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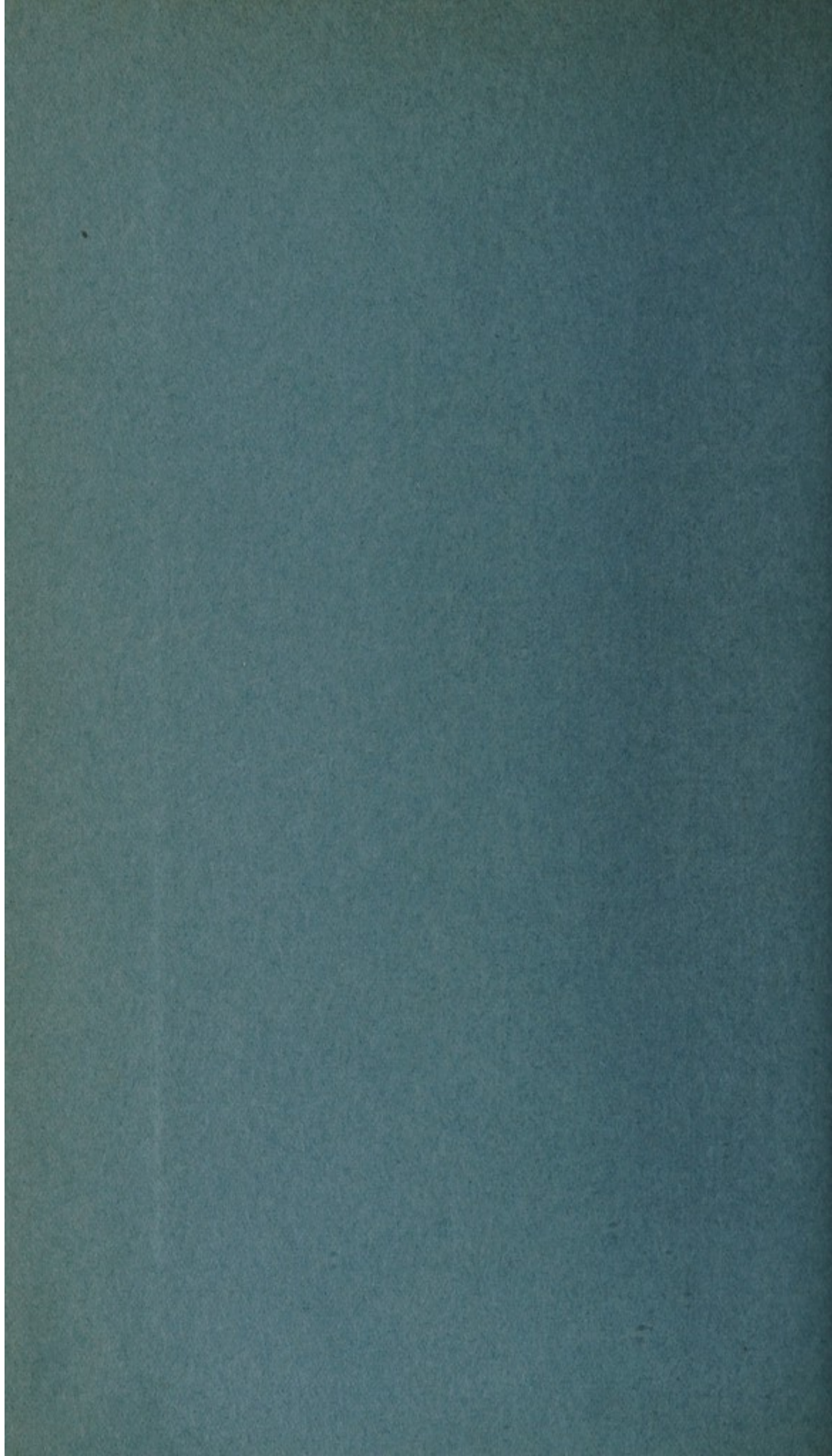
1960 and 1961



LONDON

HER MAJESTY'S STATIONERY OFFICE

SEVEN SHILLINGS NET



GAMBIA

Report for the years
1960 and 1961

LONDON

HER MAJESTY'S STATIONERY OFFICE

1963

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PART I

General Review of 1960 and 1961

DURING their tour of West Africa, Her Majesty the Queen, accompanied by His Royal Highness the Duke of Edinburgh, visited the Gambia from 3rd to 5th December 1961 in H.M.Y. *Britannia*.

The Royal visitors spent the first day in Bathurst. At MacCarthy Square Her Majesty received Loyal Addresses presented by the Chief Minister and by the Chairman of the Bathurst Town Council. The Royal visitors inspected a group of assembled schoolchildren, Red Cross units, Girl Guides, Boy Scouts and a detachment of ex-servicemen. After attending morning prayer at St. Mary's Pro-Cathedral, the Queen and the Duke visited the Victoria Hospital, returning to Government House for luncheon. The Duke visited the Medical Research Council's laboratories at Fajara, some 10 miles from Bathurst. Later, Her Majesty and the Duke of Edinburgh attended a reception at Government House. The first day of the Royal visit ended with a State Dinner on board H.M.Y. *Britannia*, followed by a parade of traditional lanterns.

On 4th December Her Majesty and His Royal Highness went to Brikama, the headquarters of the Western Division, where the traditional Chiefs were presented and a Loyal Address delivered. On the way the Royal visitors made a brief stop at Kanifing to meet members of the Kombo St. Mary Rural Authority. After visiting an exhibition of village crafts, the Queen and the Duke embarked, at Bintang, on the Governor's yacht, H.M.C.S. *Mansa Kila Kuta* to rejoin H.M.Y. *Britannia* which had sailed up the Gambia river.

On 5th December, on H.M.C.S. *Mansa Kila Kuta*, the Queen and the Duke went to Jowara, a trading station up one of the creeks on the north bank of the river, returning to Bathurst after a brief stop at James Island.

After watching a firework display, Her Majesty left for Dakar on board H.M.Y. *Britannia*, while the Duke of Edinburgh stayed the night at Government House, leaving by air on 6th December to attend the independence celebrations in Tanganyika.

GOVERNMENT

General elections under universal adult suffrage were held for the first time in May 1960. The number of elected members to the House of Representatives, as the new legislature was styled, increased from 14 to 27. A Chief Minister was appointed in March 1961.

Two months later a constitutional conference took place at Bathurst, opened by Lord Perth, Minister of State for Colonial Affairs, who afterwards toured the country. The proposals for constitutional revision arising from this conference were discussed by the Secretary of State for the Colonies with a delegation from the Gambia in July 1961 and agreement was reached for general elections to be held not later than May 1962. The new constitution envisaged the grant of internal self-government under a Premier with not less than eight Ministers, the Governor retaining responsibility for internal security, external affairs, defence and the public service.

In January 1961, during a strike which affected most of the daily-paid labour in the territory, there were disturbances, which were confined to Bathurst but which severely extended the Police. The Government of Sierra Leone sent a relief detachment, 80 strong, with three officers, whose active services fortunately were not called upon.

In consequence of the increasing budgetary problems of the Government, a financial delegation from the Gambia held discussions with the authorities in London during February 1960. The United Kingdom Government undertook to provide the Gambia with a grant-in-aid of administration subject to normal Treasury control. In the event, no grant was necessary in 1960 or 1961.

The visit by the President of the Council of Ministers of the Senegal, M. Mamadou Dia, in April 1961 led to the establishment of a Senegalo-Gambian inter-ministerial standing committee, with responsibility for examining common practical and technical problems. Two meetings of the committee and two of technical sub-committees were held during 1961.

ADMINISTRATION

After the introduction of the new constitution in 1960, the former departments of Protectorate Administration and Colony Administration were united under the Office of Local Government. The work of the Office was concentrated largely on the task of registering voters and conducting elections under universal adult suffrage, which had never previously been undertaken in the Protectorate.

At the same time, progress was made in re-organising the system of local government in the Protectorate by the amalgamation of all the former small District Authority Treasuries into six larger Group Treasuries, and subsequently by the establishment of Area Councils containing a majority of popularly elected members to control two of the enlarged treasuries. It is intended that further Area Councils, associated with the remaining Treasuries, will be set up.

The original District Authorities, presided over by the traditional Chief of the District, remain as before, but their functions are now confined to traditional matters and the maintenance of law and order in their districts, together with the administration of justice in the District Tribunals.

THE ECONOMY

The Gambia has few natural resources and its economy is based almost entirely on the export of groundnuts. The trade season opens in December and closes in April, the nuts being bought by licensed traders on behalf of the Gambia Oilseeds Marketing Board, who then decorticate the nuts and arrange their export to markets in Europe. A small amount is sold in the Gambia and the oil is extracted locally.

In the 1959-60 trade season the Board paid a producer price of £24 per ton. A small crop of 55,000 tons was produced and groundnuts worth £2,218,625 were exported.

The groundnut price for the 1960-61 season was fixed at £27 per ton. Over 76,000 tons was bought, the export value of the crop being £3,077,415. Government guaranteed to underwrite the producer price but was not called upon to make any payment.

Revenue in 1960 at £1,599,000 exceeded the estimate by £52,000. Expenditure amounted to £1,714,000, including the transfer of £75,000 to the Development Fund. The 1961 estimates provided for a deficit of over £600,000, with total expenditure at £2,118,000, including £194,000 to the Development Fund. In the event the revenue exceeded expectations and the deficit of something under £300,000 was covered from general revenue balance and reserves.

AGRICULTURE

The Agricultural Department pursued its policy of working to restore the fertility of the upland soils and establishing an improved system of farming to maintain it. A satisfactory fertiliser for general application is believed to have been found.

Progress was made with ox-ploughing schools, in which the basic principles of animal husbandry are also taught.

COMMUNICATIONS

Progress was made with the five-year road programme in the Protectorate. Thirty-five miles of the new Brikama-Mansakonko road along the south bank were opened to traffic, and the reconstruction of the Barra-Karang and Barra-Kerewan roads to all-weather standard was completed. The new ferry terminals at Barra and Bathurst were opened in 1961.

Progress was made with the V.H.F. trunk telephone network which will eventually link all important Protectorate stations with Bathurst. The first station was opened in December 1961.

LABOUR

The increased wages which followed the setting up of Joint Industrial Councils during 1961 were an important economic factor. The strengthening of the Department of Labour, under an experienced Commissioner seconded from Nigeria, and the smooth functioning of the negotiating machinery bid fair to create a happier era of labour relations.

EDUCATION

The establishment of the Ministry of Education and Welfare in June 1960 was followed by the adoption, with a warm welcome from all parties in the House of Representatives, of a Sessional Paper on Education Policy for 1961-65.

The headquarter staff was strengthened; teaching staff rose by sixty-six; and seven new primary schools were opened in the Protectorate.

The new buildings at Armitage School were completed and opened by the Governor in February 1961. Substantial progress was made with the construction of new buildings for the Gambia High School. One primary school in Bathurst was rebuilt and renamed the Windley School, and rebuilding of the Mohammedan school was begun.

MEDICAL AND HEALTH SERVICES

Her Majesty the Queen graciously gave permission for the Bathurst hospital to be renamed the Royal Victoria Hospital.

Recruiting of senior staff improved. A Medical Officer and a Control Officer (the latter provided by British Leprosy Relief

Association) were appointed to take charge of the leprosy control services, which, with generous material help from UNICEF, made notable progress. Valuable assistance continued to be given too by the World Health Organisation and the British Red Cross Society; the latter provided Health Visitors who were stationed at Basse and Mansakonko.

MISCELLANEOUS

The Civil Service benefited by the adoption of the report of Mr. L. Bain, who was appointed in 1960 to review salaries and allowances, and by the acceptance of many of the provisions of the Overseas Aid Scheme. This relieves the Gambia of the cost of inducement and education allowances and passages of overseas officers.

In June 1960 H.M.S. *Gambia* paid her last visit to Bathurst prior to being taken out of commission at the end of the year.

PART II

Chapter 1: Population

A census has been held in Bathurst every tenth year since 1891, except in 1941 (postponed to 1944) and 1961 (postponed to 1963, when the first census of the Gambia is planned).

The figures for these censuses were:

<i>Year</i>	<i>Population</i>
1901	8,807
1911	7,700
1921	9,227
1931	14,370
1944	21,152
1951	19,602

A census of the Kombo St. Mary Division was carried out for the first time in 1951, and the population was found to be 7,395. The population of Bathurst in 1961 was estimated at 24,500, and of Kombo St. Mary at 9,600.

Almost half the population of Bathurst and Kombo St. Mary are Wollofs, the remainder of the population being made up of Akus, Mandingos, Fulas, Jolas and Sereres in roughly equal proportions. The 1951 census recorded a total of 544 non-Africans, including 222 British, 47 French, 201 Syrians and Lebanese and 74 others.

All censuses of Bathurst since 1901 have shown a substantial excess of males over females and a high incidence of population between the ages of five and 30. At the 1951 census over 30 per cent of the population of Bathurst gave a birthplace outside the Gambia. These features, which indicate that Bathurst attracts a considerable number of young persons in search of employment, will no doubt be confirmed by the 1963 census.

Vital statistics are given at page 34.

The estimated population of the Protectorate was 250,820 in 1960 and 253,200 in 1961. The figures upon which these totals are based have been collected by District and Group Treasury Scribes in the course of the annual rates assessments, and are not reliable. The figures given do not include the 4,941 and 4,331 "strange farmers" who are recorded as having come in 1960 and 1961 respectively. An account of these is given in Chapter 6. Immigrant settlers are, however, included in the figures.

On this basis, the population is distributed approximately as follows among the main tribal divisions:

Mandingo	102,000
Fula (all subdivisions)	60,000
Wolof	28,000
Serehuli	24,000
Jola	20,000
Others (less than 5,000)	19,000

The "others" include representatives from various tribal groups concentrated over the border, who live individually or in small communities among the main tribes in the Gambia. Among these, from the 1961 figures, may be noted 124 Mauritians, mainly engaged in cattle and petty trade, Manjagos (1,900), Sereres (3,200) and Bambarras (3,250).

The Mandingos are spread fairly evenly throughout the length of the territory on both banks, being especially concentrated in the Lower River Division (51,398). The Fulas preponderate in MacCarthy Island Division (21,700) and Upper River Division (9,850). The greatest concentration of Wollofs is in the Saloum districts of MacCarthy Island Division: 6,850 of them live in an almost homogeneous block which corresponds to a large group of this tribe over the border in the Senegal; the remainder are spread up and down the territory on both banks (except in the Upper River Division, where there are less than 500), but they live chiefly on the millet-growing lands near the border. The Jolas, who are believed to have moved within the last century into a great part of the land they now occupy, which was until then partly thick forest, are nearly all in the Western Division (19,100) and mostly to be found in the Foni Districts to the south of Bintang Creek. Most of the Serahulis live in the Upper River Division (21,750).

Chapter 2: Occupations, Wages and Labour Organisation

EMPLOYMENT

APPROXIMATELY 90 per cent of the population are peasant farmers, the main crop being groundnuts (grown mainly by men). Women grow rice and vegetables, but the number of men engaged in rice production is increasing. Maize, sorghum and millets are also grown for food.

Migrant workers enter the country each year from the Senegal and Portuguese Guinea to grow groundnuts. These migrants, known

locally as "strange farmers", are given land and are housed in the villages, and in return work an agreed number of days per week on their hosts' land.

In the trade season a number of young men from the country districts and from the Senegal come into Bathurst and the river ports in search of employment as labourers at the buying stations and loading groundnuts for transit. They return to their homes before the beginning of the rains to resume farming.

The quarterly returns of labour employed in Government, commercial and other private establishments indicate that the following numbers of workers were employed at the end of 1960 and 1961 respectively:

	1960	1961
Labourers	4,910	6,341
Masons	202	216
Motor Drivers	298	330
Carpenters/Joiners	260	291
Blacksmiths	52	46
Electricians	15	43
Traders/Shopkeepers	320	316
Clerks	556	832
Others	2,582	3,778

WAGES

Wages were twice sharply increased during 1960 and 1961. Early in 1960 a commission of inquiry recommended an increase of 25 per cent on the basic rate for unskilled labour, bringing it to 5s. per day in the Colony and 4s. 5d. in the Protectorate. The four Joint Industrial Councils established on the commission's recommendations negotiated further increases of 8d. per day, which became effective on 15th September 1961. Dock workers received a special rate of 7s. 1d. per day having regard to the casual nature of their employment, and the special rates for carrying decorticated groundnuts from the shore to ships loading at river ports were increased from 2d.-3d. per bag to 5d.-8d. during the period. The Protectorate differential was subject to further investigations, not concluded at the end of 1961.

By the end of 1961 representative daily rates were:

Labourer	5s. 8d.
Artisan (1st Class)	10s. 8d.
Artisan (2nd Class)	8s. 11d.
Seamstress	8s. 11d.
Machine Sawyer	6s. 10d.
Clerk Timekeeper	8s. 11d.
Brick and Block Maker	7s. 10d.
Messenger (literate)	6s. 10d.
Messenger (illiterate)	5s. 8d.
Store Hand/Shop Boy	6s. 10d.
Telephone Operator	8s. 11d.

HOURS OF WORK

The normal working week in commercial establishments, by agreement of the Joint Industrial Council for Commerce, was 40 hours. Exceptions were made in respect of employees in the petroleum industry, where the maximum hours were fixed at 44 per week and also for workers employed in hotels, catering establishments, oil mills and factories where a maximum of 48 hours per week were agreed.

The normal hours of work in Government departments were 36½ per week for the clerical staff and 42 for manual workers. Government regular, daily-rated employees are paid for statutory public holidays, but not for Sundays.

DEPARTMENT OF LABOUR

Following the acceptance by Government of the recommendations of the commission of inquiry referred to earlier, an independent Department of Labour was established during 1961, the senior staff consisting of a Commissioner of Labour, one Labour Officer and one Labour Inspector. A Ministry of Health and Labour was established in 1960.

INDUSTRIAL RELATIONS

There are three registered trade unions. These are the Gambia Labour Union, the Gambia Workers' Union and the Gambia Traders and Dealers Union, which was registered in September 1960. The membership of the Gambia Labour Union, registered in May 1935, is unknown; but the Gambia Workers' Union, registered in July 1958, claims to represent 6,021 workers. The Gambia Traders and Dealers Union represents 75 self-employed and semi-independent persons.

The following associations, not registered under the Trade Union Ordinance, also exist: the Gambia Teachers' Union, the Senior Civil Servants Association and the Gambia Employers' Association, which came into existence in July 1961.

Whitley Councils continued to provide machinery for negotiation between the Government and the established members of the Civil Service. In 1960 four Joint Industrial Councils were established to provide a standing negotiating machinery for determining the rates of pay and conditions of employment of daily rated and non-pensionable employees of Government, commercial and other private establishments. These cover workers employed in commerce, port, transport and agriculture, and artisans and general workers.

A Port Labour Board was established in 1961 and was given statutory powers to undertake the registration, recruitment and discipline of dock workers.

The Labour Advisory Board was also reconstituted during the year to provide more effective machinery for consultation between the Government, employers and workers. The Board, which has ten members representing in equal proportions the interests of employers and workers, deals with matters referred to it by Government. The Commissioner of Labour is chairman of the board.

A significant development was the establishment of works committees in the larger Government departments during 1960 and 1961. These committees deal with day to day matters of mutual interest which are not within the purview of the Joint Industrial Councils.

INTERIM INDEX OF RETAIL PRICES FOR BATHURST

A new index of retail prices was introduced during the first quarter of 1961 following the visit of a statistical expert from the Colonial Office. This index, covering 78 items and nearly 300 price quotations, replaced the old index based on 22 items. The price quotations are obtained every month largely by direct purchases from the markets and shops, and the average price of each item is calculated from them.

Taking 100 as the base (this figure for the first quarter of 1961) the index stood at 101 for June and 103 for the September and December quarters.

INDUSTRIAL TRAINING

The Government Technical School in Bathurst, described in Chapter 8, continued to provide tuition in carpentry and metal work for young men with primary school education. In addition the Marine and Public Works Departments have separate schemes for the training of artisans. The Government Clerical School, which was closed during 1959, was reopened in 1961 for Government employees only; 20 students are currently undergoing training in English, arithmetic, shorthand and typing.

LABOUR LEGISLATION

The following are the principal labour laws in force:

The Labour Ordinance, Cap. 85.

The Labour (Amendment) Ordinance, No. 11 of 1960.

The Factories Ordinance, Cap. 86.

The Employment Exchange and Registration of Employees Ordinance, Cap. 87.

The Trade Union Ordinance, Cap. 88.

The Employment of Ex-Servicemen Ordinance, Cap. 89.

The Forced Labour Ordinance, Cap. 90.

The Recruiting of Workers Ordinance, Cap. 91.

The Native Labour (Foreign Service) Ordinance, Cap. 92.

The Workmen's Compensation Ordinance, Cap. 93.

The Regulation of Docks Ordinance, Cap. 150.

The Labour (Amendment) Ordinance No. 11 of 1960 was enacted to provide a legal framework within which the Joint Industrial Councils and the Port Labour Board could be established. One significant provision in the Ordinance is that the agreements negotiated by the Joint Industrial Councils become legally binding and enforceable on all employers and workers covered by the councils one month after such agreements have been published by notice in the *Government Gazette*. They must, however, receive the assent of the Governor-in-Council before publication.

Chapter 3: Public Finance and Taxation

REVENUE AND TAXATION

APPENDICES I–III set out revenue and expenditure from 1953 to 1960. The figures have been adjusted to exclude repayments of revenue received, and net totals are shown, as well as the gross totals which appear in the published annual accounts. Under the Colonial Development and Welfare Act, 1959, a further grant of £1 million was allocated to the Gambia Government for the next three years.

The public debt at 31st December 1960 was £238,760, against which there was a sinking fund of £83,738. These items are shown at Note 1 in the statement of assets and liabilities on page 82.

MAIN HEADS OF TAXATION

Income Tax

Receipts for 1959 were £186,145 from company tax and £14,950 from personal income tax; corresponding figures for 1960 were £97,307 and £28,589 respectively. Company tax remained unchanged in both years at 9s. in the £ of taxable income. There is a sliding scale of personal income tax ranging from an average effective rate of 6d.

in the £ on a chargeable income of £400 to 1s. 1d. on £1,000 and 8s. 5d. on £10,000. In addition to personal reliefs of £200 for each single person and £350 for a married person, allowances for children, dependent relatives, life insurance premiums, provident fund, pension scheme contributions and holiday passages are given, subject to certain limitations.

Customs Duties

The net revenue from customs duties was £815,102 in 1960 and £873,415 (estimated) in 1961. Except for building materials (excluding prefabricated doors, windows and ventilators of metal), milk, sugar and a few other items, all goods are liable to import duty. There is a general *ad valorem* rate of 15 per cent preferential and 17½ per cent general. Special rates of duty apply to cotton piece-goods, perfumed spirits, spirituous liquors, tobacco, petroleum products and rice. In addition a "purchase tax" is imposed on most imports at the rate of 4 per cent (raised from 3 per cent towards the end of 1961) of landed cost including duty. There are export duties on groundnuts, groundnut oil, groundnut cake and palm kernels.

LOCAL AUTHORITIES' FINANCES

In Bathurst, the Bathurst Town Council levies rates of 1s. 7d. and 4s. 3d. in the £ on residential and commercial properties respectively. A Government grant is paid to the Council towards the cost of the Municipal Cleansing Services. The only tax levied by the Bathurst Town Council is on palm wine entering the town.

The Kombo Rural Authority levies a rate of 1s. 6d. in the £ on properties at Cape St. Mary and Fajara and 10d. in the £ on properties elsewhere. No taxes are levied.

In the Protectorate, the Group Treasuries levy a district rate. This varies slightly in different areas and was increased in 1960 and again in 1961. The average rate is:

For each yard of 4 huts	40s.
For each extra hut	8s.
For each hut with corrugated iron roof, an additional	5s.
For each lodger	8s.
For each strange farmer	12s.

The total estimated revenue and expenditure of the local authorities during the period were as follows:

		Revenue	Expenditure
		£	£
Bathurst Town Council .	1960	40,277	42,011
" " " .	1961	42,350	48,754
Kombo Rural Authority .	1960	4,843	6,841
" " " .	1961	5,500	5,399

		<i>Revenue</i>	<i>Expenditure</i>
		£	£
Brikama Area Council	1960/61	17,776	21,656
Mansa Konko Group Treasury	„	16,001	17,443
Kerewan Group Treasury	„	20,983	27,066
Georgetown Group Treasury	„	13,242	14,083
Kuntaur Group Treasury	„	12,490	13,933
Basse Area Council	„	24,175	13,813

Chapter 4: Currency and Banking

CURRENCY in circulation, as derived from the books of the West African Currency Board, was as follows:

	<i>Total</i>	<i>Notes</i>	<i>Coin</i>
End 1960	£8,719,000	£8,315,000	£404,000
End 1961	£8,940,000	£8,473,000	£467,000

These figures represent the net issues less redemptions in the Gambia, but much of this currency finds its way out of the country, and it is estimated that the actual circulation inside the country is not more than £3 million.

Circulation is always at its highest point in December and January, when large amounts are issued for the purchase of groundnuts. As a rule these seasonal issues of currency are quickly used for the purchase of goods, and circulation falls in March and April, remaining low until the opening of the next trade season. Notes of the Banque de l'Afrique Occidental circulate freely in parts of the Protectorate and British West African currency circulates across the border in Senegal and Casamance.

Early in 1961 an examination of the currency systems of the Gambia and Sierra Leone in the light of political developments was made by Mr. J. B. Loynes of the Bank of England, and his report was published as Sessional Paper No. 12/61.

The Bank of West Africa is the only bank operating in the Gambia; it has the one branch at Bathurst. The principal trading firms make their own arrangements for remitting funds for their businesses in the Protectorate. The Government river steamer service carries money as freight, and small amounts are transmitted through the post office on board the steamer (money order remittances) and through district treasuries and post offices at Basse, Georgetown, Kuntaur, Mansakonko and Brikama.

Savings Bank deposits amounted to £293,000 at the end of 1960 and the total sum held by the Gambia Government in the United

Kingdom on its own account and on account of its depositors was £1,638,000. Bank deposits range between £500,000 and £1,000,000 according to season.

Chapter 5: Commerce

EXPORTS

OVER 90 per cent of all exports, both by value and by weight, consists of decorticated groundnuts. Volume and value of groundnut exports and the value of other exports in recent years were as follows:

<i>Period</i>	<i>Value £'000</i>		<i>Tonnage of Groundnuts</i>	
	<i>Decorticated Groundnuts</i>	<i>Other</i>	<i>Undecorticated</i>	<i>Decorticated</i>
1961	3,077	155	—	51,138
1960	2,219	297	5	33,133
1959	2,433	354	1	40,568
1958	3,723	386	—	62,931
1957	3,722	259	—	49,291
1956	2,253	115	13	37,994
1955	2,356	116	22,573	23,656
Average				
1950-1954	2,701	179	52,000	2,500
1945-1949	1,352	42	48,000	5,000
1940-1944	230	10	21,000	7,000
1935-1939	390	6	51,000	1,000

"Other" exports include shipments of groundnut oil and meal and the following:

	1960	1961
	£	£
Palm kernels	98,025	79,663
Fish, dried, etc.	28,536	22,127
Hides and skins	2,816	5,457

Recorded re-exports were valued at £265,332 in 1960 and £141,991 in 1961, but these figures do not fully reflect the actual re-export trade.

IMPORTS

Goods are imported by European, Gambian, Lebanese and Indian concerns, which maintain their own retail organisation and which also supply other Gambian, Lebanese and Mauritanian retail traders.

Total imports were valued at £3,221,586 in 1960 and £4,572,465 in 1961. The principal imports in 1960 and 1961 were:

Commodity	1960		1961	
	Quantity	Value	Quantity	Value
		£'000		£'000
Milk ('000 cwt.)	6	28	8	43
Rice ('000 cwt.)	183	300	159	310
Flour Wheaten ('000 cwt.)	27	69	33	79
Sugar ('000 cwt.)	50	126	76	174
Kolanuts (centals of 100 lb.) ('000)	17	97	17	81
Ale, beer, stout and porter ('000 gal.)	85	40	98	48
Wines ('000 gal.)	43	19	58	22
Spirits ('000 gal.)	6	13	5	11
Unmanufactured tobacco ('000 lb.)	199	37	238	42
Cigarettes ('000 lb.)	169	125	114	81
Aviation spirit ('000 gal.)	15	3	90	14
Kerosene ('000 gal.)	131	7	168	11
Motor spirit ('000 gal.)	586	43	884	50
Cotton piece-goods ('000 sq. yd.)	3,348	263	11,100	843
Artificial silk ('000 sq. yd.)	1,791	125	3,986	269
Other cotton goods	—	25	—	41
Apparel	—	183	—	360
Bags and sacks, empty, new ('000)	631	71	875	138
Bags and sacks, empty, old ('000)	2	—	11	1
Soap, toilet, including shaving soap and cream (cwt.)	233	3	267	3
Soap, other kinds, common soap ('000 cwt.)	14	50	11	39
Candles (cwt.)	6,712	23	1,985	12
Hardware	—	181	—	196
Other goods	—	1,391	—	1,703
Value of total imports (excluding bullion)		3,221		4,572
Value of re-exports		265		142
Value of net imports		2,956		4,430

The Gambia had an adverse balance of trade up to 1951. It then had a favourable balance of trade from 1952 to 1954 and in 1958; adverse balances were also recorded from 1955 to 1957 and from 1959 to 1961. They were largely offset by trade with neighbouring territories which is not reflected in the re-export figures, and also to some extent by non-requested cash receipts from Colonial Development and Welfare funds and other overseas services. The decline in the volume and value of imports recorded in 1959 continued in 1960; but there was a marked recovery in 1961.

Chapter 6: Production

LAND UTILISATION AND TENURE

FIGURES are not available of the areas under each of the main crops. The following figures, which are based on the 1:150,000 map of the Gambia, give the estimated number of square miles of each type of land.

<i>Forest land:</i>	<i>sq. miles</i>
Forest park	156
Uncultivated savannah	1,014
<i>Mangroves:</i>	
Open mangrove forest	173
Closed mangrove forest	61
<i>Swamps:</i>	
Salt flats	129
Fresh during rains or throughout the year (including rice cultivation)	265
<i>Upland cultivation, built-up areas, etc.</i>	2,180
	<hr/> 3,978 <hr/>

Groundnuts are grown on the light sandy soils away from the riverside swamps. Rice is grown in fresh-water swamps and in tidal swamps where the water is salt-free for the requisite period, in small valleys and on low-lying land watered by the run-off from surrounding areas. The main rice-growing area is in the Middle River. Sorghum and millet are planted either on land which has been newly cleared after a period of fallow, or on areas manured by cattle. Maize and cassava are limited to small plots around the houses, fertilised by household rubbish. *Digitaria* (findo) is sown on light upland soils of poor fertility.

Mangoes, oranges, bananas, pawpaws and limes are grown in the villages, the number of trees being greatest in the Western Division. Dry season gardens are cultivated near streams, beside wells and near to swamp land where water is available at a shallow depth. The main garden crops are onions, tomatoes, okra and peppers.

Cattle find pasturage during the rains in the uncultivated uplands and during the dry season in the low-lying lands bordering the river or in valleys with water courses. The leaves of the sorghum and groundnut haulms also provide fodder.

As the Gambia is a flat country, the only elevations being laterite outcrops 50 to 100 feet high, there is little evidence of gully erosion, and no specific regulations exist dealing with land and water conservation.

The system of farming employed is in effect a cycle of cultivation alternating with a period of fallow during which the land reverts to bush and the depleted fertility is partly restored. Manuring by means of tethered cattle is also employed.

Land Tenure in the Protectorate

Land tenure in the Protectorate is regulated by the Protectorate Lands Ordinance. This was designed to preserve the existing customary rights of the inhabitants of the Protectorate to use and enjoy the land, and to regulate the interests which could be acquired by non-Gambians. Its effect is to vest the land in the District Authorities in trust for the inhabitants according to native law and custom. The Ordinance laid down the procedure to be adopted for leasing land, limiting the terms of years which could be granted, for fixing and revising rents, and for the compulsory acquisition of land for public purposes. No land can be occupied by a "non-indigene" without the consent of the Authority concerned and, unless such consent is further implemented by the approval of the Divisional Commissioner, the occupier is deemed to be merely a tenant at will. The use and occupation of land by Gambians is still governed by local law.

Land Tenure in the Colony

Land tenure in the Colony is regulated by the Colony Lands Ordinance. Land in the Colony is either freehold or Crown land. Substantially all the freehold land is situated in Bathurst itself, where 90 per cent of the town plots are freehold, with many grants dating back to the first half of the nineteenth century. The percentage is dropping as more reclaimed land becomes available for leasing by the Crown, and it may eventually be no more than 50 per cent of the total number of plots.

No freehold grants have been made in recent years and under the Colony Lands Ordinance no such grants may be made without the approval of the Secretary of State except in cases of exchange for a freehold returned to the Crown. Leases of Crown land in the Colony are granted by the Government for terms, in some cases, of up to 99 years to encourage the erection of substantial buildings, but most residential leases are for 21 years with an option for a further 21 years. In the Kombo St. Mary Division, land is held either on lease under the Colony Lands Ordinance, or on customary tenure. In effect, in such cases, the Crown is in the position of the District Authorities in the Protectorate.

Holdings

Protectorate land held by non-Gambians consists only of sites occupied by Government stations and missions and of plots of land leased to traders. Most of the traders occupy land alongside the river in the "wharf towns", and the total acreage held by such traders and the missions is small. Government holdings, which include the Agricultural Stations, Yundum Airport and the Rice Farm at Sapu, amount to approximately 3,500 acres.

A number of the inhabitants of Bathurst have gardens and orchards in the Kombo districts, holding the land under local customary law.

In the Kombo districts there has developed in recent years the custom of renting shop sites in advantageous positions, the shops being situated in private compounds.

Farming Land

Nowadays most farming land is acquired by the inheritance of rights to use land cleared by one's ancestors. Those wishing to found a new village may be granted unused land by the District Authority. On the foundation of a village the headman allocates land to those who settle with him, and thereafter their descendants have the right to use such land. Most of the rights are exercised by the heads of compounds, who decide where crops shall be planted, and allocate land to various members of the household. Land which is not required by its owner is freely lent for farming purposes for short periods, permission to use the land normally being renewed annually. No rent is paid, though a small gift is normally presented when the request for land is made. The selling of land is unknown, and the pledging of land very rare, and generally disapproved of.

The chief progress in land utilisation has been the great extension of rice farming in the mangrove areas, made possible by the building of access causeways and bridges over deep creeks, yields in these zones being higher than on the upper edges of the swamps.

AGRICULTURE

Groundnuts

The Gambian farmer is largely dependent for his cash on groundnuts. The crop-year runs from June to May of the following year; seed is planted in June-July, the crop is harvested in October-November, and nuts are threshed and marketed from December to March. There are no plantations or estates. This crop is raised entirely by African farmers under a system of shifting cultivation.

The yield per acre varies considerably but is estimated to average between 800 and 900 lb. in shell.

A feature of agricultural life in the territory is the influx of seasonal immigrants who visit the Gambia for the express purpose of growing groundnuts. During 1960 and 1961, 4,941 and 4,331 "strange farmers" respectively were recorded. The figures show a considerable drop over previous years. These men come mostly from adjoining countries and it is difficult to account for the decline. Although the landlord is required to pay a local tax for each "strange farmer", he has in the past been able to obtain an increased allocation of seed groundnuts on loan from the Gambia Oilseeds Marketing Board. With the gradual winding up of the seed distribution scheme the benefit has now been withdrawn, and this may well account for the reduction in the number of "strange farmers" registered. Variations occur in the conditions under which the immigrants work, but the general pattern is always the same. The landlord supplies board, lodging and land in return for which the "strange farmer" works a certain number of days for the landlord, depending upon the custom of the district: a cash payment is sometimes agreed upon as well.

The unshelled crop is bought by approved traders, who purchase groundnuts on behalf of Licensed Buying Agents of the Marketing Board. It is transported to the trading stations by donkey, lorry or canoe, and thence by powered river craft and lighters, or by lorries, to one of three transit ports (Bathurst, Kaur and Kuntaur), where it is decorticated and loaded into ocean-going vessels.

Since 1949, when the Gambia Oilseeds Marketing Board was established, all groundnuts and palm kernels have been purchased by the Board from the producers and marketed to the best advantage. During 1953 the Board made arrangements with local millers to use their decorticating plant and a portion of the crop was decorticated prior to shipment. Subsequently the Marketing Board erected its own decorticating plants at Kaur and Kuntaur and since the 1955-56 season the entire produce of the Gambia has been exported as shelled groundnuts.

Produce inspection is carried out by the Agricultural Department and the staff of the Marketing Board at the appointed buying stations where all nuts must be passed through rotary screens for cleaning before purchase.

In the 1959-60 season a small crop of 55,000 tons was produced and the Board paid a producer price of £24 per ton. The price was raised to £27 per ton in 1960-61, and the Board bought over 76,000 tons.

Palm Kernels

Palm kernels are also exported. Exports were 1,626 tons in 1960 and 1,588 tons in 1961. Both hand and power-driven palm kernel cracking machines continue to be used.

Crops for Local Consumption

The principal crops for local consumption are rice, sorghum and millet (*Pennisetum spp.*). Cassava, maize and beans are produced on a smaller "back-yard" or compound scale and are seldom grown for sale. Small plots of perennial cotton are to be found in most districts. The lint has no commercial value and is used for village industries. Kapok and cotton trees are numerous in the middle and upper reaches of the river and there is some local trade in the floss for mattress and pillow-making.

In former years the Gambian farmer, in concentrating on the groundnut crop, neglected food production and, as a result, the territory was far from self-supporting in this respect. Latterly more interest is being shown in increased cultivation of subsistence crops.

Rice. Among the principal food crops, the most spectacular increase in production has centred upon swamp rice. The construction of access causeways from the upland into the rice swampland and mangrove fringing the river has continued. The Agricultural Department undertakes tractor ploughing under contract terms of 50s. per acre, plus 20s. for discing. The following figures show the acreages cultivated mechanically:

<i>Year</i>	<i>Acres</i>
1954	939
1955	1,530
1956	1,790
1957	1,083
1958	1,003
1959	1,212
1960	1,212
1961	104

1961 marked the introduction of a system of pre-payment for this contract work which had previously been payable after the crop harvest, and this accounts for the marked fall. Apart from the cultivation in mangrove-cleared tidal land, the bulk of the country's rice crop is entirely dependent for four to five months on rainfall for its success or failure. In consequence tractor ploughing has progressed in the salt-free areas of the MacCarthy Island Division and has decreased where the period of fresh-water flooding averages only four to five months and where there is consequently a risk of failure if rainfall is low or unevenly distributed.

Attention has been paid during the period under review to increasing the productive capacity of the rice lands. At the beginning of 1956 a rice specialist from India was appointed to introduce improved cultural techniques aimed at raising yields. In addition to an increased experimental programme at the Jenoi Rice Station, under the direction of the specialist, and at the Sapu Rice Farm, plots have been laid down in the villages demonstrating such improvements in farming practice as the use of seed of proven varieties, correct preparation of rice nurseries, the optimum time and methods of transplanting, and the use of green manures, organic manures and artificial fertilisers. The yield per acre of paddy rice on farmers' land shows considerable room for improvement, as the following estimates indicate:

	<i>Paddy per acre lb.</i>
Low-lying upland: broadcast	800
Low-lying upland: transplanted	1,000
Cleared mangrove and other swamp land: transplanted	1,400

In order to give a further fillip to rice cultivation and to raise its status from a woman's crop to a family endeavour, visits to the rice stations at Jenpi and Sapu were arranged during the wet seasons for chiefs and village headmen as well as for villagers. In addition, the purchase and resale of rice cultivating tools was undertaken by the Department of Agriculture, lantern slides were shown in the villages, and since 1957 young men have been accepted as trainees at the Jenoi station to acquire practical knowledge in the correct methods of rice cultivation.

The processing of the crop is still carried out largely by hand, but the Department of Agriculture continues to experiment with mobile rice threshers and hulling machinery.

DEPARTMENT OF AGRICULTURE

The administrative organisation remained unchanged during the period under review. The authorised establishment of the Department, showing the number of officers in posts during 1961, was as follows:

<i>Establishment</i>	<i>Posts filled</i>
Director	1
Senior Agricultural Officer	1
5 Agricultural Officers	4
1 Pest Control Officer	1
1 Forestry Superintendent	1
1 Agricultural Superintendent	—
1 Mechanical Superintendent	1
1 Manager	Upland soil fertility, research and Experimental Station { <div style="display: inline-block; vertical-align: middle;"> 1 — 1 1 </div>
1 Assistant Manager	
1 Agronomist	
2 Soil Scientists	

1 Manager	}	Rice experimental work.	}	1
1 Assistant Manager		Extension work and trials.		1
1 Agronomist		Share cropping (rice).		1
1 Engineer		Mobile tractor ploughing.		—
1 Field Assistant		Rice milling		1
1 Rice Specialist				—
1 Tractor Ploughing Officer				—
28 Agricultural Assistants, Instructors and Learners				27

There are five students in training at the Agricultural Training College at N'Jala in Sierra Leone.

Research

Investigation of the problems of soil fertility resulting in the low level of production on the sandy upland soils of the territory have continued. Research into the nutrient requirements of various upland crops has suggested that a number of minor elements, in addition to the major ones, are limiting factors of crop growth, although the results obtained in laboratory experiments have not been confirmed by the field trials. A number of fertiliser trials have been laid down at scattered sites and the results were sufficiently encouraging to justify the selling to farmers of 75 tons of fertiliser during the 1961 season.

In addition to a deficiency of plant nutrients there is a serious lack of organic material in the upland soils, and the effect of additions of a composted mixture of night soil and groundnut shells, as well as of the application of a grass mulch to upland crops, including groundnuts, has been studied.

Ox-ploughing Scheme

The cultivation of upland soils, using draught oxen and single furrow ploughing, has been practised for many years in the Upper River Division, mainly by Serahuli and Fula farmers. Trained oxen and implements have been obtained in the past largely from neighbouring Senegal. In 1955 the Department undertook the training of oxen and of men by establishing ploughing schools in villages with the object not only of breaking in draught oxen and of training farmers to operate ox-drawn equipment, but also of teaching cattle-owning farmers to appreciate the value of mixed farming in maintaining soil fertility. By the end of 1961 fifteen of these schools were operating, and the total number of young men under training was 129, each with two bullocks. A further £2,750 of ox-drawn equipment was sold during the period under review on payment by instalments.

Irrigation

The Gambia Rice Farm originated in 1948 when the Colonial Development Corporation took the initial steps in a scheme for empoldering some 7,000 acres of riverine swamp land at Pachari and Wallikunda in the MacCarthy Island Division. Construction began in 1950, but following a number of set-backs, the Corporation stopped the construction of capital works and later decided to close down the project. In 1953 the farm was taken over by the Gambia Government and, with the assistance of Colonial Development and Welfare funds, continued on a greatly reduced scale and on an experimental basis with the object of testing the fully mechanised cultivation of rice, with and without water control, and in partnership with local farmers. This partnership scheme has proved successful and there is now keen competition to secure plots of land. Research into dry season crops and river varieties, and fertiliser trials have continued.

FORESTRY

There are now almost 100,000 acres of forest parks of which 37,331 acres are scheduled as protected forests and the remainder as production forests. Considerable scope remains for the extension of reservation, since it is estimated that there also exist about 1,000 square miles of tree savannah and 230 square miles of mangrove. The marketing of timber is at present limited by the small and scattered stands but a re-afforestation programme is now being implemented with Colonial Development and Welfare funds. Experiments are also being conducted in silviculture.

The Forestry Department, an extension branch of the Department of Agriculture, was taken over in 1959 by a Forestry Superintendent who is assisted by one Senior Forest Ranger and four Forest Rangers. District Authorities also provide 38 part-time Forest Badge Messengers, who assist the supervisory staff in administering the forest parks.

ANIMAL HUSBANDRY

Veterinary Department

The administrative organisation is based on headquarters at Abuko, twelve miles from Bathurst; there are five field stations each consisting of one veterinary assistant, one senior veterinary inspector and four or five veterinary inspectors.

The total establishment comprises a principal veterinary officer, a laboratory superintendent, a senior veterinary assistant, five

assistants, four senior veterinary inspectors, all of which are pensionable posts. In addition there are 16 veterinary inspectors. A useful auxiliary to the field staff, especially in the early detection of outbreaks of disease, are the cattle guards who are employees of the District Authorities and who are trained by the Veterinary Department in the rudiments of veterinary inspection and are then sent back to their respective district. Nine cattle guards are now working in their districts after completing training.

A Veterinary Research Officer from Ghana visited the department for three weeks in 1961 to advise on the establishment of a laboratory service. Three of seven scholarships offered by the Ghana Government were taken up in 1961. The remaining four for training veterinary assistants will be taken up in 1962.

Livestock

Numbers of livestock* are as follows:

	<i>Kombo St. Mary Division</i>	<i>Lower River Division</i>	<i>Western Division</i>	<i>MacCarthy Island Division</i>	<i>Upper River Division</i>	<i>Total</i>
Cattle	2,003	37,843	27,593	43,192	32,354	142,985
Sheep	345	17,357	9,000	11,494	12,250	50,446
Goats	503	27,204	16,140	16,241	15,378	75,466
Pigs	260	43	2,270	48	—	2,621
Horses	2	20	4	22	161	209
Donkeys	—	678	488	646	2,495	4,307
Poultry	2,500	42,616	102,000	36,361	43,424	226,901

* Figures for cattle are from a cattle census carried out in 1958. The remaining figures are from the 1951 livestock census.

The average number of livestock (in round figures) slaughtered per annum is as follows:

	<i>Cattle</i>	<i>Sheep</i>	<i>Pigs</i>	<i>Goats</i>
Bathurst	3,500	150	850	210
Rural Areas	3,400	350	150	600

Figures for the rural areas are unreliable, especially for sheep and goats, as many more are killed privately.

Fishing

The seas of the Atlantic coast provide excellent fishing grounds which are worked by fishermen from the coastal villages and from the Senegal, Portuguese Guinea and Guinea. Most of the boats are driven by sails or paddles though an increasing number of powered craft from other territories are used off the coast and a number of Gambian-owned canoes fitted with outboard engines are in use.

Many lobsters are caught each year off the coast of Kombo districts and are mainly shipped to Dakar. Fish brought into the

coastal villages is distributed by lorry and by bicycle to Bathurst and in the Kombo and Niumi districts. The distribution is mainly done by "banna-banna", petty traders who buy fish from the fishermen and retail it in the markets. The fish smoking and drying industry is well established in the Kombo districts and considerable quantities of cured fish are supplied not only to other areas of the Gambia but also to Sierra Leone. Up-river most commercial fishing is done by fishermen from the Senegal. Their large ocean-going canoes may be seen at all times of the year but especially in the trade season, when they import salt which, with the fish they catch, is sold or exchanged for rice and millet for export to the Senegal.

SHIPBUILDING

There is an old-established boat-building craft at Bathurst and across the river at Barra. These shipwrights produce sailing cutters of unusual design, probably of early Portuguese origin. Cutter building is now limited to repairs and occasional replacements.

The shipwrights also build distinctive sailing canoes, some of which carry two top sails, and small fishing canoes. Their number at the 1951 census was given as 119, but has probably declined.

MINING

Ilminite was exported for a few years, but the deposits on the old storm beaches along the Atlantic coast proved less extensive than was originally thought, and this, coupled with a fall in the world price of ilminite, led to the closing of the project in February 1959.

Magnetic and seismic surveys have been carried out to discover whether workable reserves of oil are present in the Gambia, but two test drills, both sunk near Bathurst, were abandoned.

CO-OPERATIVE SOCIETIES

The Co-operative Societies Ordinance 1950 is administered by the Registrar of Co-operative Societies assisted by two assistant registrars and eight inspectors.

Since 1955 when the development programme was started, the number of societies has increased from four with 74 members to 62 with 7,984 members. In the 1960-61 season marketing societies handled 6.6 per cent of the total groundnut crop as opposed to 4.1 per cent in 1959-60.

During 1960 the policy of forming village marketing societies federated into district unions was abandoned and seven large new

societies covering a whole administrative district were formed with 75 village branches. The results in terms of administrative convenience and economies in staff and resources appear to justify this change and a further seven district societies of this type were in formation in late 1961. There will, therefore, be marketing societies in 19 of 36 Administrative Districts, covering approximately 200 villages or groups of hamlets, with an estimated membership of 10,000.

These societies provide agricultural credit and seed for their members through the Central Banking and Marketing Union, which handles almost all their central banking and marketing business. During 1961 approximately £40,000 in cash and seed was granted to individual members, of which just over 50 per cent came from Government loans and a Government-guaranteed overdraft with the Bank of West Africa Limited. The balance came from the societies' own funds. The repayment record generally is very good. Crop finance is obtained by overdraft from the Bank of West Africa Limited on hypothecation, and this totalled £12,000 in 1960 and reached £120,000 in 1961.

The bulk of development effort is concentrated on a build-up of marketing societies. It is hoped that these will be fully developed before it becomes necessary to consider other types of society. There is little diversification at present, but a small number of thrift and credit societies exist among women and small traders.

Chapter 7: Social Services

EDUCATION

In January 1961 a Government policy statement on education was published as Sessional Paper No. 1/61. It was later debated in the House of Representatives where it was welcomed by all parties. The paper outlines a development plan for the years 1961-65, in which period it is envisaged that 100 per cent primary enrolment will be attained in the Colony and approximately 35 per cent in the Protectorate. Statistics for 1960-61 are given at page 85.

A post of Senior Education Officer was established in 1961, to strengthen headquarters staff; there are also Education Officers who supervise Colony and Protectorate schools. The schools are run by Government, the District Authorities and the Missions, with the

exception of the Gambia High School, which is independent. At Yundum College Government trains teachers. Government is also responsible for the Clerical and Technical schools. The Board of Education advises Government on matters of policy.

In December 1961 on the occasion of the visit of Her Majesty the Queen and the Duke of Edinburgh, over 5,000 Bathurst school children paraded in MacCarthy Square; about 1,000 infants marched past the Royal Party, and the remainder were inspected by the Queen and the Duke from a Landrover. Another 1,500 children saw the Queen at Kanifing and 1,000 pupils witnessed the opening of the Chief's Conference at Brikama.

Primary Education

There are 58 primary schools in the whole country with an enrolment of 7,694 pupils: 15 schools are in the Colony area and account for about 55 per cent of the enrolment.

Of the 12 schools in Bathurst itself, eight were formerly voluntary agency schools which were taken over by Government under the terms of the 1945 Local Agreement; they are financed and staffed entirely by Government, but are managed by committees on which denominational interests (Roman Catholic, Anglican, Methodist and Muslim) have majority representation. Of the remainder, two are non-denominational Government schools, and two are private mission schools.

In Kombo St. Mary Division, there are three schools, with a total enrolment of over 1,100 pupils; two are Government and the third is Roman Catholic.

The 43 Protectorate schools have an enrolment of 3,408 pupils; 31 of these are District Authority schools, which are staffed mainly by Government teachers and maintained from District funds. The remaining schools are run by the Missions; 11 are Roman Catholic, and one is Anglican (Kristikunda). The salaries of qualified teachers in these schools are paid by Government.

In the Colony area, pupils are admitted to school at the age of five to six years; they spend six to seven years in primary classes before attempting the entrance examination to secondary grammar schools, to which about 30 per cent gain admission. The remaining pupils either transfer to the new Secondary Modern school at Crab Island, or (in the case of the Roman Catholic and Kombo St. Mary schools) attend post-primary classes for a further three years in the same school, at the end of which they take the Government Standard VII school-leaving examination. The number of pupils seeking

admission to Bathurst schools in the past two years has exceeded the number of places available, and Government has found it necessary to restrict entry to 450 pupils each year. Priority has been given to the older pupils and as a result the age of entry is gradually rising, and is expected to have reached six years by 1962. Government is planning by that date to provide sufficient accommodation for all pupils who register for entry to primary school in Bathurst and the Colony, and schools are being built with the help of a Colonial Development and Welfare grant.

In the Protectorate the District Authority school course was originally limited to four years. This has since 1959 been extended to six years.

It is estimated that there is now almost universal demand for primary education in the Colony. In the Protectorate the demand varies according to the area, but averages about 20 per cent; there is a substantial increase each year, and there has been an overall increase in enrolment of 50 per cent in the past two years. The development of education in the Protectorate is restricted by the supply of teachers, and the ability to finance and construct the necessary buildings.

Fees of 10s. per annum are charged in all Government schools and 10s. or £1 in District Authority schools.

Secondary Education

There are three secondary grammar schools offering full secondary courses leading to the West African School Certificate. Two of these are Roman Catholic Mission schools: St. Augustine's (boys) and St. Joseph's (girls). The third is the Gambia High School, which absorbed the two Methodist High Schools and the School of Science. This school was established by Ordinance as an independent, co-educational, non-denominational school under the control of a Board of Governors. It is housed in the former Methodist Girls' High School until new buildings are completed; these were begun in 1959 with the construction of a science block, occupied in 1960. The class-room block is due to be completed in 1962 and the remaining buildings in 1963. There were 195 pupils including 74 girls in 1961.

Sixth form classes were started at the Gambia High School in 1960 and the first pupils sat Advanced level subjects of the General Certificate of Education examination in January 1962. Government has awarded scholarships to all sixth form pupils who have gained a 1st or 2nd grade certificate in the West African School Certificate

examination, and it is hoped that this will enable pupils to enter university direct from school.

A Government post-primary school at Crab Island in Bathurst offers a three-year course for pupils who do not gain entry to secondary grammar schools. In 1961 there were 16 classes and 520 pupils (including 145 girls). The school incorporated the Government Arts and Crafts and Domestic Science Centre and all the pupils in Bathurst post-primary classes, with the exception of those in Roman Catholic schools. The course is to be extended in 1962.

In the Protectorate, Armitage School provides a five-year post-primary boarding course for pupils who have completed the primary course in District Authority schools. The school has now been rebuilt and provides boarding accommodation for 240 pupils, including some girls. Plans for its development to a full secondary school are in hand.

Tuition fees in Bathurst secondary grammar schools are £6 per annum in Roman Catholic schools, and £9 per annum in the Gambia High School; pupils provide their own books and school uniform. Government awards 20 scholarships a year to pupils entering secondary grammar schools and other awards are made by the Bathurst Town Council and from the Gambia War Memorial fund. Fees at Crab Island school and in post-primary classes in Catholic and Kombo St. Mary schools are £3 per annum. Fees at Armitage are £7 10s. per annum for boarding and tuition; most of these are paid by District Authorities on behalf of pupils from their districts.

Teacher Training

Yundum College, situated 15 miles from Bathurst, is the only institution for the training of teachers. The college now admits 50 students each year, both men and women, for a three-year residential course. Students are selected by examination and interview from pupils who have completed at least ten years' schooling; pupils who have completed their secondary schooling are now admitted to a two-year course. There were 97 students including 21 women in 1961, and 29 students completed the course.

Students receive an allowance whilst at the college, from which they contribute towards board and lodging expenses. Students and teachers are also sent to the United Kingdom for training. In 1961 there were two students taking the Ministry of Education Certificate at training colleges in the United Kingdom, and five teachers were absent on one-year courses under the Commonwealth Teacher Training Bursary Scheme.

Vocational Training

The Government Technical School in Bathurst provides courses in carpentry and joinery. There is accommodation for 30 trainees, who spend five years in training, of which the final two years is spent in in-service training with the Public Works Department when places are available. The annual intake is six to ten trainees a year. Trainees are selected from pupils who have completed ten years' schooling and show some manual aptitude. The introduction of courses in mechanical trades was delayed by the inability to recruit staff, but a technical expert, seconded from the Canadian Government, arrived in August 1961, and courses started early in 1962.

The Clerical School reopened in 1961 in temporary premises and conducted part-time courses in typing. No full-time courses are possible until premises are available.

Adult Education

In the Protectorate, classes for women are run by the Domestic Science Organiser for five months of the year during the dry season (January–May). These are held at nine centres and are staffed by women workers recruited from Bathurst.

Adult literacy classes are held in the evenings in Bathurst and are run by voluntary effort. Bathurst Town Council introduced continuation classes in 1961 for pupils who had completed the primary course but had not obtained admission to secondary schools. About 170 pupils attended these classes.

Overseas Scholarships

Government awards scholarships mainly for study at university level, but a few are awarded for pre-university study to enable promising students to qualify for degree courses. There were 30 students holding Government scholarships in 1961; 11 of these were at Sierra Leone, and the remainder were in the United Kingdom. In addition Government awards bursaries of £150 per annum to students who have obtained entry to university courses on their own initiative; 17 bursaries were held in 1961 by students in the United Kingdom, Ireland and Ghana.

There were 20 persons absent on departmental training in a variety of subjects, and an unknown number of private students who had made their way overseas at their own expense.

Examinations

School candidates sit for the West African School Certificate in November each year; the average entry is 40 to 50 pupils, of whom about 20 are successful.

The General Certificate of Education examination of London University attracts an increasing number of candidates. Fifty enrolled for this examination for January 1962 in a total of 18 subjects at Advanced level and 181 subjects at Ordinary level.

Some school candidates have been entered for the examinations of the Royal Society of Arts, and a few private students sit for examinations held by the City and Guilds of London Institute.

HEALTH

A combination of geographical factors causes the presence in Gambia of several important vectors of so-called tropical diseases. These vectors include a variety of mosquitoes, which spread malaria, yellow fever, and filariasis; tsetse flies, which spread trypanosomiasis (sleeping sickness); a number of species of snails, which spread schistosomiasis (bilharzia); and flies, which are capable of spreading many diseases.

Round-worms, hook-worms, and tape-worms all flourish in the Gambia, and the first two, at least, infect a considerable proportion of the population. The micro-organisms of yaws and endemic syphilis, tuberculosis, leprosy, smallpox, trachoma, cerebro-spinal meningitis, tetanus, rabies, and dysentery all occur, and each contributes its quota of morbidity and mortality. Recently, it has become clear that, as in other parts of Africa, a number of virus infections exist in the Gambia. Anaemias, of varied causation, are common here, as throughout Africa. Malnutrition also has to be considered, although the extreme form known as kwashiorkor is rare or absent.

Against this background many of the diseases, communicable and otherwise, which occur in temperate climates also occur in the Gambia, to a greater or lesser extent. Of these may be mentioned specifically measles and whooping cough, which can be lethal when they occur in debilitated children.

It should not be supposed, however, from the formidable list of diseases which has been given, that the population is riddled with disease or that no progress is being made. Malaria in the Gambia is a mild disease, except in young children. No case of yellow fever has been reported in the past 25 years. Smallpox, trypanosomiasis, and schistosomiasis are milder than in some parts of Africa. Smallpox, yaws, and endemic syphilis all appear to be decreasing in incidence, owing to the increasing efficacy of control measures.

Vital Statistics

Accurate vital statistics are available only for Bathurst. In the rest of the Colony and in the Protectorate the registration of births

and deaths is voluntary, and is very incomplete. The table shows the principal statistics for the past five years for Bathurst:

Vital Statistics, Bathurst, 1957-61

Rates per thousand

<i>Year</i>	<i>Mid-year Population</i>	<i>Birth Rate</i>	<i>Death Rate</i>	<i>Infant Mortality Rate</i>	<i>Stillbirth Rate</i>
1957 . .	21,600	47.7	16.0	71.8	39.2
1958 . .	22,300	46.1	15.8	78.9	42.0
1959 . .	22,800	47.8	20.1	84.9	44.3
1960 . .	23,700	47.7	13.2	67.4	43.3
1961 . .	24,500	46.8	15.8	64.6	41.8

The estimated population shows a steady increase over the years. The birth rate maintains a consistently high level. The death rate shows greater fluctuation, and the very low figure for 1960—the lowest ever recorded—was not maintained in 1961. The infant mortality rate, in the other hand, fell to its lowest recorded level, and the still-birth rate also fell.

Staff

Difficulties in recruitment of staff have continued. At the end of 1961, two vacancies for medical officers for general duties remained unfilled. The post of Lady Medical Officer in charge of the maternity and child welfare clinics in the Bathurst area was filled. All the posts for nursing sisters had been filled by the end of 1961. In addition two nursing sisters on loan from the British Red Cross Society continued to work in Lower River and Upper River Divisions. The Gambian Health Inspector, who was in training in the United Kingdom for the Health Inspector's Certificate of the Royal Society of Health, obtained the certificate and returned to the Gambia. The vacancy for Health Superintendent was also filled.

At the end of 1961, the establishment, under the Director of Medical Services, included the following:

- 1 Medical Officer of Health
- 1 Medical Superintendent, Victoria Hospital
- 1 Senior Medical Officer, Protectorate
- 6 Medical Officers, General Duties
- 1 Medical Officer, Leprosy
- 1 Lady Medical Officer (Bathurst area clinics)
- 1 Dental Surgeon
- 1 Matron, Victoria Hospital
- 1 Senior Nursing Sister

- 1 Sister Tutor
- 14 Nursing Sisters
- 2 Nursing Sisters, British Red Cross Society (on loan)
- 2 Public Health Nursing Sisters
- 1 Dental Technician
- 1 Senior Health Superintendent
- 4 Health Superintendents
- 1 Chief Dispenser
- 1 Medical Storekeeper
- 1 Radiographer
- 1 Physiotherapist
- 1 Secretary/Accountant

Outside Government service there are no medical services in the Gambia, with the exception of the Medical Research Council laboratories at Fajara near Bathurst and its field station at Keneba in the Lower River Division.

Apart from those Government medical officers who are permitted to take part in private practice, there is only one private practitioner in the country, residing in Bathurst.

Finance

In the table below, the figures for recurrent expenditure refer to actual expenditure; figures for development expenditure are revised estimates:

	<i>Recurrent Expenditure</i>			<i>Development Expenditure</i>		
	<i>Medical</i>	<i>Total</i>	<i>Medical as % of total</i>	<i>Medical</i>	<i>Total</i>	<i>Medical as % of total</i>
1958 .	£154,487	£1,961,540	7.9	£17,018	£616,427	2.8
1959 .	£158,599	£1,816,449	8.7	£15,653	£744,285	2.1
1960 .	£168,385	£1,710,068	9.8	£12,189	£524,895	2.3
1961 .	£210,338	£2,114,048	9.9	£15,375	£807,460	1.9

Facilities for Medical Treatment

The principal medical units are the Hospitals at Bathurst and at Bansang, towards the eastern end of the Protectorate. Bathurst Hospital has 175 beds, and of its ancillary units, the Mental Hospital has 26 beds, the Sanatorium has 23, and the Home for Infirm 21. Bansang Hospital has 65 beds, and there is accommodation for about 31 patients at the nearby Leprosy Camp which consists of huts of local materials and construction.

Attendances at the hospitals were as follows:

In-Patient Attendances

<i>Unit</i>	<i>Male</i>	<i>Female</i>	<i>Total</i>
Royal Victoria Hospital . . .	2,557	2,208	4,765
Bansang Hospital . . .	973	896	1,869
Total . . .	3,530	3,104	6,634

Out-Patient Attendances

<i>Unit</i>	<i>New Cases</i>		<i>Old Attendances</i>	<i>Total Attendances</i>
	<i>Male</i>	<i>Female</i>		
Royal Victoria Hospital . . .	34,755	35,775	7,551	78,081
Bansang Hospital . . .	12,131	11,361	5,058	28,550
Total . . .	46,886	47,136	12,609	106,631

Outside Bathurst there is a chain of rural medical units scattered throughout the country, in the form of eight health centres, 15 dispensaries, and 36 sub-dispensaries. A health centre is staffed by a dresser/dispenser, a nurse/midwife, and a health inspector; a dispensary has a resident dresser/dispenser; either one or two sub-dispensaries is attached to each health centre and dispensary, and receives a visit from the dresser/dispenser once or twice a week. There is an Anglican Mission dispensary in the Upper River Division, which is at present staffed by the Government.

Attendances at these units were as follows:

<i>Year</i>	<i>New Cases</i>	<i>Total Attendances</i>
1957	123,949	259,733
1958	144,682	318,549
1959	163,323	340,548
1960	158,851	346,770
1961	186,597	376,415

Preventive and Social Medicine

At the end of 1961 the Health Service comprised 38 officers under the Medical Officer of Health, who is responsible to the Director of Medical Services. In addition, medical officers and nursing sisters posted in the Protectorate perform preventive health duties, and the duties of the British Red Cross nursing sisters, loaned for duties in the Protectorate, are mainly preventive. Much importance is attached to the work of the maternity and child welfare clinics held in Bathurst at a special centre and at 20 centres outside Bathurst.

The tables below show the increasing use being made of these clinics, and of the domiciliary midwifery service which is based on them.

Clinics

<i>Year</i>	<i>Ante-Natal Clinics</i>		<i>Child Welfare Clinics</i>	
	<i>New Cases</i>	<i>Total Attendances</i>	<i>New Cases</i>	<i>Total Attendances</i>
1957 . . .	5,286	16,562	10,573	65,318
1958 . . .	6,365	21,167	13,051	76,431
1959 . . .	7,372	24,209	15,257	81,884
1960 . . .	8,492	26,865	15,019	86,922
1961 . . .	9,462	24,048	13,930	76,602

Domiciliary Midwifery Service

<i>Year</i>	<i>Live Births</i>	<i>Still Births</i>	<i>Total Births</i>
1957 . . .	1,750	93	1,843
1958 . . .	1,896	118	2,014
1959 . . .	1,959	103	2,062
1960 . . .	2,096	121	2,117
1961 . . .	2,149	125	2,274

In 1961 a State Registered midwife was appointed to supervise the work of district midwives in the Bathurst area.

Home visiting by clinic staff is carried out in Bathurst and the Mansakonko area. With the arrival of the newly appointed Lady Medical Officer, these home visits by the Public Health Sisters are now a prominent feature of the preventive aspect of the health services.

In Bathurst the minor ailments clinic for school children who are not sufficiently ill to warrant attendance at Victoria Hospital has closed. A kind of mobile clinic has been introduced and the children are treated at their schools, thus bringing absenteeism to a minimum.

In 1961, as in 1959, a medical officer examined school children in the Bathurst and Kombo area for any evidence of constitutional and endemic diseases. The data collected are being analysed. However, the state of health of the school children is considered quite satisfactory. The Medical Officer at Bansang examined the school children at the Armitage School, Georgetown. His report is being studied in the light of the low incidence of malnutrition noted.

The work of the health inspectorate varies from the comparatively highly developed health service in Bathurst, with its port health

work, enforcement of building regulations, inspections of shops, etc. to the more elementary measures such as mass vaccination, compound inspection, and simple health education in the Protectorate. In Bathurst much of the work of environmental sanitation is carried out by the Bathurst Town Council, with technical advice from the Government Medical Officer of Health. Disposal of refuse in Bathurst has been greatly improved by introducing a system of tractors and trailers specially modified for this work.

Endemic and Epidemic Diseases

Leprosy. The arrival of a Medical Officer, Leprosy, in March 1961 provided a very necessary stimulus to the Leprosy Control Service. At the end of the year the staff engaged in leprosy work consisted of the Medical Officer, the Leprosy Control Officer provided by B.E.L.R.A., one Leprosy Inspector, 12 Assistant Leprosy Inspectors, and two clinic assistants. The Medical Officer was stationed centrally at Mansakonko, in the Lower River Division; the Control Officer was at Bansang, to supervise Allatento Isolation Village, and the two Divisions in the interior; and the junior staff were spread evenly throughout the Protectorate.

Previously treatment had been based on static clinics, of which there are about fifty. This system has been found to lead to a very high defaulters rate, due to the long distances which many patients had to travel to reach a clinic, the high incidence of ulcers and deformities of the feet, and transport difficulties. It was decided that the static clinics must be supplemented by a system of mobile treatment circuits, and these were introduced in 1961. At first motor-cycles were used, provided by UNICEF, but it was found that they rapidly became unroadworthy. In consequence the circuits were maintained by bicycles, pending the arrival of six Landrovers which UNICEF has undertaken to provide during 1962. The distance covered by each mobile circuit varies between 70 and 200 miles per week, depending on the type of vehicle, and permits the treatment of between 50 and 200 patients daily at about five to ten stops. These stops are made either at convenient shelters put up by the villagers or under a tree.

At the beginning of the year 6,257 patients were registered for treatment, but it was considered that only 30 to 40 per cent of these were attending regularly for treatment. The Medical Officer revised the registers, and in doing so removed the names of 2,991 who had defaulted from treatment, and of 72 who had died. He also discharged 229 patients as cured. These were the first cases officially discharged as cured, and the process is continuing as the Medical Officer con-

tinues to examine patients who have received prolonged treatment. As 1,152 new patients were registered in the course of the year, the total under treatment at the end of the year was 4,135. Of these, 39 per cent were children, 33 per cent women, and 28 per cent men.

After the reorganisation of the service the attendance rate was estimated to be between 50 per cent and 90 per cent at most of the clinics.

Various improvements were made at the small isolation village at Allatento, which had 17 residents at the end of the year. The most important addition was a treatment block and recreation centre for the patients.

Plans have now been submitted for a leprosy centre at Mansakonko, to form a focus for leprosy control in the Gambia. Through the Organisation de Co-ordination et de Co-operation pour lutte contre les grands endemies (O.C.C.G.E.) and the Senegal/Gambia Inter-Ministerial Committee it is hoped to co-ordinate leprosy control in the Gambia and neighbouring territories.

Tuberculosis. The WHO Survey carried out in the period October 1958 to April 1959 has now been analysed, and the findings reported in "Tuberculosis Survey in Gambia", World Health Organisation, Regional Office for Africa (Brazzaville, February 1960). The major points emerging are the following:

<i>Age Group</i>	<i>Bathurst</i>		<i>Rural Gambia</i>	
	<i>Number of Persons Tuberculin Tested</i>	<i>Estimated Percentage of Infected</i>	<i>Number of Persons Tuberculin Tested</i>	<i>Estimated Percentage of Infected</i>
0-4 . . .	140	3.6	269	4.5
5-9 . . .	106	17.9	250	18.0
10-14 . . .	70	40.0	150	29.3
15-19 . . .	71	52.1	2	32.5
20-29 . . .	124	68.5	295	41.4
30-39 . . .	123	76.4	218	57.8
40 and over . . .	184	78.8	336	55.1
All Ages . . .	818	50.5	1,520	35.0

Of 1,443 persons in the whole of the Gambia who were X-rayed, 85 were found with pulmonary pathology. The persons selected for X-ray were all persons attending for examination (on a randomly selected basis) whose age was 10 years or more.

The following comments are considered to be of significance in the WHO Report:

"The age-infection curves suggest that the overall risk of tuberculous infection among children under 10 years of age has been of about the same magnitude in Bathurst and rural Gambia over the past few years.

"Over the age of 10 years there is a consistently higher prevalence of infected persons among males than among females, this being most pronounced in Bathurst.

"The bacteriological evidence of pulmonary tuberculosis in the sample is too meagre to lend itself to the computation of a meaningful prevalence for infectious tuberculosis. The finding does suggest, though, that the true prevalence of infectious tuberculosis in Gambia is, in all likelihood, small."

For reasons given "the lung infiltrates reported in 4.1 per cent of all persons examined radiologically were . . . interpreted . . . as signs of active tuberculous processes or suspected of being tubercular in origin."

"It is not possible on the basis of the data collected in the survey to say with any degree of certainty how large a proportion of the persons with X-ray evidence of active lung pathology in fact are definite cases of tuberculosis. From a practical point of view, however, it seems justified to predict that in any public health programme in tuberculosis control in Gambia involving case-finding and domiciliary drug treatment, approximately four per cent of all persons over 10 years of age would require bacteriological examination, treatment, and follow-up examinations."

Tuberculosis notifications in 1959 and 1960 were as follows:

Notifications:	1959	1960
Bathurst	98	79
Protectorate	128	104

It is not regarded as likely that the decrease in notifications in 1960 compared with 1959 indicates a falling off in the actual occurrence of the disease.

The table below shows the number of deaths in Bathurst of persons domiciled there:

	<i>Deaths Pulmonary Tuberculosis</i>	<i>Deaths Non-Pulmonary Tuberculosis</i>	<i>Total deaths from Tuberculosis</i>
1956	21	1	22
1957	15	1	16
1958	9	—	9
1959	20	1	21
1960	11	3	14



Her Majesty the Queen speaking to members of the Bathurst Town Council, who were introduced by the Chairman, Mr. B. O. Janneh M.B.F. at a garden party at Government House



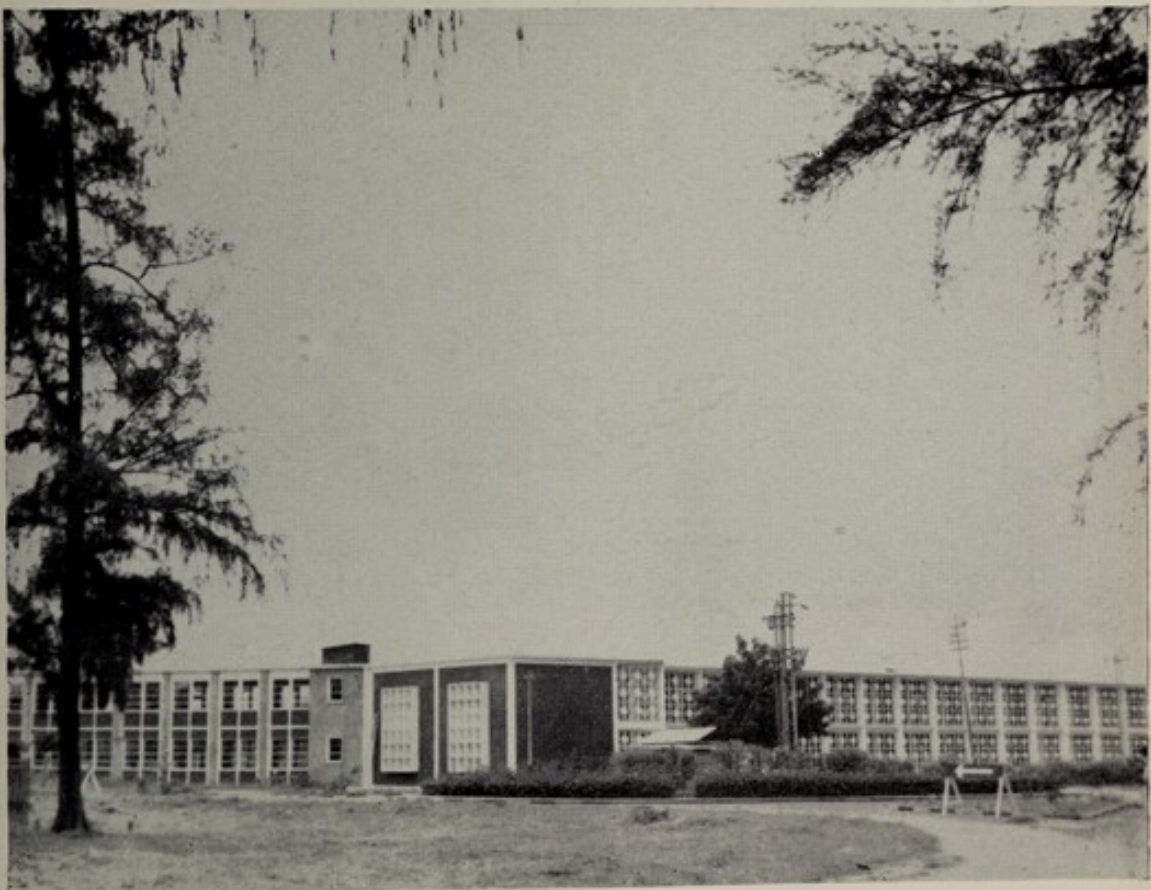
*Meeting of the Gambia Constitutional Conference in London
in July 1961*



The General Post Office, Bathurst



*Children marching past Her Majesty the Queen and His Royal Highness
the Duke of Edinburgh on MacCarthy Square*



The Gambia High School, Bathurst, nearing completion



The Premier's Office and the Ministry of Finance, Bathurst

Whooping Cough. Although there was no severe epidemic of whooping cough in the period, this disease occurs every year, and is, like measles, particularly severe in young and debilitated children. Following an epidemic in 1956, it was decided to immunise the child population of Bathurst under the age of five years. The vaccine originally used was "triple antigen", which provides immunity to tetanus and diphtheria, as well as to whooping cough. Early in 1961 a change was made from the "triple antigen" to a "double antigen", which omitted the diphtheria component, as there is no apparent clinical evidence of the latter disease in the Gambia.

Poliomyelitis. Two cases were notified in 1961. It seems likely that, with recognition that cases can occur in the Gambia, more cases will be notified in the future. A small-scale sample of 30 blood specimens was taken in the Protectorate by the M.R.C. Tropical Laboratories some years ago, and all specimens were found to be immune to the three types of polio-virus. With a rising standard of living, cases may be expected to occur, especially in Bathurst. Arrangements are being made to hold small stocks of salk and oral vaccine.

Measles. In 1961, 1,526 cases were notified, with 29 deaths. The latter certainly were under-notified, since it is known that in the Gambia measles has a high case mortality rate. In addition it has been found by the Trachoma Research Unit of the M.R.C. that measles is one of the principal causes of blindness in the Gambia. There is therefore much interest in the possible production of a safe and efficient measles vaccine in the near future, and the World Health Organisation's tentative proposal for the co-operation of this Government in field trials of such a vaccine has been welcomed.

Malnutrition. Since the second World War a great deal of work has been done on nutrition in the Gambia. Protein deficiencies have been reported, and also certain vitamin deficiencies, although neither of them to the extent which occurs in many parts of the world. The subject was considered sufficiently important to invite the assistance of the World Health Organisation and UNICEF, and a supplementary nutrition and school feeding project was begun in Bathurst in 1956. The supplements consist of dried skim milk and capsules of Vitamins A and D. The recipients are pregnant women, nursing mothers, children under the age of six years, and schoolchildren between the ages of six and 10 years. Distribution to the first three groups is made through the maternity and child welfare clinics, and to the last group through the schools. The daily ration of skim milk powder is two ounces.

When the scheme was started it was considered necessary to add sugar to the dried milk, to make it palatable. However, when the

scheme was later extended to the Protectorate sugar was omitted, and later it was omitted from all rations of milk issued through the clinics. This practice still prevails.

Issue of dietary supplements of dried skim milk and capsules of vitamin A and D continued throughout 1960 and 1961. Distribution was through the Mother and Child Welfare clinics; distribution through schools ceased in 1960. The following table shows the total amounts distributed since the UNICEF-assisted scheme started in 1956:

<i>Year</i>	<i>M.C.W. Clinics</i>			<i>Schools</i>		
	<i>Milk Rations</i>	<i>Milk lb.</i>	<i>Vitamin Capsules</i>	<i>Milk Rations</i>	<i>Milk lb.</i>	<i>Vitamin Capsules</i>
1956-60 .	7,064,287	883,036	1,893,642	1,425,480	178,185	135,106
1961 .	1,402,651	175,331	406,586	—	—	—
Total .	8,466,938	1,058,407	2,300,228	1,425,480	178,185	135,106

HOUSING AND TOWN PLANNING

Bathurst

The town of Bathurst which in 1961 had 24,500 inhabitants has gradually developed on its present site during nearly 150 years. The original planners based the town on broad streets of regular plan. This has facilitated the extensive programme of road construction and drainage installation which has been undertaken in recent years. Since, however, three-quarters of Bathurst Island is swampland, the growing population has a very limited area in which to build new houses. With the aid of Colonial Development and Welfare funds, one and a half square miles of swampland was bunded in 1950 and a further area of over 16 acres on the west side of the town has since been reclaimed. Schools have been built on this area, and a layout for houses, streets and open areas has been agreed.

The Town Planning Boards for Bathurst and Kombo St. Mary established in 1959, were for various reasons unable to function effectively.

Building Materials

In Bathurst the traditional building materials are "krinting" (plaited bamboo strips) and rhun palm scantlings. From the mature rhun, which is termite resistant, a rectangular frame is constructed and rigid mats of plaited bamboo are affixed which, when plastered and washed over with "lasso" (a lime manufactured locally from

burnt and pulverised oyster and cockle shells), forms a practical and hygienic structure. Split rhuns and corrugated iron sheets are used for roofing, since the current building regulations prohibit the use of inflammable materials in the town.

Outside Bathurst, buildings are generally constructed from mud blocks, krinting and plaster or woven grass, with corrugated iron or thatched roofs, the latter of conical or pyramidal form, supported on frames of rhun or mangrove poles.

In both town and country European-style houses are erected when funds permit the owner to do so. They are usually single storeyed, raised two to four feet above ground level on rafts of mud plastered with cement. Cement block walls and corrugated iron roofs are popular.

Housing Loans Scheme

A Housing Loans Scheme has been operated for the benefit of civil servants for several years. Loans repayable over a period may be made for the purchase or erection of buildings against mortgage of the property.

SOCIAL WELFARE

Social welfare continued to be the concern of Government and private agencies. The Social Welfare Officer's activities were transferred in 1961 from the Ministry of Health to that of Education. This officer co-ordinates the activities of voluntary organisations.

The Central Council of Youth Clubs in the Gambia, which co-ordinates the activities of affiliated youth clubs, Girl Guides and Boy Scouts Associations, continued to run a centre at the King George VI Memorial Hall. The Council employs a full-time warden who is responsible for organising various youth activities. The Council was represented at the eighth council meeting organised by World Assembly of Youth in Accra in August 1960, and also at a Youth Seminar in Tanganyika in 1961.

Other agencies connected with social welfare are the social, cultural and recreational centre founded by the British Council, the Gambia Branch of the British Legion which looks after the welfare of ex-servicemen, the Gambia Branch of the British Red Cross Society, and the different religious bodies.

A grant of £250 is made from public funds for relief of destitution and a further amount of £120 is available for payment to foster parents for maintenance of juvenile delinquents and children in need of care or protection.

The Social Welfare Officer's duties include work connected with probation and juvenile delinquency. There are no institutions for the treatment of young offenders. In 1960, 42 juveniles (including two girls) appeared before the Courts, mostly on charges of stealing, compared with 35 juveniles (including two girls) in 1961. The main causes of delinquency in the Gambia are poor economic home conditions, lack of parental control, children in need of care or protection as a result of illegitimacy of birth and broken homes. To these factors must be added the number of school leavers who cannot find work.

Government and commercial firms have pension and superannuation schemes for their employees.

Chapter 8: Legislation

DURING 1960 and 1961, 19 Ordinances were enacted of which the following deserve special mention:

The House of Representatives (Powers and Privileges) Ordinance 1960 (No. 3 of 1960) declares and defines certain privileges, powers and immunities of the House of Representatives and safeguards freedom of speech in that assembly.

The Labour (Amendment) Ordinance, 1960 (No. 7 of 1960) makes possible the establishment of Joint Industrial Councils to provide wage negotiating machinery.

The Carriage of Deck Passengers Ordinance, 1961 (No. 2 of 1961) regulates the carriage of deck passengers by sea-going vessels along the West African coast. The provisions of this ordinance are similar to legislation in Sierra Leone, Ghana and Nigeria.

The Public Order Ordinance, 1961 (No. 5 of 1961) gives powers to the Police to control the wearing of uniforms for political purposes, the licensing of processions and the use of amplifiers in public places.

Chapter 9: Justice, Police and Prisons

JUSTICE

General

The majority of civil cases before the Courts are civil debt cases. The great majority of criminal cases are offences against property. The territory is happily free of serious crimes of violence.

Legal System

The legal system in the Colony is founded upon English common law, the doctrines of equity, and the statutes of general application which were in force in England on 1st November 1888. It includes Colony Ordinances and subsidiary legislative instruments enacted locally. It includes also a Mohammedan Law Recognition Ordinance, under which a Mohammedan Court constituted by a Cadi exercises jurisdiction in causes and matters between, or exclusively affecting, Mohammedan natives of West Africa relating to civil status, marriage, succession, donations, testaments and guardianship under forms of procedure and practices according to the rules of Mohammedan law.

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

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

Generally stated, the system of law in force in the Protectorate is, as far as is consistent with the Protectorate system, the law and custom for the time being in force in the Colony, together with reasonable native law and custom which is not repugnant to justice, or incompatible with the principles of the law of England, or of any law or Ordinance of the Colony applying to the Protectorate. British Courts in the Protectorate administer English law, Colony law, and Ordinances applying to the Protectorate. District Tribunals

administer native law and custom prevailing in the area of the jurisdiction of the tribunal, and Mohammedan law relating to civil status, marriage, succession, divorce, dowry, the rights and authorities of parents and guardianship where the parties are Mohammedans. They also administer District Authorities' and Commissioners' Rules and Orders.

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

No legal practitioner may appear or act for any party before a District Tribunal or before the High Court in any appeal against any judgment, order or decision of a District Tribunal.

POLICE

The Gambia Police Force, established in 1855, is responsible for the preservation of law and order, the protection of life and property and the prevention and detection of crime throughout the Gambia. The Police Force has in addition taken over the tasks of defence, security and ceremonial previously carried out by the Gambia Regiment: these are assigned to the Field Force, which was raised on 1st March 1958.

The Police carry out also ancillary law enforcement duties as follows:

- (i) Registration, licensing and testing of motor vehicles and drivers.
- (ii) Licensing and control of firearms.
- (iii) Licensing of dogs.
- (v) Passport control.
- (vi) Inspection of weights and measures.
- (vii) Sheriff's duties.

The Force is organised as a headquarter and four formations or divisional stations, with the establishments (1960) shown opposite:

	<i>Gazetted Officers</i>	<i>Inspec- torate</i>	<i>Other Ranks</i>	<i>Total</i>	<i>Civilians</i>
Force Headquarters .	5	7	27	39	4
C.I.D. .	3	5	34	42	—
Colony Division .	2	6	184	192	—
Protectorate Division .	1	4	62	67	—
Depot Band .	1	—	24	25	—
Training School .	1	2	45	48	—
Field Force .	3	3	140	146	4
	16	27	516	559	8

The Force is recruited mainly from Gambian citizens but some members (a larger proportion in the Field Force) come from neighbouring countries. Of the 16 gazetted officers, eight are expatriate members of the Overseas Police Service, the others Gambians.

The Force has expanded in recent years with the result that two-thirds of its members have less than five years service.

Establishment (All Ranks)

1949 . . .	212
1953 . . .	224
1957 . . .	308
1960 . . .	559

It is difficult to recruit men with the education and physique required for general duties, but for the Field Force, where lower educational standards are acceptable, there is no lack of suitable applicants. The standard of literacy in the Force is as follows:

	<i>Field Force</i>	<i>General Duty</i>
Above Standard VII	6	29
Standard VII (i.e. completed elementary education)	Nil	110
Below Standard VII	104	249

On enlistment, recruits for general duty undergo a six months, course in police duties, drill and elementary musketry. The course for Field Force recruits is three months and does not include detailed instruction in law and police subjects.

Routine police duties are carried out by the Colony and Protectorate Divisions. Colony Division has jurisdiction over the Colony, Western Division and part of Lower River Division on the north bank. It is organised into a headquarters, two districts and traffic and harbour sections. It contains six police stations and one post. Protectorate Division is responsible for the remainder of the country and is organised into a headquarters and two districts each commanded by a chief inspector. There are four police stations and two posts in the Division.

In the Protectorate crime outside Government stations, unless serious, is normally dealt with by Head Chiefs in District Tribunals. Recently, however, the authority of traditional chiefs has been less acceptable to part of the rural population, in particular the younger men, and additional responsibility has fallen on the small police stations in the Protectorate. It was necessary on several occasions in 1960 and 1961 to send reinforcements to the Protectorate from the Depot.

The C.I.D. has sections dealing with detection, criminal records, special duties, immigration and passport control, licensing, and sheriff's duties.

FIRE SERVICES

Bathurst Fire Service

The Commissioner of Police is the Chief Fire Officer for Bathurst. The Fire Brigade is established under the Fire Brigade Ordinance, and is entirely separate from the Police Force. The present establishment is one station officer, one sub-officer and 20 full-time firemen. There is one fire station. Appliances and equipment include one hose-laying lorry, one first-aid appliance, four trailer pumps, hose and breathing apparatus.

Yundum Airport Fire Brigade

The Commissioner of Police controls the Airport Rescue Brigade at the aerodrome about 17 miles away from Bathurst. The present establishment of the Yundum Brigade is one sub-officer and nine full-time firemen. Appliances for this Brigade include one Miles airfield crash tender mounted with a 500-gallon tank, one light rescue vehicle (Landrover) carrying cutting equipment, and one Dennis water tender with a Coventry Climax pump.

PRISONS

Penal administration in the Gambia is carried out by the Superintendent of Prisons, assisted by an Assistant Superintendent and a subordinate staff of 40.

There are three penal establishments in the territory. The Central Prison situated near Bathurst houses in association cells recidivists and second offenders. A new infirmary was built at the prison during the period under review. The second prison is at Georgetown about 180 miles from Bathurst and can house some thirty prisoners. A principal officer is in charge under the supervision of the District Commissioner. At Jeswang, nine miles from Bathurst, there is a

prison camp, opened in 1953, which houses a maximum of 36 first and second offenders.

The numbers of prisoners received during the years under review were:

	1960	1961
Convictions	277	239
Remands	139	99
Debtors	11	7

The daily average number of prisoners during the past four years has been:

1958	1959	1960	1961
83	82	89	81

The farms of Jeswang and Georgetown Prisons, the making of precast concrete beams and cement blocks for the Public Works Department, in addition to existing industries and the decoration of prison buildings by prison labour, occupied prisoners fully in all three prisons. The introduction of evening activities for prisoners after labour hours has created a change in the atmosphere and has helped towards the maintenance of discipline.

Section 68 of the Prisons Ordinance, which deals with remission, was amended. All convicted criminal prisoners now serving a sentence of less than two years, whether first offenders or not, after the completion of one month of their substantive sentence, may by good conduct earn a remission of one-third of the remaining period of their sentence.

Chapter 10: Public Works and Public Utilities

PUBLIC WORKS

THE Ministry of Works and Services was responsible during this period for the Public Works, Electricity and Printing Departments, and the Director of Public Works was also responsible to the Ministry of Communications for civil aviation and meteorological services.

Buildings

Works undertaken included:

Chief Minister's Office

Ministry of Works and Services Offices

Three-storey block of nine Police flats

Major extensions to Bansang Hospital
Air Conditioning, Victoria Hospital
Two two-storey blocks each containing six flats for firemen
Two-storey High School classroom block
Campamah Primary School
Latrikunda Post-Primary School
Crab Island School extension
Mohammedan School extension, two-storey block
New classroom block, Bakau School
New classroom block, Serrekunda School
New Primary School, Half Die
Staff Housing, Sapu Experimental Station
Junior Staff Quarters in the Protectorate

Waterworks

Phase I of the new Bathurst Water Supply Scheme has been completed. The town is supplied from a 200,000-gallon tank fed partly from three shallow boreholes located some 10 miles to the west and partly from a deep borehole in Bathurst itself. Plans have been completed for the replacement of the existing and corroded 10 in. diameter iron water main with new 12 in. diameter asbestos cement pipes. The dry season demand in Bathurst has risen to over 500,000 gallons per day. In the Protectorate, a new borehole and storage tank have been completed at Basse and work continues on a new borehole at Yundum. During 1960 a total of 199 village wells were sited and construction continued in 1961. A further 231 wells were sited during 1961 for construction in 1962. The total number of wells completed to date is just under 600.

Wharves and Ferry Ramps

Barra Ferry jetty and ramp was opened in September 1961. The sister ferry terminal at Bathurst was completed by direct labour in November 1961 and opened for use early in 1962. These new terminals provide a much needed facility on the Bathurst-Dakar route. Work has continued on the construction of 26 rhun palm river wharves and the programme was virtually complete at the end of 1961. Of the eight ferry ramps, two were uncompleted by the end of 1961. The preliminary design for five new permanent river wharves in reinforced concrete has been completed. These wharves are planned to serve the more important trading centres in the Protectorate.

Bridges

At Pakali Ba, on the south bank road between Mansakonko and Georgetown, a Crown Agents standard steel bridge with 100-foot

span on piled reinforced concrete abutments was completed by direct labour and opened to traffic in September 1961. Tenders have been received for the construction of a new 400 foot long bridge at Brumen on the Brikama Mansakonko road. Sami Bridge on the north bank road between Georgetown and Basse has been designed, and work should begin in 1962.

General Civil Engineering Works

Since the acquisition of proper piling equipment the coast protection works are in order and there is now no fear that Bathurst will be isolated. The Department is in a position to cope with any emergency which may arise along the foreshore.

The dredging problem arising from the siltation at and near Government Wharf remains in the hands of consultants. Parallel with the consultants' investigation a departmental scheme for dredging at the face of the wharf has been carried on successfully for two years, the dredged material being utilized for a minor land reclamation scheme.

Progress continued on the reconstruction of Bathurst streets and drains but the reconstruction of Russell and Wellington Streets, which carry heavy traffic, is still outstanding.

Electricity

Lighting, domestic and power supplies are provided at Bathurst, Fajara, Bakau, Serrekunda, Yundum and Georgetown on a 24-hour basis. Limited supplies for lighting, domestic, water pumping, radio and hospital installations are provided at Brikama, Mansakonko, Bansang and Basse. The total installed generating capacity at Bathurst is 2,295 kVA comprising three English Electric diesel-driven sets generating at 11 kV and frequency of 50 cycles per second. Transmission is by 11 kV overhead and underground mains, the frequency being controlled at Bathurst only. The system of supplies is 400/230 volts A.C.

Statistics

1960.	Units generated . . .	4,509,470
	Number of consumers . .	2,563
	Maximum load recorded .	1,060 kW
1961.	Units generated . . .	5,093,930
	Number of consumers . .	2,805
	Maximum load recorded .	1,300 kW

Tariffs

Domestic lighting . . .	9d per unit
Domestic power . . .	3d „
Industrial (3-phase power) .	6d „

Chapter 11: Communications

SHIPPING

Ports

The port of Bathurst is controlled by the Director of Marine who is also *ex officio* chairman of the Navigation and Pilotage Board. The Board is responsible for supervising all matters connected with the navigation of local waters, the making of by-laws and the port, wharf and light dues to be levied.

Pilotage is compulsory within local waters, from a distance of five miles outside the port limits. This service, which was instituted early in 1955, undertakes the pilotage, berthing and unberthing of vessels at any hour.

Government Wharf is the main wharf in the port. It has a berthing face of 290 feet with a minimum depth alongside of 27 feet at L.W.O.S.T. Mail steamers berth there. Admiralty Wharf at the Southern end of the water front provides a berth to accommodate vessels of 500 feet in length with a minimum depth of 21 feet at L.W.O.S.T. This wharf is designed to accommodate oil tankers and pipe lines are laid for this purpose. Dry cargo vessels also use this wharf. Fresh water is obtainable at both the above wharves.

Navigational aids, comprising a lighted, buoyed, and beaconed channel, extend from 26 miles to seaward as far as the entrance to Mandanari Creek up the Gambia River, a total distance of 72 miles. A light is also maintained at Bijol Island off the Atlantic Coast.

Ships

The tonnage of overseas merchant shipping calling at the port of Bathurst was 1,081,722 net registered tons in 1960 and 1,084,147 tons in 1961 (total of ships entered and ships cleared).

In 1960 visits to the Gambia were paid by H.M.S. *Puma* and H.M.S. *Gambia* whose final visit it was. During 1961 came H.M.S. *Leopard*, H.M.N.S. *Nigeria* in May, and for the Royal visit H.M.Y. *Britannia* accompanied by escorts H.M.S. *Solebay*, H.M.S. *Saintes* and H.M.S. *Jaguar*.

Two visits were paid by the U.S. Navy. U.S.S. *Hermitage*, U.S.S. *Spiegel Grove* with other ships called at Bathurst in January and April 1961. Two French Naval Escorts, *Le Gascon* and *Le Picard*, came in March 1961.

River Services

A weekly passenger and freight river service is maintained by H.M.C.S. *Lady Wright* and *Fulladu* sailing alternately. During the two-year period under review, 46,647 passengers and 6,630 tons of cargo were transported. A postal service is maintained aboard each vessel; in addition the *Lady Wright* provides a wireless telegraph service.

Ferry services for passengers and vehicles are operated by the Marine Department at eight points on the River Gambia and also across two major creeks. New terminals for the Bathurst–Barra ferry were completed during the period.

The Governor's Yacht *Mansa Kila Kuta* is maintained and manned by the Marine Department, which is also responsible for operating and maintaining the Government fleet of launches.

ROADS

There are approximately 730 miles of roads in the territory, excluding district tracks. Of this total only 95 miles had until 1961 been fully constructed and bitumenised, the river having been regarded as the main artery of the Gambia. The current five-year programme allows for the reconstruction of 316 miles of Protectorate roads to all-weather standard and for the provision of bridges and culverts to British Standard Heavy Loading.

The reconstruction of 218 miles of this programme is well under way by direct labour and 90 miles were completed. It is planned to complete 50 miles of new construction a year in addition to contract work. A 35-mile section of the Brikama–Mansakonko road (total length 88 miles) was completed by contract and work commenced on the remaining 53 miles. This project has been treated separately because a high standard of construction is required. When completed the road, which has a 20-foot-wide bitumenised carriageway, will provide an important link between Bathurst and the Trans-Gambia road, which carries traffic between the Senegal and Casamance.

CIVIL AVIATION

The international aerodrome is at Yundum, 17 miles from Bathurst. The Director of Public Works is Controller of Aviation and the airport control services are run on behalf of the Government by International Aeradio Limited. The Public Works Department maintains runways, buildings and water services, and the Electricity Department maintains the runway lighting and standby alternator.

Meteorological services are provided by the Meteorological Unit of the Gambia Government.

Scheduled return flights between Accra and Dakar calling at Abijan, Robertsfield, Freetown and Bathurst are run by W.A.A.C. (Nigeria). Ghana Airways runs a twice-weekly return service calling at the same places and also calling at Conakry. British United Airways run one return flight each week from Gatwick to Accra calling at Las Palmas (night stop), Bathurst and Freetown. U.A.T. operates a return scheduled service Dakar-Bathurst-Ziguinchor once a week. Aircraft movements were 1,142 in 1960 and 1,458 in 1961.

A combined Ministry of Aviation and Air Ministry team visited the Gambia in October 1960 to investigate and report on the problems involved in the development of Yundum Airport. Their report is being studied by Government.

TELECOMMUNICATIONS

The automatic telephone system has exchanges at Bathurst, Cape St. Mary and Yundum, and there is a trunk telephone network linking Bathurst with Kaolack and Dakar to the north and Ziguinchor to the south.

The first station of the VHF radio telephone system connecting the principal towns in the Protectorate with Bathurst was brought into service in December 1961.

There are five Government wireless stations operating on the frequency 3809 kilocycles per second, situated at:

Bathurst	Call Sign VSH
Mansakonko	" VSH2
Kuntaur	" ZCA
Georgetown	" VSW
Basse	" VSX

POSTS

There are six post offices in the Gambia, the head office being at Bathurst and the others at Brikama, Mansakonko, Kuntaur, Georgetown and Basse. Postal agencies operate at Cape St. Mary, Serekunda, Gunjur, Barra, Farafenni, Kaur, Bansang and Bathurst. Travelling post offices aboard Government river steamers provide full facilities at ports of call where no post office or agency exists. There are licensed stamp vendors at Bathurst and Kossemar.

Air mails are conveyed north and south by Ghana and Nigeria Airways and by British United Airways. Sea mail is conveyed by the Elder Dempster mail boats, which call at regular, if long,

intervals, and occasionally by other steamers. Overland and river services operate between Bathurst and sub-offices.

The number of letters, postcards, newspapers, etc. handled in 1960-61 was 3,356,918, including 1,585,811 air mail letters received and despatched. The number of parcels dealt with was 23,682, and collections of customs duty amounted to £22,348.

Other transactions during the period were:

	1960	1961
Money Orders issued and paid .	19,819	26,597
Postal Orders issued and paid .	78,411	95,285
Revenue derived as poundage on Money and Postal Orders .	1,029	1,185
Total revenue	28,558	32,855
Total expenditure	39,033	42,135
Excess of expenditure over revenue	10,475	9,280

Chapter 12: Press, Broadcasting, Films and Government Information Services

PRESS

THE following newspapers were published in the Gambia during the period:

The Gambia Outlook, price 6d., published weekly by the Sene-Gambia Press, 4 Blanc Street, Bathurst. Proprietor, Publisher and Editor, M. B. Jones, 30 Stanley Street (ceased publication in 1961).

The Gambia Echo, price 6d., published weekly by the Gambia Echo Syndicate, 2 Russell Street, Bathurst. Editor: Tom R. G. Roberts, Dobson Street, Bathurst.

The Gambia News Bulletin, subscription 1s. per month or 12s per annum, published thrice weekly except Sundays and public holidays by the Government Information Office, Bathurst.

BROADCASTING

There was no broadcasting station in the Gambia during the period under review, but broadcasting will start in 1962.

FILMS

There are four commercial cinemas in the country (two in Bathurst). The films they show are generally obtained from a circuit operating in adjacent Senegal.

The Government Information Office shows films in Bathurst and operates a mobile cinema in the Protectorate during the dry season. There are also static projectors located at each of the four Divisional Headquarters in the Protectorate. The films used by the Information Office are obtained from the Central Office of Information, London. During 1960 and 1961, 116 film shows were given in Bathurst and its environs, and 83 shows were given covering all the Divisions of the Protectorate. Film shows were also given at the Annual Chiefs' Conference.

Films are shown regularly at the British Council Centre at Bathurst to members of the Centre. These are usually documentaries, though feature films are occasionally shown. The local Roman Catholic Mission also occasionally show films of a religious nature.

There is a Cinematograph Board of Control, the main function of which is to licence films for exhibition. Slides and posters also come under its control.

GOVERNMENT INFORMATION OFFICE

In addition to film shows, the Information Office runs a small photographic service to supply its own needs and to illustrate articles on the Gambia and Gambian subjects for publication overseas. It also issues a number of press releases for home and overseas use and assists the local commercial weekly newspapers with background material and with ebonoid printing blocks.

Quantities of posters, other display material and reading matter, mainly supplied by the Central Office of Information, London, are distributed regularly throughout the territory.

Chapter 13: Research

YUNDUM EXPERIMENTAL STATION

THE main agricultural research carried out by the Government is detailed in the Annual Reports of the Yundum Experimental Station, obtainable from the Ministry of Agriculture, Cape St. Mary, Bathurst. The programme of work started in 1952 was continued into the period under review. Nearly all the experiments related to groundnuts.

The agronomist (Mr. S. H. Evelyn) was at Yundum throughout 1960. After his departure in 1961 he was replaced by Dr. M. I.

Ashrif, previously engaged on work at Sapu Rice Farm. The work covered a very wide scope, including:

- (1) Land preparation trials.
- (2) Rotational trials.
- (3) Effects of application of difficult fertilisers, including residual effects.
- (4) Effects of mulching, burning, anti-erosion measures, weeding and seed treatment.
- (5) Variety trials.
- (6) Pest and disease resistance trials.

The plant physiologist (Dr. R. Comber) left the Gambia in 1960. The Government is seeking to replace him by a soil chemist. His work was mainly concerned with trace elements. The soil scientist (Mr. I. Thornton) has carried out soil analyses, in connection with the fertiliser trials of the agronomist, and also fertiliser trials on citrus.

Publication

"Groundnut Fertiliser in the Gambia" by Ashrif, Evelyn and Thornton in *Oleagineux*, Paris.

THE MEDICAL RESEARCH COUNCIL LABORATORIES

These laboratories are maintained by finances provided jointly by the Medical Research Council of Great Britain and under the Colonial Development and Welfare Acts. The staff, comprising a resident director, six medical and scientific officers, one administrative officer, 13 ancillary expatriates and 90 Africans, is engaged in the study of the diseases of the Gambia and its investigations are conducted in and around the coastal zone of Fajara and the riverine field station of Keneba in the West Kiang district of the Protectorate. Whilst much research is undertaken in the field, the detailed investigation of sick individuals is made in the 40-bed research ward at Fajara.

The facilities of the laboratories are frequently made available to visiting workers who pursue their own research programmes. A detachment of the Medical Research Council Trachoma Research Group, comprising an ophthalmologist, one scientific officer and two technologists, is permanently stationed at the laboratories.

Summary of Research (1960 and 1961)

By Staff

- (1) The effects of repeated parasitic infections on the health of a rural village community.

- (2) The distribution of glucose-6-phosphate dehydrogenase deficiency in a rural population.
- (3) The effects of heavy and repeated malarial infection in Gambian infants and young children.
- (4) The mechanism of malarial immunity.
- (5) The metabolism of serum proteins in Gambian subjects.
- (6) The incidence and aetiology of anaemias in rural populations.
- (7) The epidemiology and importance of measles in Gambian children.
- (8) The value of diethylcarbamazine (Hetrazan) in the field control of Bancroftian filariasis.
- (9) Investigation of general pattern of illness in Gambian children.
- (10) Elucidation of the factors responsible for high mortality rates in Gambian children.
- (11) The effect of socio-economic influences on growth and mortality in African children.
- (12) Antibody production in African children following administration of specific therapeutic vaccines.
- (13) The bionomics of mosquitoes of the *A. gambiae* complex.
- (14) Study of the female reproductive system and the gonotrophic cycle in *A. gambiae*.
- (15) Study in *Culicoides* populations in the Gambia.
- (16) Employment of age grading techniques in *Culicoides* populations.

By Visitors

- (1) *Trachoma Research Unit:*
 - (a) The epidemiology of trachoma.
 - (b) The antigenicity of the trachoma virus.
 - (c) The preparation and testing of a vaccine against trachoma.
- (2) The ecology of the snail vectors of schistosomiasis.
- (3) Study of hookworm and other parasitic intestinal infections.
- (4) Study of the incidence of cardiomyopathies in the Gambia.
- (5) Study of calcium metabolism and the incidence of osteoporosis in the Gambia.

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Lancet, 1961, I, 795.

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"Penicillin Therapy in Trachoma."

Brit. J. Ophthalm., 1960, 44, 248.

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"The Natural History of Stable Malaria in the Pre-School Child."

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Hurly, M. G. D.

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PART III

Chapter 1: Geography

THE Gambia river is one of the finest waterways of West Africa. It rises near Labe, on the Futa Jallon Plateau, and first flows away north eastwards before swinging round in an extensive arc, so that it is flowing generally westwards towards the Atlantic by the time it enters the Gambia territory near Koina, 295 miles from its mouth. From Koina, in the region known as the Upper River, it proceeds in a series of large meanders to a point a few miles below MacCarthy Island where it swings into the loop which is such a notable feature of the Middle River.

As the river emerges from this loop its character changes. It becomes much broader, and mangroves appear along its banks. The presence of mangroves is a sign of brackish water, and, in fact, salt water extends 120 miles up stream at the height of the dry season, though during the rains it is swept down stream as far as Elephant Island, 93 miles from the mouth of the river. Elephant Island is really the head of the estuary (the Lower River), where the broad river looks like an arm of the sea, as in fact it is. A solid wall of mangroves limits the view from the water, except in stretches such as that near Albreda where sandstone outcrops take the place of the riverine swamps.

Quite large ocean-going vessels can enter the main port of Bathurst, for the water over the bar is comparatively deep. Smaller vessels can sail 150 miles up stream to Kuntaur, and moor directly against the river bank.

The division into Upper River, Middle, and Lower River is useful. In the Upper River the main stream flows in a gorge considerably below the level of the flattish land on either side. It is only at the time of the highest floods that the river is so swollen that it overflows its banks, producing narrow swampy tracts on each side. Beyond these swamps stretch the sandstone "uplands," notable for the production of groundnuts upon which the economy of the Gambia so largely depends.

These uplands form the edge of the extensive Senegambian Sandstone Plateau, here gashed by the River Gambia itself. Gently, but

surely, this plateau becomes lower in elevation towards the west, until in the Middle River its level is not greatly above that of the riverine lands. Here there is no gorge; instead, broad swamps extend for a mile or more away from the river along either bank. These are the main *banto faros*, flooded during the rains but above water during the dry season, and their comparatively fertile soils afford good prospects for the growing of swamp rice, which is a main crop of the Middle River.

In the Lower River the *banto faros* are still prominent, but in a modified form owing to the salinity of the water of the estuary. The wall of mangroves along the river frontage is a very distinctive feature. The flood waters of the rainy season are saline; this severely limits the value of the swamps for it means that rice growing is not at present possible in the salt-impregnated soils.

Population, therefore, avoids these useless and unhealthy swamps, and is concentrated on the sandy plateaus away from the river. Two extensions of these plateaus should be noted: one extending southwards from the border of Senegal to the river in the stretch near Albreda, and the other extending northwards from the border of Casamance to Cape St. Mary, near Bathurst, where it abruptly terminates in low cliffs. This second sandstone area is comparatively heavily populated, as it is not only swamp free, but also benefits climatically from the sea breezes which sweep across it from the Atlantic.

The Island of St. Mary, which protrudes eastwards and so narrows the mouth of the river, is simply a sand bar extended southwards by mangrove swamps. The capital and chief port, Bathurst, lies on its easterly tip. It was originally located there to control slave trading on the river. Land reclamation has now improved what was naturally a very poor site for the capital of the Gambia. Bathurst is connected with the adjacent Kombo St. Mary, on the mainland to the west of Bathurst, by a bridge.

A glance at the map suggests that the boundaries of the territory have been arbitrarily drawn at a general distance of six miles from the river banks, except in parts of the Lower River. There remain close economic and social links between the inhabitants of the Gambia and the surrounding territories; for instance, many cattle move in to the Gambia from across the border each year, and the "strange farmers" who help with the growing of groundnuts and are mentioned elsewhere in the Report.

Population

Bathurst, the capital, is the only town in the Gambia and has a

population which was estimated at 24,500 in 1961. About half this number are Wollof, and Aku (de-tribalised Africans whose ancestors were liberated slaves or refugees from other areas at the time of the slave trade), Mandingo, Jola, Fula and Severe make up the rest.

The Island of St. Mary and Kombo St. Mary have a total area of about 30 square miles and together make up the Colony area. The population of Kombo St. Mary was estimated at 9,600 in 1961.

The Protectorate, which comprises the whole of the Gambia other than the Colony, has a total area of 3,978 square miles and a population of some 253,200.

The Mandingo are the most numerous tribe in the Protectorate totalling about 102,000, followed by the Fula and Wollof tribes. Chapter 1 of Part II of this Report deals with the population of the territory.

Land Utilisation

There are no plantations or estates, the main cash crop, ground-nuts, being raised entirely by African farmers under a system of shifting cultivation. The principal crops for local consumption are rice, sorghum, millet, cassava, maize, beans and onions.

Forest produce is quite considerable in the Protectorate. An important source of building material is the rhun palm (*Borassus flabellifer*), which is used for bridge building, for the building of wharves and, when split, as roofing poles upon which thatch is laid. Mangrove poles are also used in house building and for fence posts. The bamboo (*Oxtenanthera abyssinicia*) is used for making krinting (woven bamboo) fencing and house walls.

Fauna

The fauna of the Gambia is a large one but includes little big game. Hyaenas and jackals often cause trouble foraging in village burial grounds. Dog-faced baboons, which are common throughout the Protectorate, move about in troops often numbering 100 or more, causing damage to crops. Among the edible game there are bush-fowl, guinea fowl, antelope, teal, spur-winged geese and sand grouse. Hippopotami and crocodile are found in the river.

Insects include mosquitoes and tsetse-flies.

Climate

The Gambia, in common with most of West Africa, has a tropical climate. From about November until April the dominating air

stream is from the north-east and east (the harmattan), while for the rest of the year it is from the west or south-west (the monsoon). The harmattan brings dry conditions; the monsoon brings the rains.

Conditions are pleasant from December to April, when temperatures as low as 45° have been recorded up river. This is the cool season, and it is dry. The hot season follows, when temperatures over 100° are not uncommon up river during the heat of the afternoons, though 90° is rarely exceeded in Bathurst. This can be a very trying period of the year. It is relieved by the onset of the squalls (in May up river, in June in Bathurst) which herald the approach of the rainy season. The average annual rainfall is about 45 inches in Bathurst, but figures vary widely from year to year. On at least one occasion 24 inches has been recorded, while as much as 66 inches of rain has fallen in a single year. Such variability creates difficulties for the farmers.

More squalls are experienced as the rains draw to a close in September or October, when temperatures and humidities are apt to be high. Conditions then gradually revert to those of the cool season.

Communications

Bathurst is the main port, but ocean-going steamers known as "groundnutters" load groundnuts at the up river ports of Kuntaur and Kaur. The river also provides inland communication with the narrow hinterland, and the Marine Department runs regular river-steamer services as far as Basse in the Upper River Division.

Elder Dempster Lines and other companies operate irregular services of cargo vessels, some carrying a limited number of passengers, to and from the United Kingdom. One of the Elder Dempster mail boats calls at Bathurst on her regular six-weekly trip between Liverpool and West Africa, and again on her return journey. There are regular air-services from Yundum Airport, 17 miles from Bathurst, to the United Kingdom, Europe, Dakar and to other countries in West Africa.

There are some 95 miles of bituminous-surfaced roads in the vicinity of Bathurst. The road systems up river consist largely of earth tracks, which may be impassable during the rains, but there are stretches of gravelled road. Work is in progress on the reconstruction of the main roads to an all-weather standard. The Trans-Gambian Road of Senegal, which connects Dakar in the north with Ziguinchor in the south, crosses the Gambia some 80 miles from Bathurst.

Chapter 2: History

THE banks of the Gambia River have been inhabited for many centuries and a number of stone circles of ancient origin exist, but there is insufficient archaeological or written evidence to throw much light on the early history of the country. Established record begins with the European exploration of the West African coast.

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

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

In 1580 the throne of Portugal was seized by Phillip II of Spain and a number of Portuguese took refuge in England. In 1587 one of these refugees, Francisco Ferreira, piloted two English ships to the Gambia and returned with a profitable cargo of hides and ivory. In the following year Antonia, Prior of Crato, who laid claim to the

Portuguese throne, sold to certain London and Devon merchants the exclusive right to trade between the Rivers Senegal and Gambia. This grant was confirmed to the grantees for a period of 10 years by letters patent of Queen Elizabeth. The patentees sent several vessels to the coast, but owing to Portuguese hostility did not venture further south than Joal—30 miles to the north of the mouth of the River Gambia. They reported that the Gambia was “a river of secret trade and riches, concealed by the Portugals. For long since one Frenchman entered with a small barque, which was betrayed, surprised and taken by two gallies of the Portugals.” In 1612 another attempt by the French to settle in the Gambia ended disastrously owing to sickness and mortality.

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

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

In the meantime, James, Duke of Courland, who was the godson of James I of England, had, in about 1651, obtained from various

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

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

In 1677 the Royal Adventurers sublet their rights between Capes Blanco and Palmas to another body of adventurers, who came to be known as the Gambia Adventurers. On the expiration of the lease in 1678, the rights reverted to the Royal African Company, which had purchased the rights and property of the Royal Adventurers six years previously.

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

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

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

After these setbacks the African Company enjoyed 20 years of comparative prosperity. A very detailed account of the life and work of the Company's servants in the Gambia during this period is given in Francis Moore's *Travels into the Inland Parts of Africa*. Factories was established as far up the river as Fattatenda and at other places, and a fairly considerable trade was carried on with the interior of the continent.

Nevertheless, despite an annual subsidy from the British Government for the maintenance of their forts, the African Company became in course of time involved in grave financial difficulties. In 1749 James Island was found to be "in a most miserable condition, the people in a melancholy situation for want of goods to carry on trade to support their garrison, not having had any supplies for upwards of

five years, and not being allowed to trade for themselves the consequences of which were that they were obliged to call in their out-factors on the continent. By being so neglected the chief trade is gone down the River Senegal to the French factory". In the following year it was reported that the garrison at James Fort "was reduced by sickness from twenty-five or thirty men to five or eight and, the officers being all dead, a common soldier had succeeded to the command".

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

In 1765 the forts and settlements in the Gambia were, by another Act of Parliament, taken from this new company and vested in the Crown. For the next 18 years the Gambia formed part of the Crown Colony of Senegambia. Government headquarters was at St. Louis at the mouth of the River Senegal and a Lieutenant-Governor was appointed to take charge of James Fort and the settlements in the Gambia.

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

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

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

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

For the next 30 years British influence in the Gambia was confined to the operations of a number of individual traders. Settlements were established by these traders along the river banks. Perhaps the most important of these was at Pisanía (Karantaba). This settlement, which was already in existence in 1779, was occupied by a doctor named Laidley and a family of the name of Aynsley. Subsequently, invaluable assistance was rendered by both Laidley and the Aynsleys to Major Houghton (1790), Mungo Park (1795 and 1805) and Major Grey (1818) in the course of their journeys of exploration into the interior of Africa.

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

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

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

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

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

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

In 1888 the Gambia once more separated from Sierra Leone and has ever since that date been a separate colony. In the following year an agreement was arrived at between the French and British Governments for the delimitation of the boundaries of the Gambia, Senegal and the Casamance. In the meantime, despite a number of petty wars the Gambia Government had been able to conclude a series of treaties with the principal chiefs living upon the banks of the river. Some of these provided for the cession of small tracts of territory, but the majority of the later treaties conferred British protection. The last and most important of these was concluded in 1901 with Musa Molloh, the paramount chief of Fuladu. In 1894 an Ordinance was passed for the better administration of those districts which had not been ceded to, but merely placed under the protection of the British Government. It was also found that in practice it was not feasible to administer as part of the Colony isolated tracts of land lying at a considerable distance from the seat of government. Con-

sequently, in 1895, and the following years, Ordinances were passed bringing a number of these strips of territory under the protectorate system of administration. Finally, by a Protectorate Ordinance passed in 1902, the whole of the Gambia, with the exception of the island of St. Mary, was brought under the protectorate system.

It is not proposed here to attempt to summarise the more recent history of the Gambia, which may be found in the Annual Reports published during the past 40 years, but during that time the pace of development in the Colony has outstripped that of the Protectorate, and has accentuated the cleavage between the two areas considerably.

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

By a constitutional measure of 1947 an unofficial majority was introduced to the Legislative Council, including one elected member to represent Bathurst and Kombo St. Mary. Four years later a further step was taken and the Council which met for its inaugural session in November 1951, included eight unofficial members of whom two were elected to represent Bathurst and one Kombo St. Mary, while four were appointed to represent the four divisions of the Protectorate and one commercial interests. The office of Vice-President was also created at the time and filled by a Gambian who normally presided at meetings of the Council. All the elected members were appointed to the Executive Council and two became Members of the Government without Portfolio.

In 1953, the country being ready for further advances, a Consultative Committee under the presidency of the Governor, made proposals which were embodied in a constitution which came into force towards the end of 1954. The Order-in-Council provided for the election of 14 unofficial members to the Legislative Council, the nomination of two others and the election of a Speaker, the Governor remaining President. There were four *ex officio* members and one nominated Gambian member of the Public Service. There

were to be not less than two or more than three Ministers, and there was an unofficial majority in Executive Council for the first time.

During 1955 the Government purchased a substantial building of modern design in Bathurst for conversion to a Legislative Chamber with accommodation for approximately 150 visitors. The Chamber was completed and opened at a session of the Council in December 1955.

The then Secretary of State, Mr. Alan Lennox-Boyd, came to Gambia in June 1959 and held talks with political leaders and representatives of the Protectorate, which crystallised in the 1960 constitution, described in the next chapter.

In March 1961 the Governor appointed a Chief Minister charged with the duty of co-ordinating the activities of the several Ministers.

A constitutional conference was opened by Lord Perth in May 1961 and continued in London in July. Its report envisaged a general election not later than May 1962 followed by the introduction of self-government with full ministerial responsibility under a Premier, certain subjects being reserved for the Governor.

Chapter 3: Administration

THE constitutional advance which came in April 1960 provided for an enlarged legislature, re-named "House of Representatives", and an Executive Council consisting of four official and six appointed members, all of whom must be elected or nominated unofficial members of the House. The Governor continued to be President of both bodies. Universal adult suffrage, which had been enjoyed in the Colony for several years, was for the first time extended to the Protectorate, which was allotted 12 seats, the Colony having seven. Eight seats were allotted to Head Chiefs who were elected by an electoral college composed of all the chiefs. Literacy in English became a qualification for election. Of the six Ministers appointed after the general election of May 1960, four held portfolios conferring responsibility for the activities of Government Departments.

The local government authority in the Island of St. Mary is the Bathurst Town Council, which consists of the Commissioner of the Colony as an *ex officio* member, four nominated members and three elected members from each of the five wards. Its main activities consist, at present, of lighting streets, maintaining markets and

drains, taking care of open spaces and maintaining all cleansing services within the town. The Council draws revenue from rates, levied on private, commercial and Government premises which are all subject to annual valuation, market dues, sundry grants from Government and duties on palm wine entering the town.

The Kombo Rural Authority concerns itself with the maintenance of village streets and markets and some forms of agricultural development. Revenue is derived from rates, fees from trade licences and the hire of market stalls.

The Protectorate is administered in four Divisions, Western, Lower River, MacCarthy Island and Upper River. Each Division is in the charge of a Commissioner with headquarters at Brikama, Mansa Konko, Georgetown and Basse respectively. There is an Assistant Commissioner in Lower River Division stationed at Kerewan on the North Bank.

Each Division consists of a number of districts. There are 35 such districts of sizes ranging from 8 to 305 square miles and with populations varying between 1,000 and 30,000. Each district is ruled by a District Authority appointed by the Governor, and consisting of the Chief as President and a Council of village heads and traditional advisers. The District Authorities are expected to maintain order and good government in their areas and have powers to make rules and orders for a variety of matters.

In 1961 a start was made on a new policy of establishing Area Councils containing a majority of elected members. These are taking over from the District Authorities all their powers relating to development and the provision of services, leaving the chiefs and their advisers in each district responsible for law and order and the administration of justice. Two of these Area Councils were established in 1961, in Brikama and Basse, and eventually six such councils will cover the whole protectorate.

The administration of justice at the lowest level in the Protectorate continues to be carried out by District Tribunals appointed by the Governor. There is one tribunal in each of the 35 districts with the Chief as president and, usually about six elders as members. Group Tribunals are established in each Division (two in MacCarthy Island Division), with a membership drawn from the District Tribunals of the area. These Group Tribunals have greater powers than a District Tribunal and can deal with disputes which by their nature are not suited for adjudication within a single district. All appeals from both District and Group Tribunals are dealt with by the High Court.

Prior to 1960 each of the 35 District Authorities had its own treasury and prepared its estimates of revenue and expenditure. Since 1960 these have been consolidated into six treasuries, each corresponding to the area of one of the new Area Councils. Where an Area Council has not yet been formed, the treasury is managed by a finance committee appointed by the District Authorities.

The sources of revenue are district rates, rent for leased land, district tribunal fees, timber and other royalties, miscellaneous licence fees, interest on investments and Government grants.

The Annual Conference of Protectorate Chiefs was held at Georgetown in 1960 and at Barra in 1961. The conference normally due in February 1962 was held in December 1961 at Brikama in order to make it possible for the conference to be opened by Her Majesty the Queen in the course of her visit to the Gambia. All these conferences were attended by large numbers of official and unofficial visitors, and an innovation at the last conference was the participation of elected members of Area Councils.

The system of land tenure in the Protectorate is laid down by Ordinance, which provides that all lands are vested in the District Authorities of the districts in which they are situated, to be held and administered for the use and common benefit of the communities concerned. Formal leases to Government and commercial firms for approved purposes may be granted with the approval of the Commissioner for Local Government.

Chapter 4: Weights and Measures

IMPERIAL weights and measures are in general use.

Chapter 5: Reading List

PUBLICATIONS, other than those of purely official character, are limited in number. Most of the older publications are out of print. Those listed below do not include books which relate to West Africa in general.

A detailed bibliography of the Gambia prepared by Dr. D. P. Gamble in 1958 (cyclostyled) can be obtained on application to the Secretary, Ministry for Local Government and Lands, Bathurst.

BISSET ARCHER, F. *The Gambia Colony and Protectorate, an Official Handbook*. London, St. Bride's Press Ltd., 1906.

GRAY, J. M. *A History of the Gambia*. Cambridge University Press, 1940.

JARRETT, H. R. *A Geography of Sierra Leone and Gambia*. Longmans, Green, 1954.

SOUTHORN, LADY. *The Gambia*. Allen and Unwin, 1952.

VAN DER PLAS, CHARLES D. *Report of a socio-economic survey of Bathurst and Kombo St. Mary in the Gambia*. New York, United Nations, 1956.

OFFICIAL PUBLICATIONS

Obtainable from the Information Office, Bathurst, or the Crown Agents for Oversea Governments and Administrations, 4, Millbank, London, S.W.1.

Trade Reports for 1960 and 1961.

Gambia Gazette.

A Report of a Survey of the Rice Areas in the Central Division of the Gambia, by C. D. Van der Plas.

Report of the Commission on the Civil Service of the Gambia, 1956, by L. H. Gorsuch.

Constitutional Development in the Gambia: Exchange of Despatches, 1959. Sessional Paper No. 4 of 1959.

Record of the Constitutional Conference held from the 6th to 11th March, 1959, with His Excellency the Governor's opening address. Sessional Paper No. 3 of 1959.

The Financial Position: Exchange of Despatches between the Governor and the Secretary of State for the Colonies, 1960. Sessional Paper No. 11 of 1960.

Education Policy, 1961-1965. Sessional Paper No. 1 of 1961.

LOYNES, J. B. *Report on the problems of the future currencies of Sierra Leone and Gambia, 1961.* Sessional Paper No. 12 of 1961.

British Government Publications

Obtainable from Her Majesty's Stationery Office.

Report of the Gambia Constitutional Conference, 1961. Cmd. 1469.

APPENDIX I ORDINARY REVENUE, 1953-1960

	1953	1954	1955	1956	1957	1958	1959	1960
1. Revenue from local sources:								
Customs (net)	517,743	831,537	894,787	754,583	1,206,200	1,140,053	841,351	813,471
Port Dues	29,550	30,526	37,286	32,316	44,245	51,633	40,588	40,977
Taxes (including "purchase tax")	229,289	134,801	146,543	196,296	242,408	288,253	304,189	198,414
Licences, etc.	14,513	15,043	17,252	17,457	25,686	28,864	30,993	24,938
Fees, etc.	12,610	13,434	15,730	19,574	28,032	37,761	21,761	33,674
Commercial operations	48,320	74,781	73,818	77,158	117,005	90,549	114,792	116,672
Posts, etc.	35,859	37,821	25,293	24,732	24,789	26,405	28,115	28,558
Rents	6,925	9,344	10,371	10,544	10,183	14,215	12,724	13,449
Miscellaneous	17,113	24,229	44,140	28,040	24,249	44,548	32,553	30,591
<i>Total local sources</i>	911,922	1,171,516	1,265,220	1,160,700	1,722,797	1,722,281	1,427,039	1,300,744
2. Interest	17,679	23,194	26,984	17,373	33,572	50,131	41,653	30,670
<i>Total Comparable Revenue</i>	929,601	1,194,710	1,292,204	1,178,073	1,756,369	1,772,412	1,468,692	1,331,414
3. Currency Board profits	15,604	18,950	13,580	13,160	24,800	52,000	—	172,450
4. C.D. & W. grants	137,256	92,480	124,537	82,701	130,377	—	—	—
5. Other grants	78,021	74,464	67,633	83,163	64,778	—	—	—
<i>Total Net Revenue</i>	1,160,482	1,380,604	1,497,954	1,357,097	1,976,324	1,824,412	1,468,692	1,503,864
Revenue collected and refunded	4,440	5,968	1,999	7,102	3,761	8,883	5,000	5,961
Transfers from Reserves	—	—	—	—	—	—	—	—
Advances repayments	21,826	18,947	21,642	22,332	135,245	39,626	42,414	45,458
Sale of unallocated stores and Manu- facturing Accounts	14,320	14,837	11,435	18,475	12,777	22,083	22,334	17,205
<i>Gross Revenue</i>	1,201,068	1,420,356	1,533,030	1,405,006	2,128,107	1,895,006	1,538,440	1,572,488

APPENDIX II ORDINARY EXPENDITURE, 1953-1960

	1953	1954	1955	1956	1957	1958	1959	1960
<i>Recurrent Expenditure:</i>								
Personal emoluments ordinary	£ 371,087	£ 430,365	£ 464,494	£ 541,799	£ 625,453	£ 627,089	£ 656,487	£ 721,789
Military and Defence	20,481	17,113	16,606	17,248	17,903	36,051	3,913	—
Departmental and Services	493,805	623,085	537,837	635,151	753,612	590,109	633,649	718,780
Pensions and gratuities	56,876	59,389	72,444	71,428	78,516	104,973	133,978	128,701
Steamer and Telephone Equipment								
Depreciation Funds	6,000	6,000	8,000	8,000	8,000	8,000	—	—
Public Debt	2,318	9,558	16,852	16,798	16,798	16,798	16,798	16,798
<i>Non-Recurrent Expenditure:</i>								
Public Works	61,363	52,855	80,902	95,558	116,705	—	—	—
Expenditure against Special Grants								
(Public Works Development)	69,331	28,445	83,882	79,948	110,491	—	—	—
Real Expenditure	1,081,261	1,126,810	1,281,017	1,465,930	1,727,478	1,383,021	1,444,825	1,586,068
Revenue refunds	4,440	5,968	1,999	7,102	3,761	8,883	5,000	5,961
Advances	13,542	46,873	21,602	132,738	26,921	129,669	33,292	35,164
Transfers to Development Fund	—	—	—	—	—	400,000	275,000	75,000
Unallocated stores and Manufacturing								
Account	(13,550)	(13,342)	(24,772)	41,130	59,771	39,966	58,332	7,875
<i>Gross Expenditure</i>	1,085,693	1,166,309	1,279,846	1,646,900	1,817,931	1,961,539	1,816,449	1,710,068

APPENDIX III

EXPENDITURE BY HEADS, 1953-1960

Head of Expenditure	1953	1954	1955	1956	1957	1958	1959	1960
The Governor	£ 9,270	£ 9,305	£ 10,381	£ 10,799	£ 11,491	£ 12,414	£ 13,573	£ 12,951
Accountant General's Department	9,600	11,589	11,484	12,683	13,299	14,226	18,117	16,213
Agriculture and Development	87,408	50,173	51,256	82,521	99,137	51,136	54,693	60,332
Audit Department	4,854	5,271	5,029	6,267	7,412	7,996	7,822	8,288
Colony Administration	7,646	8,310	6,983	6,310	6,893	7,103	7,312	8,178
Crown Law and Lands	3,908	4,620	5,290	6,349	8,286	8,359	6,985	7,806
Customs	14,330	17,559	14,713	20,757	18,362	24,265	19,555	21,291
Education Department	59,651	73,265	85,165	84,941	101,203	130,960	131,672	155,861
Electricity Department	—	—	54,613	50,397	58,620	57,424	62,037	67,745
Forestry	4,513	3,979	4,272	4,853	4,283	—	—	—
Income Tax	—	—	—	—	—	—	—	—
Judicial Department	7,611	8,580	9,446	11,267	10,283	9,948	10,415	10,846
Legislature	2,608	3,725	9,158	10,545	13,427	13,174	14,194	25,840
Marine	97,917	79,389	99,248	145,738	162,305	128,704	121,482	132,574
Medical and Health Services	103,051	108,269	117,509	131,605	154,735	154,487	158,599	168,385

Meteorological Services	71,014	143,685	100,671	218,363	140,412	159,005	172,501	170,114
Miscellaneous Services	56,876	59,389	72,444	71,428	78,516	104,973	133,978	128,701
Pensions and Gratuities	45,677	48,170	55,081	64,440	76,084	98,756	115,615	134,367
Police	13,791	10,320	36,518	40,004	37,305	32,586	34,751	39,033
Post Office	15,222	16,254	16,237	19,361	23,904	20,514	21,098	21,691
Printing Office	12,706	12,832	12,586	15,623	14,873	12,568	12,245	12,654
Prisons	34,112	24,211	24,586	32,980	36,782	38,345	44,047	46,246
Protectorate Administration	2,318	9,558	16,852	16,798	16,798	16,798	16,798	16,798
Public Debt Charges	54,046	92,627	62,922	143,432	211,886	154,654	199,762	179,979
Public Works Department	126,977	133,550	92,486	96,522	110,688	95,483	97,082	117,385
Public Works Annually Recurrent	65,390	52,855	80,902	95,538	116,705	—	—	—
Public Works Extraordinary	—	—	—	—	—	—	—	—
P.W. Department (Development Works)	65,304	28,445	83,882	79,948	110,491	—	—	—
Reserve Development	6,000	6,000	8,000	8,000	8,000	8,000	—	—
Royal West Africa Frontier Force	20,481	17,113	16,606	17,248	17,903	36,051	3,912	—
Secretariat	27,075	60,370	61,563	70,179	68,702	38,913	38,940	46,140
Survey Department	6,739	7,400	7,665	9,541	12,608	10,729	11,423	12,073
Veterinary Services	11,112	13,192	13,126	14,198	17,335	13,968	12,841	13,577
Wallikunda Rice Farm	38,486	48,264	25,169	20,781	28,337	—	—	—
Yundum College	—	—	—	15,764	20,866	—	—	—
Transfer to Development Fund	—	—	—	—	—	400,000	275,000	75,000
Total	1,085,693	1,166,309	1,279,846	1,646,900	1,817,951	1,961,539	1,816,449	1,710,068

Note: From 1958 onwards, capital expenditure has been accounted for under Development Budget.

APPENDIX IV

STATEMENT OF ASSETS AND LIABILITIES as at 31st DECEMBER 1960

LIABILITIES

1. DEPOSITS:	£	s.	d.	£	s.	d.	£	s.	d.
Post Office Savings Bank—Amount due Depositors	293,185	0	2						
Less deficit in Savings Bank Reserve Account	31,504	14	6						
				261,680	5	8			
Miscellaneous				157,962	11	2			
Other Governments				7,093	9	6			
							426,736	6	4
2. SPECIAL FUNDS:									
District Authorities Reserve Fund				37,290	19	11			
Divisional Hungry Season Relief Fund				2,055	19	6			
Farmers' Development Fund				558,048	1	4			
Farmers' Stabilization Fund				285,384	3	5			
Gambia Development Fund				69,831	3	4			
Gambia Revolving Loan Fund	30,000	0	0						
Less Advances issued	1,495	0	0						
				28,505	0	0			
Provident Fund				587	9	5			
War Memorial Fund				2,000	0	0			
							983,702	16	11
							473,954	17	3
3. RESERVE FUND									
4. GENERAL REVENUE BALANCE ACCOUNT:									
Balance 1st January, 1960				322,820	0	4			
Less:									
Net deficit at 31st December, 1960	137,580	13	8						
Depreciation of Investments	17,031	0	1						
				154,611	13	9			
							168,208	6	7
							£2,052,602	7	1

ASSETS

	£			s.			d.			£			s.			d.		
	£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.
1. CASH:																		
At Local Bank	36,588	15	7						
In Treasury Chest	407	12	10						
Held by Sub-Accountants	12,258	19	5						
Held by the Crown Agents	111	6	0						
2. JOINT CONSOLIDATED FUND				49,366	13	10			
3. DRAFTS AND REMITTANCES				94,000	0	0			
4. IMPRESTS				1,805	0	9			
5. ADVANCES:				20	0	0			
Farmers' Development Fund	179,505	8	2						
Farmers' Stabilization Fund	125,603	17	0						
Miscellaneous	34,367	7	11						
Other Governments	3,055	2	0						
Personal	20,653	1	3						
6. INVESTMENTS:													363,184	16	0			
Special Funds—																		
Cash on hand pending Investment	24,764	0	8						
District Authorities and Reserve	37,290	19	11						
Divisional Hunry Season Relief Fund	2,055	19	6						
Farmers' Development Fund	558,048	1	4						
Farmers' Stabilization Fund	285,384	3	5						
Gambia Development Fund	53,518	1	11						
Post Office Savings Bank	239,070	17	6						
War Memorial Fund	1,833	16	4						
General—										1,201,966	0	7						
Reserve Fund	201,118	5	4						
Surplus Funds	141,141	10	3						
										342,259	15	7						
										1,544,225	16	2						
										£2,052,602	7	1						

- Note: (1) The public debt amounted to £238,759 13s. 9d. and the sinking fund £83,737 14s. 6d.
 (2) Sum due from Colonial Development and Welfare funds £11,753 0s. 11d.
 (3) The assets do not include the sum of £8,268 held in debentures in the West African Airways Corporation, out of which £4,652 was repaid during the year.
 (4) There is a contingent liability of £31,604 14s. 6d. in respect of deficit in Savings Bank Reserve Account.
 (5) Reserve fund includes the sum of £25,077 0s. 1d. wrongly credited to be adjusted in 1961.

APPENDIX V

COLONIAL DEVELOPMENT AND WELFARE SCHEMES in progress or initiated in 1960-61

<i>Scheme No.</i>	<i>Scheme</i>	<i>Estimate of Total Cost</i>	<i>C.D. & W. Liability</i>	<i>C.D. & W. Expenditure to 31.12.60</i>	<i>Estimate of C.D. & W. Expenditure in 1961</i>
		£	£	£	£
D.2821	Development Staff	51,500	46,350	39,865	17,000
D.2862	Livestock Improvement	34,463	30,160	21,918	13,000
D.3078	Protectorate Water Supplies	20,000	15,000	14,813	75
D.3210	University Open Scholarships	25,076	7,888	3,528	2,106
D.3335	Armitage School Building and Equipment	70,000	68,000	68,736	433
D.3649	Pre-University Training	8,568	2,770	—	2,500
D.3701	New High School, Bathurst, Science Block	20,000	20,000	20,521	283
D.3742	Road Bridge, Pakali Ba	16,500	14,025	9,316	2,872
D.3812	Protectorate Roads Programme	220,000	198,000	64,348	50,000
D.4036 & A	Barra Ferry Terminal	128,436	128,436	1,504	112,436
D.4162	Sapu Experimental Station	181,766	127,250	10,508	51,320
D.4249	Bathurst Streets, 1960/63	50,000	50,000	5,743	20,000
D.4327	Yundum Airport Engineering Survey	1,800	1,600	96	100
D.4342	Brikama-Mansa Konko Road, Phase II	184,000	184,000	40,527	104,800
D.4459	Agricultural Improvement	34,463	30,160	21,918	13,000
D.4494	New High School, Bathurst, Phase II	110,000	90,000	1,458	45,000
D.4658	Extension of Primary School	103,307	103,307	—	57,970
D.4659	Additional Post-Primary School Buildings	55,410	55,410	—	20,000
D.4810	Additional Transport, Plant and Equipment (P.W.D.)	13,700	13,700	—	13,700
D.4818	Sami Bridge Construction	6,750	6,750	—	—
D.4841	Road Bridge, Brumen	85,600	85,600	—	15,000

APPENDIX VI **EXPENDITURE ON EDUCATION, 1960 and 1961**

	Adminis- tration	Teacher Training	Vocational	Secondary	Primary	Adult	Special Expen- diture	Total
1960	£	£	£	£	£	£	£	£
Personal Emoluments	11,970	10,947	2,050	11,110	48,632	—	—	84,709
Other Charges	2,339	14,994	2,386	36,097	13,539	744	1,053	71,152
Total	14,309	25,941	4,436	47,207	62,171	744	1,053	155,861
1961 (rev. est.)								
Personal Emoluments	*16,786	13,065	2,433	15,025	62,106	—	—	109,415
Other Charges	2,547	23,818	3,014	40,497	19,896	738	2,781	93,291
Total	19,333	36,883	5,447	55,522	82,002	738	2,781	202,706

* Includes Ministry.

NUMBER OF SCHOOLS, PUPILS AND TEACHERS—OCTOBER 1961

	Primary			Secondary			Teachers		
	Schools	Boys	Girls	Total	Schools	Boys	Girls	Total	Total
Protectorate	43	2,782	626	3,408	1	136	13	149	144
Colony	15	2,499	1,787	4,286	4	1,207	513	1,720	205
Total	58	5,281	2,413	7,694	5	1,343	526	1,869	349

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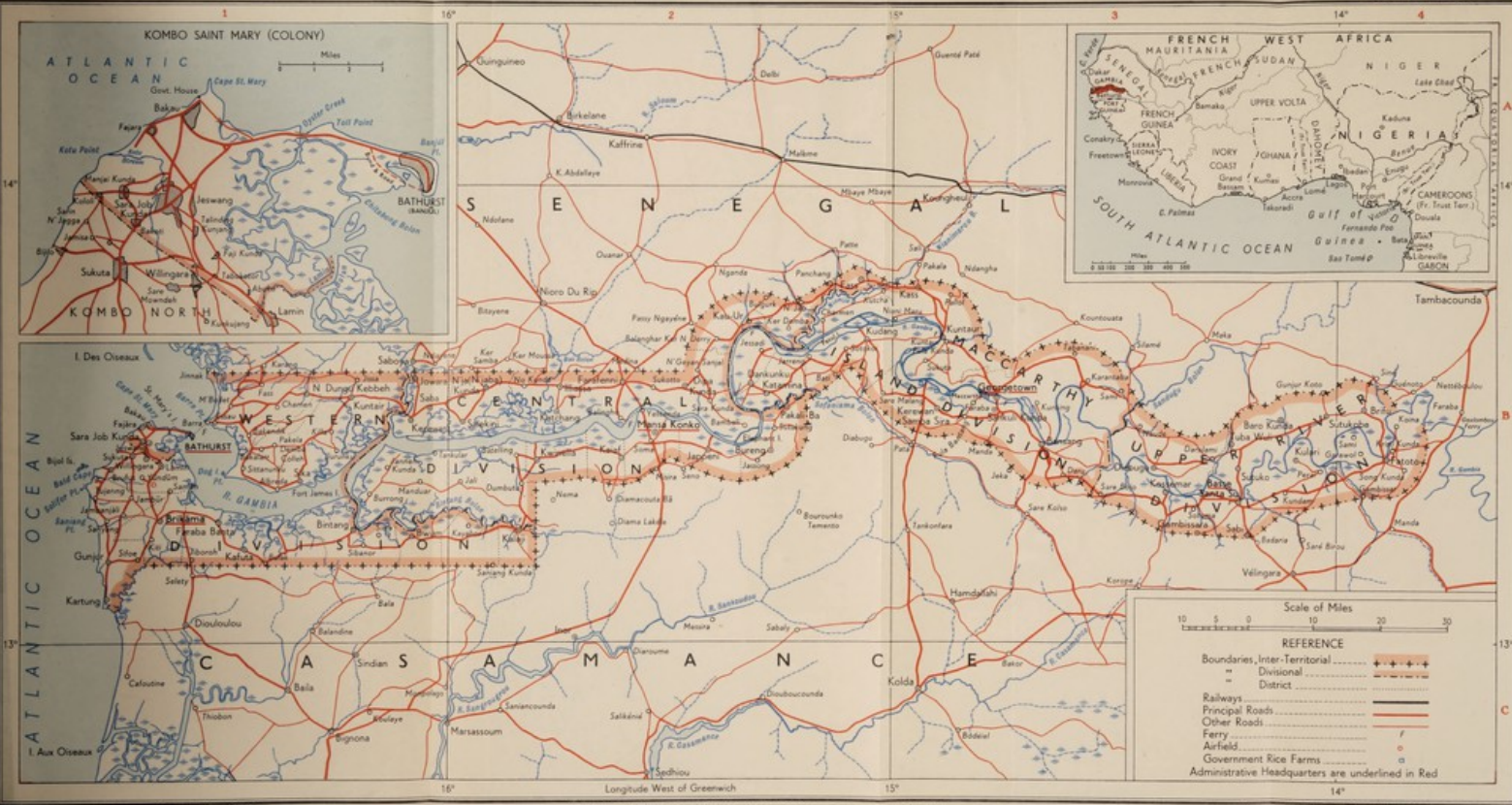
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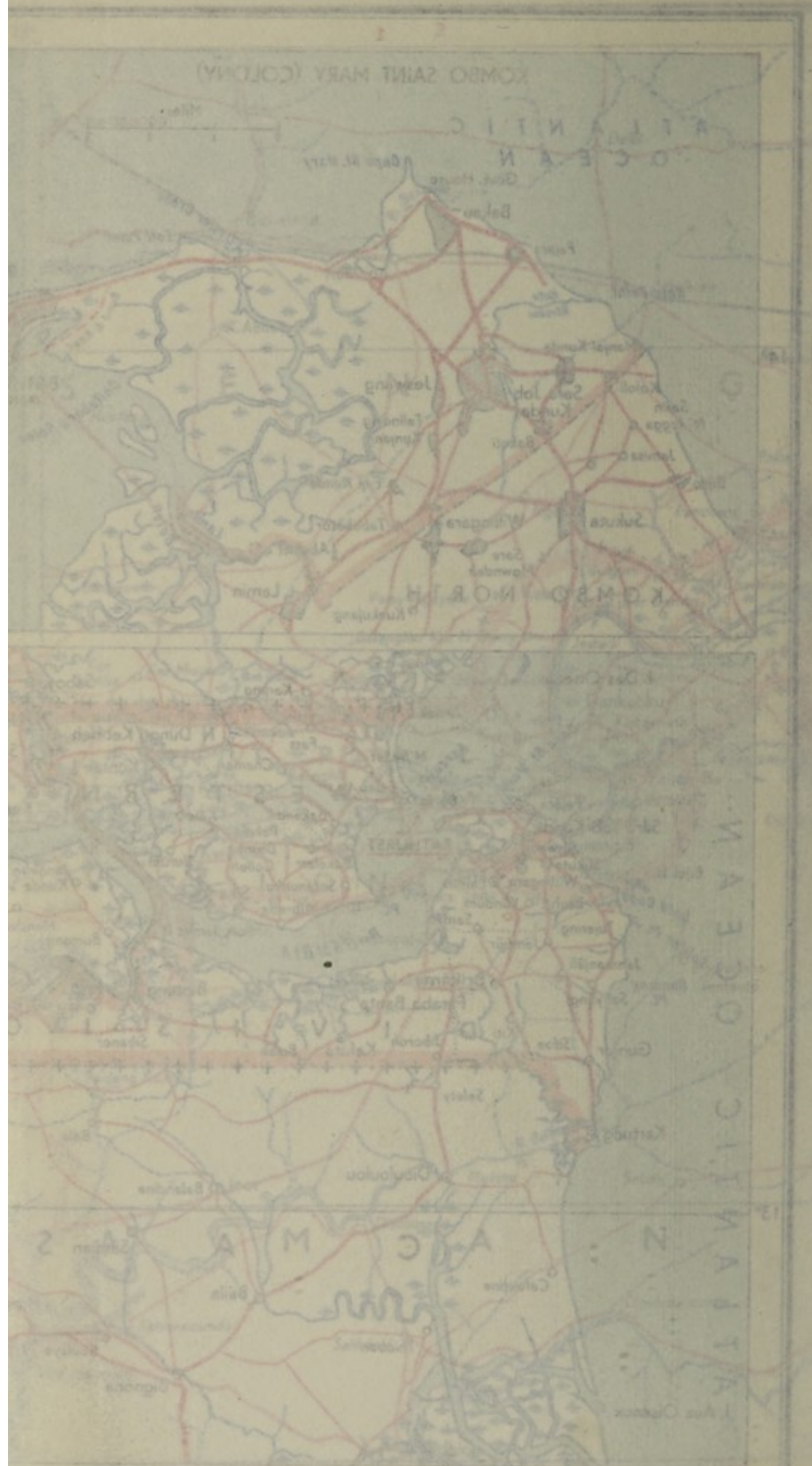
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