mobile stations (including harbour patrol launches). Nineteen Walkie-Talkie sets were in use by the Force and a further 24 were on order.

On the 31st December, 1955, the Force high-frequency network comprised 23 static stations and 9 mobile stations.

Refresher Course Schools

The three Refresher Course Schools at Kaduna, Enugu and Lagos provided training establishments for serving Non-Commissioned Officers and constables who, during their training, formed an emergency force of 450 men available for deployment during emergencies in the Regions. All Non-Commissioned Officers and constables throughout the Force had undergone the five months' course and a standard system was in operation whereby every constable with over two years' service undertook the full course at regular intervals.

Plans were completed for the establishment of a Refresher Course School at Ibadan in the Western Region.

RIOTS AND DISTURBANCES

There were no serious disturbances during the year, although civil disorders occurred in the Western Region over payment of taxes and labour disputes, in the Eastern Region over land and labour disputes, payment of taxes, and inter-village strife, and in the Northern Region from chieftaincy disputes. A number of plantation labour strikes resulting in civil disorder took place in the Southern Cameroons.

Lagos was quiet throughout 1955, although constant police vigilance was necessary. Public address equipment and radiodiffusion was employed to good effect and the "999" Control System proved invaluable.

PRISONS

During 1955, 49 prisons were maintained by the Government and 63 by Native Authorities; of the Government prisons, 10 were convict, 6 provincial and 33 divisional prisons. Convict prisons received all classes of prisoners, irrespective of sentence.

At the end of the year the Senior Service staff of the prisons Department consisted of the following:

Director of Prisons	1	Assistant Supts. of prisons	10
Deputy Director of Prisons	1	Principal	1
Inspector of Prisons	4	Assistant Principal	1
Superintendent of Prisons	10		
		TOTAL	28

Of this establishment, there were 17 expatriate and 11 African Officers.

The junior staff had a strength of 115, whilst the strength of the warder service was 1,711.

The 49 prisons maintained by the Federal Government during the year were as follows:

CONVICT PRISONS

Abeokuta, Buea, Kaduna, Jos, Port Harcourt, Calabar, Warri, Kakuri, Enugu and Lagos 10

PROVINCIAL PRISONS

Bamenda, Owerri, Onitsha, Mamfe, Benin City and Ogoja 6

DIVISIONAL PRISONS

Aba, Afikpo, Auchi, Abak, Agbor, Awka, Abakaliki, Ahoada, Badagry, Ado-Ekiti, Aro-Chuku, Bende, Degema, Eket, Ikom, Ikot-Ekpene, Ilaro, Itu, Ijebu-Ode, Ilesha, Kumba, Kwale, Nsukka, Obubra, Obudu, Ogwashi-Uku, Okigwi, Okitipupa, Opobo, Owo, Sapele, Ubiaja and Uyo 33

TOTAL 49

The number of persons committed to prison was:

<i>Male</i>	<i>Female</i>	<i>Total</i>
34,906	1,827	36,733

The daily average of persons in prison was:

<i>Male</i>	<i>Female</i>	<i>Total</i>
9830.53	287.18	10,117.71

The former Native Administration Prisons at Ilesha and Ijebu-Ode in the Western Region were taken over by the Federal Prisons Department on the 1st April, 1955. Those members of the staffs who were suitable were transferred to the Federal Service and placed in ranks equivalent to those held under the Native Administration.

At Kakuri Open Prison in the Northern Region the population of specially selected long-term First Offenders rose to 180 and there was now accommodation for 250: the vacancies were being filled as rapidly as the system of rigorous selection permitted. A Kaduna type of bungalow for the Superintendent was completed early in the year and occupied. Large-scale agricultural work had not yet started as the inmates had been engaged on building, but the Department of Agriculture was conducting experiments on sites within the area (394 acres).

A considerable amount of building work was completed, although, unfortunately, no start had yet been made, due to circumstances beyond the control of the Department, on the new Convict Prison at Apapa. Two new large buildings, one a combined Chapel and school room, the other a tailoring workshop, were completed in Enugu Prison. Extra bedrooms were added to the quarters of the Principal, Approved School, Enugu, and to the house of the Assistant Superintendent. Only prison labour was used. Extra accommodation for prisoners, a new office and store building were completed at Buea Prison in the Cameroons.

At Kaduna Convict Prison the execution chamber was rebuilt and an internal security wall erected to enclose the condemned cells and punishment block.

At Port Harcourt Prison, a new block of an improved design, to accommodate 24, was added to the Female Lunatic Asylum and a permanent wall built round the whole female section. A new block for Special Class prisoners to accommodate 8 was completed.

A new Gate Lodge and offices were completed at Warri Prison.

At Aro-Chuku Divisional Prison the following permanent buildings were completed: Keeper's House, 8 Double-roomed Staff Quarters, 2 Male Wards, 1 Female Ward and a Prison Kitchen. All were built under the supervision of a Prison Technical Officer by prison labour and were certified as being in every way up to standard by the Public Works Department.

Staff quarters at Opobo were permanently re-roofed at a cost of £450. Twenty-seven warders and their families were housed in an "Obalende" type block of flats, built by the Public Works Department, at Jos.

There were no incidents or major disturbances in any of the Federal Prisons and a good standard of discipline was maintained.

Prisoners' Health

The general standard of health among all inmates was good. A monthly check on the weight of every inmate was recorded and it is of significance that approximately 95 per cent of them maintained or put on weight whilst in custody. Government Medical Officers attended the Convict Prisons daily and examined all admitted and discharged. Medical attendance was not so frequent in the smaller establishments, but all were visited regularly—very few less frequently than once a week. The Convict Prisons maintained hospitals under the direction of the Medical Department; all seriously ill prisoners were removed, as provided in the Prisons Ordinance, to Government or other hospitals.

Prison Labour

All convicted persons committed to prison were required to work as laid down by the Prisons Ordinance. All inmates were medically examined on admission by the medical Officer, who, if necessary, imposed restrictions on the class of labour to be performed. The Superintendent,

or other Officer-in-Charge then allocated the inmates to labour according to need, classification, sentence and suitability for a particular task.

There were three broad categories of labour: industrial (which includes vocational training), domestic and unskilled. It was only in the Convict Prisons and in some of the larger Provincial and Divisional Prisons that the first named class of labour could be employed. In the smaller prisons a large part of the local station labour was drawn as far as possible from the prison population. Female prisoners were employed on cloth weaving, domestic cleaning and the preparation of food. They were never permitted to work outside the prison.

Prisoners' Recreation and Educational Facilities

Prison libraries were maintained in all the Convict Prisons and in some of the larger Provincial Prisons. Books of devotion were available to all literate prisoners. Voluntary educational classes were held in the Convict Prisons—the prime aim being the teaching of the “three R’s” to illiterates. More educated inmates were encouraged to improve their standard through use of the libraries and they, in many instances, assisted in the tuition of illiterates. Approved newspapers and literature from the various missions were allowed at the discretion of Superintendents. Football matches between inmates were played regularly inside the prisons which had the space, and netball in the more confined prisons. Indoor games—drafts, etc.—were permitted in all prisons, but playing cards were not allowed.

Juveniles

The Approved School at Enugu remained the responsibility of the Department. There were 220 juveniles in custody there at the end of 1955, and 10 at the Port Harcourt Prison. The latter was an approved institution under the Native Children and Young Persons Ordinance; the part of the prison used for the detention of juveniles was segregated from the rest. Only those youths who had made repeated offences against discipline at the Enugu Approved School were sent there. They were closely observed and subject to continued good behaviour, were returned to Enugu as soon as possible. Fifty-one juveniles were received into the Enugu establishment during the year and 49 were discharged.

Prison Asylums

On the 31st December, 1955, there were 375 males and 43 females in prison asylums. Nigeria was among the very few territories which still tolerated the presence of persons of unsound mind in prisons; this system was a matter of great embarrassment to the Prisons Department and presented a very acute problem, owing to lack of trained staff and the gross overcrowding of prisons. The prison asylums were all overfull and Magistrates were now directing those certified insane to be confined in ordinary prisons with ordinary prisoners.

Warders' Training Dépôt, Enugu

The training of recruits for the Federal Service and serving Native Administration warders continued at this establishment. Four courses were held during the financial year 1954-55; 220 Federal Government staff and 102 Native Administration staff were trained and posted to duty.

After-Care Work

There were six After-Care Officers employed by the Department, five in Convict Prisons and one at the Approved School, Enugu. The following illustrates, in part, their activities:

Prisoners given financial aid on discharge from prison	1,949
Prisoners given transport warrants on discharge from prison	821
Prisoners given clothing on discharge from prison	123
Prisoners awaiting trial who were released on bail through contacts and sureties arranged through the After-Care Officers	273
Amount of cash collected by After Care Officers in respect of fines	£2,952.10.1d.

In addition, these officers took a leading part, under the direction of the Superintendent, in the organising of games and libraries and assisted in the censoring of prisoners' correspondence.

Executions were carried out in all the Convict Prisons except Warri and Abeokuta: 85 males and 1 female were executed during the year, and 19 were reprieved from sentence of death.

Chapter 10: Public Utilities and Public Works

ELECTRICITY

AN Electricity Corporation was set up by the Electricity Corporation of Nigeria Ordinance, 1950, to be responsible for the development and distribution of electrical power. The Corporation consisted of a chairman appointed by the Governor-General-in-Council and a number of members, most of whom were appointed by the Regional Legislatures. There was an Electrical Advisory Council, the duties of which were to consider any matter affecting the supply of electricity and to represent the interests of the consumers and the general public. The Council appointed three of its members to the Corporation. The Corporation was set up in April, 1951, and took over on that date the 10 electricity undertakings owned by the Government. Later it acquired the Native Authority Electricity Undertakings at Ibadan, Abeokuta, Kano and Katsina. The Corporation has regionalised its affairs and in 1955 had headquarters in Lagos, Enugu, and Kaduna, each with Electrical, Mechanical and Civil Engineering, Accounts, Administration and Commercial Departments. The Crown Agents for Oversea Governments and Administrations acted as the Corporation's agents in the U.K. and there was a London Office for purposes of recruitment and

enquiries. During the year 59,781 consumers used up 160,223,564 units at 22 undertakings, distributed as follows:

	<i>Per Cent</i>		<i>Per Cent</i>
Residential	46.60	Industrial	26.36
Commercial	12.36	Others	14.94

Electricity was also supplied by the Nigerian Electricity Supply Corporation for the minesfields, by the African Timber and Plywood Company at Sapele and by the Cameroons Development Corporation at Victoria. The frequency of supply was the standard one of 50 cycles per second.

Statistics of electricity generated, numbers of consumers etc., are shown in the table on p.144.

Tariff

No changes were made to the tariffs during the year; they remained as follows:

(a) *Residential Rate*

A fixed charge per month dependent upon the area of premises as follows:

For the first 400 sq. ft. or less	4s. per month.
From 401 sq. ft. to 1,000 sq. ft.	1s. per sq. ft. per month.
From 1,001 sq. ft. to 2,000 sq. ft.	10d. per 100 sq. ft. per month.
" 2,001 " " " 3,000 " "	8d. " " " " " "
" 3,001 " " " 4,000 " "	6d. " " " " " "
Above 4,000 " "	4d. " " " " " "

(b) *Commercial Rate*

A monthly demand charge at 3s. per 100 volt amperes, or part thereof of maximum demand in each month.

(c) *Power Rate*

A monthly demand charge based on the maximum demand during the month as follows:

Up to 10 kva	30s. per kva per month.
Above 10 and up to 25 kva	27s. 6d. per kva per month.
" 25 " " " 50 "	25s. " " " "
" 50 " " " 100 "	22s. 6d. " " " "
" 100 " " " 250 "	20s. " " " "
" 250 " " " 500 "	17s. 6d. " " " "
" 500 " " " 1,000 "	15s. " " " "
" 1,000 kva	13s. 4d. " " " "

In addition to each of the above charges a running unit charge was payable, which varied from a flat rate of 4d. per unit to 2.4d. for the first 200 units per month and from 2d. to 1d. per unit for all units per month in excess of that amount.

Expansion

Plans for future expansion provided for the installation of additional steam and diesel plant in existing stations, the investigation of numerous hydro-sites and the development of pit head generation combined with long-distance transmission.

Electricity Corporation Statistics, 1955

Undertaking	h.t. Voltage	l.t. Voltage	Type of Supply	Frequency C.P.S.	Installed Capacity	kWh Generated	% of Units sold to Main Classes of Consumers			Total No. of Consumers	
							Residential	Commercial	Power	Others	
Aba	kV	V	AC 3ph	50	kW		73.66	17.25	3.34	5.75	1,368
Abakaliki	3.3	400/230	AC 1ph	50	1,430	1,561,716	41.44	34.56	24.00	—	212
Abeokuta	2.0	230	AC 3ph	50	60	136,481	35.21	25.00	35.09	4.70	2,626
Benin	6.6	400/230	AC 3ph	50	905	2,951,200	72.42	23.01	1.93	2.64	736
Calabar	6.6	400/230	AC 3ph	50	330	895,582	37.79	25.11	4.41	36.69	1,037
Cameroons	3.3	400/230	AC 3ph	50	820	1,494,310	11.37	2.33	6.64	79.66†	446
Enugu	22/3/3	400/230	AC 3ph	50	1,470	4,405,970	21.43	7.85	4.57	66.15†	3,460
Ibadan	6.6	400/230	AC 3ph	50	4,200	14,514,230	43.83	11.42	15.68	29.07†	5,150
Kaduna	11/6.6	400/230	AC 3ph	50	5,685	14,668,330	41.51	14.60	40.58	3.31	2,383
Kano	11/3.3	400/230	AC 3ph	50	2,438	5,381,721	41.07	15.24	37.72	5.97	5,378
Katsina	33/11/3.3	400/230	AC 3ph	50	4,170	14,317,220	56.61	18.35	17.56	7.48	455
Lagos	2.2	230	AC 1ph	50	200	314,883	52.20	10.85	34.53	2.42	23,027
Lagos	33/11/6.6	400/230	AC 3ph	50	17,550	75,980,940	67.75	16.77	14.68	.80	590
Maiduguri	6.6	400/230	AC 3ph	50	555	581,319	70.87	23.96	.25	4.92	1,131
Onitsha	6.6	400/230	AC 3ph	50	858	977,078	45.15	19.94	16.97	17.94	1,484
Oshogbo*	33/11/6.6	400/230	AC 3ph	50	1,130	668,933	59.38	18.44	18.43	3.75	3,798
Plateau	3.3	400/230	AC 3ph	50	—	7,635,588	52.70	15.09	28.86	3.35	2,587
Port Harcourt	3.3	400/230	AC 3ph	50	2,850	250,519	74.35	17.56	5.76	2.33	797
Sapele	3.3	400/230	AC 3ph	50	—	1,314,893	37.22	18.95	35.30	8.53	236
Sokoto	3.3	400/230	AC 3ph	50	150	496,242	58.29	24.52	14.03	3.16	933
Warri	3.3	400/230	AC 3ph	50	380	1,307,609	36.20	20.39	40.70	2.71	247
Yola	3.3	400/230	AC 3ph	50	250	268,720	51.93	15.59	26.70	5.78	1,700
Zaria	11/3.3	400/230	AC 3ph	50	1,310	3,100,080	46.60	12.36	26.10	14.94	59,781
TOTAL					46,741	153,223,564					

* Oshogbo new station from 1st April, 1955.

† Bulk supply to large consumers at Combined Rates.

PUBLIC WORKS

Water Supplies

Federal Public Works. Under the 1954 constitution the Federal Public Works Department became only responsible for water supplies in Lagos and the Southern Cameroons. The staff position was satisfactory as regards Lagos water supply and help was given to the Southern Cameroons in preparing a scheme for Buea. The new 5 million gallon-per-day rapid gravity filtration plant at the Lagos undertaking was completed and put into operation and investigations were put in hand to increase the supply to 12 million gallons per day. In the Southern Cameroons, rural water supply progress continued to be satisfactory, with improvements to small supplies and well-sinking.

Western Region. Water works operated and maintained by Local Authorities under the supervision of the Western Public Works Department existed at Abeokuta, Benin, Ibadan, Ife, Ijebu-Ode, Oyo, Efon Alaye, Ilaro, Iseyin, Ogbomosho, Otta, Warri, Owode and Ilesha. The quality of the water supplied by some of the older schemes, in which treatment works were not built, was not entirely satisfactory and increased demands were putting a heavy strain on some plants which had not been extended as populations increased. In general, however, adequate supplies were maintained. Waterworks were under construction at Oshogbo-Ede, Owo, Remo District, Auchi-Jattu, Ishan, Agbor and Ikare. A heavy programme of investigation, survey and design of water supplies for the towns of Oyo, Ondo, Akure, Owo, Abeokuta and Ijebu-Igbo was carried out by a London firm of consulting engineers during the year.

Eastern Region. The operation and maintenance of the five major and three minor water installations continued satisfactory throughout the year: 1,100 million gallons of water were supplied to urban populations totalling 300,000, at an operational cost of £43,000 (excluding overhead and capital charges). The daily supply per head varied from 15.3 gallons at Enugu to 4.2 gallons at Aba. The construction of the interim stage of the new Umuahia water supply which was begun in August, 1955, was designed to provide 50,000 gallons of water per day to a population of 10,000, pending the construction of the main scheme. The five major townships already supplied were expanding very rapidly and schemes were formulated for the reconstruction and extension of their water installations. The estimated total cost of the schemes due to be completed by 1960 was £570,250, as from the 31st March, 1955. Population changes and increase in costs, however, suggested that these schemes must be revised. They were to be carried out mainly by contract.

The need for adequate water supplies in areas where rural communities suffer grave water shortages had long been realized. A rural water supply scheme estimated at a cost of £1 $\frac{3}{4}$ million, largely financed by a grant under the Colonial Development and Welfare Act, 1955, was formulated in 1955 and approved early in 1956. A five-year plan, it provided for the construction of 4,000 new water points in rural areas: in addition, it provided for assistance to large villages and communities

(under the advice and supervision of the Regional Public Works Department) in the installation of more ambitious schemes and piped supplies, where these communities desire it, are able to contribute to the capital cost and guarantee the eventual operation costs. Small works were carried out in Nsukka and in the Aba District financed by the County Council. During the year a total of 80 new water points were constructed in rural areas.

Northern Region. Urban water supply facilities existed at Jimeta, Yola, Bauchi, Gombe, Makurdi, Maiduguri, Lokoja, Kano, Katsina, Bida, Jos, Sokoto, Gusau and Kaduna, and extensions were being made to most of these waterworks to improve and increase the quantity of water which they supplied. In rural areas well-sinking continued throughout the year: 1,056 wells were completed, a total of 65,416 feet sunk and 56,998 feet lined. Boreholes were sunk in Bauchi, Bornu, Kano, Katsina, Niger and Plateau Provinces. During the year a total of 39 boreholes were completed of which 34 were successful producers. The footage drilled amounted to 7,586 feet, an increase of 962 feet over the previous year. Water supply schemes were also carried out in semi-urban areas. These included the erection of eight windmills, eight storage tanks, one animal-driven pump, three circular troughs and one washing place. Supplies for small towns included Gboko, Oturkpo, Biu, Nguru, Egume, Acharu, Anyangba, Abocho, Alloma, Ajaka, Etutekpe, Gaya, Makole, and the Teachers Training College, Bida, Abuja Middle School, Idah, D/Kudu, Kaita Dam, the Badeggi Rice Research Scheme, Pategi, Dukku, the Government Trade Centre, Bukuru, and Vom. Designs for Kabba, Bida and Koton Kariti were in hand. Twenty-six Taphkis in the Wawa bush were completed, each with an average capacity of about $3\frac{1}{2}$ million gallons.

OTHER WORKS

Federal Public Works

The Federal Public Works Department let out 36 major building contracts during the year, which varied in value from £4,000 to £317,722 and totalled £1,205,576. The Department progressed with the construction of the new Terminal Building at Kano Airport, which when completed was to be the largest single building in the Northern Region. Other important buildings under construction were the Police Barracks at Obalende and Jinadu, Lagos; a special type of Post Office and a Supreme and Magistrates Court, Jos; and a block of four-storey flats built by contract in Lagos. The Department maintained 27 aerodromes, 18 of which were in regular use. The new runway at Port Harcourt was completed. A new taxiway and hardstanding were put into use at Lagos Airport and other miscellaneous improvements were carried out.

Western Region

During the year the Western Region Public Works Department carried out building works involving expenditure of nearly £1 million. Among the works let out on contract were quarters for Parliamentary

Secretaries; houses for the Chief Justice and Ministers of Home Affairs and Justice; office blocks for the Ministry of Agriculture and Natural Resources and for the Ministry of Lands; extensions to the survey Department building, Senior Service housing (including quarters for the Chairman and permanent member of the Public Service Commission); the Speaker's house and 52 Senior Service quarters at Ibadan; nurses hostels at Abeokuta and Ijebu-Ode; divisional hospitals at Iddo-Ekiti, Ikeja and Ilaro; and the Rural Education College, Akure. The Department also undertook by direct labour the building of the divisional hospitals at Auchi, Epe and Okitipupa, a Mental Hospital at Aro, the Public Service Commission office and extensions to the Treasury Offices and Government House at Ibadan. During the year the Federal Public Works undertook by direct labour the building of a Post Office at Ibadan and by contract the building of a Supreme Court and a Post Office at Benin, Post Offices and quarters at Abraka and Ife, a telecommunications training centre at Oshodi, a Magistrates Court at Abeokuta and a repeater station at Idanre. In addition the Regional Department operated 157 motor vehicles, and mechanical plants in its workshops, and employed a daily paid labour force of about 8,000 of whom 1,100 were of Artizan Grade and the remainder general and special labour.

Eastern Region

During 1955 the Regional Public Works Department prepared designs and drawings for works estimated to cost over £200,000. These included Senior and Junior staff housing, alterations to the House of Assembly, Brass Hospital, new offices for the Ministry of Development, a regional Information Office, the administrative block of the Government College, Umuahia, the dining room and kitchen of the Agricultural School, Umuahia, the Crown Counsel's chamber at Aba and other small projects. About three quarters of this work was to be executed by contract and the remainder by direct labour.

Northern Region

The major buildings undertaken by the Regional Public Works Department during the year were the Girls Secondary School and the Higher Teacher Training Centre at Ilorin; the Boys Middle School at Abuja; the Teacher Training Centre at Bida; a three storey hostel block and a local government classroom wing at the Institute of Administration, Zaria; the rebuilding of the Teacher Training Centres at Bauchi and Katsina; the Supreme Court, Jos; the Library, Museum and Administration building at the Veterinary Research Headquarters, Vom; new wings to the Secretariat for the Premier, the Financial Secretary and their staff; new wings to the Treasury and P.W.D. Headquarters at Kaduna; extensions to hospital buildings at Makurdi, Maiduguri, Katsina, Bida, Kaduna, Zaria, Gusau, Iddah, Sokoto and Azare; and the first stage of the Medical Assistants School at Kano. Construction began on the police barracks at Jos, Kaduna, Kano, Minna and Makurdi. Post Offices were completed at Jos, Iddah, Kano

and Abuja and were under construction at Gboko, Kaura Nomoda and Birnin Kebbi. Contracts were awarded for the construction of clerical training schools at Sokoto, Potiskum, Bida and Oturkpo and these were expected to be completed by March, 1956. As a result of the revised constitution, there was a great demand for Senior Service quarters throughout the Region and particularly at Kaduna where a large building programme of bungalows and flats was under way at the end of the year. This was mainly carried out by contract. Considerable expansion took place in the Mechanical Section of the Department in staff, plant and workshop equipment.

Chapter 11: Communications

SHIPPING

The Nigerian Ports Authority

A radical change in the water transport system in the Federation was brought about by the enactment of the Ports Authority Ordinance, 1954, which came into effect on the 1st April, 1955. This law set up the Nigerian Ports Authority comprising a chairman, ten appointed and six elected members. These members included representatives of importers, shipping interests and of the three Regions, who were people with experience of trade and the Nigerian Railway, and a member to represent trade union interests. Of the 17 members of the Board, 9 were Nigerians and 8 Europeans, and the constitution of the Board followed in broad principle the pattern to be found in the United Kingdom and elsewhere for autonomous Port Authorities, trusts and corporations.

The main function of the Authority was the management and operation of the general cargo quays in Lagos (Apapa and Customs Wharf) and Port Harcourt, and the maintenance of the Government Oil Wharf at Apapa. The Authority's future responsibility for general cargo wharves at the smaller ports—Burutu, Warri, Sapele and Victoria—had not yet been determined.

The Authority provided and maintained throughout the country harbour facilities and services such as dredging, lighting, buoying, survey, pilotage and the maintenance of lighthouses around the coast. Apart from the Authority's statutory responsibilities, it also carried out for the Government, on an agency basis, many other functions formerly performed by the Marine Department. These included the operation of ferries and launches and the maintenance of inland waterways throughout the country.

The Authority operated three principal dockyards, one on the seaboard and two in the hinterland, capable of carrying out all repair work on its own vessels, which comprised a 4,000-ton collier engaged in carrying coal from Port Harcourt to Lagos, five tugs, a buoyage vessel, a survey vessel, Police and Customs launches, ferries, Creek mail vessels and up-river launches and those of the Government. In addition to

these, it possessed at Lagos a floating dock and a 50-ton crane.

The Authority employed over 6,000 persons of all ranks, and a training scheme was set up under an experienced Training and Education Officer to train Nigerians in all aspects of the dock industry, seamanship and marine engineering.

Major Ports

The main port of the Federation is Lagos. The others, in order of importance, are Port Harcourt, Sapele, Burutu, Calabar and Warri. There is an anchorage at Forcados. Victoria and Tiko are the ports of the Cameroons.

Lagos and Apapa. The entrance to Lagos harbour was between two well-constructed breakwaters. A continuous watch was maintained from the East Mole Signal Station and instructions for in-coming vessels were passed by flashing signals. Berthing facilities for ships of varying lengths and draughts were as follows:

- 11 or 12 berths (dependent upon length of ships) alongside for general cargo working;
- 12 berths at Mooring Buoys;
- 3 Pool Anchorages;
- 1 berth alongside at the Bulk Oil Plant;
- 1 berth alongside the face of the Bulk Oil Jetty;
- Berths for one or two small vessels alongside the Oil Wharf;
- 1 berth alongside Ijora Coal Wharf.

Railway and crange facilities were provided at Apapa Quays. A grab transporter was in use at the Coal Wharf, Ijora.

Fresh water was available at all quay berths and a 300-ton water boat could supply ships with fresh water at moorings and anchorages. Lighterage of cargo was carried out by the various shipping firms in their own interests. The maximum recommended draught for the port was 26ft.

Towage for ocean going ships was provided by two large and two small tugs, the former also being used as salvage and fire-fighting vessels.

The Nigerian Ports Authority Dockyard at Apapa had facilities for carrying out minor repairs, including a floating dock of 3,600 tons capacity. The workshops were employed in the upkeep of Nigerian Ports Authority and Government craft and such commercial craft as it was possible to fit in. Pilotage for the port was compulsory.

The quay face and transit sheds on the Apapa Wharf Extension were completed, two berths being taken into use in April, one in August and one in October, 1955. The additional berths will accommodate four or five ships, dependent on their length. Work continued on the remainder of the extensions which were expected to be completed by early 1957.

Port Harcourt. Berthing facilities at Port Harcourt consisted of five berths alongside, one being a coal-loading berth equipped with a conveyor belt. Buoy berths consisted of one for discharge of petroleum products in bulk and two others in the Pool. Palm oil could be loaded

at Nos. 3 and 4 berths and the coal berth. Consideration was being given to the construction of a Dolphin over which palm oil could be loaded. Rail facilities were available but apart from mobile cranes there was no cranage. Fresh water was available at all quay berths. A mechanical conveyor was installed to carry export produce from storage sheds outside the wharf area direct to the quay.

The Nigerian Ports Authority Dockyard was employed throughout the year in the upkeep of the Authority's and Government craft. Towage facilities were to be available early in 1956 when the new 800 h.p. tug *Bertha* came into service. Pilotage was compulsory from Dawes Island to Port Harcourt and river pilots were available at Bonny for the lower reaches of the river.

Calabar. Berthing facilities consisted of berths alongside for two ocean-going vessels. One buoy berth and three pool anchorages were also available. Vessels could not depend on obtaining fresh water here and there were no towage facilities for ocean-going vessels. Pilotage was not compulsory, but the harbour master carried out the duty when required.

Delta Ports

Warri, Sapele, Burutu and Forcados. Warri had four anchorage berths, one with a single mooring buoy. Six berths were available at Sapele, with only one alongside operated by the African Plywood and Timber Company. There were four berths at Burutu available alongside wharves operated by the United Africa Company Limited, with very limited cranage. There was a Government dockyard at Forcados, managed by the Ports Authority, employed for the maintenance of regional small craft.

Pilotage for the Delta Ports was not compulsory, but local freelance Nigerian Pilots offered their services to vessels which might need their help. None of the Delta ports had water or towage facilities for ocean-going vessels. Lighterage was supplied by the shipping firms themselves. The draught of vessels using these ports was governed by the depth of water on Escravos River Bar which is reduced to 11ft. M.L.W.O.S.T.; entrance could also be made through the buoyed channel over Forcados River bar, which is of the same length as the Escravos River Bar.

Victoria and Tiko. There were four anchorages in Victoria Bay and one at Tiko Pool, together with a berth where a new wharf was opened. Fresh water was available only at the shore berth at Tiko and there were no cranage or towage facilities for ocean-going vessels. Pilotage was not compulsory in the Cameroons' Ports, but the help of the Harbour Master could be had on request. The controlling factor for draughts of vessels proceeding to Tiko was the depth of water on the Bimbria Bar which was maintained at 12ft. M.L.W.O.S.T.

Major Shipping Lines (Ocean)

Elder Dempster Lines Limited maintained a regular fortnightly mail and passenger service between Lagos, Takoradi, Freetown and Liverpool, and intermediate freight and passenger services between Lagos,

other West African ports, the United Kingdom and the Continent, and between West Africa, Canada and the U.S.A. Other shipping lines operating intermediate freight and passenger services between Nigeria, the United Kingdom and the Continent of Europe were Palm Line Limited, Guinea Gulf Line Limited, and the Holland West Africa Line. Two American lines connected the U.S.A. and most West African ports and there were a number of French, German, Japanese and Swiss lines calling at Nigerian ports. Elder and Fyffes Limited maintained a frequent passenger and fruit cargo service between Victoria/Tiko and the United Kingdom.

Coastal Shipping

The Nigerian Ports Authority operated a passenger service between Lagos and Port Harcourt by a modern collier capable of lifting 3,600 tons of coal and carrying 8 cabin and 90 deck passengers. One of the colliers, the *Enugu*, was lost when it ran aground off Akassa in June, 1955, and was replaced by a ship, *Agios Ulasios*, chartered by the Nigerian Railway Corporation in October, 1955.

Inland Shipping

The Nigerian Ports Authority maintained a creek mail service between Lagos and Warri, Port Harcourt and Brass. The Port Harcourt-Opobo service was discontinued at the beginning of the year owing to lack of bookings. The United Africa Company and John Holts Limited maintained irregular services between the Delta Ports and places of call on the Niger and Benue Rivers by means of shallow draught stern wheelers or towing barges as far north as Baro and Garna during the high river season. Elder Dempster Lines and United Africa Company Limited also ran irregular services on the Cross River as far as Mamfe during the high river season. Inland water traffic was operated by the United Africa Company and the Cameroons Development Corporation.

Ferry Services

The Nigerian Ports Authority operated the Lagos-Apapa ferries and the passenger and vehicular ferries between Sapele and Benin and between Asaba and Onitsha. Elder Dempster Lines maintained a passenger and vehicular service between Calabar and Oron, whilst various irregular services in the creeks and rivers of Nigeria were operated by African-owned launches and canoes, some powered by outboard motors.

Other Marine Activities

Water clearing continued during the year on the 4,200 mile navigable waterway. Dredging operations were maintained at Lagos, Port Harcourt and Calabar. Some survey and buoyage work was carried out and an investigation on the lower Niger area was carried out by a Dutch firm of engineering consultants, Nedeco, on ways of improving access to the Delta ports. The firm was further commissioned to construct a working model of the works at Escravos Bar with a

view to the possibility of its being developed into a permanent deep-water channel serving the Delta Ports. Work also started on the investigation of the Upper Niger and Benue Rivers with a view to ascertaining ways and means of improving their navigability.

Government Coastal Agency

A Government Coastal Agency was set up in Apapa/Lagos on the 1st October, 1954, to handle the clearance and forwarding of imports and exports of cargo on behalf of the Federal and Regional Governments of Nigeria and certain quasi-Government bodies. In addition the Government Coastal Agent arranged the passages of Government officers and the despatch of their baggage.

During its first year of operation, almost 100,000 packages were cleared by the organisation and forwarded to various destinations. The total value of these stores was about £1,300,000 and the total amount of customs duty paid was £137,000: 5,500 passages were booked in the same period.

The cost of operating the Agency was borne by all the four Governments of the Federation on the basis of the c.i.f. value of the stores imported.

Statistics

Vessels Entered and Cleared

<i>Port</i>	<i>Entered</i>		<i>Cleared</i>	
	<i>1954</i>	<i>1955</i>	<i>1954</i>	<i>1955</i>
Lagos	1,332	1,516	1,315	1,509
Port Harcourt	384	420	382	422
Calabar	236	211	235	210
Victoria	159	171	159	170
Tiko	238	304	239	304
Warri	150	171	148	169
Sapele	212	286	213	281
Burutu	223	229	223	228
Abonema	72	80	71	80

Pilotage

<i>Port</i>	<i>Inwards</i>		<i>Outwards</i>	
	<i>1954</i>	<i>1955</i>	<i>1954</i>	<i>1955</i>
Lagos	1,247	1,271	1,245	1,258
Port Harcourt	403	407	401	408
Port Harcourt to Dawes Island	125	104	114	90
Calabar	93	187	81	187
Victoria	Nil	Nil	Nil	Nil
Tiko	82	84	82	82
Degema	71	67	72	66

Colliers

CRAFT	Ist Class Passengers 1954	Ist Class Passengers 1955	Deck Passengers 1954	Deck Passengers 1955	Coal 1954	Coal 1955	REMARKS
<i>Ajasa</i>	No. 129	No. 250	No. 1,360	No. 1,468	Tons 141,603	Tons 125,141	
<i>Enugu</i>	84	60	1,013	363	123,575	45,171	Ran aground June 1955
<i>Agios Vlassios</i>	—	—	—	—	—	21,487	On Charter w.e.f. October 1955

Creek Mail Services

SERVICE	Passengers 1954	Passengers 1955	Revenue 1954	Revenue 1955	Cargo 1954	Cargo 1955
Lagos/Warri	No. 1,947	No. 1,739	£ s. d. 3,109 13 2	£ s. d. 2,581 11 7	Tons 80	Tons 309
P.H./Brass	2,413	2,226	1,194 15 3	—	—	395
P.H./Opobo	679	Discontinued	126 12 6	—	—	—

Dredging

CRAFT	Total Tons Dredged		Tons Dumped		Tons Reclaimed	
	1954	1955	1954	1955	1954	1955
<i>Lady Bourdillon*</i>	491,505	70,500	475,100	40,000	16,400	30,500
<i>Ibadan</i>	466,044	483,800	247,273	414,800	218,771	69,000
<i>Mole</i>	69,605	58,000	69,605	58,000	—	—

*On 6th September, 1955, the *Lady Bourdillon* was holed by striking an uncharted obstruction, and on completion of repairs was sold in December, 1955.

Ferry Services

SERVICE	Passengers Carried		Vehicles Carried		Revenue	
	1954	1955	1954	1955	1954	1955
	No.	No.	No.	No.	£	£
Lagos/Apapa	2,561,926	3,158,041	—	—	16,631	20,763
Sapele/Benin	248,467	296,092	34,994	30,480	14,460	11,242
Onitsha/Asaba	240,841	175,667	15,714	18,957	35,158	—

RAILWAYS

The Nigerian Railway Corporation

The Nigerian Railway Corporation Ordinance which was enacted in the House of Representatives in April, 1955, converted the old Nigerian Railway into a statutory corporation. The Corporation was placed under a chairman, Sir Ralph B. Emerson, and the Ordinance provided for the appointment by the Minister of Transport of 12 other members qualified in commercial, industrial, marketing, labour and shipping affairs. The assets and liabilities of the old Government Railway undertaking were transferred to and vested in the Corporation on 1st October, 1955. The Heads of Departments were the Chief Superintendent (Operating and Commercial), Chief Mechanical Engineer, Chief Engineer (Civil), Chief Accountant and Stores Superintendent. District Officers were stationed at Ebute Metta Junction, Zaria and Enugu. The administration of Apapa and Port Harcourt ports was removed from the Railway Corporation on the 1st April, 1955.

Area Served

The Nigerian Railway extended over a distance of 1,770 route-miles of 3' 6" gauge and 133 route-miles of 2' 6" gauge. "Limited" passenger trains departed from Lagos on five days each week, providing a service to Kano, Port Harcourt and Jos. A direct service which operated in both directions twice weekly linked Port Harcourt and Kano. Principal intermediary towns served were Ibadan, Ilorin, Minna, Kaduna, Kafanchan, Zaria, Makurdi, Aba, Enugu, with connections from Kano

to Nguru and Kaura Namoda. It was proposed to introduce during 1956 a special boat service from Jos to Kano, to connect with outgoing mailboats at the Atlantic terminal, Apapa, on the day of sailing. In addition to its rail services, the Corporation also conducted extensive road services in the North, serving Sokoto, Gusau, Maiduguri, Funtua and Birnin Kebbi.

Statistics

In the financial year ended 31st March, 1955, gross receipts amounted to £13,374,000 and expenditure (excluding renewals) to £8,148,000, representing an operation ratio of 61 per cent. The net surplus, after making deductions for interest, renewals and other charges, was £3,335,000. Freight tonnage carried during the year totalled 2,602,000 tons (as compared with 2,298,000 tons in the previous financial year). The average length of haul was 417 miles and the freight net-ton miles was 1,079,026,000 miles. Passengers conveyed totalled 5,451,000 for an average distance of 64 miles per passenger.

Rolling Stock

Ten diesel-electric locomotives were received from overseas and placed in service on the Kano-Zaria and Zaria-Kaura Namoda sections during 1955. Four additional steam locomotives were also received. For the first time for many years all old crop groundnuts were cleared from stacking areas at railheads in the North before new crops commenced to arrive at the beginning of November.

Other Developments

The new Lagos Terminus station was in full use, having been formally opened on 25th May, 1955, and provided a splendid introduction to the Railway. New stations were also opened at Ibadan and Jos. Some progress was made in implementing the five-year development plan, which commenced on 1st April, 1955, and includes provision for extensive track-laying, station remodelling, new locomotive running sheds, rolling stock replacements, and improved train control and signalling. A traffic survey was carried out in 1955 to consider the extension of the Railway on 3' 6" gauge from Rahama to Potiskum and thence to Maiduguri, and from Damaturu via Bornu to the bank of the River Benue.

ROADS

The mileage of Trunk 'A' Roads in Nigeria and the Cameroons in 1955 was as follows:

	<i>Miles</i>
Bituminous Surface	1,614
Gravel or Earth: all season	3,769
Gravel or Earth: dry season	314
	<hr style="width: 100px; margin-left: auto; margin-right: 0;"/> 5,697

The maintenance of Trunk Roads 'A', a Federal responsibility under the new constitution, continued to be done by the agency of the

Regional Public Works Departments, and, as from 1st October, 1954, an agency fee of 15 per cent for these services was paid to the Regions by the Federal Government.

The total cost of maintaining this mileage was £688,000, an average of £121 per mile. Costs per mile varied from £350 on the roads in the Western Region carrying over 1,500 vehicles per day, to as little as £10 per mile on dry season crop evacuation routes in the Northern Region.

The number of vehicles licensed in the first quarter of 1955 was 13,700 commercial and 15,300 private, an increase of 11 per cent over the previous year. Petrol consumption went up by a further 12 per cent to the record total of nearly 36 million gallons.

New works, by direct labour and contract, consisted of 119 miles of new construction and the provision of a bituminous surface to 221 miles of existing roads. These figures show encouraging increases over those for 1953-54 when 43 miles of new construction and 196 miles of new bituminous surfacing were completed. The total expenditure on roads and bridges, including maintenance, was £2,362,000, an increase of £389,000 over 1953-54.

Good progress was made on new road and bridge construction, using departmental staff and plant, and on the Yola-Wukari, Zaria-Kano and Gombe-Numan roads in the Northern Region, on the Ijebu-Ode-Benin road under a fixed fee contract in the Western Region and the Victoria-Manfe-Bemenda Road in the Southern Cameroons, also under a fixed fee contract. The Cross River Bridge construction on the Bansara-Mamfe Road was completed during the year. The 350-foot suspended span, although short for this type of bridge, was the longest single span yet erected in Nigeria. The work was done by the well-known firm of Messrs. Dorman Long & Co. Ltd., at a cost of £350,000. This bridge links the Eastern Region to the Cameroons and to French territory beyond. A bridge of two 30-ft. pre-stressed concrete spans to carry the road over the railway and over the Lagos-Abeokuta road at Ikeja was also completed during the year.

Following the successful completion of a contract to lay a 12ft. wide bituminous gravel mix carpet, using a continuous process mechanical mixer and layer, on 106 miles of the Ifon-Benin-Asaba road, a further contract was let to lay a 12 ft. wide bituminous dry sand mix carpet on 148 miles of road between Kari and Maiduguri. Fourteen miles had been completed by the end of the year. A departmental mobile laboratory was equipped and sent to this project, under the supervision of the resident engineer.

Works completed during the year included the Kaduna-Mando road, 72 miles long, which was opened to traffic in April, 1955 (this road shortens the distance between Lagos and Kaduna by about 120 miles); bituminous surfacing of the Otta-Idiroko, Ife-Benin-Asaba, Gusau-Sokoto and Buea-Kumba roads; a 170-ft. long bridge having a 22-ft. wide carriageway across the Delimi river in Jos; and the Afi and Aiya bridges on the Bansara-Mamfe road and the Kam bridge on the Yola-Wukari road.

During the year 4,750 feet run of bridging were completed and a further 3,640 feet were under construction at the end of the year.

Much attention was given to planning works to be carried out in the 1955-60 Economic Programme. This programme, which had not yet been approved, was to provide for the completion of projects under construction, together with many new works. It was expected that the two largest items would be the bituminous surfacing of existing roads, and the strengthening of weak bridges to carry heavier loads. Accordingly a contract was let to survey 803 miles of road; during the year 410 miles were surveyed. It was intended to use these surveys as a basis for working out contract drawings and documents for improvements to alignment where necessary and bituminous surfacing. In regard to strengthening bridges, the programme begun by a Crown Agents' survey team in November, 1953, was continued successfully. During the year the team completed bridge surveys on a further 800 miles of trunk 'A' roads in the Western and Eastern Regions. In addition, contract drawings and documents were nearing completion for the reconstruction of 110 bridges between Lagos and Kaduna, the surveys for which were completed during 1953-54.

Under the new Economic Programme it was also intended to begin work on the new roads designed to relieve traffic congestion in the Ebute Metta-Apapa area. It was expected that the first sections to be constructed would be from Carter Bridge across Iddo Island to join the main Apapa Road, and the reconstruction of Denton Causeway. Two firms of consulting engineers were employed to prepare the plans and contract documents for the works. It was intended that construction should begin in 1956. Departmental staff began to survey the line of a proposed new road, to be about two miles long and called the Western Avenue, which will provide easier access between the expanding part of Apapa and the North.

AIR

All government aerodromes were operated and administered by the Department of Civil Aviation. They have been classified according to their use as follows:

- Grade I* Designated international airports;
- Grade II* Customs aerodromes used regularly, but with limited traffic;
- Grade III* Non-customs aerodromes in regular use;
- Grade IV* Aerodromes used occasionally and emergency landing grounds.

At December 31st, 1955, there were two Grade I, one Grade II, 14 Grade III, nine Grade IV Government and two private aerodromes. The important airfields were as follows:

Grade I (International Airports):

Kano and Ikeja.

Grade II (Customs aerodromes used regularly, but with very little traffic):

Maiduguri.

Grade III (Non-customs aerodromes in regular use):

Benin	Calabar	Enugu	Ibadan	Jos
Kaduna	Port Harcourt	Tiko	Gusau	Makurdi
Sokoto	Yola	Zaria.		

Grade IV (used occasionally and emergency landing grounds):

Bauchi	Bida	Ilorin	Katsina	Ibadan
Minna	Potiskum			

Scheduled International Services

British Overseas Airways Corporation. London—Accra via Kano: three times weekly in each direction with “Argonaut” aircraft.

London—Lagos via Kano: four times weekly in each direction with “Argonaut” aircraft.

London—Kano—Accra—Lagos: one weekly tourist service operated with “Argonaut” aircraft.

K L M Royal Dutch Airlines. To and from Amsterdam and Johannesburg twice weekly each direction with Super-Constellation Aircraft.

Sabena. To and from Brussels and the Belgian Congo 6 to 7 times weekly each direction with DC.4 and DC.6 aircraft.

Air France. From Duala to Abidjan via Lagos twice weekly in each direction with DC.4 aircraft.

From Fort Lamy to Niamey via Maiduguri and Kano, once weekly in each direction with DC.4 aircraft.

U.A.T. Once weekly between Duala and Abidjan, via Lagos, with “Heron” aircraft.

Iberia Spanish Airlines. Once weekly between Spain and Spanish Guinea via Lagos with DC.4 aircraft.

West African Airways Corporation. To and from Lagos and Dakar twice weekly in each direction with “Heron” aircraft.

To and from Lagos and Accra daily with “Heron” and “Wayfarer” aircraft.

Non-Scheduled International Operators

In addition to the scheduled operations, non-scheduled operations were carried out by Air Charter Limited, to and from England, and Lagos and Accra, with military service personnel and their families in “York” aircraft, and Indamer operated between India and West Africa.

Internal Services

During the year the following air services were operated by the West African Airways Corporation:

	<i>Times weekly in Each Direction</i>
Lagos—Benin—Port Harcourt (approx.)	4
Lagos—Ibadan—Benin	2
Lagos—Benin—Enugu	2
Lagos—Port Harcourt—Calabar—Tiko	2
Lagos—Enugu—Calabar—Tiko	2

	<i>Times weekly in Each Direction</i>
Lagos—Benin—Enugu	2
Lagos—Port Harcourt—Enugu—Makurdi— Jos—Kaduna—Kano	2
Lagos—Ibadan—Kaduna—Kano	3
Kano—Kaduna—Gusau—Sokoto	1
Kano—Jos—Yola	1
Kano—Maiduguri	1
Kano—Sokoto	1

The above services were operated with "Heron," "Wayfarer" or "Dove" aircraft.

Statistics

The number of aircraft movements in Nigerian airfields during the year was 22,930, including training and test flights: 53,453 passengers disembarked, 42,710 embarked and 1,636,989 kilos of freight were handled.

Activities of the Department of Civil Aviation

Kano: the new terminal building was expected to be completed towards the end of 1956, together with its adjoining parking apron.

Lagos: plans were in hand for a new operational block and terminal building and it was hoped to extend the taxiway to the northern end of the main runway by the end of 1957.

Calabar: work was almost completed at this airport and it was hoped it would be designated an international airport by the middle of 1956.

Port Harcourt: the development of this airport continued and it was hoped that it would be ready for use by large four-engine aircraft by about the middle of 1956.

POSTS AND TELEGRAPHS

As a result of the inadequacies in the working of the Posts and Telegraphs Department which were revealed in the Federal Government White Paper "Statement of Policy and Reorganisation of the Posts and Telegraphs Department", the House of Representatives at its 1955 Budget meeting accepted in principle the recommendations set forth in the Report for a five-year (1955-60) Plan for development and expansion of the Department. The first steps in the plan included provision of over £500,000 in recurrent expenditure for the year 1955-56 for building; and the establishment of a Departmental Capital Account of £3.7 million, of which approximately £1.8 million was required for the building of new Post Offices and for the completion of engineering works and buildings already approved in previous years.

In the main, Departmental policy during 1955 was one of consolidation and improvement of existing services, whilst strenuous efforts

were made to secure the services of experts to carry out an extensive programme of reorganisation and training. Later in the year a number of senior officers of long experience in various specialist fields from the British Post Office arrived in the territory and it was possible to commence the setting up of a departmental organization with a headquarters structure in the Regions and in the Southern Cameroons. The nuclei of Investigation, Telecommunications and Staff and Building Branches were established.

An event of significance to the Department was the appointment by the Secretary of State in September, 1955, of Sir David Lidbury to advise on the grading and pay structure of the Posts and Telegraphs Department. He arrived in Nigeria on the 20th of October and departed on the 20th of December after taking evidence from various quarters. His report was expected early in 1956.

Postal Services

It was estimated that about 95 million postal articles were handled during the year. This figure represents an increase of about 10 million over the corresponding estimate for the previous year. New Post Offices were occupied at Bamenda, Epe, Idah, Iddo Station, Iwo, Nembe, Oron and the University College, Ibadan. Post Offices under construction included those at Abonnema, Abuja, Benin, Ikene, Jos, Kano, Kaura Namoda, Okigwi and a Branch Office at Onitsha. One hundred and fourteen new Postal Agencies were opened, bringing the number of existing Agencies at the close of the year to 780. Approval was given for the opening of 69 new Agencies and the possibility of opening a further 140 was being investigated.

Private letter box facilities were extended by the installation of a further 1,850 boxes at Post Offices where the existing facilities did not meet local demands.

New air mail despatches were introduced as follows:

Kano—Dakar
Maiduguri—Kano
Yola—Kano
Yola—Kaduna
Kaduna—Yola.

An insured air parcels service between Nigeria and the United Kingdom was introduced on the 1st March, 1955. A road service between Ibadan and Igolo was also opened during the year. The employment of departmental vehicles on the Cameroons Motor Mail Service effected some improvement.

Remittances

A comparison of the figures for the last two years shows that whilst there was a small increase in the number of Money Orders issued and paid during 1955, there was a slight fall in their total value. The figures are as follows:

	1954	1955	Increase/Decrease
<i>Issued</i>			
Number	380,270	392,671	3.3 Increase
Value	£7,679,967	£7,585,082	1.2 Decrease
<i>Paid</i>			
Number	379,442	387,539	2.1 Increase
Value	£7,688,388	£7,555,536	1.7 Decrease

Both the number and value of Postal Orders sold and paid during 1955 show appreciable increases over corresponding figures for 1954; a substantial number of the Postal Orders purchased in Nigeria were remitted overseas. The statistics are as follows:

	1954	1955	Increase
<i>Sold</i>			
Number	2,184,131	2,348,476	7
Value	£1,885,391	£2,019,147	7
<i>Paid</i>			
Number	1,597,518	1,757,883	10
Value	£1,373,575	£1,553,070	13

Post Office Savings Bank

The total on deposit in the Savings Bank increased by 4.3 per cent, from £4,441,425 to £4,623,484, and this was accompanied by an increase of 6.25 per cent in the number of depositors' accounts. The number of transactions handled during the year showed an increase of 14 per cent over that handled in 1954. Comparative statistics for the past two years are as follows:

	1954		1955	
	No.	Value	No.	Value
Deposits	163,572	£1,733,263	188,293	£1,759,807
Withdrawals	105,102	£1,453,517	117,553	£1,659,046
Total No. of Transactions	268,674	—	305,846	—
Net deposit	—	£279,746	—	£100,761
Interest credited to Depositors	—	£87,429	—	£90,584
Balance standing to the credit of Depositors at 31st December	—	£4,441,425	—	£4,632,484
No. of accounts at 31st December	218,741	—	232,374	—

Large withdrawals of amounts totalling about £150,000 were made from the accounts belonging to co-operative societies registered in the Western Region for transfer to the newly established Co-operative Bank of Western Nigeria. These withdrawals account in a large measure for the increase of approximately 14 per cent in the total amount withdrawn during the year in comparison with the corresponding figure for 1954.

Revenue

The revenue collected by the Department increased from £1,014,786 in 1954 to £1,283,225 in 1955. This represented an increase of nearly 26·5 per cent, but the 1955 figure included a sum of £131,441 paid by the Federal and Regional Governments in respect of postal, telegraph and telephone services used on and after the 1st of October, 1954, in accordance with the recommendations of the Fiscal Commissioner, Sir Louis Chick.

TELECOMMUNICATIONS

Telegraphs

There was a marked increase in the volume of telegraphic traffic handled during the year, on account of the introduction of a number of new telegraph circuits. The actual figures for the last two years are as follows:

	1954	1955
No. of Private Telegrams	1,717,000	1,800,000
No. of Official Telegrams	418,000	438,000
TOTAL	2,135,000	2,238,000

Revenue from private telegrams increased from £154,610 in 1954 to £167,642 in 1955; this represents an increase of 8·4 per cent. The increase in the use of wireless telegraphic circuits, owing to a rapid recovery from the adverse sun-spot conditions experienced in previous years, resulted in these circuits playing a useful part in reducing congestion on line telegraph channels. New wireless telegraph circuits were opened between Mamfe, Bamenda and Tiko in the Cameroons. The replacement of obsolete equipment continued throughout the year.

Telephones

The policy of devoting the seriously inadequate resources of available staff almost exclusively to improving the existing services resulted in telephone expansion being limited to priority works and to works so far advanced that a postponement would have resulted in deterioration of apparatus. The installation of new and larger telephone exchanges at Warri and Kaduna and of an underground cable scheme at Abeokuta was completed. There was also a thorough overhaul of trunk and local lines, which brought about a marked decrease in the incidence of faults.

Air Radio Services

The replacement of 100-watt radio beacons by 750-watt sets continued and at the end of the year the latter sets were in service at Benin, Enugu, Port Harcourt, Kaduna and Yola. The service provided by the beacons at Jos and Kano improved. Work on the new transmitting station at Kano was continued and during the year transmitters for

HF R/T to aircraft giving 2.5 kW on four frequencies, and for synoptic meteorological broadcasts on a sub-continental basis, were brought into service.

Telecommunications Development

The acute shortage of technical staff for supervisory and planning duties necessitated the suspension of all new installations and extensions of service to the public, except where safety of life or the maintenance of law and order were involved. There were, of course, exceptions to this policy where installation work was carried out by contractors' staff and, in particular, work on the V.H.F. scheme continued.

The V.H.F. main line scheme between Ibadan and Enugu, serving Benin and Onitsha, proceeded throughout the year, and with the assistance of additional contractor's staff considerable progress was made during December to provide both telephone and telegraph services to Enugu for the Royal Visit in January, 1956. The scheme as a whole was delayed by building difficulties, but it was anticipated that it should be possible to open a public service operating entirely on the V.H.F. Radio System to Benin in March, 1956, and to Enugu by July of the same year.

No additional telephone carrier systems were introduced during the year, but by a rearrangement of line carrier channels it was found possible to provide a direct Lagos-Benin telephone trunk route.

Towards the close of the year considerable effort was put into improving all telecommunication facilities in anticipation of the Royal Visit early in 1956.

Work done for other Departments

During the year the Posts and Telegraphs Department continued to maintain radio installations for the Departments of Civil Aviation, Marketing and Exports, Meteorology, the Police, the Railway and the Nigerian Ports Authority. With the conversion of the Railway and Ports Authority into statutory corporations, they began to take over their own radio stations.

Chapter 12: Press, Broadcasting, Films and Government Information Services

PRESS

THE most important newspapers were the *Daily Times*; the *West African Pilot*, which, with other papers of the Associated Newspapers of Nigeria Ltd., supports the N.C.N.C.; the *Nigerian Tribune* and *Daily Service*, which support the Action Group; the *Gaskiya ta fi Kwabo* and *Nigerian Citizen* published by the Gaskiya Corporation; and the Information Service's *Eastern Outlook*, *Western News* and *Nigerian Children's Own Paper*. *Nigeria* was the leading non-political periodical.

The following are particulars of the Federation's principal newspapers and periodicals:

<i>Name of Newspaper</i>	<i>Language</i>	<i>Publishers</i>	<i>Frequency of Publication</i>
1. Daily Times . . .	English	Nigerian Printing & Publishing Co. Ltd.	Daily
2. Evening Times . . .	"	"	"
3. Daily Service . . .	"	Amalgamated Press of Nigeria Ltd.	"
4. West African Pilot . . .	"	West African Pilot Ltd.	"
5. Daily Comet . . .	"	Comet Press Ltd.	"
6. Southern Nigerian Defender . . .	"	Associated Newspapers of Nigeria Ltd	"
7. Nigerian Spokesman . . .	"	"	"
8. Eastern Nigeria Guardian . . .	"	"	"
9. Nigerian Tribune . . .	"	African Press Ltd.	"
10. Eastern States Express . . .	"	Ikemesit Co. Ltd.	"
11. Nigerian Daily Standard . . .	"	A. Okon & others	"
12. Eastern Sentinel . . .	"	Associated Newspapers of Nigeria Ltd.	"
13. New Africa . . .	"	Renascent Africa Press	"
14. Nigerian Observer . . .	"	Enitonna Educational Stores	Weekly
15. Akede Eko . . .	Yoruba	Tika Tore Press	"
16. Irohin Yoruba . . .	"	Service Press Ltd.	"
17. Eleti Ofe . . .	Bilingual (English/Yoruba)	T. Thompson	"
18. Catholic Herald . . .	English	St. Paul's Press	"
19. Nigerian Statesman . . .	"	W. O. Briggs	"
20. Gaskiya ta fi Kwabo . . .	Hausa/English	Gaskiya Corporation	"
21. Nigerian Citizen . . .	English	"	"
22. Egbaland Echo . . .	Bilingual (English/Yoruba)	Ayo Ajala	"
23. Eastern Outlook . . .	English	Eastern Nigeria Information Service	"
24. Western News . . .	"	Western Nigeria Information Service	"
25. Nigerian Mercantile Guardian . . .	"	Nigerian Mercantile Press Ltd.	"
26. The Truth . . .	"	Naseem Saifi	"
27. Sunday Times . . .	"	Nigerian Printing & Publishing Co. Ltd.	"
28. Nigerian Children's Own Paper . . .	"	Federal Information Service	Monthly
29. African Challenge . . .	"	Sudan Interior Mission	"
30. Nigeria . . .	"	Government of Nigeria	Quarterly

BROADCASTING

Although the period of experiment in the work of broadcasting in Nigeria had not entirely passed, it might be claimed that the year 1955 was one of consolidation for the Nigerian Broadcasting Service (N.B.S.).

Among the most important developments on the technical side was a four-year plan (1956-60), initiated by the Economic Committee of the Council of Ministers, for improvement and expansion in all the technical services of broadcasting in Nigeria. Already work was on foot to realize the ideas envisaged in this plan.

Lagos

Considerable technical expansion took place in the Lagos area. A high-power national transmitter at Sogunle functioned satisfactorily during the year, through the unremitting attention of the engineer in charge. It was felt, however, that the transmitter was too complex and somewhat unsuitable for operation by a largely unskilled staff under tropical conditions and agreement was reached with the manufacturers, the Marconi Company, to simplify some of its more complex features. An important development in the Lagos area was a field strength measurement survey on the 300-watt medium-wave transmitter in order to obtain an accurate prediction of the field strength to be expected from any power transmitter. The results obtained, which were confirmed by independent tests carried out by the Chief Engineer of the B.B.C. whilst on a visit to Nigeria, confirm 5 kilowatts as the optimum for Lagos. An order was placed for a 1-kilowatt medium transmitter, which it was believed would be adequate, under existing propagation conditions, to give a reasonable service to the whole of Lagos. In order to provide for such eventualities as the breakdown of apparatus and components, which occur very often in the tropics, a separate Installation and Maintenance Unit was put into operation and it was also provided that all apparatus should be in duplicate. It was however realised that owing to the inadequacy of funds, a trouble-free service was not likely to be attained.

A new field of work for the Programme Section at the headquarters and in the Regions was begun with the provision of four Standard Estate cars fitted with Leavers-Rich transportable recording apparatus. The success of this experiment led to provision being made for the equipment of three further units.

Some office expansion in Lagos took place during the year. Two temporary buildings were erected and a small extension of one wing of Broadcasting House was begun. Plans were drawn up for a further extension of the main building and for a separate engineering workshop, maintenance unit and research building near the existing receiver on the site adjacent to the golf course. Alterations were also carried out on the News Studio attached to the News Office to improve its acoustic quality.

Ibadan

A 1-kilowatt H.F. transmitter, located in temporary premises at the top of Bowers Hill, was brought into use for the West Regional Programme at Ibadan. Difficulties experienced on account of wide fluctuations in the voltage from the Electricity Corporation of Nigeria supply mains were overcome by the installation of an N.B.S. diesel generator. A further difficulty resulting from interference on the transmitter's allotted wave-length from unknown sources was solved by the erection of a high gain aerial. A 5-kilowatt transmitter was ordered from a firm of American manufacturers to replace the existing one early in 1956.

Some office expansion took place at Ibadan. A building, which now houses the administrative and news sections, was acquired to alleviate the serious over-crowding of the existing offices.

The shortage of living quarters for the N.B.S. staff at Ibadan remained a problem. Until sufficient quarters became available, it would be impossible to provide the Ibadan Station with sufficient expatriate staff to man it satisfactorily.

Enugu

The Eastern Regional transmitter at Enugu, a SWB.SX, manufactured by Marconi Company, gave a reasonably satisfactory service, though a faulty modulation transformer made the development of full power impossible. The manufacturers agreed to supply an improvised transformer. A technical difficulty was experienced with the American "Presto" recording equipment when motors on four of the machines burned out within a month. The cause of this failure was under investigation by the manufacturers who promptly supplied replacements. As at Ibadan, the provision of staff quarters remained unsatisfactory.

Kaduna

Like the high power national transmitter at Sogunle, the 7½ kilowatt North Regional transmitter at Kaduna, manufactured by the Marconi Company, required a lot of attention in order to give satisfactory service. The manufacturers agreed to simplify some of its complex features so as to make its operation by a largely unskilled staff under tropical conditions easy. The Broadcasting House at Kaduna was completed during the year. It is identical with the building at Enugu completed in 1954. A temporary building which was also erected helped to ease the office congestion in the North Regional Headquarters.

Cameroons

Progress on the development of broadcasting in the Southern Cameroons was slow. Sites for the transmitter, studio buildings and staff quarters at Victoria were, however, acquired and work was to be started as soon as permission was obtained.

Expansion

There was some expansion in the N.B.S. network over the whole country in the course of the year. The Zaria and Onitsha distribution

stations were re-equipped. Work was started on the new Ilorin station. The Maiduguri station was formally opened on the 8th April, 1955. Some progress was made in the field of training for the N.B.S. staff. Training courses were held for the junior technical staff at the Yaba Technical Institute under the supervision of a seconded B.B.C. engineer. Arrangements were also made for him to study the methods of the B.B.C. Engineering School at Evesham with a view to setting up a similar institution at Lagos.

Interference and Reception

Interference in all sections of N.B.S. short-wave broadcasting spectrum still constituted a problem. There was frequent Russian jamming of B.B.C. programmes. Daytime reception of the B.B.C. improved considerably towards the latter end of the year, as increased sunspot activity made available the use of the higher frequency bands. Reception conditions at night were, however, confused, and reception of the B.B.C. programmes, particularly *Calling West Africa*, was frequently impossible. Even those frequencies which were not subject to much interference proved inadequate at night owing to heavy fading. However the development of local programmes, apart from the regular news bulletins and a short period in the daytime, made the N.B.S. virtually independent of the B.B.C.

Reception of the N.B.S. National Programme appeared to be satisfactory at all times, except sometimes in the Port Harcourt and Calabar areas after nightfall, for unknown reasons. Reception of Regional programmes was generally good. Except during electrical storms, reception on 221 metres in the Lagos area was also satisfactory.

The three-week visit to Nigeria of Mr. R. T. B. Wynn, the Chief Engineer of the B.B.C., was an important event for the N.B.S. His report recommended, among other things, the purchasing of additional specialist equipment for research and maintenance and, above everything else, the provision of a comprehensive system of technical staff training.

Staff

At the end of 1955 the staff of N.B.S. totalled 420 of whom 372 were Nigerians, 25 of these being of Senior Service status. There were 48 expatriate staff, 12 of whom were in the Engineering Section. Five Nigerians completed a training course with the B.B.C., one completed a course in journalism at the Regent Street Polytechnic and another was sent on a six-month course in journalism and radio in America, under the auspices of the United States Information Service. Nigerianisation was slowest in the technical section on account of lack of qualified candidates. In other sections Nigerians held such posts as Assistant News Editor, Editor of the *Radio Times* and Publications Assistant.

National Programme

The guiding principle of the National Programme is thus stated in its directive:

"The national is a programme of nation-wide coverage, whose object is to instruct, inform and entertain the peoples of Nigeria, and by so doing to promote and foster their progress, welfare and sense of national unity. It is mainly directed at those who speak English. It should include and encourage a wide range of intellectual interest, and it has a special mandate to encourage international and inter-regional harmony and understanding."

This principle was translated into fact in various ways. The movement of the National Programme Lagos Staff in Lagos into their new offices provided increased studio and technical facilities. It was found possible in October to increase the number of hours of locally originated programmes from 60 to 80 per week, leaving only 30 per week to be relayed from the B.B.C., of which more than half comprised news bulletins and *Calling West Africa*. Among the new programmes introduced during the year were *Twenty Questions*, *Listeners Letters*, *Around the Town*, *David Adams Reporting* (news of developments all over Nigeria), *Starlight Roof* (a Saturday dance programme) and *Variety Time*.

The output of talks continued to be high. The biggest enterprise was a three-talks feature on the economic situation in Nigeria given by Professor W. A. Lewis, Professor of Political Economy in the University of Manchester; other talks in the general series were given by Mr. A. R. W. Robertson, Financial Secretary of the Federation, David Williams and Sir Percival Griffiths.

The appointment of a full-time Moslem Religious Broadcasting Assistant led to an increase in the output of Moslem broadcasts. Important festivals were fully covered by additional programmes and by outside broadcasts from praying grounds. Arrangements were made to broadcast a daily *Call to Prayer* as from January, 1956.

Christian religious broadcasting maintained a high standard. The Lagos Studios originated two short services a day on week-days and two longer ones on Sundays. The Sunday Evening Service was in English and was provided with music by the N.B.S. Singers. The Assistant in charge of Christian religious broadcasting was an ordained priest who had undergone a course of study and instruction at the B.B.C. Special religious services were broadcast during the Passion Week and Advent. Major church festivals were observed and some outside broadcasts made from the Anglican and Roman Catholic Cathedrals. Some *Sunday Half Hour* programmes came from local churches. There was also the *Helping Hand*, a weekly series of answers to correspondents on religious, moral and ethical problems.

Ministerial broadcasts featured in the programme and during the year some recordings of the International Labour Conference at Geneva, sent by the Federal Minister of Labour and Welfare, were relayed over the National Programme.

Broadcasts suitable for schools and teachers were confined to the Colonial Schools Transcription series issued by the B.B.C. It was however hoped to implement the recommendations contained in a Report issued after his visit by the former Head of Schools Broadcasting of the B.B.C. on a proper system of schools broadcasting.

A notable enterprise was inaugurated in April, 1955, with the first in the annual series of Lugard Lectures, called after the founder of modern Nigeria. Based on the B.B.C.'s Reith Lectures, they are an attempt to provide an original contribution to thought or research by a prominent Nigerian. The 1955 lecturer was Dr. S. O. Biobaku, Registrar of the University College, Ibadan, whose subject was "The Origin and History of the Yoruba People." In December, Professor K. O. Dike, Head of the Department of History, University College, Ibadan, accepted an invitation to deliver the 1956 Lugard lectures and chose as his subject "One Hundred Years of British Rule in Nigeria, 1851-1951." Among the outside broadcasts were that of a 24-hour motor rally from Lagos into the Western Region and the swearing-in of the new Governor-General, Sir James Robertson, at the Supreme Court, Lagos.

News

The news output of the N.B.S. was provided by a News Section under a controller. The duties of the News Staff were to provide items for the National bulletins and to compile their own local bulletins in English and vernaculars. Daily news items were broadcast in English and the main vernaculars—Hausa, Ibo and Yoruba—over the National programme; the North Regional Service in addition broadcast in Fulani, Kanuri, Yoruba and Ibo, the East in Efik and the West in Itsekiri. In the North a weekly news-letter was included in the Nupe, Igbirra, Igala, Idoma and Tiv magazine programmes.

Full coverage was given nationally and regionally to the sessions of the Houses of Assembly, Chiefs and Representatives. During the March Budget Session of the House of Representatives, a nightly report in English was translated into the three main vernaculars. At the suggestion of the Western Regional Minister for Home Affairs, the N.B.S. offered each Regional Government 60 minutes per week for broadcasting news and talks about government activities, in which party politics were not allowed to intrude. The East and Western Regional Governments, but not the North, availed themselves of this offer.

The Radio Times

The appointment of a full-time Editor of the *Radio Times* greatly improved the standard of production. Circulation steadily increased during the year and the N.B.S. was selling 15,000 copies a month to distributors, as compared with 8,000 in 1954. Printing costs were considerably reduced by the use of ordinary newsprint in place of high quality paper, and the advertisement situation improved. The paper still ran at a loss, but it was hoped to wipe this out when the paper began to be published weekly instead of monthly.

Sets and Licences

An event of great interest to listeners during the year was the importation of 2,000 cheap battery sets from Messrs. Phillips Ltd. of Holland. These sets, together with batteries, were retailed at £6 12s. 6d. each and were sold out within three months.

During the year a joint committee representing the N.B.S. and the Department of Post and Telegraphs was formed to examine the question of payment of wireless licences. The committee estimated with the aid of import figures and dealers' returns, which were by no means complete, that there were at December 1st, 1955, over 100,000 wireless sets not more than 5 years old in Nigeria. The number of licences issued was, however, less than 5,000 and it cost the Posts and Telegraphs Department £800 to collect the resulting revenue of £2,500. All evidence pointed to the fact that the number of listeners in the country was steadily increasing. In Lagos, one dealer sold 500 sets in one week immediately before Christmas; in Kano area, 1,000 sets were sold in one month. Already 65,000 "boxes," the majority of which were connected with the Rediffusion system in the West, were in use all over the country. In fact the Department of Posts and Telegraphs was unable to meet the demand for more boxes in the East and the North.

Preparations for a Broadcasting Corporation

Work was commenced in December, 1954, on an Ordinance to convert the N.B.S. into a Corporation and the final Bill was to be tabled in the House of Representatives in 1956. The draft Ordinance, which closely followed the provisions of the Royal Charter of the B.B.C., envisaged complete autonomy in programme policy matters for the Regions, subject only to common standards of impartiality and good taste. However, in the interests of coherent administration and planning, overall administrative control was to be exercised by the Corporation at the Centre.

FILMS

Production

No major commercial film production organisation operated in the Federation. Documentary films and newsreels in both 35 mm. and 16 mm. were produced for the Government by the Federal Information Service Film Production Unit, which was shortly to be provided with its own processing laboratories and sound studios. Film units were also being established by the Information Services of the Governments of the Eastern, Western and Northern Regions.

Distribution

Distribution of commercial films was through commercial cinemas. Non-theatrical shows of mainly documentary, educational and newsreel films were given regularly by mobile 16 mm. units, maintained by the Information Services of the Federal and Regional Governments, in such institutions as schools, hospitals and community centres, and in rural areas. Two such units served the Federal Capital, Lagos.

Commercial Cinemas

Commercial cinemas in the Federation, excluding the Cameroons, were distributed in the main towns as follows:

Western Region (including Lagos)	No.	Eastern Region	No.	Northern Region	No.
Lagos	12	Enugu	4	Kaduna	1
Ibadan	2	Aba	2	Kano	2
Benin City	1	Port Harcourt	2	Jos	1
Apapa	1	Calabar	2	Maiduguri	1
Mushin	1	Umuahia	1	Zaria	2
Sapele	1	Onitsha	3	Gusau	1
Warri	2	Owerri	1	Sokoto	1
Burutu	1			Katsina	1
TOTAL	21		15		10

GOVERNMENT INFORMATION SERVICES

Federal Information Service

The Government of the Federation maintained a Federal Information Service. The Department was in the portfolio of the Federal Minister of Research and Information and was headed by a Director aided by a Deputy Director and a staff of 233. It consisted of seven sections, responsible for press releases and press relations in general; overseas publicity, 35 mm. and 16 mm. film production; graphic arts (process engraving, silk screen printing and commercial art); photography; library and administration. The Federal Information Service was not concerned with exclusively regional affairs which were handled by the Information Services of the three Regional Governments.

The Northern Region Information Service

During the year the Press Section of the North Regional Information Service wrote and issued 2,300 press releases, an increase of 400 over the year before. Feature articles accompanied by photographs were produced on a variety of subjects and sent overseas.

In the field of still photography almost 3,000 full plate photographs, including colour transparencies, were produced for both home and overseas newspapers.

The production of booklets was stepped up. The most important work in this respect was the booklet *This is Northern Nigeria*, by A. H. M. Kirk-Green, illustrated by the Director of the North Regional Information Service, Mr. J. F. Hindle. Other illustrated booklets produced by the Information Service included *Northern Progress* and *Review of Constitutional Progress*.

In the distribution section material received from the Central Office of Information was regularly distributed to over 3,500 individual addresses, which included reading rooms, libraries, schools and community centres.

Apart from the supply of films to the Departments and Native Administrations, mobile cinema films were lent to institutions having their own projectors in all parts of the Region.

The Western Region Information Service

The Western Region Information Service covered an area of some 45,000 square miles and its greatest problem was how to overcome the difficulty of carrying news to areas with inadequate communications. This difficulty was partly overcome by the expansion of the mobile cinema organisation which possessed over 40 vans. These vans, each with a crew of commentator and driver-projectionist, were constantly on the move throughout the Region, visiting villages and towns which are far removed from the principal centres of Government. By this means such innovations as free primary education and the Western Region Electoral Regulations were widely publicized.

With the rise in the rate of literacy, the Information Service played an important role in supplying the increasing demand for reading material. During the year nearly 1,500 press releases were issued. Two periodicals were produced for sale; the weekly newspaper *Western News* continued to be in demand and another paper, the *Western Nigeria Illustrated*, was started.

The Western Information Service had a wide news-coverage organisation. Its Assistant Publicity Officers were stationed in every division and the regular reports of events in different parts of the Region sent to the Newsroom at Ibadan for distribution to press and radio were attributable to their unceasing efforts.

Other functions of the Department included the production of the daily *Hansard* during the sessions of the Houses of Chiefs and Assembly; the distribution of pamphlets, booklets and posters throughout the Region; the tape-recording of important Government statements for re-broadcast; the production of photographs, filmstrips and colour transparencies; the designing of posters for Government Departments and Ministries; and the supply of information and photographs to home and foreign press.

The Eastern Region Information Service

As in the Northern and Western Regions, the Information Service in the Eastern Region played an important part in the educational and social life of the Region. Its weekly newspaper, the *Eastern Outlook*, published on a quasi-commercial basis, exceeded 10,000 copies.

Other activities included the issuing of pamphlets and leaflets on important regional activities and giving assistance in health week campaigns and agricultural shows. In conjunction with the N.B.S., the Information Service gave full coverage to sessions of the Eastern House of Assembly.

There was a steady increase in subscribers to the travelling library scheme and the Library Section continued to give advice and assistance to District and Urban Councils and other bodies on the establishment of libraries and reading rooms.

The film shows of the Eastern Information Service were not only of great value in remote recesses of the Region, but also contributed in a remarkable way to providing entertainment in remote districts that are not served by commercial cinemas.

Chapter 13: Local Forces

THE Nigeria Regiment had its origin in the constabulary Forces which were raised in the latter half of the 19th century in the various territories that now comprise Nigeria. The first of these forces, 40 strong and known as the "Hausa Police," was raised in Lagos in 1863. In 1873 this force was expanded into the Lagos Constabulary, a well-equipped and trained force of 1,200 officers and men whose principal duty was to maintain order in the hinterland.

In 1894 a similar force, known as the Niger Coast Constabulary, was raised in the Niger Coast Protectorate. For the great part of the six years of its existence the force was on active service, taking part in operations up the Cross River and forming the greater part of the Benin Expedition of 1896.

In 1886 the Royal Niger Company obtained a charter of administration from the British Government and thereby received permission to raise an armed constabulary in support of its authority. The Royal Niger Constabulary was accordingly raised in 1888. It was used to garrison the Company's stations along the Niger and had, in addition, one mounted company known as "Carroll's Horse." The great achievement of this force was its famous campaign against Bida and Ilorin in 1897, which broke the Nupe power.

Plans to raise a regular force of African troops had been formulated in 1897 but it was not until 1900 that the plan was carried out. In that year, with the surrender of the Royal Niger Company's charter, the Royal Niger Constabulary was disbanded. The 50 men of the force operating north of Idah were re-organised into the Northern Nigeria Regiment. The remaining 50 formed the nucleus of a Northern Nigeria Police. In the South, the Niger Coast Constabulary were also disbanded and the majority were amalgamated with elements of the Royal Niger Constabulary serving south of Idah to form the Southern Nigeria Regiment. In 1903 a mounted unit was added.

When the Nigeria Regiment was originally organised, it was formed to preserve internal security and there was no suggestion that it should go abroad; but by 1914 it had increased to five Battalions and was a more formidable Force. Almost immediately after the declaration of war it joined an Expeditionary Force which went to the Cameroons. After the defeat of the Germans in 1916, volunteers from the Regiment were sent to fight the German Forces under the command of General Von Lettow-Vorbeck in East Africa. During these campaigns 48 Nigerians won the D.C.M. (with 4 bars) and 30 the Military Medal.

After the first World War the Regiment settled down to its task of maintaining internal security. In 1928 His Majesty King George V became Colonel in Chief of the Royal West African Frontier Force.

When the second World War began in 1939, the Nigeria Regiment, as part of the Royal West African Frontier Force, was trained in local defence and expanded from five to 13 Battalions.

The Regiment provided a Brigade to fight in East Africa, where it took part with East African troops in the advance from Mogedishu in Italian Somaliland to Harrar in Abyssinia. This Brigade, when it came back to Nigeria, provided the seasoned troops which leavened the new intake then being called up. After the fall of France the Regiment had the task of protecting Nigeria from possible incursions from surrounding French territory. In March, 1943, the 81st West African Division was formed, to which the Regiment contributed four Battalions and Service Units. Towards the end of 1943 the 82nd West African Division was formed, to which the Regiment contributed six Battalions and Service Units.

After the 81st West African Division arrived in Burma, the 3rd Nigerian Brigade joined General Wingate's Chindit Force and fought in Central Burma. The rest of the Division fought in the Arakan and constructed the remarkable "West African Way" into the Kaladan Valley where it saw much service. In September, 1944, the 82nd Division went to Burma and first saw action in December in the Arakan. The two Divisions eventually met at Myohaung in January, 1945. This is celebrated by the Royal West African Frontier Force as a Remembrance Day. When the Burma campaign was over, the men returned to Nigeria, and formed the basis of the present Force. Of officers and men of both Divisions, 19 won the D.S.O., 15 the M.C., 17 the D.C.M. and 100 the M.M.

Between 1945 and 1948 the force was reorganised. In 1955 the Nigeria Regiment consisted of five Infantry Battalions, one Battery of Field Artillery and the Regimental Training Centre. In addition there was an Independent Field Squadron of West African Engineers and the Nigeria Signals Squadron. These were supported by a Works Services Organisation, a Company of the West African Army Service Corps, two Military Hospitals, a Command Ordnance Depot and Sub-Depot, two Command Workshops, four Provost Sections, Education and P.T. Pools, a District Pay Office and a Records Office. All these units formed part of the Royal West African Frontier Force which was administered by the West African Command at Accra. The Headquarters of the Nigeria Command was at Lagos and there was a Sub-District Headquarters at Kaduna. The military stations were Lagos, Ibadan and Abeokuta in the Western Region, Enugu in the Eastern Region, and Kaduna and Zaria in the Northern Region.

Recruits were obtained from all Regions, reporting first to District Officers. They were then sent to enlistment centres for careful scrutiny and documentation and received their basic training at the Nigeria Regiment Training Centre, Zaria. They then underwent continuation training with Service Battalions, at the end of which they were posted to the Battalion or Corps for which they were best suited.

The British Officer Cadre was formed from Regular Short Service and National Service Officers posted for service from the British Army. The normal tour was three years, three months in West Africa, with three months' leave in the United Kingdom after 18 months. Every

effort was being made to provide an increasing number of Nigerian officers. They received their training at the Royal Military Academy, Sandhurst, Officer Cadet Schools in the United Kingdom, or at the Officers Training School in the Gold Coast.

The training of the Force was the responsibility of the General Officer Commanding Nigeria District and his Unit Commanders, under the orders of the G.O.C. in C., West Africa. Courses in military subjects were available at schools in the United Kingdom and at the Command Training School, Teshie, Gold Coast, for officers and non-commissioned officers. Physical training and weapon training courses were also run within the District.

Much attention was given to improvement in conditions of service and accommodation. The whole question of the constitution and financing of the Regiment was under examination. The West African Forces Conference met in Lagos from 20th to 24th April, 1953. The principal purpose of the Conference was to review the agreement reached as a result of the 1949 Conference between Her Majesty's Government in the United Kingdom and the West African Governments on matters affecting the West African Land Forces, and particularly the training of these forces.

In 1955 steps were taken to create Cadet Units in certain colleges and secondary schools in the Federation. Each institution had a platoon of 30. Each platoon was put under the charge of two masters at the institution, who were invariably men with military experience. Funds for maintaining these platoons came from these institutions and assistance was received from the Nigeria Regiment. It was hoped that these developments would form the basis of future national service training.

Chapter 14: General

THE NIGERIAN RECORD OFFICE

ALTHOUGH the Colonial Office had since 1914 taken the initiative in promoting an orderly and systematic administration of Nigerian archives, it was not until the 1st April, 1954, that the Nigerian Record Office was set up by an Administrative Order of the Governor-General as a result of Dr. K. O. Dike's "Report on the Preservation and Administration of Historical Records and the Establishment of a Public Record Office in Nigeria." The Office founded in 1954 is based on Dr. Dike's recommendations embodied in this report. In 1955, it came within the portfolio of the Federal Minister of Works.

Staff

During the year the staff of the Office comprised one Supervisor of Public Records, one temporary Archive Instructor, one Archivist-in-Training and 14 Junior Service staff.

Organisation

The Record Office was organised in six sections. The Liaison Section established contact with all the Federal and Regional Departments, corporate bodies and Missionary Societies or private persons who possess important historical material. Their work included transfer of documents to the Record Office, and other matters concerning historical manuscripts in general. In addition, this section undertook not only the care, cleaning and inspection of documents in the field before these were transferred to the Record Office, but also the inspection and care of documents which could not as yet be transferred to one of the repositories. As might be expected, a regular feature of the work of the Liaison section was the heavy programme of tours which its members undertook.

The Repository Section dealt with the care and preservation of documents brought in by the Liaison group. These documents were then recorded in accession registers and classified. Other sections include the Repair, Photographic and Search Sections, the Administration and Branch Offices.

Training of Staff

It was quite clear that almost all the technical staff of the Department would have to be trained in Britain, Europe or America where facilities for training archivists and technicians are available.

Quarters and Office Accommodation

Since its inception, the Record Office relied almost entirely on the University College, Ibadan, for its accommodation. During the period under review, the two rooms used as office and repository in the West African Institute of Social and Economic Research became inadequate and the Library Committee of the University College allowed the use of the fourth floor of the University Library as a repository. Regional Governments also lent temporary accommodation at Enugu and Kaduna. The Council of Ministers approved in principle the building of permanent repositories and offices in Lagos, Ibadan, Kaduna and Buea in the period 1955-57, at a cost of about £60,000. One senior staff bungalow was purchased from the University College, Ibadan, and two chalets were to be built in 1956-57, at a cost of £2,500 each.

The Future

There were a lot of difficulties facing the Nigerian Record Office, but most of these would disappear when a permanent repository was built and more staff trained in archival administration. The attention of the Department was focussed in 1955 on the building of its first permanent repository at Ibadan.

SPORT

The enthusiasm generated by the brilliant performances of Nigerian athletics in the Empire and Commonwealth Games at Vancouver in 1954, particularly the setting up of a new Empire high jump record by

Emmanuel Ifeajuna with a leap of 6' 8", was carried forward into the following year. In the eighth inter-colonial sports meeting, Nigeria defeated the Gold Coast.

The Women's Amateur Athletic Association held its fifth meeting during the year. This attracted a large crowd and a number of new records were established. Football remained the most attractive form of sport in the country. Large crowds attended the major football matches in Lagos and the principal regional centres, the greatest interest being stimulated by the challenge Cup Competition. The final of this Competition was always played in Lagos and, for the third time, the Cup was won by a provincial team from Port Harcourt. The international football match played at Accra in the Gold Coast was lost.

The high expenditure involved in maintaining cricket grounds continued to hamper the expansion of this sport, though it still flourished in most of the larger stations. The international match with the Gold Coast ended in a draw.

Amateur boxing continued to make steady progress, but there was a marked slackening of interest in professional boxing due largely to the fact that most of the Nigerian champions had gone to the United Kingdom and that there had consequently been a severe fall in standards within Nigeria. Interest in hockey was growing. In an international match with the Gold Coast, Nigeria lost. Efforts were being made to stimulate interest in rugby. So far the game was almost confined to European residents in large towns.

THE RED CROSS AND THE BRITISH COUNCIL

The activities of these two bodies continued to expand in nearly all the important towns in the country. The Red Cross Society continued its work of visiting hospitals, or giving assistance, such as food and clothing, to motherless babies, triplets, leper settlements and needy patients, and of recruiting for the Blood Banks in various parts of the country.

Apart from exhibitions, library facilities and talks, the most important function of the British Council was the arrangement of courses about life in the United Kingdom for students going overseas.

PART III

Chapter 1 : Geography and Climate

GEOGRAPHY

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 portion of which is held by the United Kingdom as a Trust Territory. This is administered as an integral part of Nigeria. The total area of the territory, including the area of the Cameroons under United Kingdom trusteeship, is 373,250 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 inter-connected 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 and into which serious inroads have been made by centuries of shifting cultivation. 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 Region, except the extreme north, where desert conditions prevail. Nigeria possesses few mountains except along the eastern boundary though parts of the central plateau rise over 6,000 feet above sea-level. In addition to the Niger and Benue, which, during the rainy season, are navigable by steamers as far as Jebba and Yola respectively, there are various important rivers, of which the Cross River is the largest. Except for Lake Chad in the extreme north-east there are no large lakes.

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.

The population of the main towns was approximately as follows:

Northern Region

Yerwa (Maiduguri)	55,000
Ilorin	41,000
Kano	131,000
Katsina	53,000
Gusau	40,000
Sokoto	48,000
Zaria	54,000

Eastern Region

Onitsha	77,000
Port Harcourt	72,000
Enugu	63,000
Aba	58,000
Calabar	47,000

Western Region

Ibadan	460,000	Iseyin	50,000
Iwo	100,000	Ife	111,000
Ogbomosho	139,000	Ilesha	72,000
Ede	45,000	Lagos	272,000
Oshogbo	123,000	Abeokuta	84,000
Oyo	72,000	Benin City	54,000

CLIMATE

The climate of Nigeria is affected by two main wind currents, one from the north-east or east, and one from the south-west. The line of demarcation between the north-easterly and south-westerly wind currents on the surface lies mainly east-west, generally across the extreme south of Nigeria in January and February, moving well to the north of Nigeria in July and August, although it is subject to considerable short-period fluctuations. The north-easterly wind current or harmattan is very dry, and normally gives cloudless weather with humidity, cold nights and mornings and very often dust haze. The south-westerly current is very moist, and when it prevails in sufficient depth it gives cloudy weather, frequently with afternoon and evening thunderstorms or line squalls, and periods of monsoon rain near the coast and periods of moist in the early mornings.

Nigeria may be very roughly divided into five main climatic regions as follows:

(i) The Coastal Belt, extending some 50 miles inland from the coast, is hot and humid with a high rainfall. Temperatures range between 70° and 75°F in the early morning throughout the year, and mainly between 80° and 90°F in the afternoon, with a marked cool season from June to September. Relative humidity is normally 100 per cent in the early morning, falling to between 60 per cent and 50 per cent in the afternoon. There are normally south-westerly winds from mid-morning to evening, light in January but becoming stronger in July and August, and light northerly winds in the night and early morning. Rainfall varies from 60 inches a year in the west to 130 inches in the east; in the west there is a principal wet season from May to July, with a secondary wet season in October, but towards the east these seasons gradually merge into a single wet season from May to October. Visibility is normally good, but there are periods of early morning fog or ground mist especially in January and February. At some periods during January and February the dry north-easterly wind current reaches this region, giving less humid conditions, cooler mornings and general haziness

(ii) The Hinterland comprises the remainder of the Eastern and Western Regions and there the climate is drier, with more seasonal variations and a more moderate rainfall. Temperatures average about 70°F in the early morning, while afternoon temperatures vary from 90°–95°F in February to April to 80°–85°F in July and August. Relative humidity is mainly between 90 per cent and 100 per cent in the early morning, falling in the afternoon to about 50 per cent in January and

February, and to 75 per cent in July and August. Surface winds are mainly south-westerly, strongest in July and August, but from December to February they are rather variable in direction. Rainfall, which is generally less in the north of the area, varies from 35 inches in the west to 100 inches in the east; in the west the wettest months are May to July and September and October, whilst towards the east these wet seasons tend to merge into a continuous wet season from May to October. For varying periods between December and March the north-easterly wind current penetrates to this region, giving drier conditions, colder nights and haziness.

(iii) The Cameroons, being generally mountainous, exhibit many different types of climate. On the coast, minimum temperatures vary very little from 72°F throughout the year, while mean maximum temperatures vary from 89°F in March, the hottest month, to 79°F in July. On high ground, there is a marked decrease of minimum temperature, and a lesser decrease of maximum temperature. Humidity is consistently very high throughout the year, being 95 per cent – 100 per cent in the morning and 75 per cent – 85 per cent in the afternoon. Inland, apart from the normal decrease of temperatures with height above sea level, which gives pleasantly cool conditions over the higher ground, minimum temperatures become lower and maximum temperatures higher, and there is a more marked seasonal variation of climate, while in the dry season, humidity is low. Thus in the extreme north in the hottest month, May, the mean maximum temperature is 102°F and the mean minimum 75°F; while in the coldest month, January, the mean maximum temperature is 80°F and the mean minimum 55°F. Relative humidity here varies from a mean of 80 per cent in the wet season to 30 per cent in the dry season. There is a local area of very high rainfall on the south-western side of the Cameroon Mountain, Debundscha having an average of 390 inches in each year. Apart from this, annual rainfall is normally about 140 inches near the coast, and decreases steadily northwards, at the rate of 20 inches for each degree of latitude to 9° North latitude where the rainfall is about 40 inches; north of 11° North latitude the average rainfall is below 30 inches; near the coast there is a rainy season from April to October, but with some rain in all months of the year. Northwards, this rainy season becomes shorter, extending roughly from mid-May to mid-September north of 9° North latitude, with very little rain in the other months of the year.

(iv) In the Northern Region the climate shows a very marked seasonal variation and produces bush and scrub in the south and desert in the extreme north. Early morning temperatures range from 70°F in the south to below 55°F in the north-east in December and January, rising to 75°F over most of the territory in May and June. Afternoon temperatures are highest in April and May, when they reach 95°F in the South and 100°–105°F in the north; they fall to about 85°F in the north in October and November. In the south relative humidity averages 80 per cent to 100 per cent in the early mornings, becoming 40 per cent in January and 70 per cent in August in the afternoon. In the north relative

humidity varies from 30 per cent–40 per cent in January to 90 per cent in August and September, falling in the afternoons to 15 per cent in January and 70 per cent in August. Surface winds are mainly south-westerly from April to October, strongest in July, and north-easterly from November to March, strongest in January. Rainfall varies from 50 inches a year in the south to 25 inches in the north, falling in a season which lasts from May to October in the south, and from June to September in the north. Visibility is poor, especially in the north, in periods from December to March or April, owing to dust haze.

(v) The Plateau, an area near the middle of the Northern Provinces which lies above 2,500 feet, shows significant variations in climate, being generally cooler and less humid, with a rather higher rainfall. Morning temperatures at Jos, in the middle of the area, are 57°F in December and January rising to 66°F in April and May, while afternoon temperatures vary from 88°F in April to 75°F in August. Early morning humidity is 35 per cent in January rising to 95 per cent from July to September, falling in the afternoons to 15 per cent in January and 75 per cent in August. There are normally about 60 inches of rain during the year.

METEOROLOGICAL SERVICES

The West African Meteorological Service was responsible for the provision of meteorological data for the operation of aircraft and for Government departments and the public generally.

It also had the duty of organising meteorological observations in Nigeria, and the collection, collation, distribution and publication of these observations. It operated 27 full-time observation stations in Nigeria, mainly working on a 24-hour basis, and forecasting offices at Kano and Ikeja. It equipped, supervised and collected and published the observations from a number of climatological and agricultural stations, and some 600 rainfall stations, which were maintained directly by other departments or bodies.

Chapter 2: History

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 are 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, there dwelt a number of negro tribes with a more primitive social organisation and a lower standard of life. There were also such tribes on 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 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 ethnologists have thought it probable that they were not of negro blood, having acquired their present characteristics largely by intermarriage with the indigenous negro population.

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

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 human sacrifice, which was only finally overthrown by the British occupation.

Of the early history of the Hausa-speaking tribes of the Northern Region there is also little accurate documentary evidence, possibly through the destruction of early written records by their Fulani over-

lords. But the pagan Hausas were certainly established over large areas of the Northern Region prior to the spread of Islam which, making rapid progress sometime about the thirteenth century, greatly affected their social and political organisations. These came to be based very largely on Islamic laws 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 Othman dan Fodio. Out of this war grew the Fulani empire, extending over the emirates of Katsina, Kano, Zaria, Hadejja, Adamawa, Gombe, Katagum, Nupe, Ilorin, Daura and Bauchi, all owing allegiance to Othman dan Fodio's son, Bello, the Sultan of Sokoto, as the Sarkin Musulmi or Commander of the Faithful. The independent power of this empire was finally over-thrown 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 Region 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 Muhamed 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 figurehead.

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 and both Ibos and the less numerous Ibibios now exercise a most important influence on the social, economic and political life of Nigeria.

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.

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 shame, mitigated only by memories of the earnest efforts subsequently 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 the 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 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 could 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 the United Kingdom in the middle of a 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 years of the trade were in British ships.

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

The trade in slaves led to 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 nine-

teenth 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 this mystery 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 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 founder's 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 in the hinterland against the competition of foreigners, and as a result of his persuasions, the United African 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 change in its relations with the peoples of Nigeria. Lagos, an important centre of trade, was reduced though not occupied by a Naval Force 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, 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 not to be followed by those in difficulties and an appeal was made to the Lagos Government by the Egbado peoples who were being oppressed by their more powerful neighbours, the Egbas of Abeokuta. This appeal, together with the fear of the establishment of treaty relations between the French and the Egbas, led to further expeditions into the interior and later to the 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 Region was brought under British protection in the early years of the twentieth century, largely for 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 Mahommedan religion and the existing system of law would not be interfered with.

The gradual extension of Government's influence in the Oil Rivers Protectorate 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 Council-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 done much to abolish the slave trade, bringing 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 the modern Federation of Nigeria.

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, when the Colony and Protectorate of Lagos was amalgamated with the Niger Coast Protectorate to form the Colony and Protectorate of Southern Nigeria, and the inevitability of the amalgamation of Northern and Southern Nigeria 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-General of a united Nigeria. This title was personal to Sir Frederick Lugard and until the promulgation of the 1954 constitution, his successors were called Governors.

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 Lord 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 that 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 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 is 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 the 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 those 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. Those, 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 Administration based more closely on the indigenous customs of the people.

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 African Campaign of the previous war; this force after assisting in the occupation of Abyssinia, returned to man the frontiers of Nigeria, the Gold Coast, the Gambia and Sierra Leone against possible invasion from Vichy-controlled territory. In September, 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, in Nigeria, vigorous efforts were made to increase the production of essential export commodities. With the loss of Malaya, Nigeria became the chief source of tin for British war factories, while groundnuts, palm oil and kernels were in urgent demand to maintain fat supplies.

The political, economic and social progress of Nigeria since 1945 has been swift. On 1st January, 1947, a new constitution was introduced. An enlarged Legislative Council was set up with a majority of unofficial members and was empowered to legislate for the whole country, instead of only for the south. Regional Houses of Assembly with unofficial majorities and Houses of Chiefs in the North and West were also established, with important advisory and financial functions. Another constitution giving Nigerians a yet greater share in the control of their affairs came into force in 1951 and remained in force till October, 1954, when it was superseded by a new constitution. Under the 1951 constitution, there was a Central Legislature composed almost entirely of Nigerian elected members and there were Regional Houses of similar composition. There was a Council of Ministers with a Nigerian majority drawn from the House of Representatives and similar Regional Executive Councils. These Councils, with their Nigerian majorities, had the responsibility of formulating Government policy and directing executive action. Broadly speaking, the new constitution which came into force on the 1st of October, 1954, as a result of the London and Lagos Conferences of September, 1953, and January, 1954, respectively, was structurally similar to the 1951 constitution, except that a separate House of Assembly was set up for the Southern Cameroons, the territory having been detached administratively from the Eastern Region. Since the new arrangements created a federal form of government, the powers of the Regional Houses were extended and except in certain exclusive subjects which fell within the competence of the Federal House, and certain concurrent subjects on which both the Federal and Regional Houses could legislate, but on which Regional would not conflict with Federal legislation, the Regional Houses attained very wide powers and had residual powers vested in them. The leader of the majority party in each regional house became Prime Minister. The Southern Cameroons legislature, like the Regional Houses under the 1951 constitution, was still subordinate to the Federal House and the leader of the majority party became the leader of Government Business.

In the Centre, the Council of Ministers, presided over by the Governor General, remained the main instrument of policy. The Regional Executive Councils were presided over by the Regional Governors and the Executive Council of the Southern Cameroons by the Commissioner of the Cameroons. In each of the Executive Councils, there was a large African majority. Members of the Council of Ministers and of the Regional Executive Councils were designated Ministers. A major change made by the 1954 constitution was the separation of Lagos from the Western Region and its assumption of the status of Federal territory. Together with the Trust Territory of the Southern Cameroons, Lagos came under the direct jurisdiction of the Governor-General in Council.

The most important economic developments have been the preparation and carrying out of the Ten-Year Plan for Development and Welfare, and the successful formation and operation of the Marketing Boards and Regional Production Development Boards.

The Ten-Year Development Plan was approved by the Legislative

Council in 1946. It was estimated to cost over £55 million and £23 million towards this sum was allocated by the United Kingdom under the Colonial Development and Welfare Act. The scheme was under revision in 1950 and a revised plan was accepted in 1951. Of the £55 million allocated to the original plan, £34 million was outstanding at 31st March, 1951, and the estimated expenditure from this sum from 1951 to 1956 was to be over £12 million by the Northern Region, £10 million by the Central Government, nearly £6 million by the Eastern Region and £5 million by the Western Region. The plan aimed to give a firm foundation on which further development in Nigeria could be built. In it, therefore, there were large allocations for the expansion of basic social services, such as health and education, for basic equipment such as machinery, for good water supplies, roads, and technical education, and for production services and revenue earning projects. In spite of initial difficulties in obtaining the men and materials to implement the plan and in spite of steep rises in prices since the original estimates were prepared, the plan has succeeded in raising the level of social services in Nigeria as an essential pre-requisite to the economic development of the country.

One of the Marketing Board's chief aims was to secure reasonable and stable prices for producers in adverse conditions so as to avoid any repetition of the experiences Nigerian primary producers went through in the nineteen-thirties. Owing, however, to the sharp increase in world prices of cocoa, oilseeds, groundnuts and other products, the Boards were not only able to strengthen their position and build up reserves to cushion producers against an eventual fall in world prices, but to allocate very large sums of money to schemes (largely drawn up by the Regional Production Development Boards) for the benefit of the areas where the crops with which they are concerned are grown.

The most striking development in Nigeria's social services since the war has been the founding, with generous aid from the United Kingdom, of Nigeria's first University College at Ibadan.

One other important post-war change must be mentioned in this short summary, namely the appointment of Nigerians in large numbers to senior posts in the Nigerian Civil Service, and the granting of scholarships to many others to fit them later for such jobs. A Commission was appointed in May, 1948, to make recommendations on the recruitment and training of Nigerians for Senior Service posts, and its Report was accepted by the Government. More than one seventh of the Senior Service in 1955 was Nigerian.

THE CAMEROONS

The former German Colony of the Cameroons was conquered by French and British Forces between 1914 and 1916 in the first World War. Germany renounced her rights to the Colony by the Treaty of Versailles and in 1922 a portion of the Colony was assigned to the United Kingdom to be administered under League of Nations mandate. The British Cameroons consist of two narrow strips of territory on

Nigeria's eastern borders, with a gap between them on either side of the Benue river. The total area is some 34,000 square miles. The territory was and still is administered as an integral part of Nigeria. The only developed part of the territory was the extreme southern tip, where the Germans had opened up banana plantations. These plantations returned to German ownership in the nineteen-twenties and continued to profit their owners without providing much benefit for the people of the Cameroons. At the beginning of the Second World War the plantations were vested in the Custodian of Enemy property and it was later decided that this time they should not fall back again into private hands. By legislation passed in 1946 the lands were acquired by the Government so that they might be held and administered for the use and common benefit of the inhabitants of the Territory, and were leased to a new Cameroons Development Corporation for the achievement of that purpose. The Corporation, by the development of the plantations and the health, education and welfare services it provides, has done much to increase the prosperity of the Cameroons peoples.

After the second World War the United Kingdom expressed its wish to place the Cameroons under the new International Trusteeship system and this was effected by a Trusteeship Agreement approved by the General Assembly of the United Nations in 1946. Under the agreement the United Kingdom was made responsible for the administration of the Territory. A visiting Mission of the United Nations Trusteeship Council visited the Territory at the end of 1949. The territory is, in accordance with the Trusteeship Agreement, administered as an integral part of Nigeria, but a Commissioner of the Cameroons was appointed in 1949 with special responsibilities for administration in the Southern Cameroons and for trusteeship affairs in the whole territory. A second Mission visited the Territory in 1952 and a third in 1955.

Under the provisions of the Nigeria (Constitution) Order in Council, 1954, the Southern Cameroons (that is to say the former Bamenda and Cameroons provinces) were given quasi-regional status with an elected Assembly and an Executive Council with an unofficial majority. The Northern Cameroons, in accordance with the wishes of its representatives expressed at the Constitutional Conference, continued to be administered as part of the Northern Region. A full report of developments in the trust territory during the year was made to the General Assembly of the United Nations by Her Majesty's Government (Colonial No. 325).

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 Thouson, G.C.M.G., K.C.B.
- 1931 Sir Donald Cameron, G.C.M.G., K.B.E.
- 1935 Sir Benard Bourdillon, G.C.M.G., K.B.E.
- 1943 Sir Arthur Richards, G.C.M.G. (now Lord Milverton).
- 1948 Sir John Macpherson, G.C.M.G. (Governor-General after 1st October, 1954)
- 1955 Sir James Robertson, G.C.V.O., K.C.M.G., K.B.E. (Governor-General).

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 Prince of Wales.
- 1926 Opening of Markurdi-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.
Outbreak of second World War.
- 1940-41 Nigerian troops take part in Italian East African Campaign.
- 1943-45 Nigerians of the 81st and 82nd Divisions take part in Burma Campaign.
- 1946 Beginning of 10-year Development Plan.
Establishment of Cameroons Development Corporation.
Trusteeship Agreement for Cameroons approved by General Assembly of United Nations.
- 1947 New Constitution. Legislative Council now had jurisdiction over the whole of Nigeria and a majority of non-official members. Houses of Assembly set up in each Region.
- 1948 Opening of University College, Ibadan.
- 1949 Establishment of Marketing Boards for Cotton, Groundnuts and Palm Produce.
Establishment of Regional Production Boards.
Announcement that the University College, Ibadan, was to receive £382,000 for initial capital expenditure on the site, under a C. D. and W. scheme.
Disturbances at the Enugu Colliery, subsequently followed by trouble at Aba, Onitsha and Port Harcourt.
Commission of Enquiry appointed, with Sir William Fitzgerald as chairman.
Visiting Mission of the United Nations Trusteeship Council visited the Cameroons and Togoland.
- 1950 Ibadan General Conference on Review of the Constitution.
Commission appointed to make recommendations for the allocation of revenue to the three Regional Administrations and the Nigerian Government.
Party of British industrial and trade union experts visited Nigeria to advise on industrial relations.
Announcement of His Majesty's Government's general acceptance of the Nigerian Legislative Council's recommendations for the revision of the constitution.
Cocoa Marketing Board's gift of over £1,000,000 to endow the Department of Agriculture at the University College.
- 1951 New constitution brought into force.
Country-wide elections for new Regional Houses and Houses of Representatives.
Council of Ministers became principal instrument of policy.
Principles of revenue allocation to Regions settled.

- 1952 First meetings of the new Regional and Central Legislatures and visit of British Parliamentary delegation to attend the first Budget Session of the House of Representatives.
Visit of the Secretary of State for the Colonies.
- 1953 Motion in House of Representatives asking for self-government in 1956.
Kano Riots. The London Conference on the Nigerian Constitution.
Visit of a Mission of the International Bank for Reconstruction and Development.
- 1954 The Lagos Conference on Nigerian Constitution.
Country-wide elections for a new House of Representatives.
- 1955 Promulgation of a new Constitution.
Appointment of Mr. M. T. Mbu as Federal Commissioner in the U.K.
Gorsuch Report on a new wage structure for the four public services of the Federation of Nigeria.
Visit of the Secretary of State.

Chapter 3: Administration

The Regions

Nigeria is divided into three Regions known as the Northern Region, the Western Region and the Eastern Region. The boundaries of these Regions coincide with those of the former Northern, Western and Eastern Provinces. The capital of the Federation is at Lagos, which on the promulgation of the 1954 constitution was constituted Federal territory. The capitals of the Northern, Western and Eastern Regions are at Kaduna, Ibadan and Enugu respectively.

There is a Governor-General and Commander-in-Chief with authority in specific matters over the whole territory, and Governors in each of the three Regions.

The Cameroons under United Kingdom Trusteeship is administered as an integral part of Nigeria. The Southern Cameroons was separated from the Eastern Region and given a quasi-regional status under the 1954 constitution, with a House of Assembly at Buea; and the Northern Cameroons is administered as part of the Northern Region. There is a Commissioner of the Cameroons whose headquarters is at Buea and who is subject to the authority of the Governor-General of the Federation at Lagos.

1954 CONSTITUTION

The 1954 constitution established a Central Legislature and a Council of Ministers for the whole of Nigeria, and separate Legislatures and Executive Councils in each of the three Regions and the Southern Cameroons.

The Council of Ministers

The Council of Ministers was the principal instrument of policy for Nigeria in matters to which the executive authority of the Federation extended. It consisted of the Governor-General as President, 3 *ex officio*

members and 10 ministers. The *ex officio* members were the Chief Secretary of the Federation, the Attorney-General of the Federation and the Financial Secretary of the Federation. Appendix A gives the full composition of the Council, and Appendix F the portfolios which have been assigned to them.

Regional Executive Councils

The Executive Councils of the Regions were the principal instruments of policy for the Regions in matters to which the executive authority of the Regions extended. The Governor of the Region presided in each of these councils. In the Eastern and Western Regions, there were no *ex officio* members in the Regional Executive Councils. In the Northern Region Executive Council, however, there were three *ex officio* members—the Civil Secretary, the Attorney-General and the Financial Secretary of the Region. The Executive Council of the Southern Cameroons performed such functions and duties, and exercised such powers as might from time to time be prescribed by or under any Order of Her Majesty in Council. The Commissioner of the Cameroons presided over the Southern Cameroons Executive Council in which there were three *ex officio* members—the Deputy Commissioner, the Legal Secretary and the Financial and Development Secretary of the Southern Cameroons. The majority of each council was, however, composed of elected members chosen from the respective House of Assembly. The Composition of the Regional and Southern Cameroons Executive Councils is given in Appendix B.

House of Representatives

There was a Central House of Representatives which consisted of a Speaker, three *ex officio* members, 184 elected members and not more than 6 special members representing interests which, in the Governor-General's opinion, were not otherwise adequately represented in the House. The three *ex officio* members were the same as those who sat on the Council of Ministers. Of the 184 representative members, 92 were elected in the Northern Region, 42 in the Eastern and Western Regions, 6 in the Southern Cameroons and 2 in Lagos. Members of the House of Representatives are listed in Appendix C.

Laws

The Governor-General might, with the advice and consent of the House of Representatives, make laws for the peace, order and good government of Nigeria (other than Lagos) or any part thereof with respect to any matter that was included in the Exclusive Legislative List or the Concurrent Legislative List. In addition, the Governor-General might, with the advice and consent of the House of Representatives, make laws for the peace, order and good government of Lagos, or any part thereof, with respect to any matter whether or not it was included in the Exclusive Legislative List or the Concurrent Legislative List.

The Governor of a Region might, with the advice and consent of the Legislative Houses of that Region, make laws for the peace, order and good government of that Region or any part thereof with respect to any matter other than a matter that was included in the Exclusive Legislative List.

The Governor-General might, with the advice and consent of the House of Assembly of the Southern Cameroons, make laws for the peace, order and good government of the Southern Cameroons, or any part thereof, with respect to any matter other than a matter that was included in the Exclusive Legislative List.

The Legislature of a Region might confer upon the Federal Legislature authority to make laws for that Region with respect to any matter that was not included in the Federal Legislative List or the Concurrent Legislative List.

Regional Houses

In the Northern Region, there were two Legislative Houses, the Northern House of Chiefs and the Northern House of Assembly. The Northern House of Chiefs consisted of the Governor as President, all first class Chiefs, 37 Chiefs other than first class Chiefs, those members of the Executive Council of the Northern Region who were members of the Northern House of Assembly, and an Adviser on Moslem Law. The Northern House of Assembly consisted of the President, 4 official members, 131 elected members and not more than 5 Special Members to represent interests or communities which in the opinion of the Governor were not otherwise adequately represented.

In the Western Region there was a House of Chiefs with an elected President, Head Chiefs, not more than 50 other Chiefs and 4 Special Members. There was also a Western House of Assembly consisting of a Speaker, a deputy Speaker, 79 elected members, and not more than 3 Special Members to represent interests or communities that in the opinion of the Governor were not adequately represented in the House.

The Eastern House of Assembly consisted of a Speaker, and 84 elected members.

The House of Assembly of the Southern Cameroons consisted of the Commissioner of the Cameroons as President, 3 official members, 13 elected members, 6 Native Authority Members and not more than two Special Members to represent interests or communities that, in the opinion of the Governor-General, were not otherwise adequately represented in the House.

Members of the Regional and Southern Cameroons Legislatures are listed at Appendix D.

Elections to Legislative Houses

The electoral college system, under which elections to the legislative houses were held in 1951, was retained in the Northern Region and the Southern Cameroons until 1955, but has since undergone some modification in the Eastern and Western Regions. In the last general election

to the Federal Legislature in 1954, universal adult suffrage was adopted in the Eastern Region, a tax-payers' suffrage in the Western Region and electoral college systems in the Northern Region and the Southern Cameroons. A new electoral system, which may be described as a qualified adult suffrage system, was introduced in the Western Region late in 1955.

LOCAL GOVERNMENT

The foundations of local government in Nigeria were firmly laid by Lord Lugard's system of "indirect rule." As this has evolved, the influence of the British system of local government has increased. This process has been most apparent in the Western and Eastern Regions. In the latter, the first County with its allied District and Local Councils was established in 1952.

Northern Region

The Native Authority system was instituted in Northern Nigeria with the coming of the British rule in 1900 and has spread, not only to the rest of the country, but over many parts of tropical Africa. The system was first instituted in the Northern emirates where the local functions of government were delegated to African rulers acting under the supervision and with the assistance of British administrative staff. The local authorities so constituted were known as Native Authorities and were responsible to the Government for peace and good order of their areas. Under them, district heads and village heads were responsible to their superiors for the smaller areas under their charge.

Native Treasuries were established into which were paid a share of the taxes collected by the Native Authorities as well as the receipts of Native Courts and various minor fees. The revenue and expenditure of each Native Treasury were shown in the annual estimates approved by the Governor.

As time went on, these Native Authorities undertook a large number of social and economic services, such as the maintenance of roads, hospitals, dispensaries, etc. The system brought about changes in the indigenous institutions on which the Native Authorities were founded. For instance, the Emir's councils, which were the ordinary feature of the Hausa and Fulani system, in many cases became more like councils of ministers, and district heads, instead of coming from a small group of ruling or privileged families, were now often chosen for their educational or other merits.

In 1955 there were some 120 Native Authorities in the North with 60 Treasuries. Some, such as that of Kano which had an annual revenue of about £750,000, shouldered very considerable responsibilities. The Native Authorities in the North provided about one-third of the primary schools and maintained much the same proportion of hospitals.

Recent developments in the North were aimed at preventing tradition from degenerating into stagnation; a Joint Select Committee of the

Regional Executive Council made certain recommendations as a result of which the Native Authorities (Definition of Functions) Law was passed; consideration was also given to the existing Native Authority Ordinance and to what additional legislation was required. As a result of this, a Native Authority Law was passed in 1954, under which a large number of Native Authorities, in accordance with approved policy, reorganised their Councils by broadening them and providing a greater representation through elections. Eleven Town Councils and one major District Council had been established. Substantial financial and executive powers were delegated to these Councils by their respective Native Authorities, and representation on these Councils consisted almost completely of unofficials elected by the people.

The last three sole Native Authorities—Mbula, Balta and Bachana in Adamawa—were reconstituted and associated with their Councils. Other major re-organisations were made in Jos, Pengana and Zuru Federal Native Authority. These were reconstituted as Chief and Council, and the five previously independent Native Authorities in Zuru became subordinate to the Zuru Native Authority. Legislation aimed at creating a special form of local government for the Regional Capital and its environs was being considered.

It was still difficult to impose a uniform pattern of local government in a Region as large as the North where conditions vary so greatly. Reforms, in the circumstances, could only be introduced when local councils demonstrated their ability to accept real executive responsibility.

Western Region

The native authority system was adopted in the Western Region in 1916 and until 1953, when the Western Region Local Government Law was introduced, native authority councils were responsible for the conduct of local affairs. The system was progressively modernised throughout this period. The number of councils had by 1951 been reduced to 50 and the proportion of elected members as opposed to traditional chiefs on such councils had been greatly increased.

The Western Region Local Government Law of 1952 provided for the establishment of independent divisional, district and local councils deriving their powers direct from the Regional Authority and enjoying a much greater measure of local autonomy than the native authority councils which they superseded. The establishment of these councils was invariably preceded by detailed enquiry conducted by local committees appointed by the Regional Authority.

Although the instruments establishing the local government councils stipulated that there should be an elected majority, provision was also made for the appointment of traditional members, their number being limited to one-quarter of the total membership of the Council. The president of the Council was normally a senior chief in the area, and the Council also had an elected chairman responsible for the day-to-day business of the Council and for the conduct of its meetings.

Elections to local government councils were conducted in accordance with regulations made under the Western Region Local Government Law, 1952, which provided for election by secret ballot. The first local government councils were established in the Ijebu-Remo Division in 1953. New combined parliamentary and local government electoral regulations, which were made during the year, provided that the same voters lists would be used for both types of election in 1956.

By November, 1955, the Local Government Law had been applied throughout the Region. A total of 226 Councils had now been established, made up as follows:

- 22 Divisional Councils
- 104 District Councils
- 100 Local Councils.

During the year local government Staff Regulations and Financial Memoranda were published in connection with the Local Government Law.

Eastern Region

The Native Authority system was adopted in the East in 1933 and remained in vogue with slight modifications until it was replaced by the Eastern Region Local Government Ordinance passed in 1950. This Ordinance, which was largely based on English principles of local government, was, in the light of experience, modified by the Eastern Local Government Law of 1955 in order to fit in with local conditions.

The policy of the Regional Government was to introduce local government in all parts of the Region by the 1st April, 1956. By the end of the year, there had been established 15 county councils, 1 municipality, 59 district councils within a county organization, 11 independent district councils, 7 urban district councils within a county organization and 1 independent urban district council.

The Regional Government aimed to achieve a stable and efficient system of local government based wherever possible on the consent of the people and suited to their needs and varying degrees of social and political development. Accordingly the policy was to let the people determine the form of local government best suited to their areas. However, the Regional Government had not overlooked the need for financial competence and had been generally opposed to the setting up of small financial units incapable of developing social services without placing an undue burden on the people of the area.

At the beginning of the year, the franchise in local government elections was limited to tax payers and in certain urban areas to rate-payers. The policy of the Government was to proceed with the introduction of universal adult suffrage to local government council elections as fast as staff and other circumstances would permit.

It became necessary during the year to institute inquiries into the operation of several local councils. Serious allegations of bribery and corruption in connection with staff appointments, the award of contracts

and the allocation of market stalls, of maladministration and of financial irresponsibility resulted in the dissolution, after inquiries, of the Aba and Onitsha Urban District Councils and of the Iman, Eastern Ngwa and Igbo-Etiti Rural District Councils. The Government of the Region strengthened its control of local councils, not with the intention of restricting their freedom of action if they conducted themselves efficiently and honourably, but to ensure that they provided and developed the social services that the Region needed and desired in accordance with the highest standards of public morality and integrity.

The provisions of the Western Region Local Government Law of 1952 were applied to the Lagos Town Council in 1953 after a Commission of Inquiry held in November, 1952, had disclosed serious defects in the working of the Council.

Chapter 4: Weights and Measures

IMPERIAL weights and measures are in use.

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Appendix A

Members of the Council of Ministers

During 1955 the Members of the Council of Ministers were as follows:

- The Governor-General of the Federation.
- The Chief Secretary of the Federation
- The Financial Secretary of the Federation.
- The Attorney-General of the Federation.
- Hon. M. Abubakar Tafawa Balewa, C.B.E., Minister of Transport.
- Hon. Chief F. S. Okotie-Eboh, Minister of Labour and Welfare.
- Alhaji the Hon. Muhammadu Inuwa Wada, Minister of Works.
- Dr. the Hon. K. O. Mbadiwe, Minister of Communications and Aviation.
- Hon. Chief Kolawole Balogun, Minister of Research and Information.
- Hon. Adegoke Adelabu, Minister of Social Services.
- Hon. Victor Mukete, Federal Minister.
- Hon. Aja Nwachukwu, Federal Minister.

Appendix B

Members of the Regional Executive Councils

At the end of 1955 the members of the Regional Executive Councils were as follows:

Northern Region

- The Governor.
- The Civil Secretary.
- The Attorney-General of the Northern Region.
- The Financial Secretary of the Northern Region.
- Alhaji the Hon. Ahmadu, C.B.E., Sardauna of Sokoto, Premier and Minister of Local Government.
- Alhaji the Hon. Aliyu, O.B.E., Makaman Bida, Minister of Education.
- Alhaji the Hon. Yahaya, O.B.E., Madawakin Ilorin, Minister of Health.
- Alhaji the Hon. Isa Kaita, Minister of Works.
- Hon. Abba Habib, Minister of Northern Cameroons Affairs.
- Alhaji the Hon. Aliyu, Turakin Zaria, Minister of Trade and Industry.
- Hon. P. S. Ahimugu, O.B.E., Minister of Natural Resources.
- Hon. Shettima Kashim, M.B.E., Minister of Co-operatives, Social Development and Surveys.
- Hon. Sir Abubakar, G.B.E., K.B.E., Sultan of Sokoto, Minister.
- Hon. Ja'afaru, C.M.G., O.B.E., Emir of Zaria, Minister.
- Alhaji the Hon. Muhammadu Sanusi, C.M.G., Emir of Kano, Minister.
- Pastor the Hon. David Lot, Minister.
- Hon. Atoshi Agbumanu, O.B.E., Aku of Wukari, Minister.

Eastern Region

- The Governor
- Dr. the Hon. Nnamdi Azikiwe, Premier and Minister of Internal Affairs.
- Mazi Mbonu Ojike, Minister of Finance.
- Dr. the Hon. M. I. Okpara, Minister of Health.
- Hon. M. C. Awgu, Minister of Land.
- Hon. I. U. Akpabio, Minister of Education.
- Dr. the Hon. W. N. Onubogu, Minister of Development.
- Hon. I. U. Imeh, Minister of Trade.
- Hon. E. P. Okoya, Minister of Transport.
- Hon. E. Emole, Minister of Agriculture.
- Hon. P. O. Ururuka, Minister of Industries.
- Dr. the Hon. E. A. Esin, Minister of Welfare.
- Dr. the Hon. S. E. Imoke, Minister of Labour.

Western Region

- The Governor.
- Hon. Chief Obafemi Awolowo, Premier and Minister of Finance.
- Hon. Chief F. R. A. Williams, Minister of Justice and Local Government.
- Hon. Chief Anthony Enahoro, Minister of Home Affairs.
- Hon. Chief J. F. Odunjo, Minister of Lands.
- Hon. S. O. Awokoya, Minister of Education.
- Hon. E. A. Babalola, Minister of Public Works.
- Hon. A. M. A. Akinloye, Minister of Agriculture and Natural Resources.

Hon. Chief C. D. Akran, Minister of Development.
 Hon. S. O. Ighodaro, Minister of Public Health.
 Hon. Olagbegi II, Olowo of Owo, Minister without Portfolio.
 Hon. Akenzua II, Oba of Benin, Minister without Portfolio.
 Hon. F. O. Awosika, Minister of Finance.

Southern Cameroons

The Commissioner of the Cameroons.
 The Deputy Commissioner of the Cameroons.
 The Financial and Development Secretary.
 The Legal Secretary.
 Dr. the Hon. E. M. L. Endeley, O.B.E., Leader of Government Business.
 The Hon. S. A. George.
 Rev. the Hon. J. C. Kangsen.
 The Hon. S. T. Muna.

Appendix C

Members of the House of Representatives

In addition to the Federal Ministers and the three *ex officio* members of the Council of Ministers, the following were members of the House of Representatives:

Northern Region

H. O. Abaagu	M. Abdu Rahamani
Alhaji Abdulkadiri Makama	M. Rilwanu Abdullahi
M. Abdullahi, Magajin Musawa	Alhaji Abdullahi, Sarkin Eggon
H. M. Adaji	Alhaji Ahmadu, Sarkin Fulani
M. Usman Angulu Ahmed	Reuben T. Alege
M. Aliyu, Yandoton Chafe	M. Muhammadu Bello Alkamawa
M. Gondu Aluor	Jonah Assadugu
M. Ahmadu Babandi, Ciroman Gumel	M. Nuhu Bamalli
M. Zubairo Bamu	M. Mahmudu A. Bayero
M. Mormoni Bazza	M. Muhammadu Bello, Sarkin Paiko
M. Mohammed Bello, Turakin Argungu	M. Muhammadu Bida, Iyan Sokoto
M. Aliyu Bissalla, Ma'ajin Abuja	M. Mari Biu
Emmanuel Damulak	Alhaji Ahmadu Danbaba
M. Baba Danbappa	M. Bello Dandago, Sarkin Dawaki
Alhaji Adamu Dan-Guguwa	M. B. Baba Daradara
M. Ahmadu Rufai Daura	Chief J. Y. Dimlong
M. Bukar Dipcharima	M. Gwani Dogo, Ungwar Rimi
Patrick M. Dokotri	M. Maikano Dutse, Wakilin Daji
Alhaji Ladan Fari, Sarkin Sullubawa	M. Ahmadu Fatika
M. Abubakar Garba, Madakin Bauchi	Alhaji Umaru Gumel
M. Hamza Gombe	M. Abubakar Gurumpawa
Alhaji Usman Gwarzo	M. Haruna
M. Hassan Rafiu Dadi	Alhaji Musa Hindi
M. Iro Mashu, Sarkin Gabas	M. Isa, Sarkin Agwara
M. Abba Jato	M. Bukar Kadi
M. Damale Kaita, Madawakin Gona	M. Usuman Kalgo

- | | |
|------------------------------------|----------------------------------|
| M. Dembo Kaningkon, Ungwar Fari | M. Umaru Karim |
| M. Mudi Kazaure | P. Deem Kpumm |
| M. Abdulkadir Maidugu, Sarkin Auyo | M. Galadima Maikiyari |
| M. Usmanu Maitanbari | M. Mohammadu, Sarkin Shira |
| M. Kalia Monguno | M. Muazu Lamido Sokoto |
| Alhaji Muhammadu, Sarkin Burmi | M. Muhtari, Sarkin Bai |
| | Alhaji Mohamed-Munir, Mutawallin |
| | Kano |
| M. Ibrahim Madabo, Iyan Katsina | J. C. Obande |
| | J. A. G. Ohiani |
| | M. A. O. Olarewaju |
| | M. Mohammed Sagir |
| D. A. Ogbadu | M. Usuman, Sarkin Sarduanan Bida |
| M. Sanni O. B. Okin | M. Sule Share |
| M. Abba Sadiq | M. Maitama Sule |
| M. Maina Saleh | Alhaji Aminu Tafida |
| M. Shehu Shagari | I. S. Usman |
| M. Abdu Sule | M. Jalo Waziri |
| Shagbaor S. Tarka | M. Umaru Dan Waziri |
| M. Muhammadu Ubangari | M. Hassan Zuru. |
| M. Yakabu Wanka, Wazirin Bauchi | |
| M. Maina Waziri | |
| M. Hassan Yola, Turakin Adamawa | |

Eastern Region

- | | |
|----------------------|-------------------|
| D. N. Abii | N. M. Agada |
| O. C. Agwuna | H. O. Akpan-Udo |
| E. C. Akwiwu | Dr. E. O. Awduche |
| G. I. Ayim | Rev. E. S. Bens |
| H. O. Chuku | D. N. Chukwu |
| J. A. Effiong | A. J. U. Ekong |
| P. Eleke | D. O. Ennang |
| G. O. D. Eneh | J. O. Igwe |
| B. O. Okeh | F. O. Mbadiwe |
| F. U. Mbakogu | J. Mpi |
| O. U. Ndem | J. L. Nsima |
| S. F. Nwika | F. T. Odum |
| F. E. Offor | L. P. Ojukwu |
| D. E. Okereke | P. H. Okolo |
| M. N. Onugu | D. K. Onwenu |
| Prince R. N. Takon | S. W. Ubani-Ukoma |
| J. U. Udom | Dr. E. U. Udoma |
| D. C. Ugwu | A. E. Ukattah |
| S. J. Una | Jaja A. Wachukwu |
| Chief N. G. Yellowe. | |

Western Region

- | | |
|----------------------|-------------------------------|
| Chief J. O. Adedipe | J. G. Adeniran |
| A. Adeyinka | Oba Adetunji Aiyeola Afolu II |
| T. A. Ajayi | M. A. Ajasin |
| A. A. Ajibola | J. A. O. Akande |
| Chief S. L. Akintola | F. N. H. Ayeni |
| O. Bademosi | E. O. A. Dada |
| G. O. Ebea | N. A. Ezonbodor |
| R. A. Fani-Kayode | E. O. Fawole |
| E. O. Imafidon | J. I. Izah |

J. M. Johnson	C. O. Komolafe
L. L. Lakunle	L. A. Lawal
S. J. Mariere	D. L. G. Olateju
Chief J. S. Olayeye	Z. B. Olokesusi
Chief E. O. Omolodun	J. I. G. Onyia
Chief H. O. Osagie	Chief O. Oweh
E. O. Oyedeji	V. D. Phillips
Chief I. S. Popoola, the Osunla of	A. Rosiji
Erugu	M. A. Sanni
Chief I. A. Shodipo	Chief T. T. Solaru
L. O. Tobun	J. M. Udochi

Lagos

T. O. S. Benson	L. J. Dosumu
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Southern Cameroons

P. Aiyuk	L. S. Fonka
J. Mboyam	F. E. Ngale
L. A. Ning	
Special Members:	
E. Barthurst	R. H. Chalcroft
L. C. Daldry	E. C. Ealey
E. C. W. Howard, O.B.E.	F. E. Turton-Hart, M.B.E.

Appendix D

Members of the Regional Legislative Houses

The Regional Legislative Houses consisted of the following:

*Northern Region**House of Chiefs*

Emir of Abuja	Lamido of Adamawa
Emir of Agaie	Emir of Argungu
Chief of Batta	Emir of Bauchi
Chief of Bedele	Emir of Bida
Chief of Biu	Emir of Borgu
Shehu of Bornu	Chief of Dabai
Emir of Darwa	Emir of Dikwa
Chief of Fika	Emir of Gombe
Emir of Gumel	Emir of Gwandu
Emir of Hadeija	Chief of Idowa
Atta of Igala	Emir of Ilorin
Emir of Jema'a	Emir of Jema'are
Chief of Jos	Obaro of Kabba
Chief of Kagoro	Chief of Kanam
Emir of Kano	Emir of Katagum
Emir of Katsina	Emir of Kazaure
Emir of Keffi	Emir of Kontagora

Chief of Koton Karifi
 Emir of Lapai
 Emir of Mubi
 Sultan of Sokoto
 Chief of Wamba
 Aku of Wukari
 Emir of Zaria

Emir of Lafia
 Emir of Misau
 Emir of Pategi
 Chief of Tiv
 Emir of Wase
 Emir of Yauri
 Adviser on Moslem Law

House of Assembly

Elected Members:

Mallam Ahmadu Mubi
 Mallam Ibrahim Damsa
 Mallam Idrisu Tafida
 Mallam Jauro Gombe
 Mallam Othman Ja'afar
 Mallam Muhammadu Kabir
 Yogh Agara
 Benjamin Akiga
 E. A. Gundu
 Abutu Okekpa
 Mallam Abba Habib
 Abba Kyari Shuwa
 Alhaji Muhammadu, Waziri of Bornu
 Shettima Kashim
 Alhaji Sa'adu Alanamu
 Mallam Yahaya, Madawakin Ilorin
 P. S. Achimugu
 G. U. Ohikere
 Alhaji Abukaka Dokaji
 Mallam Ado Sanusi
 Mallam Ibrahim Musa Gashash
 Alahji Maiwada Kano
 Alhaji Muhammadu, Magajin Gari
 Kazaure
 Alhaji Nabegu
 Alhaji Sani Ungogo
 Alhaji Uba Ringim
 Mallam Yusufu Hadeija
 Alhaji Isa Kaita
 Mallam Muhammadu Bashir
 Mallam Muhammadu Sada Nadada
 Mallam Abdu Anace
 Mallam Audi Minna
 Michael Audu Buba
 Pastor David Lot
 Mallam Abubakar, Madawakin Sokoto
 Mallam Bawa Yelwa
 Mallam Ibrahim Argungu
 Mallam Junaidu, Wazirin Sokoto
 Mallam Muhammadu Bello
 Mallam Muhammadu Turata
 Mallam Suleiman Gusau
 Mallam Muhammadu Sani Maigamo
 Mallam Sanusi, Sarkin Yakin

Mallam Bello Malabu
 Mallam Muhammadu Dau Buram
 Mallam Adamu
 Mallam Buba Gombe
 Mallam Fate Dass
 Mallam Bawa Bulkachuwa
 Cia Aka
 Wuam G. Gamber
 Pagher Mue
 T. Ayilla Yogh
 Abba Kyari Kura
 Mallam Ibrahim Imam
 Alahji Shehu Bukari
 Mallam Umara
 Alhaji Ahman
 Alhaji Abdul Maliki
 Alhaji Ali Negedu
 Mallam Aliyu Gumel
 Mallam Ado Bayero
 Mallam Ibrahim Gumel
 Mallam Jibir Daura
 Mallam Maje Abdullahi
 Mallam Muhammadu Inuwa
 Mallam Muhammadu Sani
 Mallam Sambo Hadeija
 Alhaji Shehu Ahmadu
 Mallam Umaru Dau Madaki
 Mallam Abdulmumini
 Alhaji Ladan Baki
 Mallam Muhammadu Danmalam
 Alhaji Usman Liman
 Alhaji Aliyu, Makaman Bida
 Mallam Hassan Abuja
 Patrick David Fom
 Moses Nyang Rwang
 Mallam Abubakar, Alkalin Alkali
 Alhaji Ahmadu, Sardaunan Sokoto
 Mallam Aliyu, Magajin Gari
 Mallam Ibrahim Gusau
 Alhaji Muhammadu Maccido
 Mallam Muhammadu Sani Dingyadi
 Mallam Sa'adau Ubandoma
 Alhaji, Aliyu, Turakin Zaria
 Mallam Sambo, Sarkin Fada

Special Members:

Mallam Dauda Haruna
A. T. Jourdain
Alhaji Sani Giwa
Major E. Wilson

S. O. James
F. Okonkwo
Mallam Usman Nadango

Official Members:

The Civil Secretary
The Financial Secretary of the
Northern Region

The Attorney-General of the Northern
Region

One other official member

EASTERN REGION

House of Assembly

C. A. Abangwu
S. O. Achara
Chief G. N. Abgasiere
D. E. Akilo
S. T. Akpan
S. N. Alo
D. O. Anu
N. L. P. Apreala
E. Ashirim-Unosi
Dr. N. Azikiwe
A. O. Chikwendu
B. N. I. Edet
A. J. Ekpe
E. U. Eronini
Chief N. Essien
J. E. Eyo
Rev. M. N. Ibe
A. Ikoku, O.B.E.
I. U. Imeh
A. U. A. Inyang
O. O. Ita
S. E. K. Iwueke
S. O. Masi
I. I. Morphy
V. A. Nwankwo
J. U. Nwodo
J. H. E. Nwuke
Dr. A. N. Obonna
Mbonu Ojike
G. E. Okeke
O. Okata
E. P. Okoya
K. J. N. Okpokam
U. Onu-Chima
Chief S. E. Onukogu
N. Onwudiwe
Chief A. N. Onyiuke
U. A. Otop
Chief M. W. Ubani
A. G. Umoh
J. O. Umolu
L. O. Uzoijwe

N. W. Abengowe
O. U. Affiah
E. A. Agim
I. U. Akpabio
D. O. Aligwekwe
R. O. Anoke
Chief N. N. Anijika
O. Arikpo
M. C. Awgu
E. Chidolue
E. A. Chime
U. U. Eko
E. Emole
Dr. E. A. Esin
E. O. Eyo
K. Giadom
J. O. Ihekwoaba
F. E. Ikpeme
Dr. S. E. Imoke
E. Ita
R. O. Iwuagwu
K. Kiri
O. C. Manu
D. A. Nnaji
N. Nweze
P. O. Nwoga
M. U. Okayi
M. E. Ogon
C. Okafor
P. N. Ikeke
G. I. Oko, M.B.E.
Dr. M. I. Okpara
B. C. Okwu
Dr. W. N. Onubogu
P. A. Onwe
V. K. Onyeri
Rev. M. D. Opara
F. A. A. Saronwiyo
R. O. Ukuta, M.B.E.
R. U. Umo-Inyang
P. O. Ururuka
P. G. Warmate

WESTERN REGION

House of Chiefs

The Obi of Abavo
 The Obi of Aboh
 The Ewi of Ado Ekiti
 The Ebumawe of Ago-Iwoye
 The Deji of Akure
 The Ayase of Benin
 The Olutu of Warri
 The Onogie of Ekpon
 The Onogie of Ewohimi
 The Olubadan of Ibadan
 The Onibeju of Ibeju
 The Olojudo of Iddo-Faboro
 The Awujale of Ijebu-Ode
 The Elegusen of Ikate
 The Ayangburin of Ikorodu
 The Lekoja of Ilesha
 The Orangun of Illa
 The Odemo of Ishara
 The Oshile of Oke-Ona
 The Olomu of Omuo
 The Sasere of Ondo
 The Ataoja of Oshogbo
 The Alafin of Oyo
 The Pere of Tarakri
 The Olu of Warri

The Alake of Abeokuta
 The Otota of Abraka
 The Obi of Agbor
 The Bale of Ajilete
 The Oloja of Aye
 The Oba of Benin
 The Timi of Ede
 The Onotuku of Obiaruku
 The Oniba of Iba
 The Balogun of Ibadan
 The Oba of Ikoro
 The Oni of Ife
 The Akarigbo of Ijebu Remo
 The Abodi of Ikale
 The Alara of Ilara
 The Owa of Ilesha
 The Obolu of Irewe
 The Apasin of Itoko
 The Olokpe of Okpe
 The Oshemawe of Ondo
 The Spokesman of Operemor
 The Olowo of Owo
 The Ona-Aka of Oyo
 The Odion of Usere

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 I. A. Adejare
 S. A. Adeoba
 J. O. Adigun
 Alhaji A. T. Ahmed
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 A. Akerele
 A. M. A. Akinloye
 S. A. Akinyemi
 Chief C. D. Akran
 T. A. Amao
 F. O. Awosika
 Rev. S. A. Banjo
 Chief G. A. Deko
 G. E. Ekwejunor-Etchie
 Chief Anthony Enahoro
 J. O. Fadahunsi
 Rev. S. T. Fagbohun
 Bishop G. M. Fisher
 S. O. Hassan
 A. A. Iloh
 E. C. Judd (Special Member)
 S. A. Lucky-Job

M. Aboderin
 D. S. Adegbenro
 I. A. Adelodun
 Rev. S. A. Adeyefa
 M. F. Agidee
 Mrs. R. A. Aiyedun (Special Member)
 A. S. Akande
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 S. Akinola
 J. G. Ako
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 S. O. Awokoya
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 Chief S. A. Daramola
 Chief S. L. Edu
 C. N. Ekwuyasi
 S. Eyitayo
 Chief D. A. Fafunmi
 W. J. Falaiye
 Alhaji S. O. Gbadamosi
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 S. O. Lanlehin
 A. B. P. Martins

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 Chief Yamu Numa
 J. O. Odigie
 Chief T. A. Odutola
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 S. O. Ola
 D. K. Olumofin
 R. A. Olusa
 F. Oputa-Otutu
 A. Orisaremi
 J. O. Oshuntokun
 J. O. Oyewole
 M. S. Sowole
 C. A. Tewe
 Chief M. S. Tsekiri

SOUTHERN CAMEROONS

House of Assembly

Elected Members:

J. M. Bokwe
 J. N. Foncha
 Rev. J. C. Kangsen
 S. T. Muna
 J. T. Ndze
 J. N. Nkwain
 F. A. Sone

Dr. E. M. L. Endeley
 S. A. George
 V. T. Lainjo
 E. K. Martin
 J. Nsame
 S. E. Ncha

Native Authority

Members:

Solomon Asungna
 M. T. Monju
 Chief Nfermi

Augustine N. Jua
 H. N. Mulango
 Chief J. Manga Williams

Special Members:

W. E. W. Carter

Mrs. Dorcas Idowu

Official Members:

The Commissioner of the Cameroons
 The Legal Secretary
 The Financial and Development Secretary

The Deputy Commissioner of the
 Cameroons

Appendix E

Federal Development Schemes— Actual Expenditure to 31st March, 1956

<i>Scheme No.</i>	<i>Title</i>	<i>Total Expenditure</i>	<i>C.D.&W. Share of Expenditure</i>	<i>Nigerian Share of Expenditure</i>
		£	£	£
D 1654	Aeronautical Telecommunications . . .	61,456	61,456	—
D 2240	Agriculture	4,503	3,370	1,333
D 2241	Building, Staff and Plant	39,978	28,733	11,245
D 2242	Development Officers . . .	7,066	7,066	—
D 2244	Education—Technical . . .	59,483	44,613	14,870
D 2245	Forestry	10,212	7,659	2,553
D 2247	Medical	48,656	36,498	12,158
D 2249	Textiles	16,617	12,463	4,154
D 2250	Veterinary	27,030	27,030	—
D 2251	Rural Water Supplies (Geological Section) . . .	5,630	5,067	563
D 2252	Fisheries	20,263	18,237	2,026

Research Schemes

<i>Scheme No.</i>	<i>Title</i>	<i>Total Expenditure</i>	<i>C.D.&W. Share of Expenditure</i>	<i>Nigerian Share of Expenditure</i>
		£	£	£
R574/D2086	Veterinary Research . . .	19,482	19,482	—
R 565	Fungicides Research . . .	360	360	—
R 471A	Maize Rust Research . . .	42,080	26,295	15,785
R 514	Rice Research	40,148	26,254	13,894

Appendix F
Assignment of Responsibility to Members of the Council of Ministers under the Constitution

MINISTER	MATTERS	DEPARTMENT	TITLE
The Honourable Mallam Abubakar Tafawa Bakewa, C.B.E., M.H.R.	Railways. Trunk Roads (including traffic thereon). Maritime shipping and navigation (including relations with the Nigerian Ports Authority) Water-power. Water from sources affecting more than one Region or a Region and the Southern Cameroons. Federal Public Works, Archives, Antiquities and Federal Museums. National monuments.	Nigerian Railway. Public Works Department.	Minister of Transport and Works.
The Honourable K. O. Mbadiwe, M.H.R.	Posts, telegraphs and telephones, including Post Office Savings Banks. Wireless communications (other than broadcasting and television). Meteorology. Aviation.	Posts and Telegraphs Department. Department of Civil Aviation. Meteorological Service.	Minister of Communications and Aviation.
The Honourable Adegoke Adelabu, M.H.R.	Federal Institutions of Higher Education. Education in Lagos. Medical Research. Health Services in Lagos. Dangerous Drugs. Chemical Services. Pharmacy. Quarantine. Registration of Births, Deaths and Marriages in Lagos.	Education. Medical Services. Chemistry.	Minister of Social Services.
The Honourable Kola Balogun, M.H.R.	Agricultural, Forestry and Veterinary Research. Animal Health in Lagos. Fisheries Research. Fisheries Development in Lagos. Public Relations.	Agriculture. Forest. Veterinary. Federal Information Service.	Minister of Research and Information.

MINISTER	MATTERS	DEPARTMENT	TITLE
The Honourable Mallam Muhammadu Ribadu, M.B.E., M.H.R.	Acquisition and tenure of land for Federal purposes. Land in Lagos. Town-Planning in Lagos. National Parks. Federal land-surveys. Mines and minerals (including relations with the Nigerian Coal Corporation). Electricity (including relations with the Electricity Corporation of Nigeria). Gas.	Land Department. Survey Department. Geological Survey Department. Mines Department.	Minister of Land, Mines and Power.
The Honourable R. A. Njoku, M.H.R.	Trade and commerce among the Regions, the Southern Cameroons and Lagos. External trade. Commercial and industrial monopolies. Companies. Copyright. Industrial development. Industrial research. Insolvency. Insurance. Patents, trade marks designs and merchandise marks. Registration of business names. Relations with the Nigerian Central Marketing Board. Weights and measures.	Department of Commerce and Industries. Department of Marketing and Exports.	Minister of Trade and Industry.
The Honourable Chief Festus Sam Okotie- Eboh, M.H.R.	Labour including industrial Relations, trade Unions and Welfare of Labour. Social Welfare in Lagos. Co-operative Societies in Lagos. Workmen's compensation.	Department of Labour. Co-operative Department. Social Welfare Service.	Minister of Labour and Welfare.

Appendix G

Ex Officio Members of the Council of Ministers

OFFICE	MATTERS	DEPARTMENT
<p>The Chief Secretary of the Federation.</p>	<p>Aliens. Citizenship of Nigeria. Deportation. Defence. External Affairs. Immigration and Emigration. Passports and Visas. Police. Public Service. Commissions of Inquiry. Broadcasting and Television. Movement of Persons between Regions, the Southern Cameroons and Lagos. Prisons. Public Safety and Public Order. Sanctioning of Cinematograph Films for Exhibition. Peace, Order and Good Government of Lagos with respect to any matter responsibility for which is not assigned to any other member of the Council of Ministers.</p>	<p>Nigeria Police. Nigerian Broadcasting Service. Prisons.</p>
<p>The Attorney-General of the Federation.</p>	<p>Matters connected with the administration of Justice. Administration of Estates. Evidence. Trustees.</p>	<p>Federal Administrator-General's Department. Legal Department.</p>

Appendix G

OFFICE	MATTERS	DEPARTMENT
The Financial Secretary of the Federation.	Federal Accounts. Banks and Banking Bills of exchange and promissory notes. External borrowing and internal borrowing for Federal purposes. Census. Currency, coinage and legal tender. Customs and excise. Exchange Control. Pensions and gratuities. Public Debt. Income tax. Statistics. Enemy property. Royalties. Printing Gazettes and legislation. Typewriter and Stationery Supply. General Printing and publishing for Federal Government.	Treasury Department. Customs and Excise Department. Inland Revenue Department. Department of Statistics. Federal Printing and Stationery Department.

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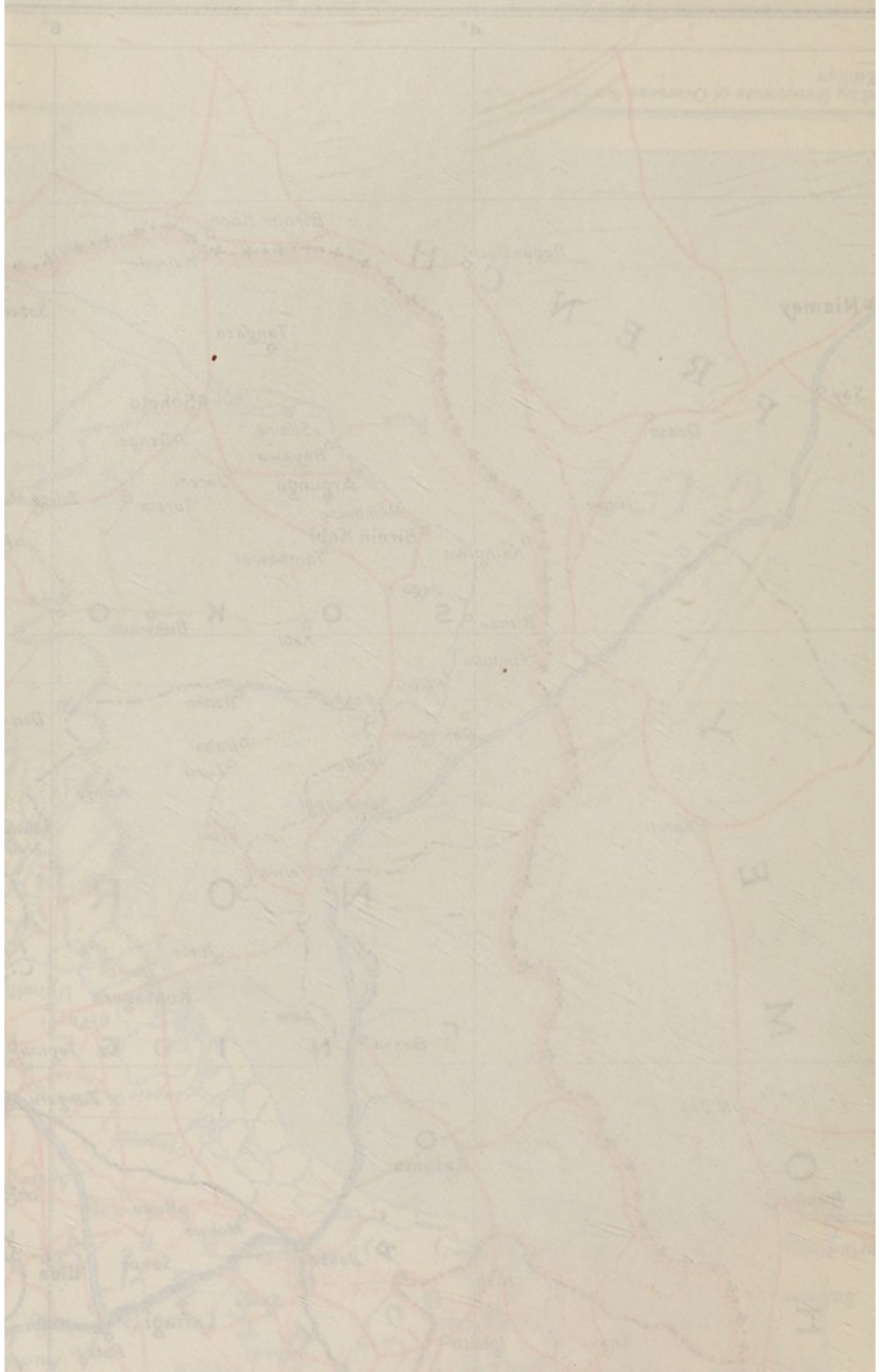
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- Boundaries, Inter-Territorial
- Regional Boundaries (i.e. of North, East, and West Regions)
- Boundaries of Provinces within the Regions
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- Regional Headquarters
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