

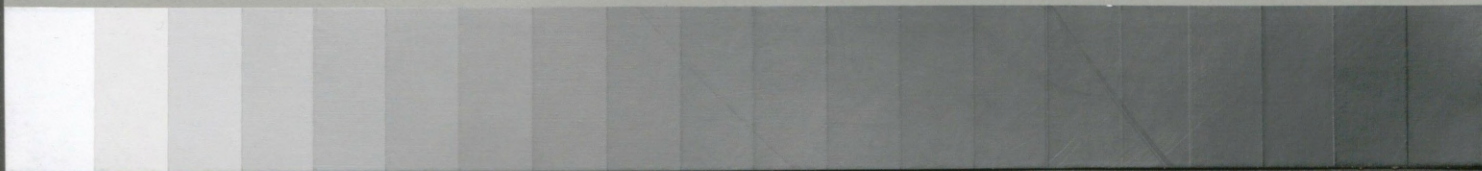
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# THE COLONIAL EMPIRE (1947-1948)

*Presented by the Secretary of State for the Colonies to Parliament  
by Command of His Majesty  
June 1948*

LONDON  
HIS MAJESTY'S STATIONERY OFFICE  
TWO SHILLINGS NET

Cmd. 7433



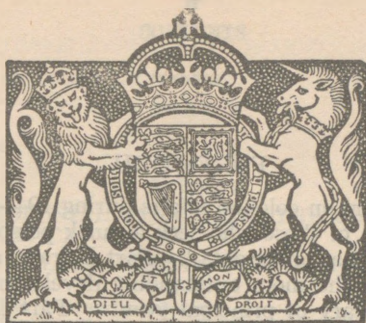


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## FOREWORD

The form of this report on colonial affairs during 1947-48 has been designed to meet the needs, both of those who seek a quick perspective picture, and of those who require information in detail. Part I draws attention to the main trends of policy and to the more outstanding developments during the year, and is preceded by a diary of principal events. Part II develops the themes broadly stated in Part I, and records events and developments in greater detail. I hope that this arrangement of contents will be found to facilitate use of the report.

In last year's Foreword I said that it was hoped to accompany the 1947-48 report with the first of a series of annual surveys dealing in rotation with the affairs of the main regional groups of the colonial territories. The initiation of this series has had to be postponed for a year because of staff difficulties.

The publication, however, of annual reports on the affairs of individual colonies has been resumed. They are published by His Majesty's Stationery Office, and their new and more attractive format has been generally welcomed. Pressure on over-worked staffs, both in the colonial secretariats and in the Colonial Office, meant regrettable delays in publication of the reports for 1946, but arrangements have now been made which should secure earlier publication henceforth.

In addition to the pattern of annual reports, we are this year resuming annual publication of the Colonial Office List (the first post-war edition was published in 1946 in abbreviated form). The List gives detailed information about the work and organisation of the Colonial Office and of the Colonial Governments (including staff lists), and provides also much general and statistical information about the colonial territories.

A. C. J.

H.M.S.O. Dubl. 16.



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## DIARY OF SOME EVENTS OF COLONIAL INTEREST, 1947-48

- April .. .. Royal Family visited Livingstone, Northern Rhodesia, during the South African Tour. On their return journey from South Africa they called at St. Helena.  
 United Kingdom Government asked Secretary-General of the United Nations to place Palestine on the agenda of the next session of the Assembly.  
 Conference on Colonial Civil Aviation in London.  
 Colonial Attaché appointed to the British Embassy at Washington.  
 Central African Council published report on Migrant African Labour.  
 On invitation of the Secretary of State, Bermuda Legislature set up a committee to investigate matters raised in a petition for the appointment of a Royal Commission (Correspondence published as Cmd. 7093).  
 Dr. P. S. Selwyn-Clarke appointed Governor of Seychelles.  
 Mr. B. J. Surridge appointed Adviser on Co-operation to the Secretary of State.
- May .. .. Formation of Colonial Primary Products Committee.  
 Anglo-French Communications Conference at Dakar.  
 Programme of colonial technical conferences drawn up at a meeting in Paris of Belgian, French and United Kingdom representatives.  
 Mission appointed to investigate the suitability of conditions in the Gold Coast, Nigeria and Gambia for the large-scale mechanised production of groundnuts.  
 United Nations Special Commission on Palestine set up.
- June .. .. British, French and Belgian education experts met in London to discuss problems of education in tropical countries.  
 Plan to speed dominion status for Ceylon announced.  
 Proposal to establish a Colonial Development Corporation and an Overseas Food Corporation announced.  
 Conference in Barbados of Directors of Medical Services and Senior Medical Officers in the West Indies.  
 Caribbean Commission instituted a survey to determine the stage of industrialisation in the area and further possibilities.  
 Sir Alan Burns, late Governor of the Gold Coast, appointed permanent British representative on the United Nations Trusteeship Council.
- July .. .. Delegation from British Honduras arrived in London to discuss constitutional and economic problems with the Secretary of State.  
 Announcement that a Consultative Assembly would be set up in Cyprus to consider a new constitution.  
 Uganda Government accepted proposals in the Westlake Report for hydro-electrical development of Owen Falls.  
 The Secretary of State authorised modifications in the constitution of the Legislative Council of Hong Kong and the establishment of a Municipal Council.  
 The erection of a new building for the Colonial Office on the site of the former Westminster Hospital was authorised under the Public Offices (Site) Act.
- August .. .. The Secretary of State sent a personal message about the economic crisis to the peoples of the Colonies.  
 A delegation of the National Council of Nigeria and the Cameroons was received in London by the Secretary of State.  
 Working party set up to advise on reorganisation of sugar industry in Mauritius.  
 Bill introduced in the Gold Coast for establishing a Development Corporation.  
 United Nations Special Commission on Palestine Report signed in Geneva; the Majority Report recommended partition.  
 Summer School on Native Administration in Africa held at Cambridge.  
 Sir John Macpherson appointed Governor of Nigeria; Sir Gerald Creasy, Governor of the Gold Coast; Sir Gilbert Rennie, Governor of Northern Rhodesia; Mr. G. Beresford Stooke, Governor of Sierra Leone; Mr. G. F. Colby, Governor of Nyasaland; and Sir Brian Freeston, Governor of Fiji.

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- September ... The Secretary of State opened the Montego Bay Conference on Closer Association of the British West Indian Colonies. The Conference accepted the principle of federation.  
A technical mission to investigate the possibilities of coal visited North Borneo and Sarawak.  
The Secretary of State announced to United Nations Palestine Committee that Great Britain would withdraw from Palestine if Arabs and Jews failed to reach agreement.
- October ... General election in Malta under new constitution. Women voted for the first time and the first woman member was elected. Dr. Paul Boffa became Prime Minister.  
Introduction of Ceylon Independence Bill conceding full self-government to Ceylon.  
First post-service course for Colonial Service Officers under the Devonshire Scheme began in the universities of Oxford, Cambridge and London.  
Mr. D. R. Rees-Williams, M.P., appointed Parliamentary Under-Secretary in succession to Mr. Ivor Thomas, M.P.
- November ... Conference in London of Governors and Governors-designate of African territories.  
Second session of the United Nations Trusteeship Council in New York.  
First meeting of the Caribbean Research Council.  
General election in British Guiana.  
Composition of Uganda Legislative Council amended to include a fourth African member representing the Northern Provinces.  
Gambia constitution amended to give unofficial majority in the Legislative Council and to include unofficials for the first time in the Executive Council.  
H.R.H. the Duke of Gloucester opened Malta's new legislature.  
Partition plan for Palestine passed by United Nations Assembly by majority of 33 to 13. Committee of Five appointed to carry out plan.  
Preparatory meeting of the South Pacific Commission.  
Professor Sir Patrick Abercrombie visited Hong Kong to advise on the planned building development of the city and colony.
- December ... The Mandated and Trust Territories Bill, 1947, the Pensions (Governors of Dominions) Bill, 1947, and the Ceylon Independence Bill, 1947, received Royal Assent.  
Anglo-Portuguese talks in London on co-operation in scientific and technical matters of common concern in Africa.  
Conference in Paris of British, French and Belgian experts to discuss nutrition problems in Africa. (The agenda for a full conference at Dakar in 1949 was approved.)  
Conference in Brussels of British, French, Belgian, South African and Portuguese experts to discuss control of plant diseases, forestry nomenclature and an unified system of trade names.  
Arab rioting in Aden against Jews.  
Formal British protests handed to Argentine and Chile on their trespass in Falkland Island Dependencies.  
New constitution approved for Mauritius.  
Petition to the Trusteeship Council by the All-Ewe Conference for the unification of the Ewe region of West Africa.  
Announcement that United Kingdom would withdraw her civil administration from Palestine and end the mandate on the 15th May, 1948, and would evacuate her troops by the 31st August, 1948.  
Women voted for the first time in the Gibraltar Municipal elections. and a woman was among the elected members.  
Mr. W. H. Chinn appointed Adviser on Social Welfare to the Secretary of State; and Professor W. G. Holford, Honorary Architectural and Town Planning Adviser.
- January ... The Rt. Hon. the Earl of Listowel appointed Minister of State for Colonial Affairs.  
East African Inter-Territorial High Commission established.  
Reorganisation of machinery of government in Tanganyika.  
Mission to advise on increased rice production left for West Africa.  
Commission set up under the South Pacific Air Transport Council to select a site for an international air port in Fiji arrived in the Colony for a two-month visit.

- January—(contd.) British Guiana and British Honduras Development Commission returned from its investigation.  
 Agreement establishing Federation of Malaya signed by the Sultans of the Malay States and Sir Edward Gent, Governor of the Malayan Union.  
 Disturbances in the Kowloon area of Hong Kong following eviction of squatters.  
 Hong Kong Customs Agreement with China initialled and Hong Kong Financial Agreement with China became effective.  
 Mr. H. A. Marquand, M.P., Paymaster-General, visited Africa.
- February .. Federation of Malaya inaugurated and Sir Edward Gent appointed High Commissioner. First meeting of the Federal Legislative Council including two women members.  
 Inauguration of dominion status for Ceylon and new Parliament opened by H.R.H. the Duke of Gloucester. Sir Henry Moore became first Governor-General of Ceylon. Ceremonies attended by the Minister of State for the Colonies.  
 Signing of final Anglo-American Agreement on Caribbean and Bermuda Airfields.  
 West Indies Import and Exchange Conference in Barbados. Mr. T. W. Davies (of the Commercial Relations and Supplies Department of the Colonial Office), chairman designate of the Conference, was killed while flying to Bermuda.  
 The Overseas Resources Development Bill, setting up a Colonial Development Corporation and Overseas Food Corporation, received Royal Assent.  
 The British Nationality Bill received its first reading.  
 Order in Council made amending composition of Northern Rhodesia Legislative Council; elected members to be increased from 8 to 10 and nominated members to be decreased from 5 to 4, but to include 2 Africans for the first time.  
 Disturbances in Gold Coast. Announcement of a commission of enquiry to investigate causes.  
 The Minister of State visited Singapore, Malaya, Hong Kong, Sarawak and North Borneo.  
 Anglo-French colonial conference on economic matters in Paris.  
 Conference on Trypanosomiasis at Brazzaville attended by British, French, Belgian, South African, Southern Rhodesian and Portuguese representatives.  
 Conference of British, French and Belgian labour experts at Jos, Nigeria.  
 H.M.S. *Sheffield* and *Devonshire* sent to Belize (British Honduras) in view of Guatemalan claims to British Honduras.  
 H.M.S. *Nigeria* arrived in Port Stanley, Falkland Islands.  
 Report published in Lusaka of the Commission appointed to enquire into the advancement of Africans in Industry in Northern Rhodesia.  
 Colonial Economic and Development Council reconstituted. Expansion of Colonial Office Economic Department and formation of an Economic Intelligence and Planning Section.  
 Special session of Trusteeship Council considered draft statute for the City of Jerusalem.  
 Earl Baldwin of Bewdley appointed Governor of the Leeward Islands.
- March .. Empire Parliamentary Delegation of six M.Ps. arrived in Nairobi on visit to the East African territories.  
 Announcement of appointment of a Panel of Medical Visitors to East and West Africa for giving regular advisory services to medical work in Africa.  
 Protests handed to Argentine and Chilean naval parties in the Falkland Islands against the establishment of bases on British territory.  
 Secretary of State attended United Nations Security Council on Palestine problem.  
 Uganda Government announced proposal for the extension and development of local government throughout the Protectorate.  
 Announcement of decision to appoint an Economic Commission of Enquiry to examine the organisation of the sugar industry in the Leeward Islands.  
 Sir Hugh Dow appointed British representative in Palestine after the 15th May.  
 Sir Hubert Rance appointed Chairman of the Standing Closer Association Committee in the West Indies.

- April .. .. First meeting of the East African Central Assembly. The Parliamentary Under-Secretary of State was present and addressed the Assembly.
- H.M. the Queen graciously approved the conferment on the Colonial Nursing Service of the title Queen Elizabeth's Colonial Nursing Service.
- Statement of policy by His Majesty's Government regarding the financial settlements (including war damage) with the Far Eastern Colonial Governments.
- Announcement that His Majesty's Government would, on certain conditions and subject to Parliamentary approval, make a contribution up to £300,000 towards expenditure on food subsidies in Malta for the financial year 1948-49.
- Inaugural meeting of the Singapore Legislative Council.
- Fourth African Unofficial Member appointed to Tanganyika Legislative Council.
- Arrival in Nairobi of mission to advise on rice cultivation in East and Central Africa.
- Palestine Bill received Royal Assent.
- Mr. Gerald Reece appointed Governor of British Somaliland when civil government is resumed; Mr. R. D. H. Arundell, Governor of the Windward Islands.



## PART ONE

### A GENERAL SURVEY

1947-48 has seen, not only important constitutional and political changes, but also much social progress in the British Colonial territories. It would be true to say, however, that economic pressures chiefly mould the record of the year under review. At the beginning of 1947 it was abundantly clear that the world-wide economic disturbances caused by the war needed bold action before normal and progressive life in many countries was to be possible again. Among the remedies a quicker tempo in colonial development was obviously called for. Although comprehensive plans had already been prepared under the stimulus of the Colonial Development and Welfare Acts, they were designed mainly to deal with basic social and economic needs: to remove serious deficiencies in health, education, agriculture and other important services, and to improve and to add to communications and essential public utilities. But the economic progress of the Colonies is tied up with the prosperity of the United Kingdom and of Europe generally, and the economic disruption in Europe could well throw back development in the overseas territories. In addition, therefore, to the development work already planned and launched it became necessary to ask what more was possible to strengthen the economies of the territories, to meet their needs, and to increase the production of food-stuffs and materials in short supply in the world; moreover, what could be done to fortify, not only their own, but Britain's and Europe's long-term economy? What contribution had the Colonies to make to the problem of dollar shortage? What new enterprise could be introduced? At the end of 1946 a capital scheme involving £25,000,000 had been approved for the mechanised production of groundnuts in East Africa. Could other large or small schemes be undertaken elsewhere? The world's need became the Colonial Empire's opportunity. Here, in short, was the prospect of creating by co-operation with Colonial Governments and the colonial peoples new prosperity in the Colonies. The action taken in answer to these economic problems provides much of the substance of this report. The record tells of many things besides—as, for example, of Ceylon's progress to dominion status, and of important political progress in such matters as federation in the West Indies, the creation of the East African Inter-Territorial Organisation and the Federation of Malaya.

### Background and Policies

2. It will perhaps be helpful to re-state at the outset the main purpose of British policy, and to remove some misapprehensions about the role of the Colonial Office.

3. The central purpose of British colonial policy is simple. It is to guide the colonial territories to responsible self-government within the Commonwealth in conditions that ensure to the people concerned both a fair standard of living and freedom from oppression from any quarter. But though the policy is clear enough, the problems to be overcome in carrying it out are numerous and complex.

4. The greater part of the Colonial Empire and population is in Africa, in territories where Britain has exercised effective administration for little more than fifty years. Towards the end of the last century—in Africa, Malaya and the Pacific—Britain was responsible for the good government of extensive areas in the tropics and sub-tropics, areas which were largely jungle, scrub, swamp

or desert, largely unexplored, and inhabited by peoples whose main problem was to survive their environment. The first tasks were the rudimentary ones of establishing an administration, imposing order and the rule of law, and opening out the country by roads and railways. It was necessary to try and telescope within a few generations progress which for the European peoples had meant a thousand years or more of painful effort—and this in peculiarly difficult natural conditions. While Britain was discharging this task the first world war occurred followed by the far-reaching disastrous economic depression. By the time of the third disaster of the second world war, the territories had barely climbed out of the slump. A legacy of distress and social and economic need required urgent attention.

5. By 1939 it was clear that the British conception of colonial development and welfare had undergone substantial change, that far greater provision was needed to create the conditions of reasonable life in the territories, and that a new energy and more imaginative handling of the problems were imperative. The conception of development which had held the field from 1929 and proved inadequate gave way to the broader conceptions of development and welfare and, with it, a recognition that British funds must "prime the pump". The outbreak of the second world war only emphasised the need, and in 1940 the Development and Welfare Act was passed by which £55,000,000 was allocated from United Kingdom funds for development during the coming decade. Even that, it was quickly seen, was inadequate for the tasks, and in 1945, a further Act was passed which made available a sum of £120,000,000 over the following ten years. The particular significance of this new Act lay in the fact that it made possible the allocation of a definite sum to each Colony in order that each Government might draw up a 10-year plan of development, based not only on the allocation from Britain, but also on estimated contributions from its own revenues and from loans. Under the 10-year plans provision is made for those basic needs, such as better communications and transport, better health and education services, which are indispensable to the establishment of sound economies and better living.

6. At the same time the idea of political progress to responsibility by the colonial people was always proclaimed, and in fact political institutions have steadily advanced through the years of British control. With exceptions to meet special circumstances, Colonial Governments are generally built round a legislative council and an executive council, the former an embryo parliament and the latter the Governor's inner circle of advisers. The broad aim of policy is to transform the legislative council from a body, in its most elementary form, comprising principally officials or members nominated by the Governor, to a body on which the members are wholly elected by the people and to which falls responsibility for appointing and controlling the executive council. In some respects the war retarded the process of constitutional change—though even during the war there was some notable remodelling of constitutions—but its effect was to stimulate the political aspirations of the colonial peoples, and the past three years have seen considerable constitutional amendments throughout the Empire; indeed, in some cases, political changes may have exceeded the capacity and social growth of the majority of the people concerned.

7. It must be expected that within almost every territory there should be a degree of agitation for swifter political advance. It is an indispensable factor in the building up of responsible political institutions. The agitation, though coming from a minority, is often highly vocal. It is usually critical, and often vituperative, provocative and irresponsible. The problem is how to harness the new aspirations and direct the feeling of nationalism to constructive purposes. It is a dynamic quality, and if it can be harnessed to the task of building up community life, and particularly the social and economic standards

of the people, a most important contribution in development is obtained. But if it becomes linked to the aspirations of a narrow oligarchy of power-seekers, and if it attempts to foment racial ill-feeling, then no less it can do incalculable harm.

8. Parallel with political evolution must go the process of staffing a Colony's civil service more and more from the ranks of its own inhabitants. Here again policy is simple and unequivocal. Most civil service posts call for measurable qualifications and experience. Where the qualifications and experience are available in local candidates no attempt is made by the local government to recruit externally. At the moment many of the higher administrative and technical appointments must necessarily be filled by external recruitment, but already some 96 per cent. of the civil services in the Colonies are recruited locally. The reality of the policy of local recruitment is further demonstrated by the earmarking of £1,000,000 from Colonial Development and Welfare Funds for the provision of scholarships to enable inhabitants of colonial territories to qualify for the higher grades of government service and already these scholarships are being taken up.

### **Role of the Colonial Office**

9. The Colonies are not governed from Whitehall; yet their Governments are not established and then left without direction or advice. They enjoy varying degrees of responsibility and invariably a large measure of autonomy within the broad limits of policy laid down by H.M. Government. The Secretary of State, however, is constitutionally responsible to Parliament for the good government of colonial territories and it is his responsibility and the function of his Department to see that the declared objects of British colonial policy are carried out, and to marshal and organise the help the Colonies need.

10. The work of the Colonial Office therefore touches on every aspect of government. Among its many activities are the following:

It administers the Colonial Development and Welfare Acts, which means that it is responsible both for screening the 10-year plans prepared by Colonial Governments, and for organising the many central schemes (ranging from geodetic and topographical surveys to a great array of research projects) made possible by the Acts. It recruits for the Colonial Governments the men and women they need for those higher grade administrative and technical posts which cannot be filled locally, and it organises special training and refresher courses. It is the clearing house for information gained by experience and research throughout the Colonies. It has a staff of Advisers on the principal subjects calling for technical knowledge. Through the co-operation of the 300 men and women, eminent in every field of science, public affairs and administration, who sit on its Advisory Committees it ensures that colonial problems are tackled with the fullest possible background of experience and knowledge. It arranges conferences which facilitate co-operation between the Colonial Powers and helps regional development. It is concerned with providing guidance on a multiplicity of problems, covering every aspect of economic and social affairs and ranging from marketing methods to priorities for scarce supplies, from defence to currency, from the organisation of air and other transport services to the use of insecticides. It keeps an eye for their welfare on the 3,000 students from the Colonies who are in this country, while creating higher education facilities in the Colonies and expanding the whole basis of education. It is concerned not least with fostering friendship and understanding between the people of Britain and the people of the Colonies and making colonial affairs widely known in this country, in the Colonies and abroad. It sends technical advisers into the colonial areas, stimulates economic and political growth and advises Governments in almost every field.

### Colonies and the Crisis

11. It is on this background that the events arising from the economic crisis must be seen. When in the summer of 1947 it was announced that a Colonial Development Corporation would be set up, the Colonial Office did not regard this as a panacea for the nation's economic difficulties. If some newspaper headlines spoke of "larders" and "back-gardens", the colonial advisers had not failed to appreciate the limitations to rapid expansion, or the nature of the relationship between the Home Government and the Colonies. What the crisis has done is to give impetus to plans for economic development to which the Government were already committed in the interests of the colonial peoples, but from which the benefit would be mutual. The crisis has served, in fact, to give new currency to the proposition expounded more than fifty years ago by Lord Lugard, namely, that Britain had a dual mandate—on the one hand, to promote the moral and material welfare of the colonial peoples, and on the other, to develop the resources of the Colonies, not only for their own peoples, "but for all mankind".

12. Against the background of national economic difficulties there are four features of economic development in the Colonies which can be readily appreciated and which are consistent with the indispensable objective of strengthening the colonial economies. First, the Colonies are already producing important quantities of many commodities in world demand, notably rubber, cocoa, fibres, vegetable oils, sugar and tropical fruits, and improvements and expansion in these established industries offer the greatest contribution to Europe's distress (indeed, substantial increases in production were reported during the year). Second, there exist possibilities of production in new fields; but considerable practical and material difficulties have to be overcome if these possibilities are to be of medium or long-term significance. Third, if results are to be obtained the necessary priorities have to be given for plant and materials in short supply, and also for supplies of consumer goods. Fourth, machinery has to be devised to make available the necessary capital, and to undertake the tasks of investigation and supervision.

13. In the light of this the following action during the year has been taken:

(i) The Colonial Economic and Development Council was reconstituted in a manner designed to enable it to bring into focus all aspects of colonial development.

(ii) There was progressive reorganisation and strengthening of the economic division of the Colonial Office, involving in particular the creation of an Economic Intelligence and Planning Section.

(iii) Every effort was made to push forward with plans framed under the Colonial Development and Welfare Acts. (The 10-year programmes of 17 administrations have now been approved and these provide for total expenditure in the period of approximately £180,000,000, of which it is estimated £59,000,000 will come from the British Exchequer, £52,000,000 from loans, and £68,000,000 from revenue.) These plans, must proceed as quickly as possible if they are to provide the basic services necessary to further economic development. Among the centrally administered schemes financed by Colonial Development and Welfare, work of particular significance to economic development was undertaken in East and Central Africa by the Directorate of Colonial Surveys with the collaboration of the Royal Air Force: using methods of radar control, the Royal Air Force photographed great expanses of territory and so provided invaluable data for accurate mapping of areas for which accurate maps had previously not existed. Some of the research schemes approved during the year also had

a particular bearing on economic development, as, for example, four schemes to enable the Imperial College of Tropical Agriculture to undertake research on bananas, cocoa, soils and sugar technology, at a total estimated cost of approximately £565,000.

(iv) The Overseas Resources Act was passed. By setting up a Colonial Development Corporation, with borrowing powers up to £110,000,000, and the Overseas Food Corporation, with borrowing powers up to £55,000,000, the Act ensured that capital should not be lacking for desirable projects of development and enterprise outside the scope of the Colonial Development and Welfare funds. Lord Trefgarne became chairman of the Colonial Development Corporation, and Sir Frank Stockdale vice-chairman, and the Corporation set up its offices at Mexborough House, Berkeley Street, W.1. The Overseas Food Corporation, which is responsible to the Minister of Food and will operate in colonial territories only at the invitation of the Secretary of State for the Colonies, took over from the Managing Agency on the 1st April, 1948, responsibility for administration of the groundnuts scheme in East Africa (field work on the scheme began early in 1947, and progress to the end of November was reviewed in Command Paper 7314).

(v) In May, 1947, an inter-departmental committee called the Colonial Primary Products Committee was set up under Colonial Office chairmanship. Its task was "to review, commodity by commodity, the possibility of increasing colonial production, having regard on the one hand to the interests of the Colonial Empire and, on the other hand, to the present and prospective world needs and the desirability of increasing foreign exchange resources". The Committee reported on its work to the end of 1947 in Colonial Paper No. 217. It had then reviewed some seventeen commodities and had made recommendations in respect of each.

(vi) Several missions were sent from this country to make on-the-spot investigations, and other arrangements for similar investigations were made as necessary. Among the commodities thus examined were groundnuts in West Africa (the mission's report has since been published as Colonial No. 224); rice and associated crops in West Africa, Borneo, and British Guiana; coal in North Borneo, Sarawak and Nigeria; and phosphates in Uganda. A working party was appointed to study means of strengthening the sugar industry in Mauritius, and preliminary arrangements had been made by the end of the year for another to investigate the organisation of the sugar industry in the Leeward Islands. A Commission investigated settlement possibilities in British Guiana and British Honduras (its report is to be published). In addition, several of the Colonial Office's technical Advisers undertook tours of investigation in various territories. Alternatively, for instance, in order that the quality of hides and skins from the African territories might be improved, arrangements were made for representatives of the Veterinary Departments in East and West Africa to visit this country for consultation with tanning experts. A reciprocal visit has since taken place.

(vii) A special review of colonial requirements of iron and steel was taken which should ensure that, in future, a greater proportion of these requirements is met by supplies from the United Kingdom. This review is being followed by similar reviews of other goods which are essential to the execution of colonial development plans.

(viii) In the field of international collaboration, an Anglo-French conference met in Paris in February to discuss colonial economic questions, with particular reference to West Africa. There was a valuable exchange of views, and the conference recommended that there should be routine

contacts on economic matters. This conference was additional to several which took place in Africa or Europe on technical subjects under the arrangement made between the British, French and Belgian Governments in May, 1947. On the other side of the Atlantic, the Caribbean Commission decided to undertake a survey of industrial potentialities in the Caribbean territories of the four member nations, the object being to devise a plan of co-ordinated development.

14. Simultaneously with these developments at the centre many Colonial Governments pushed forward with projects designed to develop the resources of their territories. The Nigerian Government, for example, announced the formation of a public-controlled mineral prospecting company in the Cameroons with an initial capital of £60,000 (a sequel to the setting up of the Cameroons Development Corporation), while in British Guiana prospecting rights for gold and bauxite were granted to a number of companies. In the Gold Coast, the Government set up an Industrial Corporation, with provision for a capital of £100,000 and a mandate to establish or assist secondary industries. In East Africa, the Tanganyika Government became associated with a private company in a £500,000 project to set up a canning factory; and the Uganda Government declared its intention of proceeding with the major hydro-electric development of the Owen Falls recommended in the Westlake Report.

15. There is, of course, much more to economic planning than schemes to accelerate development. The organisation of marketing, measures to meet the rising costs of living and to prevent inflation, improvement in local food supplies, the saving of dollar expenditure, battles against pests and plant diseases (in particular against the virus which threatens the whole of the Gold Coast cocoa industry)—these and many other problems received constant attention, both in London and in the colonial capitals. Not least of the tasks is to ensure that the people of the Colonies, no less than the people of Britain, understand the nature of the economic difficulties—no plans for colonial development will succeed without the understanding and support of the people. As a contribution to this end, and in addition to broadcasts, a personal message was addressed by the Secretary of State to the Colonies in August, 1947, explaining how the economic crisis had arisen and what the Colonies could do to help, particularly in the saving of dollar expenditure. The Governor of Nigeria (Lord Milverton) put the issues admirably in an address to the Nigerian Legislative Council when he said:

“The British Government makes no appeal for pity, nor does it seek to exploit, but it does ask that the senior partner in this great Empire, whose sacrifices in a war fought for the freedom of us all were immeasurably the greatest, should be helped in her convalescence by the adoption of a guided economy throughout the Empire until normal health and strength come back to the world of trade and commerce, and a free flow of goods again bears witness to industrial recovery.”

### The Social Services

16. Before Development and Welfare Funds became available, Colonial Governments provided social services according to their means—and the means were usually slender. In a few generations they were asked to create all the apparatus and services of a modern state—often with few economic resources, few technicians, and little in the way of material organisation on which to build. Schools, hospitals, water supplies and other essential services fell drastically short of needs. The 10-year plans attempted to bridge the gap. Analysis of the seventeen plans so far approved shows that out of a total of £180,000,000 provision is made for expenditure of £82,000,000 on social services (including

£25,000,000 on education, £26,000,000 on medical and health services, and £15,000,000 on water supplies and sanitation). The rate at which these schemes are carried out will obviously depend on availability of labour, technicians and materials (and later of men and women with technical and professional training to operate the expanded services), which means in a period of shortages that it may well fall short of the rate desired. But it should not be assumed that in the allocation of priorities, preference will always be given to roads rather than to schools, to power stations rather than to hospitals. In territories where even minimum educational and health services are lacking it is impossible to divorce social from economic planning: economic development requires both skilled technicians and a healthy and efficient force of workers, and neither will be forthcoming if social services are inadequate.

17. Despite all the difficulties notable progress was made during 1947-48 with many of the schemes embodied in the 10-year plans, and also with research and other schemes centrally administered. Details are recorded in Part II and here space permits only to draw attention to some of the more significant trends, and to pinpoint a few typical projects.

18. In *education* substantial progress can be recorded in the matter of the creation of higher education institutions, and the growth of university colleges. There are encouraging signs, too, that traditional resistance to the education of women in certain Colonies is weakening, though as yet little more than the fringe of the problem has been touched. Literacy and mass education projects steadily increase in number and scope. A sub-committee of the Advisory Committee on Education in the Colonies has reported on "Education for Citizenship in Africa" (Colonial No. 216). The principal problem in the Eastern Colonies is, of course, rehabilitation after the Japanese occupation, and here again, despite all the shortages, much creditable progress has been made. As an example of enterprise under difficulties it is worthy of mention that in Hong Kong, where only 625 primary school buildings remain of the pre-war 1,200, classes have been organised in two shifts. By this and other devices it was possible to increase primary school attendance from 4,000 in 1945 to 112,000 in March this year.

19. As to *medical and health services*, increasing emphasis is placed on preventive and social medicine. Meanwhile, the work of research continues steadily. Schemes for mosquito eradication have brought spectacular results in Cyprus, British Guiana and Trinidad: a project is now in hand to free the island of Tobago from malaria during the next three years, and Mauritius is to be the scene of an intensive attack on the mosquito. Other developments of note include the setting up of a panel of consultants to the Colonial Medical Service, an experiment made possible by the generosity of the Nuffield Foundation. Eighteen specialists in this country have agreed to serve on the panel, nine of whom will undertake visits to East Africa and nine to West Africa. If the scheme works successfully ways and means will be considered of extending it to other parts of the Colonial Empire.

20. In the sphere of *housing and town planning*, Mr. W. G. Holford has been appointed Honorary Architectural and Town Planning Adviser. Few colonial territories are now without town planning schemes, several of them far-reaching, as, for example, Nigeria's £5,000,000 scheme for Lagos. In Gibraltar, housing presents a peculiarly acute and difficult problem, and every possible priority is being given to the £2,000,000 scheme now in hand. As a result of progress with the scheme it was possible early this year to accelerate the repatriation of wartime evacuees, of whom about 1,000 were still being maintained in the United Kingdom at the end of March.

21. *Social welfare* work as a governmental activity is still in its infancy in most Colonies, but it is growing rapidly. In recognition of the importance of

the work, the post of Social Welfare Adviser to the Secretary of State was created during the year: its first holder is Mr. W. H. Chinn, formerly Director of Social Welfare in Palestine. Increasing attention is being paid to the problem of delinquent and neglected children, to the treatment of offenders and prisons, to child welfare and the creation and growth of voluntary organisations. *Nutrition* also received more than academic attention. Production of food yeast at the factory in Jamaica increased during the year to 25 tons weekly, much of it going to Malaya for "relief feeding". Work by a team of experts has meanwhile continued in the Gambia on the important survey which is being made of the nutritional background of an African community: the survey involves an experiment in improving the standards of living of the selected community, not least by the mechanised cultivation of groundnuts, and also embraces a mass education project.

22. *Labour* Departments in the Colonies have also been strengthened during the year, partly by further recruitment from the United Kingdom of men with experience of trade union organisation, and partly by increased local recruitment. The Departments are grappling with problems which are new to most Colonies and their work is of the greatest significance, not least in improving industrial relations, guiding orderly growth of the trade union movement and regulating conditions of employment. A number of strikes took place in various parts of the Colonial Empire, and these are recorded in the appropriate section in Part II. They were accompanied on a number of occasions by violence. Usually, however, it is fair to say, a sense of responsibility was evident on both sides during disputes, with the result that most of them could be settled with the help of the labour officers.

### The Machinery of Government

23. The outstanding event in constitutional development was the emergence of Ceylon as a fully self-governing member of the British Commonwealth—the first Crown Colony with a non-European population to attain full self-government. The event held the greatest significance and provided an object lesson in colonial statesmanship. Here was a readiness to proceed by logical and orderly stages to a stated end. Ceylon celebrated her Independence Day on the 4th February, and her new Parliament was opened six days later by H.R.H. the Duke of Gloucester.

24. For Malta the year was hardly less memorable, since it saw self-government restored and full responsibility extended in all but external and defence affairs. Letters Patent were published in September, and following elections in October, H.R.H. the Duke of Gloucester opened the new legislature on the 10th November. The United Kingdom Government by the Act of last year had made available a sum of £30 million for restoration and development, and it was announced in April, following discussions with a Malta Government delegation, that the United Kingdom Government would make a final contribution not exceeding £300,000 towards the cost of food subsidies in Malta for the financial year 1948–49 (subject to Parliamentary approval and to certain conditions).

25. Developments of the first importance also took place in Malaya. Here there have been problems of peculiar difficulty. As the position stood, the country had little prospect of becoming a unified, self-governing nation. In an area no larger than England and Wales were thirteen governmental authorities, while the presence of large resident populations of non-Malay peoples, particularly of Chinese, posed difficult questions of citizenship. Our aim was to create a strong central government, and to devise a form of common citizenship. Negotiations to this end began in 1945, and though at first there was misunderstanding and disagreement, a general willingness to measure realities, and to

make compromises when compromises were necessary, led eventually to a solution which was embodied in the Federation of Malaya. The general effect of the Federation, which came into force on the 1st February, is to reduce the multiplicity of authorities to two—the Federation itself and the Government of Singapore—and to give citizenship to all, whatever their race, for whom Malaya is their true home and the object of their loyalty. The new arrangements have still to prove themselves in practice, but the Federation appears to have made a good start.

26. The many other revisions in constitutions and political institutions which took effect during the year are recorded in Part II. They include important changes in Hong Kong, Singapore, Mauritius, Cyprus, Gibraltar, Seychelles and African territories. Important work has been done towards developing sound local government in the African territories.

27. Early in 1947, the Secretary of State addressed a despatch on the subject to all the African Governments, urging that close attention should be paid to building up an efficient and democratic system of local government in both rural and urban areas. It was necessary to ensure that the traditional native authorities did not become centres of stagnation or reaction, and that they should adapt themselves to changing circumstances. With these views the Governments were in general agreement, and much has since been done, both in London and in the field, to give effect to them. Nearly all the Governments now have branches to study African affairs, and these branches have their counterpart in an African Studies Branch which has been set up in the Colonial Office. The primary function of the African Studies Branch is to act as a centre for the collection and distribution of information, and among its activities is the production of a quarterly digest for the use of Colonial Governments. With municipal government particularly in mind, a Local Government Advisory Panel has been set up which will make available to the Colonial Office and to Colonial Governments the best advice on the subject that experts in the United Kingdom can offer. Two other important developments during the year were the visits which Lord Hailey paid to East, Central and West Africa to study further African administration and local government; and a summer school of colonial administrators on African local administration at Cambridge in 1947.

28. Local government was one of the many important subjects discussed in November at the conference of Governors and Governors-designate of the African territories. This conference was called in order to promote a systematic approach to common problems in Africa. It resulted in a most helpful exchange of opinion and experience. Sir Stafford Cripps addressed the conference on the economic position of the Colonies, and Lord Trefgarne, chairman of the Colonial Development Corporation, on recent plans for colonial enterprise. This conference will be followed by one later this year of delegates drawn principally from unofficial members of the Legislative Councils—a unique occasion and one which it is hoped will result in a widening of horizons and in the strengthening of ties of friendship and understanding.

29. In the sphere of regional co-ordination there are two notable developments to report. In Jamaica, in September, a conference of delegations from the legislatures of British Caribbean territories was opened by the Secretary of State and the closer association and co-operation of all the territories was discussed. The conference reached a substantial measure of agreement, and action was taken on its recommendation that a Standing Committee should be set up to investigate the practical problems involved in federation. The committee is to report to the various Governments not later than the 30th June, 1949, and Sir Hubert Rance, lately Governor of Burma, has accepted its chairmanship. A report on the conference was published as Command

Paper 7291. This welcome advance to an objective strongly advocated in many responsible quarters for at least twenty-five years, was facilitated by the development during the war of inter-island air and other communications, which went far to break down the physical barrier, and by the regional approach to social and economic questions made through the office of the Comptroller for Development and Welfare.

30. In East Africa, the inter-territorial organisation designed to administer certain common services came into being on the 1st January, and the first meeting of the East African Central Assembly took place in April, when the Parliamentary Under Secretary read a message from the Secretary of State. The organisation is concerned with communications, research, defence, economic development and a variety of other matters in which a regional approach is desirable. It does not, of course, involve either political union or the fusion of the existing Governments of Kenya, Tanganyika and Uganda. Indeed the individual position of each of the three territories is adequately safeguarded. The Assembly contains separate and equal representation of the three principal races.

31. At a time when, in the aftermath of war, a spirit of fierce nationalism and political extremism has often expressed itself in many parts of the world, pride may justifiably be taken in the good order which, with very few exceptions, has continued to prevail throughout the British territories. It is testimony of the sturdy good sense of the colonial peoples, and of the general soundness of the policies being followed. In the Gold Coast, unfortunately, this record was blemished when serious rioting and looting took place in March. A Commission from this country to enquire into the causes of the troubles is now at work.

### Palestine

32. The year has seen in Palestine the last episodes in the history of the British Mandate. They are episodes of violence, intransigence and calumny, and from them there is satisfaction for none. No agreement between Jews and Arabs under the terms of the Mandate was possible. The Mandate in practice was self-contradictory and unworkable. It had laid upon the United Kingdom Government a twofold duty—to develop Palestine in the interests of the people as a whole, and to facilitate the development of the Jewish National Home. In neither duty could we succeed without goodwill between Arab and Jew, and from the beginning no goodwill existed. We persistently worked to create an understanding between the two peoples, and as persistently were frustrated by their refusal to find ground for mutual accommodation. Indeed, not only were we frustrated but our efforts brought upon us the vilification—and often the active enmity—of both peoples. We sent to Palestine some of our ablest administrators. They gave unreservedly of their best, and despite the unpropitious circumstances they established a just and efficient administration. Under that administration the country as a whole advanced economically and socially, and because of it the Zionist achievements in Palestine were made possible. Yet in performing these tasks many of our people were killed or injured in vile and treacherous ways, while His Majesty's Government suffered bitter attacks often made without regard for truth or reality.

33. Time will put into perspective the British work in Palestine: also, indeed, the broader contribution of Britain to the solution of Jewish problems. The Colonial Office deplors that its task has concluded in the circumstances of tragedy, disintegration and heavy loss.

### International Relations

34. Claims made by certain Latin American countries to British territories in the western hemisphere received some prominence in the world's Press early this year. There has been no desire by the claimants to submit their claims to

the test of the International Court, which is the solution suggested by the United Kingdom Government. It is unnecessary to recapitulate the events arising from these claims to the Falkland Islands and their Dependencies and to British Honduras, but attention should be paid to the work of the Falkland Islands Dependencies Survey during the 1947-48 season, extensive topographical and geological survey work being carried out from the two Graham Land bases, in the course of which journeys totalling 3,500 miles were undertaken by dog team. As far as British Honduras is concerned, there were spontaneous demonstrations of loyalty to the British connection at the time when threats were being made against the Colony.

35. In January, incidents arose over the eviction of Chinese squatters from the so-called Walled City of Kowloon, a small derelict area of some 6½ acres within the Colony of Hong Kong, situated between 15 and 20 miles from the frontier. The purposes of the eviction were purely administrative and humanitarian, and arose from the necessity to deal with the threat of fire and disease. The Chinese Government protested against the evictions and renewed their claim that the area was subject to Chinese jurisdiction. Distorted and exaggerated accounts of the incidents appeared in the Chinese Press and gave rise to considerable agitation throughout China, culminating in the destruction of the British Consulate and other buildings in Canton. Notes were exchanged with the Chinese Government and a number of solutions have been proposed with a view to avoiding further trouble over this issue.

36. These occasions of friction in the international field must be set against much fruitful collaboration in many other ways. Regionally, the work of the Caribbean Commission has gone ahead. At the centre, too, conferences between the Colonial Powers have been organised. In May, 1947, a programme of conferences with the French and Belgian Governments was drawn up on technical subjects of common concern, and five of these conferences took place during the year—in London on education, in Paris on nutrition, in Brussels on plant diseases and allied subjects, in Brazzaville on sleeping sickness, and in Jos (Nigeria) on labour questions. Two additional Anglo-French conferences, in Dakar and Paris, discussed communications and economic matters respectively. To supplement this close understanding with the French and Belgian Governments, the Portuguese Government was invited to send a party of officials to London, and as a result of this visit, which took place in December, arrangements were made for the regular exchange of information.

37. It should be emphasized that the programme of conferences is not confined to the Colonial Powers and their territories. It is the practice to invite representatives of any country which is directly concerned with the matters under discussion; and, for example, representatives of the Union of South Africa and of Southern Rhodesia took part in some of the conferences already held. Moreover, invitations have been extended, when appropriate, to the international specialized agencies concerned to send observers if they wish.

38. The General Assembly of the United Nations, at its second session, devoted considerable attention to the question of non-self-governing territories under Chapter 11 of the United Nations Charter; a report on the proceedings is being published separately as a Non-Parliamentary Paper.

39. On his retirement from the governorship of the Gold Coast, Sir Alan Burns accepted appointment as Permanent United Kingdom Representative on the Trusteeship Council: his long experience in high office in many parts of the Colonial Empire should prove of the greatest assistance to the Council in its deliberations.

### Essential Human Approach

40. The visit of Their Majesties the King and Queen to Livingstone, in Northern Rhodesia, and later, on their way home, their stop for a few hours at St. Helena, brought much pleasure and gratification to these territories. The visit of Their Royal Highnesses the Duke and Duchess of Gloucester to Malta and Ceylon were widely appreciated by the people. Messages of loyalty have frequently been sent in the past year to Their Majesties the King and Queen, and on the occasion of the wedding of H.R.H. the Princess Elizabeth presents and messages of goodwill poured in from all parts of the Colonial Empire.

41. One result of the events and developments described in this report has been a most welcome quickening of interest in colonial affairs. The Press has devoted an unprecedented proportion of space to colonial affairs and this interest is evidenced in many other ways. The Information Department of the Colonial Office has been much used and new means of stimulating interest and presenting British colonial work both at home and abroad have been employed. Particular attention has been given to the extension of information and other publicity services in the Colonies.

42. The appointment of a Minister of State for Colonial Affairs should help the Colonial Office in maintaining a more personal contact with the peoples of the Colonies. The Earl of Listowel has already visited the Far Eastern territories, and Mr. Rees-Williams has toured East Africa. The Secretary of State visited Jamaica in September last. On the official side the visit of the African Governors to London and the visits of Advisers and Members of Commissions to the Colonies and of many of the Colonial Office staff, together with the presence of many colonial civil servants in the Colonial Office have all helped to a better understanding and appreciation of problems. Few parts of the Colonial Empire did not receive a visit from some representative of the Colonial Office.

43. In arranging reciprocal visits, the British Council is a valued ally, and in 1947-48 representative groups brought by the Council from Uganda, West Africa and Hong Kong were welcomed in the United Kingdom. In addition, the Colonial Office sponsored the visit of a party of Malayan journalists, for whom the Central Office of Information organised a crowded programme in London and the provinces. Other visitors included the Gold Coast Police Band which spent four months in the United Kingdom in the summer of 1947, playing at many of our principal cities and resorts, and receiving the honour of an invitation to play at the second of the Royal presentation parties.

44. Probably the most important of all colonial visitors are the students—now well over 3,000—who live in Britain for a year or more and then return home with impressions which, for good or evil, go far to influence attitudes of mind in the Colonies. Through the system of liaison officers instituted in the Welfare Department it has been possible for the Colonial Office to maintain closer contact with them than before. The results have been very encouraging.

## PART II

### CHAPTER I

#### THE COLONIAL OFFICE AND THE COLONIAL SERVICE

##### (a) The Colonial Office

45. *Organisation and Accommodation.*—With the multiplication of its tasks during the war and since, the Colonial Office has increased rapidly in size. In round figures it had before the war a total staff of 460, organised in 15 departments and with five principal Advisers: at the end of March this year the total was 1,180 comprising 34 departments and 11 principal Advisers, with a considerably increased number of Assistant Advisers. The Office remains a comparatively small department in total number of staff, but because it is primarily a headquarters department dealing with matters of policy over the whole range of governmental activity, it is in size of administrative staff one of the six largest in Whitehall. Co-ordination of work covering such a diversity of activities is obviously no easy matter, and involves a number of difficult organisational problems such as the working relationship between geographical departments, which deal with the affairs of particular territories, and functional departments, which are concerned with particular subjects in all territories. Organisational problems have been further complicated by accommodation difficulties, which have caused the Office to be housed in several buildings in different parts of London.

46. During 1947–48 the economic difficulties in Europe and the sterling area increased the burden on the Office. To cope better with colonial economic responsibilities, particularly in the light of the present situation, the Economic Division of the Office was further expanded, and an Economic Intelligence and Planning Department was set up to serve as a centre for economic planning in the Colonial Empire, and to maintain liaison between this work and economic planning in the United Kingdom.

47. A major re-organisation of the Information Department took place during the year following the appointment of Mr. K. W. Blackburne, C.M.G., O.B.E., as Director of Information Services. The Department is now divided into three branches—News, Publications, and Information Services. In addition to the work previously performed, the Department has embarked upon a new programme designed to make more information material about Colonies available to schools in the United Kingdom.

48. In February this year Ceylon achieved full responsible Commonwealth status, and its affairs ceased to be the direct concern of the Colonial Office. In May responsibility ceased for administering the mandate for Palestine, but a heavy residue of work remains to the Office in clearing up a number of Palestine affairs, and in particular in dealing with the problems of the Palestine Services.

49. As the first step towards solution of its accommodation problems, the Colonial Office in August moved its headquarters from Downing Street to temporary accommodation in The Church House, Great Smith Street. This departure from Downing Street, with which the Office had been associated for at least 140 years, naturally occasioned some pangs of regret. They were

mitigated by the knowledge that the move represented the first phase in the plan to house the Office in a new building in every way worthy of the Colonial Empire. An Act to acquire the site of the old Westminster Hospital for this purpose was passed during the year, and Parliament will have an opportunity of seeing the designs for the new building in due course. Meanwhile, the move to The Church House eased accommodation problems a little, and a welcome concentration of staff will result this summer from the transfer of a number of other departments from out-stations to Sanctuary Buildings, on the opposite side of Great Smith Street. Even then the Office will be housed in four buildings, not all of them well designed for office work, and in addition its valuable library will have to remain at Downing Street. Until the Office can be concentrated in the new building its work must inevitably be seriously hampered and its machinery remain imperfect.

50. *Ministers and Staff.*—The increasingly heavy work at Ministerial level led to the creation of the post of Minister of State for Colonial Affairs, and the appointment of the Rt. Hon. the Earl of Listowel on the 4th January, 1948. Mr. D. R. Rees-Williams succeeded Mr. Ivor Thomas as Parliamentary Under-Secretary of State on the 8th October, 1947.

51. Staff problems have remained during the year a matter of gravest difficulty. The need of the Office was to re-acquire a body of well-trained and experienced staff of the right quality in all grades. Most of the new staff recruited through the Civil Service Commission are necessarily inexperienced, and this, coupled with the departure of a number of temporary and over-age officers during the immediate post-war period, placed a very heavy strain on the remaining officers of experience in various grades, on whom fell the burden of training and re-organisation, in addition to the major share of the work of the Office. Office efficiency also suffered because of the shortage of typing staff.

52. As in previous years, invaluable assistance was given by officers seconded from the Colonial Administrative Service, of whom there were some twenty in the Office at the end of March. During the year arrangements for secondment were placed on a regular footing and will remain a permanent feature of Colonial Office organisation. It is no less important that members of the Colonial Office should be seconded regularly to colonial work overseas. Shortage of staff and other considerations caused a suspension of this practice during the war and the heavy pressure of work since has made it difficult to resume regular secondment. A start was made during the year, however, and by March three Assistant Secretaries and one Principal were serving overseas. It is hoped in the latter half of 1948 to resume secondment of junior administrative staff, but it will be at least a year before this can be done on an adequate scale. Meanwhile, many of the staff have had the opportunity of visiting colonies in connection with the work of the various missions of investigation.

53. A few changes should be recorded among the most senior officers of the Department. Sir Frank Stockdale relinquished his post as Adviser on Development Planning in March, 1948, after a most distinguished career in the Colonial Service and the Colonial Office, to take up his new duties as Deputy Chairman of the Colonial Development Corporation. Reference was made in the 1939-47 report to the death of Sir G. Orde Browne, who was succeeded as Labour Adviser by Mr. E. W. Barltrop, C.B.E., D.S.O. Death also deprived the Colonial Office during the year of the services of Dr. W. H. Kauntze and Dr. R. R. Kuczynski, respectively Medical Adviser and Adviser on Demography. Dr. Kauntze had a long and distinguished career in the service of colonial medicine, and Dr. Kuczynski, a world authority on demography, had paid particular

attention during recent years to colonial demography. In April, 1947, Mr. B. J. Surridge, O.B.E., took up the new post of Adviser on Co-operation, and another new advisory post, that of Adviser on Social Welfare, was created in November, Mr. W. H. Chinn, formerly Director of Social Welfare in Palestine, being appointed. In January, 1948, Mr. H. J. F. Bunning, C.M.G., formerly General Manager, Nigerian Railways, was appointed Adviser on Colonial Inland Transport, in succession to the late Mr. C. E. Rooke. The posts of Woman Assistant Educational Adviser and Woman Assistant Labour Adviser, to which reference was made in the 1939-47 report, were filled during the year by Miss F. H. Gwilliam and Miss S. A. Ogilvie respectively.

#### (b) The Colonial Service

54. The Colonial Service worked under considerable difficulties during the year. The rising cost of living in most territories, the shortages of consumer goods, the lack of adequate housing accommodation, the shortage of skilled staff and essential materials for the various development programmes—all these factors reflected many of the conditions present in the United Kingdom, and added to the ordinary difficulties with which so many officers have to contend in their life and work in the Colonies. It is hardly necessary to stress the special burdens which have been laid upon the officers working in Palestine and in the Far Eastern Territories recovered from the Japanese. The staffs of Colonial Governments have worked loyally and well and deserve all praise for their great efforts.

55. The process has continued of reviewing the pay, grading and terms of service of the Colonial Government staffs to take account of changes in values and other circumstances arising from or since the War, and of the general principles recommended in the Colonial Office Paper (Col.197) on the organisation of the Colonial Service, published in 1946. During the year comprehensive reviews of this nature were undertaken in the six East and Central African territories; in Malaya, Singapore, Sarawak and North Borneo; in Hong Kong, British Honduras, and in the Western Pacific Colonies. In Palestine a revision of salaries of Officials has been followed after a comparatively short interval by the necessity to provide a scheme of suitable compensation to those for whom further employment in the Colonial Service will not be available on the termination of the Mandate in Palestine.

56. The development of civil aviation in the Colonies has now made it advisable to add a Colonial Civil Aviation Service to the list of specialised functional branches into which the Colonial Service is divided.

57. The system of pensions for Colonial Governors was modified by the enactment of the Pensions (Governors of Dominions, etc.) Bill in 1947. The age at which a Governor can retire on pension has been changed from 60 to 55 so as to bring it into line with the normal retiring age in the Colonial Service. The former provision for reduction of pension on premature retirement has been removed; and the pension rates have been improved so as to bring them into scale with the present level of pensionable emoluments in the Colonial Service.

58. In the grant of pension increases to colonial pensioners, Colonial Governments have in general been guided by the principles which govern the Pensions (Increase) Acts in the United Kingdom. The Provisions of the Pensions (Increase) Act, 1947, have now been applied, with suitable minor adaptation, by the great majority of Colonial Governments.



59. The following appointments to Governorships were made during the period under review :—

Seychelles	.. ..	Dr. P. S. Selwyn-Clarke, C.M.G., M.C., M.D., B.S., F.R.C.P., M.R.C.S., D.P.H., B.T.M. & H.
Nigeria	.. ..	Sir John Macpherson, K.C.M.G.
Gold Coast	.. ..	Sir Gerald Creasy, K.C.M.G., O.B.E.
Northern Rhodesia	.. ..	Sir Gilbert Rennie, C.M.G., M.C.
Sierra Leone	.. ..	Mr. G. Beresford-Stooke, C.M.G.
Nyasaland	.. ..	Mr. G. F. T. Colby, C.M.G.
Fiji and Western Pacific	.. ..	Sir Brian Freeston, K.C.M.G., O.B.E.
Leeward Islands	.. ..	Earl Baldwin.

The appointment was also made of Major-General Sir Hubert Rance, lately Governor of Burma, as Chairman of the Standing Committee which is to investigate the practical problems of Closer Association in the West Indies.

60. It is appropriate to record that Sir Arthur Richards, then Governor of Nigeria, was raised to the peerage in August, 1947, and became Lord Milverton. He retired from the governorship of Nigeria in October, 1947. Also completing records of outstanding service have been General Sir Alan Cunningham as High Commissioner in Palestine, and Sir Henry Moore as Governor of Ceylon. On the granting of dominion status to Ceylon in February, Sir Henry Moore became the Dominion's first Governor-General.

#### RECRUITMENT AND TRAINING

61. The work of recruitment and training of the higher grades of the Colonial Service continued at high pressure during the year in an effort to recover the ground lost during the war and to meet new demands. By the end of 1947 some 3,300 vacancies had been filled since June, 1945, but fresh demands, largely in connection with development plans, were received at such a rate that the number of outstanding vacancies at the end of April this year was over 1,100, which was larger than a year ago. The great expansion of recruitment can be illustrated by the fact that during the first two post-war years, inclusive of appointments on contract, the numbers taken for the Engineering Service were equivalent roughly to 4 years' average inter-war intake; for the Medical Service to 5 years; for the Legal Service to 9; for the Education Service to 10; and for the Administrative Service to 11; while the total was equivalent to about  $7\frac{1}{2}$  years. In addition to these higher grade appointments, large numbers of technical and other posts, for which suitable candidates were not available in the Colonies, have been filled in London by the Crown Agents for the Colonies.

62. Men and women secured for the Colonial Service through this large-scale recruiting operation were drawn from a cross-section of society with varying types of educational background, and from the Dominions and Colonies as well as from the United Kingdom. Because of the temporary raising of the age limit to compensate for war service, they included a substantial element of older men, many of whom (apart from their experiences in the fighting services) brought with them experience in commerce, industry, local government and other spheres which should enhance the value of their services to colonial territories. In the work of selection for the Administrative Service the Colonial Office is indebted to the Chairman and Members of the Colonial Service Appointments Board who are drawn from a panel of men distinguished in many walks of life: their varied experience and liberal outlook have been of the greatest assistance.

63. In recent months the rate of recruitment has necessarily slowed down, as the abnormal supply from demobilisation has largely ceased before the educational system of the country has begun to produce its full peace time out-turn. In these circumstances particular difficulty is being found in keeping pace with the exceptionally heavy demand for trained staff for the professional and technical branches of the Service. But the recruitment drive continues.

64. The Colonial Office paper on the Organisation of the Colonial Service (Col. No. 197) emphasised that the responsibility of the Colonial Office does not end with recruitment. The Colonial Service must be fully equipped for its post-war tasks. And this means better and broader training both on first appointment and later. Training, which had to be reduced or suspended for the war years, could not begin again until the first post-war reinforcements had been hurried out to the Colonies. But a new start was made in the autumn of 1946, and since then there has been much progress and the field of training has been widened.

65. In accordance with the recommendations of the Devonshire Committee, the training courses are held, not in the isolation of a Staff College, but in the mainstream of English education. For this purpose the Universities of Oxford, Cambridge and London form a team, and between them account for a high proportion of the courses. Concurrently ever increasing use is being made of the training and research facilities provided by such home departments as the Home Office, Ministry of Labour, Ministry of Agriculture and Fisheries, Board of Customs and Excise, Department of Scientific and Industrial Research, and Prison Commission.

66. The chief object of preliminary training for the Administrative Service is to instruct the recruit in the colonial aspect of his work. The initial Administrative Service Course for some 120 Administrative probationers has already been completed at Oxford, Cambridge and London, and its successor, with 150 probationers, has been running since last autumn. At Oxford and Cambridge Universities the probationers are given general instruction in Agriculture, Law, History, Economics, Geography and Anthropology. At London University they study Native Languages, Regional Social Studies (there are parallel courses in Geography, Sociology and Colonial Administration of the regions to which they are allocated, e.g. West Africa, East Africa, Malaya and the Pacific), and are given practical experience of Local Government Administration and Social Services in Urban and Rural Districts. They also receive instruction in the principles of Co-operation, Trade Unionism, and Mass Education.

67. In the professional and technical fields there are post-selection courses for recruits to the Agricultural, Education, Fisheries, Forest, Survey and Veterinary Services. It is hoped that Engineering, Legal and Nursing recruits will also be brought within the training arrangements before the end of this year.

68. The Devonshire Committee's most novel proposal was for a combined Course in this country for officers of all branches after some years of colonial service. The initial Course in this series finished at Oxford, Cambridge and London Universities in March this year. Nearly 100 officers including members of the Administrative, Agricultural, Education, Engineering, Legal and Police Services attended it, and some 150 more have been put forward by their Governments for the next Course. In addition to British Colonial Aims, Social Administration, Economics and Comparative Colonial Administration, which are studied by all officers, this Course gives an opportunity for each individual to make a special study of some subject related to his work in which he has developed a particular interest. The field of such subjects is almost

limitless. Thus on the last course among the lines of study chosen were such widely diverse subjects as methods of Soil Conservation, Trade Unionism, modern methods of Road Construction, Economics of Peasant Agriculture, Local Government Administration, Anthropology and Language.

69. Although the Devonshire Second Course thus provides for the combined training of all branches of the Colonial Service the need remains for professional officers to attend special courses for purely professional studies. All Forestry Officers, for instance, have to return to the Imperial Forestry Institute, Oxford, for a whole year's special course. Highways Engineers have been admitted to new courses in Road Research run by the Department of Scientific and Industrial Research. Next year will see the inauguration by the Ministry of Labour of a twice-yearly course for Labour Officers.

70. In order to keep members of the Colonial Service still more in touch with the development of ideas in this country three short general conferences have been held since the war, at Oxford in 1946, at the London School of Economics in 1947, and at St. Andrew's University in 1948. It is hoped to make them a regular feature. Of a more specialised character, but helping amongst other things to serve the same purpose, was the Conference on Local Government in Africa held last year at Cambridge. Another specifically African Conference is being arranged later this year. In July the Institution of Civil Engineers is staging a special conference on Colonial Civil Engineering problems. Conferences in this country are from time to time supplemented by regional ones in colonial territories, such as the West African Labour Officers Conference.

71. The cost of training the Colonial Service is normally borne by Colonial Governments. In order to provide the initial impetus for the greatly increased measure of post-war training, H.M. Government set aside £1½ million, under the Colonial Development and Welfare Act, 1945, for these expanded general and technical training schemes during the period covered by the Act.

72. An encouraging and significant feature of post-war training courses is that a number of colonial-born officers have been taking them with expatriate officers. Moreover, the proportion of these local men will grow as more of them qualify for appointment to the higher grades of the Service. To accelerate this advance there is an allocation of £1 million under the Colonial Development and Welfare Act, 1945, for a pre-selection Scholarship Scheme. Under this Scheme (which is administered by the Director of Colonial Scholars and the Welfare Department) scholarships are awarded to young men and women from the Colonies to help them to obtain the educational or professional qualifications required for appointment to the higher grades of the Colonial Service.

## CHAPTER II

### POLITICAL AND CONSTITUTIONAL PROGRESS

#### (a) Ceylon

73. A political event of outstanding importance in British colonial history occurred during the period under review—the passing of the Ceylon Independence Act on the 10th December, 1947. This Act, together with the consequential amendments of the Ceylon Constitutional Instruments, gave to Ceylon full independence within the British Commonwealth. Ceylon thus became the first Colony, since the Statute of Westminster defined the relationship between the self-governing countries of the Commonwealth, to achieve full independence, an achievement marking the fulfilment of British policy in colonial administration, i.e. of bringing British colonial territories to full self-government.

74. The constitution framed on the Report of the 1946 Commission came fully into operation in October, 1947, with the formation, after the General Election, of Mr. Senanayake's Government and the opening by the Governor of the first Parliament of Ceylon. It was, however, destined to last little more than three months. The measures designed to give the Island full self-government came into operation on the 4th February, on which day relations with H.M. Government in Ceylon became the responsibility of the Secretary of State for Commonwealth Relations.

75. Nevertheless, the new Government in October settled down very rapidly to their increased responsibilities. One of their first acts was to conclude with the U.K. Government agreements on subjects of mutual interest to which the Secretary of State had alluded in a statement in the House of Commons on the 18th June.\* Shortly before Christmas Mr. Senanayake held important discussions with the Prime Minister of India on the status of Indians in Ceylon, and had talks with the authorities in Pakistan. About the same time the Ceylon Government issued a constructive declaration of policy on the subject of trade union rights for public servants following the report† by Mr. A. J. T. Day, C.B.E., Chairman of the Civil Service National Whitley Councils (Staff Side).

76. In view of the impending changes in the constitution Parliament was prorogued in January, 1948. On the 10th February H.R.H. the Duke of Gloucester opened the first session of the Ceylon Parliament to be held after the coming into operation of the Ceylon Independence Act. The Minister of State for Colonial Affairs was among those who attended the celebrations.

#### (b) The African Territories

77. As stated in Part I, a conference of Governors and Governors-Designate of all the African territories took place in London in November, 1947. This conference, the first of its kind, enabled major objectives of policy to be reviewed, and made possible a valuable pooling of experience at a time when far-reaching plans for economic and social development are under way. The conference discussed a great variety of subjects in the fields of political, economic and social development. Among these subjects were the devolution of authority from the Secretary of State to the African Governments, local government, public relations, means of improving agricultural technique, marketing policy, the development of co-operation, mining policy, fishery services, industrial development, control of water resources, the long-term aims of medical and education policy, the organisation of research and the problems of the civil service in the Colonies. Arrangements were also discussed for a further conference, to be held in London in the autumn of 1948, at which there will attend delegations of unofficial and official persons drawn from the Legislatures of the African territories and also, where appropriate, from representative regional assemblies.

78. In the field of regional co-ordination, the most important development during the year was the setting up of the East African High Commission, followed by the first meeting of the East African Legislative Assembly. Constitutional developments in individual territories continued along the lines described in the 1939-47 report (Cmd. 7167). Revisions in the composition of Legislative Councils took place in the Gambia, Kenya, Uganda, Tanganyika, and Northern Rhodesia, all designed to secure greater African representation or greater representation of African interests: similar revisions are proposed in Sierra Leone and Nyasaland. Meanwhile, the new constitution in Nigeria has been operating satisfactorily.

\* 438 H.C. Deb. 5 s. 2015-18.

† Ceylon Sessional Paper XX, 1947.

79. In local government the year was one of particular interest, developments including major statements of policy in Nigeria and Uganda, measures in most territories designed to give increasing popular control of local government, the setting up of new machinery for the study of the problems involved (including an African Studies Branch in the Colonial Office), the creation of a Local Government Advisory Panel in London, a conference at Cambridge on African local administration, and visits to Africa by Lord Hailey to review his earlier studies on native administration and local government.

#### CONSTITUTIONAL DEVELOPMENTS IN INDIVIDUAL TERRITORIES

80. *Nigeria*.—In March last the budget session of the Legislative Council was held at Kaduna in the Northern Provinces—the first occasion on which a session of the Council had taken place outside Lagos. This innovation was generally agreed to have been successful.

81. The system of regional government, which forms such an important feature of the new constitution, came into full operation during the year with the setting up of a regional House of Assembly in each of the Northern, Eastern, and Western groups of provinces. Membership of the Assemblies is divided between officials of the regional administration (under the Chief Commissioner) and African unofficials, mostly elected by representatives of Native Authorities at provincial meetings; in each instance the unofficials command a majority. From among their own members the Assemblies elect 18 of the 28 unofficial members of the Legislative Council.

82. In addition to their electoral functions, the Assemblies have important financial and legislative responsibilities, and their proceedings during the year included discussion of the estimates for regional services in 1948–49 (the estimates are then submitted to the Legislative Council), several draft Bills, education policy, and many current problems facing the regions.

83. Introduction of the regional system of government has necessitated changes in the complex administrative structure of the country, and in order to clarify the issues a statement was issued by the Government setting out the financial procedure to be followed in the new constitution.

84. Government also issued an important statement of policy defining responsibilities as between the central Government and Native Authorities. The purpose of the statement was to assign a definite sphere of management and responsibility to local authorities while at the same time maintaining adequate supervision and efficiency. The broad principle observed is that Native Authorities are to be responsible for those services which they are able to finance, competent to administer, and willing to undertake. In the case of education, agriculture, health, and public works services, responsibility is shared, with the central Government formulating general policy and supervising its application, and Native Authorities executing it locally.

85. In urban local government an important advance is contemplated for Port Harcourt, whereby the existing authority, which consists of an administrative officer assisted by a nominated advisory board, is to be replaced by a Town Council with an elected African majority.

86. In August, 1947, the Secretary of State received a delegation of the National Council of Nigeria and the Cameroons which criticised the new constitution and proposed another in its place. He informed them that the new constitution marked a substantial step forward, and that he regarded it as essential that the present arrangements should be given a proper trial.

87. *Gold Coast*.—The Legislative Council has continued to function with its elected African majority under the 1946 constitution. Five members are elected directly on a universal franchise by the Municipalities; nine by the Joint Provincial Council for the Colony; and four by the Ashanti Confederacy Council. The Joint Provincial Council for the Colony is composed in turn of Paramount Chiefs and other representatives of the native "States". Similarly the Ashanti Confederacy Council is composed of the chiefs and other representatives of the principal divisions of Ashanti. The lesser chiefs and native administration units are represented on the state and divisional councils. The Northern Territories Council, comprising chiefs and other representatives of the Native Authorities, will, in time, elect members of the Legislative Council for the Northern Territories.

88. The development of local government has continued. In the Colony smaller Native Authorities federated voluntarily to form common treasuries, and the Ahanta, Sefwi, Evalue, Wasaw, Fanti, Asin and Denkyria confederacy treasuries have emerged. In this way local government revenues have been consolidated to provide more finance for social services.

89. Advances were also made in the work of Native Treasuries and the Standing Finance Committees which manage them. By the end of 1947 every divisional treasury in Ashanti was supported by a Finance Committee, which included in many cases, not only traditional councillors, but also members of the general public.

90. *Sierra Leone* consists of the Colony, embracing Freetown and its neighbourhood, and the Protectorate covering the rest of the country and containing 95 per cent. of the population. In August, 1947, proposals were announced for amending the constitution of the Legislative Council so as to provide an African unofficial majority and to increase the element of Protectorate representation. The proposals have been laid before the Protectorate Assembly and the existing Legislative Council and, subject to some suggested amendments, have been accepted by both bodies.

91. The Protectorate Assembly, which comprises the Chief Commissioner as President, 10 official members, 6 nominated unofficials and 2 representatives from each of the 13 District Councils, held its second annual meeting during August, 1947, and discussed developments in health services, education, and draft legislation for the acquisition of land for development purposes.

92. In Freetown a proposal to put into effect the new Municipal Ordinance, which had been enacted in 1945, met with strong local opposition, mainly directed against the sections laying down the extent of government control over the municipality. The introduction of the Ordinance was suspended and the matters in dispute referred to a committee of 2 officials and 13 local African representatives. This committee produced an agreed report, satisfactorily dealing with the points of difficulty, and amended legislation has now been placed before the Legislative Council to give effect to the proposals in the report.

93. *The Gambia* comprises a Colony and a Protectorate. The former consists of the town of Bathurst, on the Island of St. Mary, and the adjacent portion of the mainland, known as the Kombo St. Mary Division, which was restored to its original form of administration as part of the Colony with effect from the beginning of 1947. A new Town Council for Bathurst, comprising 1 *ex-officio*, 4 nominated and 15 elected members, assumed duty in 1947. At the same time a Rural Authority was constituted for the Kombo St. Mary Division with powers and duties including rating, licensing, and certain public health duties. This Authority meets under the Chairmanship of the Colony Commissioner and comprises 20 members nominated by the Governor to represent the main groupings of the population.

94. The principal development of 1947 was the reform of the Gambia Legislative Council so as to provide for fuller representation of the Protectorate (which contains over 90 per cent. of the population) and for an unofficial majority. The new Council consists of the Governor as President (with a casting but not an original vote), 3 *ex-officio*, 3 nominated official, 6 nominated unofficial and 1 elected member, the last named representing the town of Bathurst. The first meeting of the new Council took place in November.

95. Simultaneously with this change in the Legislative Council, Gambian unofficials were appointed for the first time to the Executive Council, which now consists of 5 official members and 3 of the unofficial members of the Legislative Council, including the member elected for Bathurst. The members of the Executive Council also compose the Colony's Advisory Committee on Development, so that Gambian unofficials are now associated directly with the administration of the Colony's development programme.

96. *Kenya*.—The Legislative Council was reorganised in April, 1948, effect being given to the Governor's proposals :—

(1) to reduce the official membership by not replacing the Postmaster-General, the General Manager of the Kenya-Uganda Railways and Harbours, and the Commissioners for Customs and Income Tax on their departure to the East African Central Assembly ;

(2) to increase African representation from two members to four to be nominated by the Governor from a panel of names submitted by African local government bodies voting as a body ;

(3) to replace one Arab unofficial and one official member by two nominated Arab unofficials ;

(4) to nominate a Speaker to preside in the place of the Governor.

As reorganised there is an unofficial majority in the Council which now has 15 official and 22 unofficial members. A general election for the European and Indian seats was held in April, 1948.

97. There is an increasing tendency to associate Africans with the work of urban local government, as with other all aspects of government activity. Two African members (chosen in consultation with the African Advisory Council) were appointed to the Nairobi Municipal Council in 1946. African Advisory Councils on the Nairobi model have been set up at Mombasa and Nakuru, and African Advisory Committees at Eldoret and Kisumu, where the introduction of full African members on the Municipal Boards is being considered. An African has been nominated to the Mombasa Municipal Board as a government representative.

98. Important proposals for the development of Local Native Councils in Kenya have been agreed in principle and are now being considered in detail. At present these Councils are legislative bodies with responsibility for the raising and spending of local funds. They are composed of popularly selected Africans, who are in a majority on most Councils, and nominated Africans, sitting under the chairmanship of the District Commissioners.

99. The new proposals involve delegating wide executive responsibility to the Local Native Councils, which will be called African District Councils, for such fundamental matters as the building and maintenance of roads, schools, houses, markets and dispensaries, and the provision of agricultural, public health, sanitary and transport services and water supplies. With the appointment of African secretaries to the Councils a beginning has been made in forming a local government service directed by the Councils.

100. Measures for the reorganisation of the central machinery for directing the work of local government bodies are also under examination. It is proposed that the three existing Standing Committees for Municipal Authorities, District Councils and Native Councils should become Standing Committees of the Local Government Board, of which the Member for Health and Local Government is chairman. The composition and powers of the Standing Committee for Municipal and District Authorities would remain unchanged, while the Committee for Local Native Councils would be reconstituted as an African Local Government Board, with wider powers, under the chairmanship of the Chief Native Commissioner.

101. *Tanganyika*—A fourth African member, a school teacher from Tanga, has been appointed to the Legislative Council, which now comprises 15 official and 14 unofficial members (7 Europeans, 3 Indians, and 4 Africans), with the Governor as President.

102. A reorganisation of the central machinery of Government was brought into force as from January, 1948, in order to effect a better co-ordination of departmental activities and a speedier transaction of public business. Allied departments have been grouped under six members of the Executive Council—the Chief Secretary, the Member for Law and Order, the Member for Finance, Trade and Economics, the Member for Agriculture and Natural Resources, the Member for Lands and Mines and the Member for Labour, Education and Social Welfare. The six members have for the present been appointed from the ranks of the Tanganyika Government Service. Each of them has direct access to the Governor and is responsible for the administration of the group of departments placed under his control. At the same time a post of Secretary for African Affairs has been created, the holder of which is also a Member of the Executive Council and has direct access to the Governor.

103. The process of making tribal councils more widely representative by adding village representatives and "commoners", as distinct from chiefs, to their membership is being prosecuted in suitable areas, and the policy of combining local councils into federal tribal councils, and of holding inter-tribal conferences for the discussion of questions of common interest, is being applied wherever practicable. The Sukuma and Chagga Federations made good progress during the year. An Executive Committee of Chiefs was set up in the North Mara District of the Lake Province. Methods of evolving an inter-tribal council in the Southern Highlands Province are being explored.

104. *Uganda*—In November, 1947, African representation on the Legislative Council was increased to four by the addition of a member nominated by the Governor from the Northern Province. Unofficial African, European and Indian members are now in the ratio of 4:3:3. Thus for the first time in any East or Central African territory Africans enjoy greater representation than the other races on the unofficial side of the Legislative Council. *Pari passu* with this increased unofficial representation, the official side has been increased by the appointment of the Development Commissioner.

105. In a recent statement of policy the Governor announced the intention, when Provincial Councils had been established throughout the Protectorate, of replacing the present system of appointment by himself of African members to the Legislative Council. It is then intended that:—

(a) the Eastern and Northern Provincial Councils should each elect from among their members two African representatives;

(b) in the case of Buganda, the Kabaka should continue for a time to nominate one of his Ministers, and the Lukiko should elect from among its members a second member;

(c) the Western Provincial Council should elect from among its members one representative, and a second representative should be nominated in turn by the hereditary ruler of each of the three Treaty states of Ankole, Bunyoro and Toro.

In the three Provinces—Eastern, Northern and Western—Provincial Councils have been or are about to be set up. In Buganda the Lukiko already provides an assembly comparable to a Provincial Council.

106. In Buganda the democratic system of electing unofficial representatives to the various grades of Councils introduced by the Electoral Law of 1945 has continued in force, with a growing acceptance that it provides the best means of securing representation of the views of the people. At the December meeting of the Great Lukiko an amendment to the Kabaka's Electoral Law was passed unanimously, raising the unofficial representation from 31 to 36 out of a total of 89 members.

107. In the Eastern Province steady progress has been made in developing local government through the various grades of councils, which are gradually being changed from purely advisory bodies to bodies having financial and executive responsibilities. This council system has now been adopted in the Northern and Western Provinces with certain minor variations to suit local requirements. Through it an ever growing number of people are both taking an interest and participating in the administration of local affairs, not only through councils themselves, but also through their standing committee on such matters as finance, agriculture and soil conservation, health and education. The Government's intention is to create a chain of indirect representation, linking the lowest village councils to the Central Legislature. The Governor has described this policy as "a progressive development both in executive responsibility and in the representative character of the system of councils, with official and elected members, at the levels of province, district, county, parish and village (to use comparable English terms), each council acting as an electoral college for the council above it".

108. Legislative provision for advances in urban local government was made in the Local Government (Municipalities) Ordinance of 1947. Hitherto urban authorities in Uganda have had little freedom of local action and no powers to levy rates; to all intents and purposes they were run as departments of the Protectorate Government. Under the new ordinance municipal councils and boards may be set up with powers to levy rates and run social services with greater freedom from government control. The first municipality is being set up in Kampala. A new Local Government (Rating) Ordinance governs the levy of rates in urban areas.

109. *Zanzibar*—Principal developments during the year were the appointment of a second African member to the Legislative Council, and the enactment by the Sultan of the District Administration and Rural Councils Decree, which authorises the establishment of Mudirial Councils and Local Councils in the rural areas. The former councils are advisory to the Mudirs in charge of areas of mixed population. Local Councils operate in areas of homogeneous population and have power to make bye-laws and, with the specific approval of the Sultan in each case, to impose taxes for local government services. The Decree directs that the councils should fully represent all sections of the local population. Close attention is also being given to the development of local government in Zanzibar Town and in the three townships in Pemba.

110. *Northern Rhodesia*—In accordance with decisions reached in September, 1946, the constitution has now been amended so as to provide for four members of the Legislative Council to represent African interests; of these, two will be

Africans selected by the African Representative Council from its own members. Provision has also been made for the appointment of a Speaker, and for an increase of two in the elected members of the Legislative Council in substitution for two nominated unofficial members previously representing interests other than African. The Order in Council giving effect to these changes was made in February, 1948, and the new members will take their seats on the Council later in the year. The composition of the Council, apart from the Speaker, will then be 10 European elected members, 2 European unofficial members representing African interests, 2 African unofficial members, and 9 official members. Early in 1948 the unofficial members put forward proposals for further constitutional change which are now under examination by the Northern Rhodesian Government.

111. Development in local government has aimed at widening membership of chiefs' councils to include non-traditional representatives, and at emphasising popular approval rather than hereditary succession as the overriding consideration in the appointment of chiefs as Native Authorities. The native authority system is also being strengthened where possible by the amalgamation of weak Native Authorities. Consideration is being given to the formation of central tribal councils, composed of existing chiefs and councillors, as the executive and legislative bodies for the tribal areas concerned. In the central part of the territory, where fragmented sections of tribes are intermingled, it is intended to create area councils, consisting partly of chiefs and partly of councillors chosen by the people, as the Native Authorities. The powers of Native Authorities have been extended to allow them to make rules regulating and promoting trade and industry and imposing rates and fees. In each district an education committee has been appointed, comprising representatives of the missions and of the Native Authorities to deal with certain local educational matters.

112. In Barotseland the traditional Katengo (Council of the Many) has been reconstituted. Originally the council was confined in its membership to Malozi and members of the royal house nominated by the Paramount Chief. Under the new arrangements five non-official commoners, not necessarily Malozi, from each district sit with the traditional councillors. The Katengo reports its resolutions to the full National Council of Barotseland.

113. *Nyasaland*.—The proposals put forward by the Nyasaland Government for constitutional reform are being discussed with unofficial opinion by the new Governor, who arrived in the Protectorate in March.

114. The discussion of common problems at the meetings of the three Provincial Councils has already done much to modify tribal differences and to widen the outlook of the Native Authorities. The establishment of the councils has been welcomed by the population as an earnest of Government's intention to train them for eventual self-government. The councils have considered a variety of local government problems, and, in some cases, have drawn up model native authority rules and orders accepted by all the Native Authorities in the Province. In the Central Province the Provincial Council has accepted a proposal to amalgamate all native treasuries into one federated Provincial Treasury. It is proposed that the Provincial Treasury should be controlled by a Finance Committee chosen from members of the Provincial Council. The Native Administrations of the Southern Province have also agreed to pool their resources and to operate a common federated treasury.

115. Arrangements have been made for the creation of a new post of Secretary of African Affairs. A new Native Courts Ordinance was promulgated at the end of 1947, making certain provisions for the reconstitution of Native Courts

and for the appointment of a Native Courts Adviser. For the time being this office will be held by an administrative officer with both legal and district administration experience. It is the intention that the office should eventually be held by an African.

#### AFRICAN LOCAL GOVERNMENT

116. The brief accounts recorded above indicate the considerable attention now being given in the African territories to local government and the development of responsibility through native administration and municipal organisation. Early in 1947 the Secretary of State drew the attention of all African Governments to the importance he attached to this subject, which he felt was vitally important to successful advance in the political, economic and social spheres. During the year major statements of policy were issued by the Nigerian and Uganda Governments, the former on the division of financial and administrative responsibilities between the central Government and regional administrations on the one hand and the local government bodies on the other hand, and the latter on the development of the executive responsibility and representative character of local government bodies as an essential part of the political evolution of the country. The Kenya Government has had under consideration during the year important new legislation designed to encourage the development of African local government bodies. In Zanzibar a new departure has been made in legislation providing for the establishment of local government councils in the rural areas. In all the other territories policy with regard to local government for Africans has been reviewed during the year and some progress made in representation of the people on local government bodies and in popular control of local government work.

117. In Kenya and Uganda majorities of popularly elected or selected Africans on the local councils are now the rule rather than the exception. The council system is being extended in parts of Northern Rhodesia by the creation of tribal and area councils, which include a large proportion of popularly selected members as well as traditional councillors. Where local government bodies are based on indigenous authorities progress towards popular representation is necessarily slower, but advances have been made during the year. Elected unofficial membership of the Buganda Lukiko has been increased from 31 to 36, and the Barotseland Katengo in Northern Rhodesia has been widened to include popularly selected commoners. Elsewhere in Northern Rhodesia, and in Tanganyika and Nyasaland literate non-traditional members have been brought on to traditional chiefs' councils. Similar progress has been made in the case of some of the Yoruba Native Authorities in Western Nigeria. In the Gold Coast non-traditional representatives have been brought on to the finance and education committees of the Native Authority Councils.

118. Increasing popular control of the work of local government in rural areas is being secured by the extension of the standing committee system for finance, education, health, etc., accompanied by an increase in the executive responsibilities of local government bodies in these fields; by the introduction of the beginnings of a local government service with increased provision for the training of expert staff; by the increasing association of representative councils with chiefs in their executive actions; and by the extension of rate levying by local authorities, accompanied by an increase in their financial responsibilities. At the same time the federation and amalgamation of weak and unduly small local authorities is going forward in most territories. In the urban areas of East and Central Africa the line of advance towards African representation in local government continues to be the development of African advisory councils and committees. In West Africa progress has been made in the development

of municipal government, notably at Port Harcourt in Eastern Nigeria, Bathurst in the Gambia, and at Freetown in Sierra Leone, where agreed recommendations have been made by a representative local committee to end the deadlock over the new Municipal Ordinance.

119. In August a successful summer conference on African local government was organised by the Colonial Office at Cambridge and attended by over a hundred people, including both administrative and other officers from the African territories, members of the staffs of universities, other people in this country interested in African problems and observers from abroad. The conference reviewed the whole field of policy and practice with regard to local government for Africans. Its conclusions were subsequently submitted for the consideration of the conference of African Governors who found themselves in general agreement with them.

120. Special attention has been paid to the establishment in the African territories and in London of adequate machinery for studying the problems of African local government and for the regular exchange of information between officers in the field in the different territories and those working at headquarters and in London. All the East and Central African territories now have, or are engaged in establishing, African affairs branches under the Secretary for African Affairs or Chief Native Commissioner of the territory, which are responsible not only for advising Governments on policy but also for collecting and disseminating information on the problems of local government. These branches will include officers specialising on the problems of African land tenure and African law. In the Colonial Office an African Studies Branch has been established and is responsible for the collection and distribution of information between the African territories; for the study of long-term problems relating to African administration, in co-operation particularly with the Law and Land Tenure Advisory Panels set up by the Colonial Office; for liaison with those studying the problems of African local government in universities; and for exchanging information with foreign countries. The Branch produces a quarterly digest on African local administration for the use of Colonial Governments and the Colonial Service in Africa.

121. The particular importance of a sound development of local government in urban areas is fully accepted by the African Governments and was recognised by the summer conference of Administrative Officers and the Governors' Conference in November. It is generally agreed that great benefit can be derived from the application of United Kingdom experience in local government to African conditions. To secure the best advice available in this country the Secretary of State has set up a Local Government Advisory Panel for the purpose of advising the Colonial Office and Colonial Governments on specific questions referred to them; of assisting officers of the African Governments or of local government bodies in Africa in the study of local government methods in this country; and of visiting African territories individually to give such advice and assistance as may be asked for by Governments. The Panel will consist of the following members:—

Mr. C. H. Banwell

Secretary of the Municipal Corporation Association.

Mr. C. W. Dumbleton, M.P., J.P.

Former Mayor of St. Albans; Member of the Hertfordshire County Council Education, Probation and Advisory Committees.

Mr. Carol Johnson

Alderman, Lambeth Borough Council.

Mr. E. Long

Secretary of the Institute of Municipal Treasurers and Accountants.

Mr. D. Veale, C.B.E.

Formerly of the Ministry of Health and now Registrar of Oxford University.

Mr. C. H. Wade

Formerly of the Colonial Administrative Service (Nyasaland and Nigeria) ; Member of Horsham Rural District Council.

Mr. J. H. Warren

Secretary of the National Association of Local Government Officers.

122. During the year Lord Hailey travelled widely through all the African territories in order to bring up to date the studies which he had previously made on African administration and local government.

#### AFRICAN REGIONAL ORGANISATIONS.

123. *East Africa*.—Of great importance in East African development is the establishment of the East African High Commission and Central Legislative Assembly, set up to deal with certain specified subjects of inter-territorial concern, particularly in the field of economic development, research, land, water and air communications and defence. The proposals in Colonial Paper No. 210, published in March, 1947, were debated by the three Legislative Councils of Kenya, Tanganyika and Uganda, and approved by a majority of all three Councils. In July, 1947, the Secretary of State announced in the House of Commons that H.M. Government had decided that the scheme should be brought into force on the 1st January, 1948. Constitutional instruments were made during December and the East African High Commission, comprising the three Governors of Kenya, Tanganyika and Uganda, with the necessary executive organisation supported by appropriate inter-territorial advisory and consultative bodies, was established as from the 1st January.

124. The High Commission held its first meeting in February and the East African Central Legislative Assembly met for the first time on the 6th April. The Assembly is designed to ensure constitutional backing for the operations of the inter-territorial services, and to associate representatives of the public in their management and control. It has 23 members, of whom 7 are official members appointed from the staff of the High Commission, 5 each from Kenya, Uganda, and Tanganyika, and 1 member of the Arab community appointed by the High Commission (it may be of interest to record that the unofficial members from the three territories comprise 5 Europeans, 4 Indians and 3 Africans). The inaugural meeting of the Assembly was opened by Sir Philip Mitchell, Chairman of the High Commission, and was attended by the Parliamentary Under-Secretary of State. Under the chairmanship of its Speaker, Sir Geoffry Northcote, the Assembly discussed a variety of matters, including the estimates of the High Commission and the draft rules of procedure.

125. *Central Africa*.—The Central African Council met three times (in March and December, 1947, and in April, 1948) and dealt with many subjects of major importance to the three Central African territories. Under the sponsorship of the Council a new agreement has been reached between the Governments of Southern Rhodesia, Northern Rhodesia and Nyasaland on the subject of migrant labour. The legislative and administrative arrangements to implement this agreement have been or are being made and it is hoped that the agreement, which should be of material benefit to the territories as a whole and to migrant workers, will come into force during the second quarter of 1948. The Council has also undertaken negotiations with the Government of the Union of South Africa on the subject of migrant labour.

126. In the sphere of development the Council set up a co-ordinating committee consisting of the Chairmen of the Southern Rhodesia Development Commission, the Northern Rhodesia Development Authority and the Nyasaland Development Committee, with one other member from each territory. The Council has also been concerned with railway priorities, with problems arising in connection with the port of Beira, with air communications and with new land communications projects. It has sponsored important investigations into the development of hydro-electric power from the Zambesi and is taking steps to convene an international conference of the countries concerned with special reference to these hydro-electric schemes. A research secretary, Dr. J. E. Keyston, has been appointed and consideration is being given to the early establishment of a Central African Research Council.

127. *West Africa*.—A further meeting of the West African Council has awaited the arrival of the new Governors of the West African territories. Mr. W. B. L. Monson, of the Colonial Office, succeeded Sir Gerald Creasy as Chief Secretary on the latter's appointment as Governor of the Gold Coast. The Secretariat of the Council was active during the year in the organisation of conferences of technical specialists of the British West African Governments as well as international conferences of the West African territories. Conferences of British officers were held to discuss problems of common interest in the fields of research, land and air communications, and labour administration. In the international field the Secretariat played a leading part in the organisation of an Anglo-French conference on communications held at Dakar in May, 1947, and an Anglo-French-Belgian conference on labour administration held at Jos in March last. The Chief Secretary of the Council attended an international conference at Brazzaville in February, on tsetse fly and trypanosomiasis problems. These conferences made important practical recommendations for closer co-ordination between the territories concerned. The communications conference proposed the construction or improvement of road, rail, water and telecommunications links between the British and French territories in West Africa, and steps are already being taken by the French and British Governments to carry these recommendations into effect.

### (c) The Far Eastern Territories

128. The Far Eastern territories continued their recovery from the effects of war and Japanese occupation. The shortage of food, particularly of the staple, rice, has continued, with its attendant encouragement to black market activities, leading in turn to a rising cost of living. More than any other single factor the shortage of food hampers the reconstruction and progress of most parts of South-East Asia, and vigorous efforts have continued to be made, both to increase food production inside British territories, and to ensure the fair distribution of the food that the area as a whole produces.

129. The Governor-General has sought throughout the period under review to co-ordinate policy and administration in Malaya and British Borneo. He has carried out a series of visits to all parts of his area of authority (and to Hong Kong). He visited London in the first part of the year for consultations with the Secretary of State. On the 1st May, 1948, Mr. MacDonald assumed, in addition to his duties as Governor-General, responsibility for the Office of the Special Commissioner in South-East Asia. The work of the organisation built up by Lord Killearn, with its special responsibility in regard to the food situation in South-East Asia, continues unchanged, but it is now possible to associate the staffs of the two organisations under one direction. As head of the new combined organisation Mr. MacDonald's title has been changed to Commissioner-General. He communicates with the Secretary

of State for the Colonies on colonial matters and with the Secretary of State for Foreign Affairs on matters previously the responsibility of the Special Commissioner.

130. Wherever possible the opportunity is taken of associating the Governments and peoples of the Far Eastern territories with the activities of international organisations. The Malayan and Borneo territories, as a group, were admitted as an Associate Member of the Economic Commission for Asia and the Far East, a Commission set up by the Economic and Social Council of the United Nations, and were represented at Baguio in the Philippines, during November and December, 1947, by a Malay with a distinguished record of public service, Haji Eusoff bin Yusoff. Hong Kong also was admitted to Associate Membership of the Economic Commission for Asia and the Far East, and was represented at Baguio by Mr. M. K. Lo. Large delegations, including representatives of workers' organisations, from the Malayan Union and Singapore took part in the Preparatory Regional Asian Conference of the I.L.O. at New Delhi in October and November, 1947.

131. *Malaya*—The year saw notable political advances both on the Malayan mainland and in Singapore. In July, 1947, H.M. Government announced in a White Paper\* its final decisions on the establishment of a Federation of the nine Malay States and the Settlements of Penang and Malacca, which would replace the Malayan Union. The scheme for a federal constitution which H.M. Government finally approved varied from that proposed by the Working Committee of British and Malay representatives in 1946 in several important respects. These went some of the way to meet the recommendations of the Consultative Committee which, in pursuance of His Majesty's Government's pledge of full consultation with all communities, groups, and individuals in Malaya, had been appointed in December, 1946; but the main outline of the scheme (which had been endorsed by the Consultative Committee) and the greater part of its detailed provisions were retained. In particular, in agreement with the Malay Rulers and the leaders of Malay public opinion, certain changes were made in the qualifications recommended by the Working Committee for the grant of citizenship, and in the size of the Legislative Council. The total membership of the Council was increased from 48 to 75, thus allowing a substantial unofficial majority and permitting the better representation of important sections of the community.

132. Under the Federation scheme it was agreed that the jurisdiction in the Malay States which had been acquired by the Agreements negotiated by Sir Harold MacMichael should be surrendered under fresh agreements entered into with the Rulers, save in so far as it was necessary for the exercise of the Protecting Power's responsibility for external affairs and defence, and for appeals to the Privy Council. The Federation Agreement to be made between His Majesty and the Rulers would establish a strong central legislature with powers to legislate over a very wide field, and a form of common citizenship, designed to admit to political and civic rights and obligations in the Federation all those who could be said, by an objective test, to regard Malaya as their true home and as the object of their loyalty. At the same time the States would have a measure of autonomy within the Federation; and State Executive Councils, to advise and assist the Rulers, and Councils of State, with power to pass laws, would be established. The Federation Agreement would detail the general structure of the Federal Constitution and certain principles on which the States should be administered. As part of the general scheme, new constitutions would be promulgated by the Rulers for their States, and, by Order in Council, for the Settlements of Penang and Malacca.

\* Cmd. 7171.

133. During the autumn of 1947 the work continued of drafting the Constitutional Instruments necessary to implement the Federation scheme—the Agreements with the individual Rulers, the Federation Agreement, an Order in Council which gave legal effect to the Agreements and provided for the Government of the Settlements, and the new Constitutions for the States. The final texts of the Instruments were agreed in meetings with the Malay Rulers and political leaders in January, 1948. The Agreements with the individual States, and the Federation Agreement were signed by Sir Edward Gent, the Governor of the Malayan Union (who became the first High Commissioner for the Federation) on behalf of His Majesty, and by Their Highnesses the Rulers of the Malay States at Kuala Lumpur on the 21st January, 1948. The Order in Council was made on the 24th January, and the Federation was inaugurated on the 1st February. The new constitutions for the Malay States were also promulgated on that day. The first meeting of the Conference of Rulers took place on the 17th February and a message of good wishes from His Majesty the King was read. On the 24th February the Minister of State, Lord Listowel, was present at the first meeting of the Federal Legislative Council. For the time being all appointments of unofficial members to the Federal Legislative Council and the State and Settlement Councils are by nomination, but it is intended that elections shall be introduced as soon as circumstances permit.

134. It was not to be expected that the new constitution would escape all criticism. Certain left-wing groups centred around two organisations, the All-Malaya Council of Joint Action and Pusat Tenaga Ra'ayat (Putera)—a Malay body—which had boycotted the work of the Consultative Committee in the early months of 1947, took every opportunity of expressing their opposition to the federation scheme, and, with the co-operation of the Associated Chinese Chambers of Commerce, staged a one-day strike of protest throughout the Peninsula and Singapore on the 20th October, 1947. The great majority of the people of Malaya have accepted the new constitution, however, and although there has been some disappointment among certain elements in the non-Malay communities, all are represented in the Federal Legislative Council and in the State and Settlement Councils. There is every indication that the new constitution has made a good start, which augurs well for the future.

135. During the year vigorous measures (in some of which the Army co-operated) were taken against gangsters and bandits, the legacy of the disturbed conditions of war-time Malaya, and, despite some particularly brutal outrages in the autumn of 1947 the country continues its steady return to the peaceful and secure conditions which obtained before the war. Every effort is being made to strengthen the police forces and to assist those engaged in maintaining law and order.

136. In *Singapore* also the process of recovery from the effects of war has continued. When, as part of the scheme for the post-war re-organisation of the British territories in South-East Asia, Singapore was created a separate Colony, the details of its constitution, within a framework established by Order in Council in 1946, were left for decision after local opinion had been fully consulted. A committee was set up by the Governor in April, 1946, to make recommendations for the reconstitution of the Legislative Council of the Colony. The Committee's recommendations, with those of the Governor, were carefully considered by His Majesty's Government and their principal decisions were announced by the Secretary of State in Parliament on the 14th May, 1947.\* An unofficial majority in the reconstituted Council was secured by undertaking that not more than 5 nominated official members (the Order in Council allowed a maximum of 7) would be appointed, in addition to the 4 *ex-officio* members,

\* 437 H.C. Deb. 5 s. 166.

while on the unofficial side there would be 9 elected members and the Governor would have discretion to select not more than 4 nominated unofficial members. The Order in Council provided for two such members only, but since a communal basis for elections to the Council was rejected, it was felt necessary to increase this maximum in the interests of any community which might have failed to secure adequate representation at the polls. Of the 9 elected members 3 would be elected by the Chambers of Commerce—the European, Chinese and Indian Chambers returning one each—and 6 by popular ballot of registered voters in 4 constituencies, 2 urban electoral districts each returning two members and 2 rural districts each returning one member. Electors would be British subjects, over the age of 21, of either sex, and no property or literacy qualifications would be required. Singapore thus becomes the first British territory in the Far East to secure a substantial elected membership in its Legislative Council.

137. The registration of voters took place during September, 1947. The number of registrations was 22,387, some 20 per cent of the estimated total of persons eligible. This low percentage can be ascribed to many causes; unfamiliarity with election procedure (and indeed of elections generally), a reluctance born of Japanese oppression to put one's name to any piece of paper, and apathy. Further, political parties, as they are known in Great Britain, were only beginning to take shape. The registration was boycotted by certain political groups but their boycott, though it may have deterred some, certainly stimulated others to register. The elections took place, after a spirited campaign in which great interest was shown, on the 20th March, 1948 and 64 per cent. of the voters went to the polls despite torrential rain during most of the day.

138. A Committee was also established in April 1946, to make recommendations on the form in which the Singapore Municipal Commission should be re-established. Discussions of the Committee's report, which was issued in August, 1946, have followed and are continuing.

139. *The Borneo Territories*—In the new colonies of Sarawak and North Borneo the first steps have been taken towards associating the peoples more closely with their Government and administration, on a basis as broadly representative as possible, and in such a way as to secure the maximum progressive constitutional development. In both territories emphasis is being laid on the development of local government institutions, and their plans are on somewhat similar lines.

140. In Sarawak it is proposed to establish elected and racially representative local authorities with their own treasuries; to grant increased powers to existing Municipal Boards, including a measure of financial control; to set up representative inter-racial District and Divisional Advisory Councils, which in due course, it is hoped, will be capable of fulfilling the functions of electoral colleges for the election of unofficial members to the central legislature. The plans have been fully discussed with the people, and laid before the Council Negri, and the first of the new Native Authorities with their own native treasuries are being established.

141. In North Borneo also it is proposed to establish in purely native areas Native Authorities with their own treasuries, and in these areas chiefs and village headmen will be selected by the people. It is proposed to set up Town and Rural Boards in municipalities and rural areas where the population is predominantly non-native. District Advisory Councils are to be formed, consisting of the chiefs and headmen of the District, and these Councils will elect members to the West and East Coast branches of a Central Native Advisory Council, which may later elect unofficial members to a Legislative

Council. Proposals have also been made for the development of the machinery of central Government, including the establishment of Executive and Legislative Councils. The proposals have received the unanimous support of the Advisory Council.

142. In the protected State of Brunei, there have been no constitutional developments, but, as announced in Parliament on the 2nd March, 1948,\* certain administrative changes have been agreed between the Governor-General and His Highness The Sultan and members of the State Council of Brunei, and approved by His Majesty The King. As a result the Governor of Sarawak will assume the duties of High Commissioner for Brunei, which before the war were performed by the Governor of the Straits Settlements. At the same time the heads of certain Sarawak technical departments will now be available to act in an advisory capacity to His Highness The Sultan, and officers of the Sarawak Service will be seconded for service with the Brunei administration in the same way that officers on the Malayan establishment were formerly seconded to it. These administrative changes have involved no alteration in the position of Brunei as a State under His Majesty's protection, nor in the status and powers of His Highness The Sultan and his State Council. They were fully explained to the people beforehand and have been welcomed for the contribution they are likely to make towards social and economic progress.

143. *Hong Kong*.—The work of reconstruction has gone steadily on in the face of many difficulties and the relative prosperity of the Colony was maintained. On the 17th May, 1947, Sir Mark Young left the Colony on retirement after completing the period for which his term of office as Governor was specially extended. It was during this period that plans were made for constitutional changes, and the Secretary of State's approval for these changes was announced in July, 1947. It is hoped that the legislation required to bring them into operation will be introduced shortly. The effect of the changes will be to establish an unofficial majority in the Legislative Council, and to create a Municipality for Hong Kong and Kowloon with a majority of elected members. In the Legislative Council, instead of 9 official and 8 unofficial members, there will be 7 officials and 8 unofficals, and four of the latter will be nominated by unofficial bodies instead of by the Governor as hitherto. The Municipal Council will have 30 members, of whom 20 will be directly elected and 10 nominated by unofficial bodies. Sir Mark Young's successor, Sir Alexander Grantham, assumed duty on the 25th July, 1947.

144. Difficulties of administration, due to the influx of immigrants from China, continued. The population is now estimated to be about 1,800,000.

145. Events in China during the year underlined the need for a clear understanding of developments there and for a close and effective liaison with the British representatives in China. The appointment to the Hong Kong staff of a Political Adviser with experience of China was an important step in this direction. Reference has already been made in Part I, paragraph 35, to incidents arising from the eviction of Chinese squatters from an area within the Colony.

#### (d) **The West Indian Territories together with Bermuda and the Bahamas**

##### *Development of Closer Association*

146. The long history of attempts to promote closer association in the West Indies reached a climax in September, 1947, when the Secretary of State presided over a Conference of delegates from the Legislatures of Barbados, British Guiana, British Honduras, Jamaica, the Leeward Islands, Trinidad and

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\* 448 H.C. Deb. 5s. 62.

Tobago, and the Windward Islands, which was held at Montego Bay in Jamaica. The Conference covered a wide field, finally adopting for submission to the Legislatures of the Colonies represented fourteen resolutions dealing with federation, customs union, unification of the public services, economic co-operation, currency, and other subjects. The Conference recognised the desirability of a political federation of the British Caribbean territories and accepted the principle of a federation in which each constituent unit would retain complete control over all matters except those specifically assigned to the federal government. Agreement was unanimous on all matters dealt with, except that the delegates from British Guiana reserved judgment on the resolution concerned with federation. A report on the Conference has since been presented to both Houses of Parliament,\* and the resolutions of the conference have now been debated in the Legislatures of the Colonies concerned. Certain reservations have been made by a few, but all have agreed to participate, both in a Standing Closer Association Committee, which is to prepare a plan for a federal organisation for the British Colonies in the Caribbean, and also in a number of other bodies, including Commissions recommended by the Conference to examine the questions of customs unification and the unification of the public services. Arrangements are being made to bring these bodies into existence. Major-General Sir Hubert Rance, G.C.M.G., G.B.E., C.B., lately Governor of Burma, has been appointed Chairman of the Standing Closer Association Committee, which will begin work shortly.

147. The closer union of the Leeward and Windward Islands, accepted in principle at the St. Kitt's Conference in 1947, is among the matters likely to come before the Standing Closer Association Committee. The scheme may require adaptation in the light of the Resolutions of the Montego Bay Conference, but this is, of course, a matter which can be decided only by the will of the peoples, expressed through their representatives in the Island Legislatures.

#### *Developments in Individual Colonies*

148. *The Bahamas*.—The revision of the Bahamas constitution has been under consideration for some time, and a committee of the Legislature has been appointed. Informal discussions begun during 1946 were continued during the period under review.

149. *Barbados*.—It has been recognised for some time that the judicial system of Barbados requires reorganisation in some respects, and it is now proposed that the present multiplicity of superior courts should be replaced by one Supreme Court of Judicature in the Island, to be called the Supreme Court of Barbados, composed of the Chief Justice and two Puisne Judges. As regards the inferior courts, it is proposed to divide the Island into three magisterial districts. These proposals will, if adopted, result in a closer resemblance between the judicial systems of Barbados and the other West Indian Colonies, and will facilitate the normal operation of the West Indian Court of Appeal.

150. *Bermuda*.—In April, 1947, a Joint Committee of the Legislative Council and the House of Assembly was appointed to consider a petition forwarded to the Secretary of State by the Bermuda Workers' Association requesting the appointment of a Royal Commission to investigate and report on the social, economic, and political conditions of the Colony. The Committee, which held twenty-two meetings during the year and had the benefit of the advice of Professor J. H. Richardson, M.A., Ph.D., as an Impartial Investigator, presented its report to the Legislature in March, 1948.

151. *British Guiana*.—The first general election for 12 years took place in November, 1947. Considerable public interest was evinced, and votes were recorded by over 72 per cent. of the electorate registered under the reduced

\* Cmd. 7291.

income and property qualifications. The Legislative Council comprises 24 members, of whom 14 are elected. There were 48 candidates for the 14 seats. Only four of the elected members of the old Council were returned. Reference is made in Chapter IV, paragraph 305, to the Commission which visited British Guiana and British Honduras to investigate settlement and development possibilities.

152. *British Honduras*.—A delegation of unofficial members of the Legislative Council visited London in July, 1947, to discuss with the Secretary of State and members of the Colonial Office a number of political and economic problems touching the Colony. Agreement reached upon the political side led to the appointment by the Governor of a commission to consider changes in the basis of the franchise, the Presidency of the Legislative Council, the number of elected members of that Council, and other matters. As the result of the discussions with the delegation a system of payment of unofficial members of the Council has been introduced, following the example of a number of Colonies in this region. A general election is due to be held during the early summer of 1948.

153. Relations between the Colony and Guatemala continue to be embarrassed by the refusal of the Government of Guatemala to join H.M. Government in accepting the jurisdiction of the International Court of Justice at the Hague to decide the Guatemalan claim to British Honduras in accordance with the Court's ordinary procedure for dealing with legal disputes. At the end of February, in consequence of reports that a descent on the Colony was projected by certain irresponsible elements in Guatemala, arrangements were made for H.M.S. *Sheffield* to visit Belize, and a detachment of Royal Marines was landed for the protection of life and property in the Colony. Shortly afterwards, elements of the infantry battalion stationed in Jamaica were transferred to British Honduras in H.M.S. *Devonshire* as an added precaution. H.M. Government have throughout made clear their desire to see this dispute settled by reference to the International Court.

154. *Jamaica*.—Politically, attention is increasingly concentrated on the approaching end, in 1949, of the experimental five-year period of the new constitution launched in 1944, and upon the prospect of further advance at the end of that term. This prospect lent special interest to the first local government elections under the 1944 constitution, which were held on the 23rd October, 1947. Some weeks before the elections civil disturbances made it necessary to limit for the time being the freedom of assembly, but restrictions were soon relaxed, and the elections took place without further incident. 35.6 per cent. of the electorate voted.

155. *Trinidad and Tobago*.—On the 30th March, 1948, the Constitution Committee reported ; its terms of reference, when appointed in February, 1947, were :—

“ To consider the reform of the constitution and to submit proposals to H.M. Government for a new constitution, having regard to the fact that

(a) within recent years certain Colonies have been granted constitutions which placed them ahead of Trinidad ;

(b) it is necessary that in keeping with the spirit of the times, the people of Trinidad and Tobago should be more fully associated in the management of their own affairs.”

156. The majority report recommended an increase in the number of members of the Executive and Legislative Councils, the elected members to constitute a two-thirds majority of the Legislative Council, and the Executive Council to include, besides three *ex-officio* members, three nominated and six elected members of the Legislative Council, to be chosen by that Council, with certain

reserve powers in the hands of the Governor. There were several minority reports, which generally pressed for the abolition of the nominative system and the substitution of a fully elective Chamber and an Executive Council appointed by that Chamber, reserve powers being left to the Governor.

157. In February, 1948, the Governor appointed a Committee under the chairmanship of the Solicitor-General to examine the possibility of improving the system of local government in the Colony.

158. Reference was made in paragraph 147 to the question of the closer union of the *Leeward Islands* and the *Windward Islands*. Earl Baldwin of Bewdley was appointed in February last to be Governor of the Leeward Islands in succession to Sir Brian Freeston, K.C.M.G., O.B.E., who had been appointed Governor of Fiji and High Commissioner for the Western Pacific. At the end of May Sir Arthur Grimble, K.C.M.G., retired from his appointment as Governor of the Windward Islands : his successor is Mr. R. D. H. Arundell, C.M.G., O.B.E.

#### (e) *The Mediterranean Territories*

159. *Malta*.—The outstanding event of the year was the publication on the 5th September of Letters Patent restoring self-government to the Island in the domestic sphere. This took place following final discussions with the Constitutional Committee of the National Assembly of Malta in June and July. The principal feature of the new constitution, which follows the general lines of that of 1921–32, is a division of powers between the Maltese Legislature, which has full responsibility in all internal affairs, and the Imperial authorities, who continue to legislate on defence, foreign affairs and subsidiary connected subjects. Provision is made for consultation between the two sides of the “Dyarchy” in the Governor’s Privy Council. The constitution differs from that of 1921, however, in three important respects. Special though limited provision is made for the Governor to act in case of emergency ; there is no second chamber ; and the franchise has been extended to all British subjects of 21 and over who are resident in the Island.

160. Elections held in October resulted in a majority for the Labour Party which obtained 24 seats out of a total of 40 in the Assembly. The new legislature was opened by H.R.H. the Duke of Gloucester on the 10th November, and the first (Labour) Ministry was formed under Dr. Paul Boffa.

161. In the speech from the Throne on the 26th January, the new Ministry announced a programme of improved social services which would involve, *inter alia*, the introduction of income tax for the first time in Malta. They also proposed to send a delegation to London to discuss various outstanding problems with H.M. Government, including in particular the question of a further Imperial contribution towards the cost of food subsidies. The delegation, led by Dr. Boffa and accompanied by the Minister of Works and Reconstruction, arrived in London in March. Discussions between them and the Secretary of State were concluded on 3rd April, when it was announced that, subject to certain conditions, H.M. Government were prepared to make a further and final contribution towards food subsidies of £300,000 in 1948–49.

162. The problem of surplus population remains a live one in Malta and it is noteworthy that the new Ministry includes a special Minister for Emigration—possibly the only case of such a ministerial appointment in any country.

163. *Gibraltar*.—The situation in Gibraltar through 1947–48 was still dominated by the problem of repatriating, housing and re-settling the remaining evacuees. As the result of the combined effort by the three Service Departments and the Civil Government to make further civilian accommodation available,

it was possible to accelerate the repatriation programme at the beginning of 1948, and by the end of March the number of evacuees maintained in the United Kingdom was reduced to about 1,000.

164. Elections to the City Council took place in December and were notable for the fact that women voted for the first time and the first woman councillor was elected. The Association for the Advancement of Civil Rights held all the seven elective seats.

165. Consultation with the representative bodies on proposals for establishing the Legislative Council in the Colony continued during the year, and the views of the evacuees were also obtained.

166. *Cyprus*.—Political development in Cyprus has followed the lines indicated by the Secretary of State in the House of Commons on the 23rd October, 1946, namely that (1) the Governor would be invited "to call together a Consultative Assembly drawn from representative elements in the Island to consider the framing of proposals for constitutional reform, including the re-establishment of a Central Legislature", and (2) the three Church Laws of 1937, as a result of which the archiepiscopal see had been vacant for many years, would be withdrawn.

167. Elections to the Archbishopric started in May, 1947, and resulted the following month in the election, with the support of the left-wing parties, of the *locum tenens* Leontios, Bishop of Paphos. The Archbishop held office for little more than a month, however, dying of typhus at the end of July. After fresh elections Makarios, Bishop of Kyrenia, was enthroned Archbishop in December.

168. Invitations to the Consultative Assembly were sent out in July. The terms of reference were "to make recommendations to His Majesty's Government on the form of constitution to be established in order to secure participation of the people of Cyprus in the direction of the internal affairs of the Island, due regard being paid to the interests of minorities." The Assembly met for the first time on the 1st November, under the chairmanship of the Chief Justice.

169. At an early stage of the Assembly's deliberations, 8 Greek members expressed doubt as to the precise scope of their terms of reference and submitted a memorial urging H.M. Government to grant Cyprus full responsibility in the domestic sphere. Meanwhile the Assembly was adjourned. It was made clear in the House of Commons on the 28th January, that H.M. Government would see difficulty in the way of meeting the memorialists' full request, and that they would themselves put forward constitutional proposals for the consideration of the Assembly. These proposals by H.M. Government were presented in May.

#### (f) The Western Pacific Territories

170. *Fiji*.—The new Governor, Sir Brian Freeston, proceeded to Fiji at the beginning of this year. In view of recent representations for consideration of constitutional changes, he has been asked to report on the matter, keeping in mind the special obligations to protect and promote the interests of the Fijian race consistent with the terms of the deed of cession.

171. In December, 1947, an Immigration Ordinance was enacted which relaxes restrictions as regards existing bona fide residents in Fiji and bona fide visitors but, in view of the danger of over-population in the not far distant future, ensures strict control over new immigrants, of whatever nationality, in the interests of economic stability.

172. *British Solomon Islands*.—During 1947 a movement known locally as the "Marching Rule" gained support in certain areas of the Protectorate, and was the cause of considerable unrest. In some parts it led to the authority of

the recognised Courts and Institutions being openly flouted. The situation has now returned to normal. The movement is due partly to the general unsettlement caused by the war and partly to economic factors. Steps have however been taken to deal with the economic aspects; an Advisory Board has been appointed to assist in fixing fair minimum wages and to give encouragement to copra production by broadening the basis of the Government Trade Scheme. This scheme in the absence of private trading vessels provides facilities for the collection of copra and the distribution of trade goods.

173. In addition, a Development Secretary has been posted to the Protectorate to investigate the possibility of improving the existing systems of native administration and native courts, and to supervise reconstruction and development projects. Arrangements have been made for a number of tribal headmen and elders to visit Fiji in order that the inhabitants of the Protectorate may be brought into touch with the conditions obtaining in a more advanced territory. Work was initiated in transferring the capital from Tulagi where most of the government buildings were destroyed during the Japanese occupation to Honiara which possesses good harbour facilities.

174. *Gilbert and Ellice Islands*.—It had originally been intended to build the new capital of the Colony at Abemama, in the Gilbert group, but a decision has now been made in favour of Tarawa. The principal reason for this decision is the desirability of siting the Colony headquarters and the headquarters of the Colony Trade scheme in the same place (the latter is situated at Tarawa in view of the easily accessible and safe anchorage available there for ocean-going vessels).

175. Mention was made in the last Report of the removal of the Banaban community in December, 1945, to Rabi Island in the Fiji group. In May, 1947, a secret ballot was held (in which 95 per cent. of the community over the age of 18 years voted) to discover whether after 18 months sojourn on Rabi Island, the Banabans wished to return to their old home on Ocean Island: 85 per cent of the votes cast favoured Rabi as the permanent home for the community.

#### (g) *Palestine*

176. The Mandate over Palestine ended on the 15th May, 1948. During the whole year under review the problem of the relations of the Jewish and Arab communities, of Jewish immigration and of the future government of Palestine were uppermost. The history of the Administration in Palestine has been outlined in a statement published on behalf of the Colonial Office and the Foreign Office by His Majesty's Stationery Office\*, and it is unnecessary to repeat the facts in this report.

177. On the 2nd April, 1947, the United Kingdom Delegation to the United Nations addressed a letter to the Acting Secretary-General, asking that the question of Palestine be placed on the Agenda of the General Assembly at its next regular annual session. The letter stated that His Majesty's Government would then ask the Assembly to make recommendations under Article 10 of the Charter concerning the future government of Palestine and requested further that a special session of the General Assembly should be called to constitute and instruct a Special Committee to prepare for consideration of this question by the Assembly. The developments which followed this request to the United Nations have already been reported in Parliamentary Debates and elsewhere. The Special Committee (appointed by the Special Assembly in May), after visiting Palestine, reported in September and the General Assembly, on the 29th November, 1947, adopted recommendations, based substantially on the majority findings of the Committee, providing for partition of Palestine into

\* Palestine: Termination of the Mandate, 15th May, 1948.

Arab and Jewish states, for the government of Jerusalem and the surrounding country (including Bethlehem) under a special international regime, and for setting up for Palestine as a whole for certain purposes an economic union.

178. Meanwhile the situation in the country itself reflected the successive phases on the international stage. In the early months of the period covered by this report, while the United Nations Special Committee was conducting its investigations in Palestine, acts of violence were relatively infrequent. The murder by hanging, however, of two British Army sergeants by Jewish terrorists on the 31st July caused a great revulsion of public feeling in the United Kingdom, and the departure of the United Nations representatives and the publication of their report were followed by an intensification of disorder and manœuvring by both communities to support, by action in Palestine, their rival claims at Lake Success. The announcement by the Secretary of State on behalf of His Majesty's Government at the General Assembly of the United Nations in September that, failing an agreed settlement, the United Kingdom Government intended to terminate their responsibility under the Mandate and withdraw British Forces and Administration from Palestine was generally welcomed, though apparently at first regarded with some degree of scepticism.

179. The sequence of events since the announcement, the resolution of the General Assembly of 29th November, 1947, the continuing lawlessness and violence of the Jews, the Arab resort to violence, the continuing efforts at illegal immigration, the meeting of the Security Council in March and the Special Assembly in April, the work of the United Nations Palestine Commission and the transfer of responsibility as the date approached for the ending of the Mandate—all these matters are within recent memory. But it is fitting that the highest possible tribute should be paid to the Administration in Palestine—all who have served over the years under the varying strains. It is a great and admirable record of service for which many of them gave their lives. His Majesty's Government has been splendidly served by its officials of all departments and it records its thanks and appreciation to the Palestine Police, the naval service and the military services, conscious of the dangers and hazards they daily experienced.

#### (h) Other Territories

180. *Mauritius*.—The proposals for constitutional reform originally placed before the Council of Government in October, 1946, were referred for discussion to a fully representative committee, and as a result further recommendations for the revision of the constitution were submitted by the Governor. The revised proposals were summarised in an exchange of despatches between the Secretary of State and the Governor, which were published in October, 1947 in Cmd. 7228, and were subsequently embodied in Constitutional Instruments which received the approval of His Majesty in Council on the 19th December, 1947.

181. Under the new constitution the Executive Council will have 3 instead of 4 Official Members; there will be 4 Unofficial Members drawn from the elected or nominated Unofficial Members of the Legislative Council and, in addition, such other Members, if any, as the Governor or His Majesty may appoint. The Council of Government will be re-named the Legislative Council and its membership will be increased from 27 to 34, comprising 3 *ex-officio* Members, 12 Unofficial Nominated Members, and 19 Unofficial Elected Members.

182. By the terms of the franchise provided for in the Order in Council any British subject, male or female, of 21 years and upwards, and ordinarily resident for at least two years, shall be entitled to be registered as a voter if (a) he or she can pass a simple literacy test, or (b) has an armed force's qualification or (c) a business premises qualification.

183. A new Elections Ordinance has been enacted in the Colony, but owing to the time required for the completion of registration of electors in accordance with the new franchise, it is anticipated that it will not be possible to hold the elections before August, 1948. In the meantime the existing Council of Government remains in being.

184. *Seychelles*.—The Constitutional Instruments amending the constitution of the Colony of Seychelles received the approval of His Majesty in Council on the 11th March, 1948. The Executive Council will consist of 3 Official Members, as before, and of such Unofficial Members as His Majesty may appoint. Under the existing constitution there was provision for one Unofficial Member of the Executive Council only. The Legislative Council will retain its existing membership of 6 officials and 6 unofficials, but 4 of the latter will be elected for the first time since the administration of the Colony was separated from that of Mauritius: the remaining two Unofficial Members will be nominated by the Governor.

185. Under the franchise, which will be provided for by local ordinance, it is proposed that any British subject, male or female, of 21 years and upwards, ordinarily resident in the Colony for 12 months, shall be entitled to be registered as a voter if (a) he or she can pass a simple literacy test, and (b) he or she is registered as a person liable to pay property, income or other direct tax. The elections for the new Legislative Council will be held as soon as registration of electors can be completed.

186. *Falkland Islands and Dependencies*.—Proposals are under consideration to increase unofficial representation in a reformed Legislative Assembly. With a view to extending representative institutions, a new Town Council for Port Stanley was established at the beginning of this year, 6 members being elected by popular vote and 3 members (two of whom are officials and one a non-official) appointed by the Governor.

187. During the Antarctic summer of 1946-47 and the current Antarctic season, Argentine and Chile have sent naval expeditions into the British territory of the Falkland Island Dependencies over a large part of which the Governments of these countries have claimed territorial sovereignty. As a result of their activities which infringed British sovereignty, formal notes of protest have been exchanged between His Majesty's Government and these Governments and visits were paid to the Dependencies by H.M.S. *Nigeria* and H.M.S. *Snipe*. The work of the Falkland Islands Dependencies Survey in the fields of meteorology, topography and geology and other basic research has continued and an expedition was sent out at the end of last year in the *John Biscoe* which has been purchased for the Falkland Islands Government.

## CHAPTER III

## SOCIAL PROGRESS

## (a) Education

188. Every director of education knows the difficulty of presenting to his Government a report on educational progress during the past year. Very little of the progress which he knows has been made can be expressed in figures, and much real progress in the quality of the education he is giving can hardly be described at all. Figures of increased school attendance or examination passes are almost worthless as an indication of progress unless they are accompanied by some convincing evidence of the quality, as well as the quantity, of the education supplied; and this evidence is not to be obtained from official reports, but only from contact with the educated people who are produced by the system.

189. For this reason, much of the progress that is being made must go unrecorded in this report. In the Colonies, as in Britain, much is being done—new schools and other buildings are being erected, more trained teachers are coming into the classroom, more and better text-books and equipment are coming into use, more school meals are being served, the academic standard is rising—even though educationists are apt to think of what yet remains to be done, and to be impatient at the slowness of the advance towards a far distant goal. In the Colonies, as in Britain again, it is important not to limit education to the work of the schools. Adult education movements, the work of agricultural, medical, and other technical officers, social welfare movements such as 4-H clubs and young farmers' clubs, all these form a substantial part of educational progress; though their work is perhaps even less amenable to statistical assessment than that of the school teacher.

190. In many territories, where the 10-year development plans have long been approved, the year's progress consists in the steady execution of the accepted plans, within the limits of the staff and finance available. These include territories as diverse as Nigeria, Kenya, Tanganyika and Mauritius. It may be convenient to begin this review with an account of progress under the heads of higher education, mass education and women's education, and then to pass to a selection of illustrations drawn from all over the Empire, of educational progress in other respects.

191. *Higher Education.*—The Inter-University Council for Higher Education in the Colonies has continued its work of academic assistance to the Colonial universities and colleges. The Council's activities during the year 1946-47 are recorded in a report published in February, 1948 (Cmd. 7331). The Colonial University Grants Advisory Committee reported that the sum of £4,500,000 originally allocated under the Colonial Development and Welfare Act for higher education was insufficient for the schemes to which approval had already been given; the allocation has now been increased to £6,500,000.

192. Of the four universities existing in the Colonial Empire, two have ceased to be in any way the concern of the Colonial Office—the University of Ceylon on the island's attainment of dominion status, and the Hebrew University of Jerusalem on the termination of the British mandate over Palestine. The revival of the University of Hong Kong made such good progress that it proved possible early in 1948 formally to re-establish the University under its own governing authorities. A free grant of £250,000 to the University by His Majesty's Government, coupled with generous financial

help from the Hong Kong Government, will enable the University to resume the status and scope it had reached in 1940. Plans for future development are under discussion.

193. The Asquith Commission of 1945 on higher education in the Colonies made certain recommendations concerning the Royal University of Malta which would have the effect of making the University a fully autonomous institution. At the request of the University and of the Government of Malta, the Inter-University Council arranged for Principal Ifor Evans to visit Malta in August, 1946, and again in June, 1947, to advise on the development of the University. Mr. Ifor Evans' detailed recommendations for immediate and long-term plans were accepted by the university authorities and by the Government of Malta, and have formed the basis of grants to the University on the advice of the Colonial University Grants Advisory Committee. New legislation has been passed to provide for the full autonomy of the University as recommended by the Asquith Commission.

194. Legal instruments have been prepared to revise the constitution of Makerere College, East Africa, and to create constitutions for the two University Colleges in Nigeria and the Gold Coast, the University College of the West Indies, and the new university institution in Malaya.

195. The University College at Ibadan, Nigeria, under its Principal, Dr. Kenneth Mellanby, has begun work in what was formerly a temporary hospital in Ibadan, and has taken over the activities of the Higher College at Yaba, the staff and students of which have moved to Ibadan. Mr. Maxwell Fry and Miss Jane Drew have been appointed architects of the college. The Nigerian Government has given the college a permanent site of five square miles. The college has been admitted to the special relationship with the University of London.

196. The University College of the West Indies is developing rapidly under the direction of a Provisional Council, of which the Principal, Dr. T. W. J. Taylor, is the chairman. It has been given a site of some 700 acres by the Jamaica Government, and the architect of the college, Mr. Graham Dawbarn, has completed the lay-out plan for the site and the first stage of the building designs. The college has acquired a large hutted camp on the site for use as temporary premises, and plans to admit the first 30 students of the faculty of medicine in October, 1948. Like the college at Ibadan, the college has been admitted to the special relationship with the University of London.

197. The Commission which was appointed under the chairmanship of Sir Alexander Carr-Saunders to advise on university education in Malaya, visited Malaya in 1947 and the report has now been published. The principal recommendation is that a university should be established on the basis of the existing two institutions—Raffles College and the King Edward VII College of Medicine. Both colleges have been re-established and reopened for teaching, and have begun to make good the deficiencies caused by the war.

198. The Government of Kenya has endowed a Chair of Veterinary Science at Makerere College, and the Government of Uganda a Chair of Agriculture.

199. Mr. D. M. Balme, D.S.O., D.F.C., Senior Tutor of Jesus College, Cambridge, has been appointed Principal of the University College in the Gold Coast.

200. *Mass Education*.—Progress in mass education is steady rather than spectacular. Within this term is included not only mass literacy campaigns but adult and community training generally. A few interesting experiments are selected at random from the many developments taking place in this field,

for which the Colonial Department of the Institute of Education at London University has agreed to act as a clearing house for information. In Nigeria mass literacy campaigns are proceeding in nine homogeneous areas under the supervision of African adult education organizers, though not all these areas will conduct work in other aspects of mass education as well as mass literacy. In Uganda, mass literacy experiments are being made by missions and Government in collaboration, and literacy charts on the Laubach system have been prepared in three languages. Community centres and clubs, women's homecraft classes, adult continuation classes, and other typical mass education activities are spreading rapidly under the stimulus of the government mobile rural development teams and other agencies. In the Gambia the nutrition campaign is now being supplemented by a mass education campaign, including both literacy work and rural development. The first literacy material is being produced in Mandinka, but it is planned to work also in Wolof and Fula, and to keep in view the desirability of literacy in English. Literacy work and community centres—including the interesting development of a club for women in purdah—are proceeding in Zanzibar. In Nyasaland, adult education is being carried on among ex-soldiers by three African education assistants, themselves former members of the Army Education Corps. Reading material, including a Laubach manual in Chinyanja, is being prepared. The first definite mass education project under government auspices is being started at Mponela. It is still in the early stages of village discussions, knitting classes and puppet plays, and the beginnings of co-operative enterprise in building. This project at Mponela has the advantage of a consultant appointed by U.N.E.S.C.O., the consultant appointed being Dr. Marius Gormsen, a Danish economist and agriculturist. In Jamaica and other parts of the Caribbean, in Aden, in the Gold Coast, Northern Rhodesia, and elsewhere, established mass education work continues. Professor Philips of London University has visited East African territories to advise on the development of their mass education plans. Mass education will form part of the plans for education and welfare in the areas of Tanganyika controlled by the Overseas Food Corporation.

201. *Women's Education.*—There are encouraging signs of progress in girls' education. Seventeen new girls' primary schools were added to the Gold Coast assisted list during 1946, and three new secondary schools were opened for girls, while in the relatively backward Northern Territories of the Gold Coast the enrolment of girls in school has increased in one year from 350 to nearly 500. In the more progressive regions of Southern Nigeria, the proportion of girls to boys completing the junior primary course of four years has risen to 1 in 3, though in the Cameroons and other backward regions it still remains as low as 1 in 13. Two large Government Training Centres for women teachers are now under construction at Ilesha and Enugu.

202. The first girls' secondary school has been opened in Northern Rhodesia with an initial enrolment of five girls, two in Standard VII and three in Standard VIII. A similar event took place in March, 1948, in Kenya, where the Alliance High School for Girls, the first school in Kenya to offer African girls a four-year course of secondary education leading to the Cambridge School Certificate, opened its doors to admit its first nine pupils. The pitifully small enrolment at these two schools should not blind us to the importance of the event. Secondary school facilities for girls now exist, and their existence will stimulate the primary schools to produce pupils qualified to take advantage of them. The first government boarding school for girls has been opened in Malaya.

203. Nyasaland and Northern Rhodesia, under the stimulus of the visit of Dr. Margaret Read and Miss F. H. Gwilliam, have held the first conferences of

women educationists—government and missionary, African and European—in the history of these territories. The first African girl from Northern Rhodesia to receive secretarial training is now at work as secretary to a government girls' school in that territory.

204. *Primary, Secondary and Technical Education.*—In Sarawak, where an educational adviser was appointed in 1946, the immediate problem is to restore pre-war standards of school equipment and of teaching. The training of teachers for the primary schools is being carried on at Kuching, and grants have been made for the purchase of school equipment of all kinds. In the neighbouring territory of North Borneo, post-war reconstruction is being seriously hampered by a shortage of artisans, and a grant of £15,000 has been made for the provision of a trade school. The school will take 60 pupils, and will train carpenters and metal workers of various kinds—blacksmiths, motor mechanics, welders, and machinists. Such training has also been instituted in Cyprus. Here an apprentices' training centre has been established, with an initial enrolment of some 30 apprentices. The age of entry is 15, and when the training centre is in full swing it will provide a five-year course in engineering trades and will take 100 apprentices. Pupils normally leave the primary schools at the age of 13, and a preparatory technical school is planned to fill the gap of two years between leaving the primary school and entering the training centre. The first technical education officer has been appointed to Aden, where it is hoped that plans for technical education development will now make rapid headway.

205. In spite of the difficulties attending the final year's administration of the mandate in Palestine, considerable progress was being made with increased provision for the training of teachers in the Arab Public System. A new rural teacher training centre was under construction at Beit Hanina, largely through the munificence of an Arab banker. Substantial additions were being made to the teacher training section of the Government Arab College in Jerusalem.

206. In Mauritius, Mr. A. E. Nichols, headmaster of Hele's School, Exeter, visited the island to advise on the development of secondary education. The recently begun service of school meals has been extended, and a school dental service has been established as the first step towards a complete school medical service. The establishment of a seaside holiday camp for school children has not merely brought new health and happiness to many children who were sadly in need of both, but has given valuable opportunities for nutrition workers and teachers to keep in touch with the children—if only for a short time—out of class hours. Among other building work in Mauritius, the first of the centres for training primary school children in handicrafts and domestic science has been completed and is at work. Similar news comes from the Seychelles, where new government centres have been opened for technical training and for domestic science, and the construction of the new building for the boys' secondary school is under way.

207. In Grenada, too, the government boys' secondary school and the Anglican girls' high school have moved to new quarters, a technical high school is being established and a primary school building programme is making progress. In British Honduras a new primary school curriculum and leaving certificate have been introduced, with modifications to suit the needs of rural schools. Considerable progress has been made in carrying out the heavy primary school building programme in Jamaica, and the new Teachers' Training College in Barbados opened in January, 1948. The first government school has been established on Pitcairn Island in the Pacific.

208. The year's work in Hong Kong has of necessity been devoted to restoring pre-war standards. The number of children attending primary school rose

from 4,000 in August, 1945, to 60,000 in May, 1946, 97,000 in March, 1947, and 112,000 in March, 1948. The pre-war figure was 119,000, but the population of Hong Kong has so increased that there are still 50,000 children without school facilities. There are only 625 primary school buildings standing out of the pre-war 1,200, so that it is necessary for the time being to run schools in two shifts. Teacher training at the Northcote Training College recommenced early in 1946 and a rural training college was opened in September of that year; but the effects of the war are plainly seen in the lowered standard of the students entering the colleges. Technical and secondary education have likewise been hampered by the destruction of buildings and equipment and the interruption caused by the war; but the training of marine engineers and radio operators has recommenced. The Evening Institute, which has an enrolment of 1,200 students, is giving courses for adults in commercial and some technical subjects.

209. Similar reconstruction is going on in Singapore and the Malayan Federation. The last school building in Singapore was released by the military authorities at the end of 1947, and good progress is being made with rebuilding the schools that were destroyed by bombs and shell fire. The five rural schools destroyed during the war will all be rebuilt during 1948. Some 20,000 pupils are attending the government and aided schools giving instruction through the medium of English, a figure which is actually 2,000 higher than the highest pre-war total. Seventy thousand children attend registered vernacular schools, and some thousands more attend schools which have not yet qualified for registration. In the Malayan Federation and in Singapore new plans for extension have been adopted. The resumption of technical and vocational education has been a difficult task owing to the disappearance of plant, machinery and tools during the Japanese occupation; the Penang Trade School, which was the first to re-open under locally recruited staff, has made steady progress during the year. The Sultan Idris Training College for Malay teachers at Tanjong Malim has made much progress since its re-opening with 131 students in April, 1946. There are now 400 students undergoing a three-year course of training. The Women Teachers' Training College, Malacca, has made considerable progress in the face of severe losses from looting and other difficulties resulting from the occupation.

210. In the African territories generally, the major emphasis is being laid on strengthening the provision for secondary and technical education and on the extension and consolidation of facilities for the training of teachers, both by direct participation by Government and by increased aid to voluntary agencies. Practical advances in carrying out approved technical education plans is still being seriously handicapped by shortages of staff and materials, particularly in Nigeria, where the Technical Institute at Yaba is getting under way and Trades Training Centres have been opened at Kaduna and Enugu. Mr. H. C. Weston, H.M.I., and Mr. A. J. Ellis, of the Ministry of Labour, toured the East African territories together to advise on the development of technical education and technical training, including the future of the centres established for training ex-servicemen to which reference was made in Cmd. 7167. These centres have been active throughout the year and thousands of ex-servicemen have now passed through them and been absorbed into employment. The task of training and absorbing ex-servicemen in West Africa also moves towards completion; £323,000 has already been spent on such work and 146,000 out of 183,500 ex-servicemen have now been so absorbed.

211. Among many educational experiments in Africa, the institution in Northern Rhodesia of Community Service Camps for African boys of the copper belt is worthy of special mention. The boys, even though many of them

had been born in country villages, had lost touch with village life and had acquired the townsman's inclination to despise the dwellers in the village. The camps lasted six weeks, and the boys undertook projects of value to some rural community. They laid out new roads, repaired fish dams, cleared and levelled football fields and school farms; one group constructed an irrigation dam and an irrigation channel leading from it; another constructed anti-erosion contour ridging in a large agricultural experimental garden; and a third repaired a bridge. It is recorded that they returned to town elated at the unfamiliar experience of being thoroughly useful and seeing the practical results of their work.

212. *Miscellaneous*.—Colonial interests were represented at the U.N.E.S.C.O. conference held at Mexico City in November, 1947, by the presence of Dr. Margaret Read as an alternate delegate, and of Mr. C. W. M. Cox, C.M.G. (the Secretary of State's Educational Adviser) and Mr. P. M. Sherlock (of the University College of the West Indies) among the advisers to the United Kingdom delegation.

213. The experimental classes conducted in West Africa by the Oxford University Extra Mural Delegacy were so successful that the Governments of the Gold Coast and Nigeria are arranging with the Delegacy for more extensive classes to be run during 1948.

The Secretary of State's Advisory Committee on Education has produced an important memorandum on Education for Citizenship (Col. No. 216).

#### **(b) Information Services and the British Council**

214. It is axiomatic in colonial territories that the people of the country must be closely associated with the work of Government. The importance of good information services and of developing sound public relations is the more imperative as the people reach better social living standards and become more politically conscious. Fifteen Colonial Governments now employ full-time Information or Public Relations Officers. Some of the remainder have appointed a special officer to do information work or have arranged for, say, the Director of Education, to include the responsibility in his normal duties.

215. The inadequacy of the Press arrangements in most Colonies is well recognised, yet journalism is a service which may do incalculable good or harm. The standards in many African Colonies are low. It is in part due to lack of experience in journalism and to shortage of finance, and one of the first duties of Public Relations and Information Officers in the Colonies is to ensure that the Press have a full opportunity of understanding the issues involved whenever an important decision is reached by a Colonial Government, and have access to good sources of news from outside the Colony. Press Conferences are now common in all Colonies, while Public Relations and Information Officers keep the Press supplied with written and photographic material, supplemented by material supplied by the Colonial Office and the Central Office of Information. Steps are also being taken to provide training facilities for colonial journalists, and the first party of three journalists from Malaya, Nigeria and the Gold Coast arrived in England during the year to undergo a year's course of training financed by the British Council.

216. Public Relations Departments in the Colonies are doing valuable work in other fields. They maintain or supply reference libraries, and reading rooms; in some cases they are responsible for the programmes of broadcasting or wire diffusion services; they provide film services by means of mobile cinema vans or static projectors; and they produce publications of their own. They are thus able to provide much of the machinery required for mass education campaigns.

217. Broadcasting development has made comparatively slow progress in recent years, largely owing to the difficulty experienced in financing the establishment and operation of broadcast transmitters in areas where but little revenue can be obtained from licences. Nevertheless, Government broadcast or re-diffusion services are already in existence in the Bahamas, Gold Coast, Hong Kong, Malaya, Mauritius, Nigeria, Northern Rhodesia and Sierra Leone, but the services available in some of these Colonies is extremely limited, and considerable expenditure both on transmitting and on receiving facilities is needed before the broadcasting services can be regarded as adequate for future needs. The financial problems involved in public broadcasting are under examination and it is hoped that it will ultimately be possible to develop broadcasting as a "public service" in those Colonies which at present have no service, or inadequate services. In the meantime, wire-diffusion services are being developed in a number of principal towns in certain Colonies by a British commercial organisation which has entered into or renewed agreements during the past year with the Governments of Malta, Trinidad, Singapore, Hong Kong and the Federation of Malaya. It also operates wireless broadcast services in Trinidad and Bermuda. Commercial or partly commercial services also exist in Barbados (wire-diffusion), and British Guiana, Fiji and Kenya (wireless).

218. The Colonial Governments in Africa and in Malaya are taking an increasing interest in the production of educational films. The Colonial Film Unit has continued its work in the African Colonies and two production units have been making films in West Africa and two in East Africa during the period under review. A new Central African Film Unit is being established to serve the needs of Northern and Southern Rhodesia and Nyasaland. In Malaya, the Malayan Film Unit established after the war has continued its work. Plans for the extension of the work of the Colonial Film Unit to Colonies outside Africa were drawn up during the year and are under consideration.

219. The past year has seen a considerable expansion of the work of the Information Department in the Colonial Office which is charged with the tasks of stimulating an interest in colonial affairs among the people of this country, of assisting in the presentation of British colonial policy and achievement to foreign countries, and of developing a greater understanding of Britain among the colonial peoples. In connection with the first two of these tasks several new films about the Colonies have been produced during the year through the agency of the Central Office of Information. Assistance has also been given to various commercial film producers, including "This Modern Age" (J. Arthur Rank Ltd.) whose films on Jamaica, Nigeria and Palestine have attracted considerable interest. Work has also been started on a completely new programme of films, publications and visual material, coupled with a drive to encourage schools in this country to make greater use of the various sources of information about colonial affairs. Steps were taken during the year to improve the supply of information material about Britain to the Colonies for the better understanding of Britain's problems and achievements.

#### BRITISH COUNCIL

220. The British Council has continued to play in the Colonies a useful part in developing appreciation of the British way of life. Although it operates as an agency of the Colonial Office and in close collaboration with Colonial Governments, it is able to carry on cultural and educational activities which do not usually fall within the official sphere, and can thus supplement the educational and information work of the Colonial Governments. Some curtailment of the work of the Council in the Colonies has been made in the past year owing to Britain's financial difficulties, and expenditure was reduced

by 25 per cent. in 1947-48, and a further 10 per cent. in 1948-49. In spite of these financial cuts the Council has maintained representatives in the four West African Colonies, and in Barbados, British Guiana, Jamaica, Trinidad, Aden, Cyprus, Malta and Gibraltar. A promising start has been made in East Africa following the posting of a representative to Nairobi, and the Council is also commencing activities in Hong Kong and Singapore. Its principal fields of activity comprise the establishment and maintenance of cultural centres; assistance in the development of library services; the supply of books and publications; and the visit to the United Kingdom of representative people from the Colonies; as well as the provision of scholarships in the arts. The work of the Council has been most valuable.

### (c) Medical and Health Services

221. The main features of development continue along the lines of research, preventive and social medicine, mass survey and treatment of community-wide diseases, increased provision for specialist treatment, intensified training of local staff in the Colonies for posts in all grades of the medical service, and the fullest possible co-operation between neighbouring territories. Some advance on all these fronts can fairly be claimed for the year under review.

222. *Research.*—Detailed information will be found in the report of the Colonial Medical Research Committee for 1947-48. The following are particulars of certain activities of special interest :—

(i) Malaria Research : Field trials in the use of paludrine have been conducted in Malaya and Africa. The Colonial Medical Research Committee is engaged on the preparation of recommendations for the use of paludrine in the treatment and prophylaxis of malaria. Dr. Muirhead-Thomson, who was previously in West Africa, is now studying the bio-nomics of *A. gambiae* in East Africa. Dr. C. R. McArthur is continuing his studies in North Borneo to determine the best methods for the control of malaria.

(ii) Scrub Typhus Research : A team of research workers, which is near Kuala Lumpur in Malaya, will pay particular attention to the epidemiological aspects of this disease. A group of American scientists has been conducting field trials of a new drug in co-operation with our team, and it is hoped that important results may be obtained.

(iii) Research into Hot Climate Physiology : Arrangements have been made for Dr. Ladell at Yaba Medical College to supervise research in Nigeria. Laboratory and housing accommodation is being prepared at Oshodi, near Yaba.

(iv) Sleeping Sickness : Col. H. W. Mulligen, formerly of the Indian Medical Service, has been appointed Director of the Sleeping Sickness Research Institute for West Africa, and has already visited West Africa to select sites for the Institute's activities. Building plans are well forward, recruitment of staff is under way and, provided no major difficulties arise in the supply of materials, an early start on research problems can be anticipated.

(v) Physiology and Biochemical Research : Dr. H. Lehmann is now conducting physiological and biochemical research in the department of physiology at Makerere College, Uganda, paying particular attention to nutritional problems.

223. *Preventive and Social Medicine.*—Encouraging reports have been received from nearly all territories of progress in measures for the promotion of health, especially in rural areas. Good work is being done in the Northern

Provinces of Nigeria. In the Katsina Province a comprehensive programme of rural health is being established through the close collaboration of the Emir. Close co-operation with the French has been established in the control of communicable diseases on both sides of the border. In Tanganyika pilot rural health schemes have been started in Sukumaland and in the Moshi and Rungwi districts. A medical research unit is contemplated in connection with the Sukumaland development programme to undertake the study of basic problems of public health in rural areas. Public health measures are an important feature of the plans which are being made for the welfare of those employed on the groundnut scheme. In Uganda there are now 130 rural dispensaries and 140 aid posts. The Government intends to increase the number of these centres and to improve the services which they provide.

224. In Sarawak a new start is being made and the needs of the scattered riverine villages where most of the population live are being taken into account from the outset. At present locally recruited staff as well as European staff is short but local men and women are being trained not only for hospitals but also for remote dispensaries. Girls are being trained for work as midwives in rural areas.

225. In Malaya, rural health work has been receiving more attention than before the war. Housing presents a very serious problem in Singapore and the other large towns. Nevertheless, there has been a remarkable recovery in the standard of health since the end of the war and the death rate in Singapore for 1947 was a low record. The infant mortality rates also established a low record, being now 90 per mille in the municipal area and 62 in the rural areas. This gives some indication of the success of the maternity and child welfare work, although the absence of highly polished rice was also an important factor. The health of school children as well as of mothers and infants has also shown a marked improvement. A new move has been the institution of regular house visits by school nurses to tuberculous and "probably tuberculous" children who have been excluded from school. The creation of village committees in the rural areas of Singapore has greatly assisted the work of the Rural Board and the Health Department, and progress has been made with the establishment of a satisfactory method of refuse disposal and sewage collection.

226. Good work has been done in maternity and child welfare in St. Helena. It is hoped that within the near future every maternity case on the island will be looked after in hospital. Every school child now receives a complete medical and dental overhaul once a year. This, taken in conjunction with the hospital records, means that soon complete health records will be available for all inhabitants from birth to old age.

227. In the West Indies, progress has been made with the development of health centres in Trinidad, the Leeward and Windward Islands, and British Honduras. Public health legislation is being enacted in Barbados to provide for the re-organisation of the medical and health services.

Bermuda is conducting surveys of social conditions as well as of housing and tuberculosis. Nearly all school children in Bermuda have now been examined for evidence of tuberculosis.

228. *Malaria Control*.—The mosquito eradication scheme for Cyprus mentioned in last year's report is now in its third year, and all the evidence indicates that a very high degree of success may be expected. In the first year the Karpas peninsula was cleared and the middle of the island in the second. The remaining part of the island is now being attacked. Repeated surveys of the areas dealt with in the first two years reveal few signs of re-invasion. There is now no transmission of malaria in the cleared areas. The drop in malaria figures

throughout the island is spectacular. A large scale attack on malaria is now being planned for Mauritius. A reconnaissance has been carried out by a representative of the Colonial Insecticides Committee, who propose to send out a team consisting of a director, an entomologist, a chemist and a malariologist. D.D.T. and Gammexane will be used. The experiment will cover most of the Island, but the central plateau, where the problem is not serious, will be left out for the present. In malaria control in the West Indies, special progress has been made in Trinidad and British Guiana. In Trinidad the elimination of malaria from the cocoa growing areas is proceeding energetically, and a scheme has been prepared in which the Rockefeller Foundation will co-operate to free the island of Tobago from malaria in the course of the next three years. In British Guiana striking success has been achieved by the use of D.D.T. in the control of the mosquitos which transmit malaria and yellow fever. As a result it has been possible to combine the yellow fever and malaria control services and to extend the areas of control along the coast from Georgetown. It is expected that the bulk of the coastal population will be enjoying the protection of this new method of control by the end of 1948. In Malaya the high standard of malaria control achieved before the war has now been re-established. An inter-territorial malariologist has been appointed for the East African territories.

229. *Curative Services.*—The high cost of construction and the continued shortage of materials has hindered progress with building programmes, but mass survey and treatment campaigns have been prosecuted with vigour. Yaws is an important disease which lends itself to handling by this method, and it has again been attacked in colonial territories all round the globe from Trengganu on the east coast of Malaya to Trinidad. Field units for the control of epidemic diseases have been trained in Nigeria and are being posted to areas throughout the country to control diseases of local importance. It is hoped to send out a research team from this country to investigate the problem of loiasis which is the cause of serious morbidity in the Cameroons and to arrange for one of the field units to assist. In East Africa an inter-territorial leprosy specialist has been appointed to investigate the incidence of leprosy and to enable the East African Governments to draw up plans for tackling the problem. He has already toured Tanganyika and Uganda.

230. In July, 1947, the Secretary of State opened the discussion on "Tuberculosis in the Colonies" at the Commonwealth and Empire Tuberculosis Conference organised by the National Association for the Prevention of Tuberculosis. A considerable number of medical officers from colonial territories were present, and their attendance should be of great benefit to their Colonies as well as of value to their colleagues from the United Kingdom and the Dominions. The National Association has again been good enough to award scholarships for courses in tuberculosis work in this country. This year's scholarships have been awarded to doctors from Trinidad and Tanganyika, sanitary inspectors from Malta and the Gold Coast, and a nurse from Singapore. It is not intended to spend too large a part of the limited resources available to the Colonies for dealing with tuberculosis on the erection of hospitals and sanatoria, but some building is necessary and in certain territories the number of beds available for tuberculosis cases has been increased. In Singapore 326 beds are now available as compared with 72 before the war. The real incidence of tuberculosis in Singapore is not known, but the number of deaths recorded last year was below the pre-war figure and 50 per cent. less than the figure for 1944.

231. Venereal disease continues to be one of the most intractable of health problems in the Colonies and special efforts are being made to deal with it. Experts from this country will visit East Africa and West Africa under a scheme

for a panel of consultants which is briefly described in paragraph 236. In Trinidad, the campaign against venereal disease conducted by the Caribbean medical centre is beginning to show signs of reducing the incidence of syphilis, and an increasing number of patients are reporting for treatment in the early stages of infection. Encouraging progress is also being made at the special centres for venereal disease in Jamaica and British Guiana. Progress in the smaller islands is handicapped by the shortage of staff and the lack of laboratory facilities, but technicians for clinical laboratories in the islands are being trained at the centre in Trinidad and the public health laboratory in British Guiana. An adviser to the West Indian Governments on the control of venereal disease was appointed recently. Venereal disease has been a very serious problem in Singapore, but progress is being made in measures of control. The campaign to induce those infected to submit to voluntary treatment recently met with remarkable success.

232. *Training of Staff.*—The recruitment of senior nursing staff from the United Kingdom did not present great difficulties during the year and recruitment will receive a stimulus from the announcement that Her Majesty the Queen has graciously consented to the Colonial Nursing Service being called Queen Elizabeth's Colonial Nursing Service. Progress has been made in arrangements for training nursing staff and other auxiliary medical staff in the Colonies. In Singapore, where there was a serious shortage of nursing staff after the war, the system of training has been revised and it is hoped that next year the local State Registered Nurse's certificate may be recognised by the General Nursing Council of England and Wales. In Jamaica there is a public health training centre for sanitary inspectors and public health nurses. It is operated by the Government of Jamaica, assisted by the Rockefeller Foundation and a grant from Colonial Development and Welfare funds, and provides both basic and advanced courses of training for pupils from all the West Indian islands. More commodious premises have now been secured, and the courses both at the school itself and in the field training area have been re-arranged, so that it will be possible to increase the number of pupils.

233. There is still a serious shortage of doctors in nearly every Colony. Until the outflow of graduates from the Medical Schools at Singapore and Hong Kong is resumed and the new medical school in the West Indies begins to produce graduates, it will be necessary for many colonial students to attend medical schools in this country for the ordinary medical course as well as for post-graduate training. Meanwhile, rehabilitation and extension of activities at the Singapore school goes on and 339 students were on the roll at the beginning of the present academic year. The degree in dental surgery of the Singapore school has recently been recognised by the General Medical Council of the United Kingdom. It is expected that pre-medical training will commence at the University College of the West Indies next October. In the new medical schools the basic subjects will receive the fullest attention but it is hoped to adapt the curriculum generally to local conditions.

234. *Inter-Territorial Co-operation*—An international trypanosomiasis conference was held at Brazzaville in February, 1948, and is recorded more fully in Chapter VI.

235. During the last few years a number of conferences have been held between heads of the medical departments of the British territories in East and Central Africa. One took place in Nairobi in August, 1947. It has now been decided to invite representatives from the Belgian Congo, Portuguese East Africa, the Sudan, Somaliland, Mauritius and Madagascar to join in these meetings. In the South Pacific, there is co-operation in health services through

the South Pacific Health Service which covers Fiji, the Western Pacific territories and the New Zealand island territories. The Government of Australia is interested in the Service in view of its responsibility for the territories of Papua-New Guinea and although there is no participation in the formal sense, six students from Papua-New Guinea were accepted for training at the Central Medical School, Suva, in the 1947 academic year. There is also a regular exchange of information on subjects of common interest between the Inspector-General of the South Pacific Health Service and the Director of Public Health, Papua-New Guinea. Two further meetings of the Interim Commission of the World Health Organisation took place during the year. The Medical Adviser for the Colonial Office attended both these meetings. Malaria has been given very high priority in the programme of work which the Interim Commission will recommend to the World Health Assembly at its first meeting.

236. *Panel of Consultants*—In the past there have been many visits by experts from this country to colonial territories, but the purpose of these visits has usually been to carry out a special mission and to advise the Colonial Government and the Colonial Office. An experimental scheme has now been drawn up for the establishment of a panel of consultants to the Colonial Medical Service. For an initial period of six years the scheme will be financed through the generosity of the Nuffield Foundation and will be confined to Africa. If the experiment proves a success, it may be continued at government expense and extended to other territories. The panel will consist of 18 specialists, nine of whom will visit East Africa and nine West Africa. Six visitors will go to Africa each year and each visitor will pay two visits, with an interval of probably three years between visits. The primary object of the visits is to provide a stimulus to official and unofficial colonial medical staffs, particularly those working in isolated posts. The visits will also have the important effect of keeping the Medical Schools in the United Kingdom in touch with medical matters in the Colonies and with the opportunities which the Colonial Service offers to young doctors from this country, and of creating a liaison between men trained in the Colonial Medical Schools and teachers of medicine in this country. It is intended that contacts which are established through the visits should be maintained. The second visit should also enable the specialists to observe the results of any special projects or investigations which have been instituted as a result of the scheme. We have been fortunate in securing the services of leading experts from this country and the first visitor under the scheme has already been to West Africa.

#### (d) Nutrition

237. The officially sponsored nutrition work in progress falls into two classes—projects undertaken by the Central Nutrition Organisation and expected ultimately to benefit a number of Colonies, and projects undertaken by individual territories. A notable feature of the year's activities was the increasing importance of the part played by the Central Nutrition Organisation which aims at improving colonial diets by the four-fold means of research, its practical application to colonial communities, the training of workers, and the development of food technology.

238. Among the studies in progress during 1947-48 at the Human Nutrition Research Unit of the Medical Research Council, considerable interest is attached to a preliminary investigation of an increase in the incidence of pellagra in Basutoland, and its possible relation to a change in maize-milling technique. A visit to this territory was made by two workers early in 1947, and follow-up work in the laboratory is being undertaken. The study of the par-boiling of rice is also continuing.

239. A field Research Station has been established by the Medical Research Council at Fajara in the Gambia to supplement the work of the Human Nutrition Research Unit in London. It possesses facilities for clinical research in tropical nutrition and colonial food problems and has recently started work. The Field Working Party in the Gambia is now completing its preliminary one-year survey of the nutritional background of an African community, and has in addition entered upon the next stage of its programme. This consists of a social experiment to improve the community's standards of nutrition and of living, and will include the mechanised growing of groundnuts as a cash crop on a demonstration area of, in the first instance, 100 acres. This area, together with 100 acres of cereals to be grown as a food crop and 100 acres of fallow, will form the subject of a detailed investigation of agricultural costings. Funds have been provided from money available under the Colonial Development and Welfare Acts to meet the cost of both of these projects.

240. It is hoped to set up in London an Applied Nutrition Section and plans are being worked out. The staff of the Section will include experts in nutrition, food management and sociology, who will visit colonial territories to advise on nutrition matters. Their other duties will comprise the teaching and training in this country of persons whose work in the Colonies will be concerned with nutrition, the examination of nutrition papers prepared in the Colonies and, lastly, the building up of a technical information bureau.

241. A food technologist from the Human Nutrition Research Unit completed early in 1948 three months' work in Trinidad on pilot plant trials of a new vacuum oil food-drying technique. These trials have, with the association of the Government of Trinidad, been carried out on locally produced vegetables and other foodstuffs, and if they are successful the technical problems involved in carrying the process to the pioneer stage will be further studied by experts in this country.

242. Guidance on the problems arising from these various aspects of the work of the Central Organisation is given by the Nutrition Sub-Committee of the Colonial Medical Research Committee. In addition to its advisory functions the Sub-Committee embarked during the year upon a series of nutrition pamphlets for the guidance of colonial territories. A pamphlet dealing with "The Treatment of Acute Deficiency Diseases" has been issued to Colonial Medical Departments, and a group of four pamphlets on "Milk" is nearing completion.

243. The production of food yeast at the Jamaica factory was stepped up during the course of the year to a level of some 25 tons per week, and it has been possible to reduce the price from 2s. 8d. to 1s. 9d. per lb. A considerable proportion of the output was absorbed in "relief feeding" in the Federation of Malaya. In a large number of other territories, practical trials of the use of food yeast in school meals and in institutional feeding are now being carried out, and further schemes for marketing are under consideration.

244. A series of Anglo-French-Belgian meetings took place in Paris last December, in preparation for a full conference on colonial nutrition problems which is to be held at Dakar in 1949 (*see also* Chapter VI, paragraph 434).

245. The Colonial Office was represented on the United Kingdom delegation which attended the inter-governmental meetings arranged by the Food and Agriculture Organisation of the United Nations to discuss food problems in South-East Asia, and held at Baguio in the Philippines during February and March. The first of these meetings was a technical conference on nutrition; expert assistance was given by the Colonial Office representative, who on her return journey from Baguio, paid a short visit to Malaya where she advised on nutrition work in the Federation of Malaya and Singapore.

246. Progress was made in a number of territories in the setting up or expansion of arrangements for providing meals or snacks for school children. A noteworthy example is that of the Federation of Malaya where, under a new scheme, as many as half the children at school are now supplied with approximately  $\frac{1}{4}$  pint of skimmed milk, with biscuits, on each school day. In Trinidad a new departure in 1947 was the appointment of a trained School Meals Organizer.

#### (e) Housing and Town Planning

247. The pace of housing and town planning has quickened during the past two years, and a considerable number of surveys and plans have been made. Mr. Dawbarn has been selected as architect for the new West Indian University College now being planned in Jamaica; Mr. Maxwell Fry and Miss Jane Drew have been entrusted with the work in connection with the proposed University College of Nigeria; and Mr. Newton will be the architect for the building developments at Makerere College, Uganda. Professor William Holford has been appointed as Honorary Architectural Adviser to the Secretary of State. The Department of Scientific and Industrial Research has appointed an architect to act as Colonial Liaison Officer at the Building Research Station in this country, and he will visit the various colonial regions in the ordinary course of his work.

248. In the Central African Council there are two Standing Committees—one to deal with African housing and the other with town and country planning. These committees have been engaged upon the preparation of a housing manual for use in Central African territories, and the Committee on town and country planning has recommended the enactment as early as possible of town and country planning legislation in Northern Rhodesia. A large number of houses have been completed in Northern Rhodesia and tenders have been called for the construction of a further 6,500.

249. Details of some of the Kenya housing schemes for Africans in Nairobi and Mombasa have been published in an illustrated brochure by the Kenya Information Office. One of the Nairobi schemes will cost up to £250,000 but the others are more modest in character. Experiments with various types of houses are being made as well as experiments with varying types of construction. A housing fund of £600,000 is being created—half from Colonial Development and Welfare moneys and the other half from the Railway as a loan. In Uganda a sum of £1,500,000 has been set aside for African housing during the next ten years. Discussions are now taking place as to the types of houses which should be adopted for an African housing scheme for Kampala. In Tanganyika experimental work is already in hand. Some economical housing has been carried out in Dar-es-Salaam and in certain country districts. Slum clearance and re-housing is taking place in Zanzibar.

250. An illustrated booklet on "Village Housing in the Tropics with special reference to West Africa" has been published and a large number of copies circulated to all African territories. In Nigeria the outstanding scheme which is being carried out is that in Lagos which it is estimated may cost up to £5,000,000. In the Gold Coast work on several housing estates at Cape Coast, Takoradi, Accra and Kumasi has made considerable progress. These housing estates will provide housing for the lower income grades with or without subsidy. In addition to government sponsored work in the Gold Coast, industrial and mining interests in both Nigeria and the Gold Coast have also given considerable attention to housing in recent years. In Sierra Leone, slum clearance has been started as well as town planning for Freetown and Bo, and also for Bathurst in the Gambia.

251. In Malaya, British North Borneo, Sarawak and Brunei, reconstruction consequent upon war damage is being undertaken, and further town planning and housing is under consideration.

252. In the Western Pacific reconstruction due to war damage has had to receive first consideration. The capital of the Solomons is to be built on a new site at Honiara. In Fiji some town planning is being carried out and the Colony's development plan contains a considerable number of works projects. A planning scheme for the Port Louis Division of Mauritius is now in hand and another for the Plaines Whilems Division will shortly be started. A special report has been made on estate housing, and funds will be loaned to the estates for the work of reconstructing housing for their labourers. Considerable damage was caused to estate housing by the cyclones and the whole scheme will cost over £1,000,000. In the Seychelles small improvement schemes are being undertaken in Victoria, the capital. A small housing scheme has also been started in St. Helena. Three types of houses are being built in Jamestown and in the country districts.

253. For Gibraltar, a plan has been produced in collaboration with the military authorities, and a considerable housing programme has been started. Permanent and temporary houses, as well as flats, have been built, and it is estimated that the full scheme will cost a total of £2,000,000. In Malta the fullest attention is being given to the plan for "Valetta and the Three Cities", but several blocks of flats have been erected by Government in the urban area to the east of the Grand Harbour where war damage was most severe. In Cyprus, financial assistance has been given to municipalities to promote housing schemes in the towns for various classes of employees.

254. As regards the West Indies, the improvement of housing and of town planning is an urgent requirement throughout the whole region. Small beginnings of slum clearance and rehousing have been made in most of the Colonies, but much still requires to be done. There has been progress in Trinidad and Jamaica, but elsewhere progress has been slow, largely because building costs are at present very high and supplies of building materials difficult to procure. Plans are however well advanced.

#### (f) Social Welfare

255. *Staff and Training.*—Mr. W. H. Chinn, formerly Director of Social Welfare in Palestine, has been appointed Social Welfare Adviser to the Secretary of State.

256. A number of trained European officers, men and women, were posted to Colonies during the year to assist local staff in organisation and to provide training. Other vacancies are now being filled. On the basis of the 1947 estimates there are at present in colonial territories social welfare posts for between 60 and 70 Europeans and for 750 locally appointed staff. In addition there are approximately 8,000 staff employed in the prison and allied services.

257. For the fifth year in succession colonial students entered social science courses at universities in the United Kingdom. At present 55 students are taking the special colonial course at the London School of Economics and over 60 have completed it. They come from twenty-one different colonies. In 1947 students were placed also at the Universities of Liverpool and Bristol and at Cardiff University College.

258. Informal training for Welfare Officers and others on leave continues to be popular. Visits have been arranged for those interested in juvenile courts and in probation work.

259. The most important of the courses in colonial territories is that held in Jamaica for West Indian candidates. A lecturer was sent from this country to the fifth course, which was of six months' duration and ended in December, 1947. In all about 130 students have benefitted from the training to date at these courses.

260. In Nairobi a second course for African social welfare workers in the organisation and management of welfare centres ended in December, 1947. Forty-five students passed through the course, including five African probation officers. In several instances the student was accompanied by his wife; a separate course for wives in simple hygiene and domestic science was arranged as well as a nursery school for children. In the Gold Coast, training is now being provided for twelve students; the European tutor is a trained teacher with a social science certificate and army education experience. Arrangements for preliminary training in Nigeria are well advanced. In Trinidad apprenticeship training in "case" work was arranged.

261. *Planning and Conferences.*—The attention of Colonial Governments has been called to the question of co-operation with voluntary organisations and to the value of establishing advisory committees on social welfare on which members of voluntary bodies could serve. A model form of prison report has been prepared and Colonies have been helped in drafting legislation concerning children, treatment of offenders, etc.

262. Social welfare programmes have been worked out in the Federation of Malaya, in Singapore and in Hong Kong. The Government of Nigeria proposes to extend social welfare work into the Provinces. The Sierra Leone Government plans to develop such work in the Protectorate as well as in Freetown where it has hitherto been concentrated. There is a general movement in the West Indies for the better organisation of rural welfare. In Tanganyika Professor Philips, who made an investigation into mass education, has also reported on the social welfare organisation; his report is at present under consideration by the Tanganyika Government.

263. A conference of social welfare officers and of probation officers for the West Indies was held in February, 1947. In August a Social Welfare Conference was held in Singapore for South-East Asian territories. A conference of Heads of East African Prisons took place in November, 1947, of the Heads of West African Prisons in April, 1948, and of the Heads of West Indian Prisons in the same month.

264. *Youth work.*—This is highly developed in the West Indies and to a rather less degree in the Far East and in West Africa. Youth councils, for example, exist in Jamaica and Singapore, while training of youth leaders has been successfully organised in British Guiana and Sierra Leone. At the moment a student from Sierra Leone is taking a British Council course in youth work at Swansea, and a woman ex-service student from Jamaica is studying youth leadership at Edinburgh. In Lagos special arrangements have been made to keep children occupied during school holidays. Play centres for still younger children have been established in Lagos and in Trinidad among other Colonies. In Trinidad, also, a youth conference for all territories in the Caribbean area was held in the summer of 1947 and the Caribbean Youth Council formed. Four-H Clubs are active with agricultural training in the West Indies.

265. *Women's Organisations.*—The raising of the status of colonial women is a major preoccupation of social welfare organisers. Women's clubs are steadily gaining ground, whether on the plan of a Women's Institute as seen in Great Britain and Canada, or as an original growth. Institutes exist in Trinidad, in Northern Rhodesia, in Kenya and in Zanzibar. During the year considerable

progress was made in the development of women's clubs in Tanganyika, often with the assistance of the Women's Service League. The main activities have been baby clinics, handiwork, cookery, and literacy classes. In Kenya some of the newly formed welfare centres have been able to interest women in similar activities particularly in spinning and weaving. The social welfare organisation in Uganda has set up a successful chain of women's clubs, particularly in the Eastern Province and in Buganda. The Buganda women are used to an organisation of this kind as among adherents of the C.M.S. the Mothers' Union is popular. In Nigeria there was an interesting week's conference arranged by African women to discuss women's institutes; the conference set up a central committee of management. In Sierra Leone some women's clubs are being formed. There is activity on similar lines in the West Indies where handcraft and particularly straw-plaiting are taught.

266. *Community centres and rural welfare.*—While the community centre movement is gaining ground in the Gold Coast, where the two centres given by Cadbury Brothers Limited are well used, it is in East Africa that the movement is more extensively developed—due in part to steps taken on the return to their villages of ex-servicemen. In Tanganyika a number of suitable buildings have been constructed and the problem is to ensure that they are suitably used. In Kenya, where over forty social welfare workers have been trained to take charge of small clubs, the provision of buildings has been a greater difficulty. In Uganda such centres are normally associated with Government training schemes where ex-servicemen live with their wives and younger children away from their own homes.

267. *Remedial work and delinquency services.*—There has been further progress with probation work and the setting up of children's courts. The Governments of Singapore, the Federation of Malaya and Hong Kong all contemplate the appointment of a trained officer who will start probation work. Probation ordinances, or children and young persons ordinances (or similar legislation) have been enacted in Hong Kong, the Federation of Malaya, Malta, Mauritius, Nigeria, Sierra Leone, Tanganyika, Trinidad and Zanzibar. The care of delinquent and neglected children is becoming a general preoccupation. There are, for example, hostels for such children in Singapore and Lagos. There are approved schools in Hong Kong, Singapore and Sierra Leone, where one of the students trained at the London School of Economics has been appointed headmaster. In Cyprus the headmaster of the approved school has now taken up duty after two years' special training in this country. In the West Indies there has been a survey of the Windward and Leeward Islands with a view to providing one approved school to deal with delinquent children from the whole area. Recently several magistrates and senior officers of Colonial Judicial Departments have studied these subjects in this country during their leave, and it seems clear that this type of work is becoming more widely understood.

268. Further improvement was effected in the administration of colonial prisons. Vocational training is becoming more practical and more varied. The care of discharged prisoners is improving, particularly in West Africa where the work is done by persons actually employed by the Prison Departments. Camps for first offenders are being used more extensively, and an interesting experiment is being made in Uganda where the prison farm is to be mechanised.

269. *Other Matters.*—Replies were received from colonial territories to the circular despatch of October, 1946, on the need to restrict further use of corporal punishment. Legislative action has been promised, or actually carried out, by twelve territories. The 1947 returns of such punishment show a considerable reduction in its use, especially for juveniles.

270. Relations with voluntary agencies are satisfactory and two interesting examples of co-operation may be quoted. The British Red Cross Society has started reconnaissances in the West Indies, East Africa and the Far East with a view either to founding new branches, or strengthening those already in existence, and to concentrating on the teaching of hygiene and mothercraft. Four organisers have already been sent to the West Indies. For the second year in succession the National Federation of Young Farmers' Clubs organised a course for colonial students studying in this country. It lasted ten days and was held in the village of Llandilo; thirty students representing twenty Colonies lived in farmhouses and shared the life of the village. Possibly the best example in the Colonies of the work of a non-Government organisation is provided by Jamaica Welfare Ltd.

271. A joint delegation of the National Institute for the Blind and of the Colonial Office visited a number of colonial territories (mainly in Africa) in order to assess the extent of the problem and the possibilities of remedial action. The report of the delegation was published in March, 1948,\* and its recommendations have been warmly commended by the Secretary of State to the Governments concerned, which have been asked to consider what action they can take upon the report.

272. *Welfare of Colonials in Britain.*—There are now over 3,000 students in the United Kingdom and Eire, and for all these the Director of Colonial Scholars (who is at the same time head of the Welfare Department) has certain responsibilities. Six hostels for students are in operation (four in London and one each in Edinburgh and Newcastle), and others are planned. The experiment begun last year of appointing Liaison Officers to look after the interests of students from particular territories has proved very successful: these officers are appointed by the Colonial Governments concerned, and carry out their duties under the general control of the Director of Colonial Scholars. At present there are such Officers for Malaya and Hong Kong, Nigeria, Gold Coast, and Sierra Leone and Gambia; others are likely to be appointed. In order to discuss problems arising from the increasing flow of students to Britain, the Director visited the four West African territories and the principal West Indian islands during the year. In addition to administering scholarships and bursaries awarded from Colonial Development and Welfare funds and from Colonial Government funds, Welfare Department operates a scheme for the Further Education and Vocational Training of colonial men and women who served in the United Kingdom during the war: over 300 awards for higher education and 1,500 awards for vocational training have been made under this scheme.

273. Apart from students, Welfare Department is concerned generally with the welfare of colonial visitors to the United Kingdom, including seamen. Hostels for seamen have been set up in London, Liverpool, Cardiff and Tyneside. This work, and the welfare of seamen in colonial ports, is dealt with in consultation with the Merchant Navy Welfare Board and the Ministry of Transport. The Merchant Navy Comforts Service has provided a fund of £30,000 for colonial seamen. The employment and assistance of colonial workers in industry in the United Kingdom is dealt with through the Ministry of Labour and National Service and the Assistance Board. The department took over from the Ministry of Health the responsibility for the 1,500 Gibraltar evacuees who were housed in camps in Northern Ireland. At the end of March, about 600 evacuees were being maintained in England and 400 in Northern Ireland pending repatriation. It is hoped that the remaining camps in Northern Ireland will be closed shortly.

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\* Blindness in British African and Middle East Territories. His Majesty's Stationery Office.

(g) **Labour**

274. *Staff and Training*.—In June, 1947, Mr. E. W. Barltrop, C.B.E., D.S.O., a Regional Controller in the Ministry of Labour, succeeded the late Sir G. Orde Browne as Principal Labour Adviser at the Colonial Office. Miss S. A. Ogilvie, one of H.M. Inspectors of Factories, who has spent over five years in the Department of Labour of Palestine, was appointed as an Assistant Labour Adviser and assumed duty in October, 1947. Another Assistant Adviser, Mr. E. Parry, O.B.E., formerly Commissioner of Labour in Sierra Leone, has also recently been appointed. Prior to his entry into the Colonial Service, Mr. Parry was a full-time trade union official in the United Kingdom.

275. The policy of filling a proportion of appointments of labour officers in the Colonies by men possessing expert knowledge of trade union practice in the United Kingdom has continued. At present such officers are serving in Nigeria, Gold Coast, Sierra Leone, the Gambia, Kenya, Kenya-Uganda Transport Administration, Tanganyika, Northern Rhodesia, Mauritius, Malaya, Singapore, Hong Kong, Fiji and British Guiana. The work of these men in guiding the orderly growth of the trade union movement has been most valuable. In some territories the trade union labour officers have prepared educational booklets and pamphlets, translated into a native language where necessary, on the proper functions of trade unions, and have also organised study groups, lectures and summer schools for the young trade unionist. Generally these officers take their share also in the wider functions of the Colonial Labour Departments.

276. Many new appointments were made during the year to bring Colonial Labour Departments up to strength, including some specialists such as factory inspectors, and employment exchange managers. Arrangements have also been made for standard training courses, lasting several months, to take place in this country under the auspices of the Ministry of Labour twice a year, beginning in April, 1949. These courses are designed for labour officers, whether recruited from this country or in the territories concerned, after they have spent one or two years in a Labour Department in a Colony. Local candidates are being selected to a growing extent to fill posts in Labour Departments. In the West Indies most of the staff are West Indians, while in Africa, Africans are already members of many departments and in some cases are occupying posts which formerly were held by European officers.

277. *Activities of Labour Departments*.—While Labour Departments have continued the various activities described in the last report, certain developments are worthy of special mention.

(i) Legislation relating to settlement of disputes, machinery for conciliation, arbitration, industrial courts and departmental committees similar to Whitley Councils has been extended. More staff has been assigned to this important side of the work.

(ii) It is the policy of Colonial Governments to encourage free negotiation of agreements regarding wages and other conditions of work, and in numerous instances satisfactory voluntary agreements have been concluded between individual employers and workers, or collectively between groups of employers and workers. A number of Governments have established statutory wage-fixing machinery, and during the year much further information on the practice in the United Kingdom has been supplied to Colonies. Each Colony is reviewing its position in regard to statutory wage-fixing machinery. Inspections to ensure the payment of wages laid down by legislation or arbitration (with legal force) is carried out by the staff of Labour Departments.

(iii) While demobilisation has come to an end, not all ex-servicemen have yet been satisfactorily re-established in civilian life, and the resettlement sections

of Labour Departments are still necessary. Special employment exchanges to assist ex-servicemen to find work, legislation in some territories compelling employers to take a percentage of ex-servicemen, and government action giving priority to ex-servicemen over other applicants when filling vacancies, are among the steps taken to settle ex-servicemen ; but another important side of the work is vocational training—instruction to develop semi-skilled workers into qualified tradesmen and to give a trade to men who have none.

(iv) There has been an increase in the number of general employment exchanges in colonial territories, and sometimes these have been evolved from the special exchanges set up for ex-servicemen. Nigeria has doubled the staff of employment exchange managers brought from the United Kingdom. Women and juveniles are being specially catered for in several Colonies.

(v) The government centres for training ex-servicemen as building tradesmen, bricklayers, carpenters, mechanics and fitters, clerks, secretaries, etc., are also giving instruction to civilians, and a system of trade tests has been instituted in several Colonies to establish standards of skill, generally for the purposes of wage-fixing. In addition, plans are being made everywhere to meet the need for the normal flow of entrants from the ordinary educational system into industries and commerce, and attention is being given to the conditions under which young people may be apprenticed.

(vi) A Labour Department's work includes prevention of accidents and occupational diseases, and assisting workers to obtain settlement of claims under Workmen's Compensation Ordinances. Legislation based on the Factories Act of the United Kingdom, to deal with guarding of machinery, was passed in many territories during the year, and in several instances the factory inspectors are working under the supervision of one of H.M. Inspectors of Factories from the United Kingdom.

(vii) Hours of work have received attention. In some Colonies legislation has fixed the normal day, week, weekly day of rest, etc., and limits beyond which overtime is payable, while in other cases agreements, wages councils, arbitration awards have set standards regulating hours and linking them up with wages. These apply to workers of all classes and ages. There was little change during the year in legislation for women and children. In the main the existing legislation follows the requirements of the relevant International Labour Conventions.

(viii) All Labour Departments have an interest in labour supply, the problems of migrant labour and those of employment, unemployment and under-employment. The Governments of Nyasaland and the two Rhodesias have recently prepared legislation to implement the report of the special committee which was set up in 1945 to examine the interchange of African labour between their territories. The committee's recommendations, which were accepted by the Governments concerned in 1947, were that the spontaneous inter-territorial flow of labour should be allowed to continue, but subject to adequate safeguards which should include control of exodus from the country of origin, limitation of the period spent in the country of employment, a system of compulsory deferred pay and family remittances, medical examination of all workers, free transport, shelter and food en route to and from work, legislation to ensure satisfactory living standards, and the provision of adequate labour inspectorates in employing countries. The committee also proposed the appointment of a standing committee on migrant labour problems. Employment of West Indians in the United States has continued and possibilities of emigration for workers in Mauritius, St. Helena, Gibraltar and other places have been discussed. North Borneo wants more workers for the tasks she is engaged on ; and in the case of East Africa, where development projects are

unfolding, the problem of the supply of labour cannot be passed over lightly. Particular attention is being given therefore to the problems of the economic utilisation, supply, and efficiency of labour. In West Africa there are schemes of registration of workers which it is hoped will not only reveal the extent of unemployment, but assist in its control.

278. *Strikes*.—The efforts of colonial Labour Departments to conciliate disputes between employers and workers were successful in a large majority of cases during the year, but there were several major strikes. In some of these the dispute was finally settled by voluntary reference to arbitration, and others have been the subject of commissions of enquiry.

279. In Nigeria, during 1947, there was a strike of labourers and clerks employed by the United Africa Company at Burutu in June; a wages dispute at the Enugu Colliery in November; and about the same time a dispute on wages and conditions of service between the Government Railway and the Railway Workers' Union. In the last case settlement was achieved by the appointment of an arbitrator (Mr. W. Gorman, K.C.) from the United Kingdom. There were two major strikes in the Gold Coast during the year, one involving the gold and manganese mines and the other the Government Railway. Mr. Gorman again arbitrated successfully in the first of these disputes.

280. In East Africa, there was a strike in the Uplands Bacon factory in Kenya, which proved to have its origin in political agitation rather than in any genuine grievance on the part of the factory's employees. In Tanganyika, shortage of essential supplies, coupled with increasing prices, gave rise to a dispute about terms of service between the dock labour at Dar-es-Salaam and their employers. The resulting strike tended to spread up country until an arbitration tribunal was appointed, after which conditions everywhere returned to normal.

281. There were two strikes in Jamaica during 1947 and early 1948, involving respectively printers employed by the *Daily Gleaner* and bus drivers working for Jamaica Utilities, Ltd. Both strikes were accompanied by a certain amount of civil disturbance. There were also disputes in the sugar industries of Trinidad and certain of the Leeward Islands; subsequently the appointment of an Economic Commission of Enquiry into the whole working of these industries was announced.

282. Other serious stoppages of work which took place during 1947 occurred among the bauxite workers in British Guiana, in the gold mines of Fiji, and in the copper mines of Cyprus. In the Malayan territories, however, there was a marked decrease in the number and importance of strikes as compared with the previous year. At the request of the local Governments it was possible in February, 1948, to secure the services of Mr. S. Awbery, M.P., and Mr. F. W. Dalley to visit Malaya to make a report upon trade union organisation and industrial relations there.

Mr. Dalley had in the previous year visited Trinidad at the invitation of the Secretary of State, to hold informal discussions with the Government and with employers' and workers' organisations upon the same subject. His report on that occasion was published in the non-Parliamentary series (Col. No. 215).

283. *Other Matters*.—The Colonial Labour Advisory Committee, which is composed of representatives of labour, employers, and Government, with some independent members, has dealt during 1947-48 with a variety of labour questions including methods of minimum-wage fixing, workmen's compensation schemes, and trade unionism in the Colonies. The Committee also advised on a large variety of reports on labour conditions in the Colonies. Labour

Commissioners and other officers on leave from various Colonies have attended meetings of the Committee in order to discuss with the Committee the practical problems they handle in the course of their work.

284. With a view to the possible establishment of uniformity of method in the calculation of the cost of living index in the Colonies, data is being collected from all Colonies on the methods by which the final cost of living index is compiled.

285. In the normal course of inter-territorial consultations on matters of common policy, a Regional Conference of British West African Labour Officers was held at Jos, Nigeria, in February, 1948; it immediately preceded the international conference, also held at Jos, to which reference is made in Chapter VI.

## CHAPTER IV

### THE DEVELOPMENT OF ECONOMIC RESOURCES

#### (a) General Review

286. Economic policy has received special emphasis during the year. The expansion of economic activities, however, must be viewed as part of the long-term efforts of the local Governments to strengthen their economies, improve their productivity and raise the standards of living in their territories. The severe economic difficulties at home and in Western Europe have given some impetus to economic expansion; for there is a shortage in most things which the Colonies can produce and a consequent desire to accelerate the pace of colonial development. With the co-operation of the colonial peoples and with the aid of His Majesty's Government at home, the local Governments are doing all possible, within the limits set by the physical factors and the shortage of capital goods and technicians, to increase the activities and permanently expand the wealth of their territories. The steps taken during the year were outlined in Part I (paragraphs 13, 14 and 15); they included the Overseas Resources Development Act, a very considerable expansion and reorganisation of the economic planning machinery in the Colonial Office, and arrangements for increasing collaboration with the other European Colonial Powers.

287. Capital requirements for the development of advanced countries like the United Kingdom are normally expressed in terms of new and technically elaborate equipment for new projects for the development of new resources. But colonial development requires the more fundamental application of capital—

- (i) to ensure adequate knowledge of the resources of each territory;
- (ii) to maintain and expand the basic economic services, especially railways, roads, ports and other means of communication;
- (iii) to improve the health and education of the people, which is fundamental to a territory's economic development and which, in turn, cannot be maintained without a sound and expanding basis of economic development;
- (iv) to maintain and improve existing industries;
- (v) to develop new sources of production and new forms of wealth.

288. In recent years His Majesty's Government and the Colonial Governments have given much attention to these requirements. Development under the first three heads is mainly entrusted to public services, or financed from public funds, and financial assistance has been provided by the United Kingdom

under the Colonial Development and Welfare Acts of 1940 and 1945. Arrangements made under the 1945 Act were designed to assure Colonial Governments of the scale on which assistance might be expected, and to encourage them to prepare comprehensive and balanced programmes.

289. During the financial year 1947-48 schemes were approved under the Acts to a total of £14,000,000 in the following categories:—

<i>Category</i>	<i>Development Schemes</i>	<i>Research Schemes</i>	<i>Total</i>
	£	£	£
1. Administration and Organisation..	18,000	—	18,000
2. Physical Planning, Surveys and Census .. .. .	811,000	12,000	823,000
3. Communications .. .. .	3,675,000	—	3,675,000
4. Economic .. .. .	1,458,000	1,474,000	2,932,000
5. Social Services .. .. .	4,858,000	590,000	5,448,000
6. Training schemes for the Colonial Service .. .. .	151,000	—	151,000
7. Miscellaneous .. .. .	795,000	158,000	953,000
Total .. .. .	11,766,000	2,234,000	14,000,000

These schemes bring the total of approved development schemes up to the end of the last financial year to over £47,000,000, and of approved Research Schemes to nearly £4,250,000. Further details of the plans and schemes approved during the year will be found in the Annual Return to Parliament of Schemes made under the Colonial Development and Welfare Acts.

290. Four more 10-year development plans—those of Uganda, Barbados, St. Vincent and Aden—received the approval of the Secretary of State during the year after examinations by the Colonial Economic and Development Council. In all, 17 plans have now been approved, providing for total expenditure of approximately £180,000,000, of which it is estimated approximately £59,000,000 will be provided from United Kingdom funds. The plans are analysed in Appendices III A and B. It will be appreciated that individual schemes within the scope of the 10-year plans must be submitted for separate approval, and it is to these schemes, among others, that the figures given in the immediately preceding paragraph refer.

291. A number of colonial development programmes have not yet been finally endorsed. In the Far Eastern Dependencies and Malta, for example, rehabilitation and reconstruction take precedence over development; Gibraltar is devoting all available resources to a housing programme; and in British Somaliland much basic survey work must be done before further development proposals can be formulated. But where final programmes have not been agreed, approved items are being pressed on with as fast as resources will permit. Colonial Development and Welfare assistance is not refused to projects which obviously fall within the general framework of the development programme, and which are acceptable on their own merits.

292. Primarily the 10-Year plans have been concerned with the establishment and expansion of basic public utilities and other essential economic and social services. Too little has proved possible, however, in the fields of industry and new economic enterprise. If the economic resources of the Colonies are to be developed at the increased speed demanded by the peoples of the territories themselves and required by the economic conditions in the world

generally, there must be more public enterprise and greater encouragement must be given to both private and public effort. To encourage enterprise, to strengthen the colonial as well as the United Kingdom economies and to stimulate production for internal needs and for supplies wanted externally, His Majesty's Government decided to establish a Colonial Development Corporation. To this end and to that of setting up an Overseas Food Corporation the Overseas Resources Development Bill was introduced into Parliament last year and became law in February, 1948.

293. The Colonial Development Corporation thus established is responsible to the Secretary of State for the Colonies and is empowered to raise capital up to £100 million and to borrow a further £10 million temporarily. The Corporation has wide powers to investigate, formulate and carry out projects for the development of the resources of colonial territories, either by expanding basic production or by developing trade and industry. It is not intended, of course, that it should have any monopoly of economic development in the Colonies, and it is specifically empowered to assist or co-operate with private enterprise in undertaking the tasks assigned to it. Its operations will be in close association with the local Governments who will be primarily responsible for the minimum standards of conditions governing employment and production, and the place of such schemes, in the general programme of development.

294. Under the same Act, an Overseas Food Corporation, responsible to the Minister of Food, was established to undertake schemes for the production overseas of foodstuffs to meet United Kingdom needs. This Corporation may operate anywhere outside the United Kingdom, but will do so in the Colonies only at the invitation of the Secretary of State for the Colonies. The Corporation will be available to Colonial Governments and to the Colonial Office for specific tasks which its experience and resources can most economically and effectively discharge, and its activities will be associated with the food development plans of any territories concerned. Its first duty is to take over the scheme for the mechanised cultivation of groundnuts in East and Central Africa, to which reference was made in the Report of last year. It has a capital of up to £50 million with power to borrow temporarily a further £5 million.

295. The financial resources provided under the Colonial Development and Welfare Acts and the Overseas Resources Development Act, together with the funds available to Colonial Governments and to private undertakings from surpluses or new borrowing, should, it is hoped, prove adequate to finance colonial development to the extent of the physical resources and human skill likely to be available for the purpose in the next few years from sterling sources. Possibilities are also being investigated, however, of securing finance from non-sterling sources so as to give Colonial Governments access to overseas sources of supplies to a greater degree than would otherwise be possible. But the major limitations on the development of basic services and the maintenance and expansion of existing industries, no less than on the development of new sources of production and new industries, are likely to remain the shortages in the available supplies of capital and consumer goods and in skilled technical manpower.

296. Attention to these shortages was drawn in last year's report. In particular, shortages of agricultural machinery and crawler tractors, cement, railway equipment, fertilisers, general purpose machinery and iron and steel were mentioned. The position in regard to supplies of cement has greatly improved, and there has also been some improvement in supplies of agricultural machinery, but shortages in the other items continue. Heavy tractors are at present obtainable only from the United States. But the Colonial Office has

been in close touch with other interested Departments of His Majesty's Government, and with the Colonial Development Corporation and the Overseas Food Corporation, in investigating the possibilities of developing production in the United Kingdom; interim arrangements for the adaptation of heavy tanks for this purpose have already been made on the initiative of the latter Corporation.

297. The world shortage of iron and steel continues. Although recent enquiries show that exports of semi-finished iron and steel from the United Kingdom to the Colonies in 1947 were approximately the same as in the years immediately before the war, such limited export does nothing to meet the very large arrears of maintenance accumulated during the war or the requirements for an accelerated development programme. Before the war, more than half the total imports of iron and steel into the Colonies came from countries other than the United Kingdom which, under present conditions, cannot export on the pre-war scale. The Colonies need considerably more steel than they are at present able to receive from the United Kingdom and special measures to relieve the situation have received the approval of His Majesty's Government. Colonial requirements of other capital goods, such as railway and other transport equipment, have also given occasion for much investigation.

298. Apart from requirements of capital goods, the development of basic economic services and the maintenance and expansion of colonial production depends on the ability of the Colonies to obtain skilled manpower, especially civil and mechanical engineers, architects, geologists and agricultural forestry and veterinary specialists. Determined efforts are being made, with the assistance of monies provided under the Colonial Development and Welfare Act, to train colonial students in these subjects, to develop higher and technical education in the Colonies themselves, and to encourage recruitment for the specialist branches of the Colonial Service by the extension of the established scholarship schemes for intending entrants to the Agricultural, Forestry and other branches of the Service. Arrangements have been made for the secondment of a number of Army engineers to the Public Works and Railway Departments of some Colonies, and the possibility of making similar arrangements for other branches of the Public Service is being explored. There is, however, no easy answer. The shortage of skilled manpower for the higher technical and scientific posts is likely to remain a serious limitation on colonial development for some time to come.

299. There are also problems arising from the shortage of consumer goods. The additional spending power created by the employment of local labour on development projects, coupled with the higher prices paid for colonial products, leads to an increased demand for consumer goods of all kinds. Supplies of all imported consumer goods were drastically cut during the war, however, and these cuts have had to be maintained because of continued shortages. In these circumstances, inflation was inevitable. Further capital investment in new development must therefore have an inflationary potential unless increased supplies of consumer goods can be made available. In almost all parts of the Colonial Empire, by far the most important consumer goods are cotton textiles, the shortage of which was mentioned in last year's report. Although supplies both of United States and Japanese textiles have been obtained during the present year, total supplies of cotton textiles from all sources have continued to be inadequate.

300. With all these limitations in supplies—of capital goods, of skilled manpower and of consumer goods—it is of the greatest importance that such physical and manpower resources as can be obtained for colonial development should be used to the maximum advantage. The importance of maintaining and expanding basic services, and of providing health and education services

as a prerequisite of the fuller development of economic resources, has already been emphasised. With the object of ensuring that the fullest consideration is given to the proper balance of these different aspects of development, and that our colonial development policy and plans are examined in the light of the best information available about the United Kingdom's economic position and policy, the Colonial Economic and Development Council has been reconstituted in a manner designed both to bring it into closer relation with the Colonial Office and the other departments of His Majesty's Government concerned with central economic planning, and also to enable it to examine and bring into focus the advice of the specialist advisers and Advisory Committees which sit on different aspects of colonial development. At the same time, the Colonial Research Committee has been reconstituted so as to bring it into close relation with His Majesty's Advisory Council on Scientific Policy and with research organisations in this country ; it will be known as the Colonial Research Council.

301. The reconstituted Economic and Development and Colonial Research Councils can accordingly be regarded as two wings of a single organisation, each under the chairmanship of the Parliamentary Under-Secretary of State for the Colonies. The Councils normally meet separately but members receive copies of all papers circulated and may attend meetings of both Councils.

302. (a) Membership of the Colonial Economic and Development Council comprises Sir Gerard Clauson, Mr. C. G. Eastwood, Mr. W. L. Gorell Barnes (the three Assistant Under-Secretaries of State in charge of the various sections of the Economic Division of the Office), Mr. G. F. Clay, Mr. W. A. Robertson and Mr. J. Smith (the Advisers on Agriculture, Forestry and Animal Health respectively), Sir John Waddington (lately Governor, Northern Rhodesia), Dr. Wellesley Cole, Professor Arthur Lewis, Dr. Keith Murray, Mr. R. W. S. Mackay, M.P., Sir Drummond Shiels, Dr. Rita Hinden and Lord Faringdon.

In addition the following are associate members, who receive council papers and are entitled to attend its meetings : Mr. E. C. Tansley (Colonial Development Corporation), Sir Charles Lockhart (Overseas Food Corporation) Mr. W. Strath (Central Economic Planning Staff), Mr. D. B. Pitblado and Mr. A. T. Grant (Treasury) and Mr. Swan (Economic section of the Cabinet). Arrangements are also being made for individuals to be designated as links between the Council and the Secretary of State's Advisory Committees.

(b) Membership of the Colonial Research Council comprises the Deputy Under-Secretary of State in charge of economic affairs (Sir Sydney Caine), Mr. Eric Barnard, Sir Alexander Carr-Saunders, Sir John Fryer, Sir Ian Heilbron, Dr. Alexander King, Sir Edward Mellanby, Sir Arnold Plant, Sir Edward Salisbury, Professor I. L. Simonsen and Professor R. H. Tawney.

303. The shortages in the world supplies of certain important commodities producible in the Colonies have led to a more systematic examination of colonial potentialities than normally would be undertaken. The Colonial Primary Products Committee was therefore created "to review, commodity by commodity, the possibility of increasing colonial production, having regard on one hand to the needs of the Colonial Empire, and on the other hand to the present and prospective world needs and the desirability of increasing foreign exchange resources". The Committee is under Colonial Office chairmanship and includes representatives of the Treasury, Board of Trade, Ministry of Food, Foreign Office, and Commonwealth Relations Office, as well as the Imperial Institute and the Colonial Products Research Council. The Commonwealth Economic Committee has also been represented by an observer. The Committee is studying in turn all the commodities which the Colonies do or could produce, examining in each case United Kingdom and world needs on

the one hand and on the other colonial production and the possibilities of expansion so far as they are known. The Committee has issued an Interim Report\* which contains an account of its work up to the end of 1947 and a sketch of its future programme. The Report emphasises that an increase of production in the Colonies is required, not only to meet the immediate emergency, but as a long term contribution to the stability of the sterling area and to European reconstruction. If Europe is to recover the ability to meet its dollar needs from current earnings, it is essential that new sources of supply should be developed in the sterling area so as to reduce dependence upon foodstuffs and raw materials from the Western Hemisphere.

304. In spite, however, of all the shortages of physical and manpower resources, a most welcome and encouraging increase in the production of foodstuffs and raw materials has occurred in the colonial territories during the year under review. The increase left a larger surplus for export after local needs have been met, and also made an important additional contribution to Europe's needs and to the balance of payments in the sterling area. Section (d) of this chapter reviews the progress achieved in the various production fields and gives some figures to show the extent to which colonial exports are expanding under the stimulus of higher prices, the gradual accretion of capital resources, and improvements in organisation and equipment.

305. In the same section reference is made to a number of missions which visited the Colonies to investigate the possibilities of increasing production of certain commodities, or of embarking on new production. A commission with more general terms of reference visited the Carribean territories during the year. In view of the increasing pressure of population in the West Indian islands, the importance of more effective development of British Guiana and British Honduras, and the possibility of utilising in such development some of the skills of displaced persons in Europe, the Secretary of State decided early in 1947 that a thorough investigation should be made into these matters. In British Guiana the problem of settlement had already been studied by several Commissions but such investigations had been primarily concerned to examine whether room for a particular class of immigrant in a limited area could be found. The wider problems had remained unsolved. The Commission appointed in February, 1947, was asked to study the problems bearing in mind: (a) the future needs of the population of the two territories; (b) the need to provide outlets for the surplus population in the British West Indies; (c) the needs of surplus populations in other West Indian Islands; and (d) the need to provide for the resettlement and rehabilitation of persons displaced from their homes in European countries as a result of the war. Under the chairmanship of Sir Geoffrey Evans, the Commission met in Georgetown in August, 1947, and toured extensively in both Colonies, besides paying visits to some of the islands. They returned to England in January last and have since been engaged in framing their report.

#### (b) Research

306. The expenditure on research during 1947-48 from funds available under the Colonial Development and Welfare Acts is summarised in paragraph 289. This represented over 60 new schemes and nearly 90 supplementary schemes, many of which were of considerable size as they were, in fact, main schemes evolved as a result of preliminary surveys or pilot schemes.

307. Most of the money has gone to schemes for some branch of agricultural, animal health and forestry research. These include the establishment of the

\* Colonial No. 217.

East Africa Agriculture and Forestry Research Organisation and the East Africa Veterinary Research Organisation, the Directors of which are now drawing up programmes of research and staff requirements ; the provision of a team of experts to investigate the serious " Sudden Death " disease of cloves in Zanzibar ; fertiliser experiments in Tanganyika ; further assistance towards the establishment of an East African Cotton Research Station in Uganda ; research into the improvement of the rice growing industry in Nigeria ; comprehensive schemes for soil, cocoa and banana research in the West Indies under the supervision of the Imperial College of Tropical Agriculture (banana research) in co-operation with the Government of Jamaica ; an important enquiry by a team of workers now in Nigeria into the pest infestation of stored products ; the establishment of a Timber Utilisation Research Station in Malaya ; sugar technology research by the Imperial College of Tropical Agriculture ; mosquito eradication in Mauritius ; and experiments in Uganda with the dissemination of insecticides from aircraft.

308. A Colonial Microbiological Research Institute is being established in Trinidad under the scientific direction of the Colonial Products Research Council, and will be officially opened by the Chairman of the Council early in July. The work of that Council during the past year forms the subject of a separate Report which will be published shortly.

309. Medical and health schemes, the second most important group for which Colonial Development and Welfare finance has been provided in the past year, include provision for additional housing and part of the recurrent expenditure required for the Virus Research Institutes at Entebbe, Uganda, and at Lagos, Nigeria, which will be taken over from the Rockefeller Foundation as a British responsibility by the beginning of 1949 ; initial expenditure on the establishment of the East African Medical Survey ; additional provision for scrub typhus research in Malaya ; hot climate physiological research in Nigeria and a study of ornithodorus tick in relation to relapsing fever in East Africa.

310. In the field of social science, a considerable number of schemes have been started on the recommendation of the Colonial Social Science Research Council, including a projected social survey in Zanzibar and physiological research amongst school-children in Jamaica, Barbados and Trinidad. Projected schemes include the establishment of an East African Institute of Social Research, at Makerere College, Uganda, and a Department of Social Research, to form part of the University College of the West Indies.

311. Of the other approved research schemes, mention should be made of those for the establishment of a hydrological survey organisation in Uganda and to provide for a hydrographic survey in Kenya ; for technical research into the fishing industries of Aden and British Somaliland ; and for an enquiry into seismic manifestations in the Windward and Leeward Islands.

312. Apart from the work financed under the Colonial Development and Welfare Acts, steady progress has been made in all fields with the acquisition, through fundamental and applied research, of the basic knowledge, upon which alone the sound development of the Colonial Empire can be planned. On the economic side, commodity research has continued at the Imperial College of Agriculture, Trinidad, at the West African Cocoa Research Institute, Gold Coast, and at a large number of other centres throughout the Colonies, some of which are financed wholly or partly by the industries concerned. Reference is made to this work and to plans for creating additional commodity research facilities in the section on Productivity of Natural Resources which follows.

313. An important report on the water resources of Northern Rhodesia, Nyasaland and the Bechuanaland Protectorate, with sections referring to

Kenya, Uganda and Tanganyika, has been prepared by Professor F. Debenham, O.B.E., following a visit by him to those territories, and will shortly be published.

314. An East African Tsetse Reclamation Service has been set up, with headquarters in Nairobi, to advise and assist in new practical measures of reclamation and to co-ordinate the research work already in progress. The establishment of a West African Institute for Trypanosomiasis Research is being planned, and a Director has been appointed. The International Conference on Trypanosomiasis held at Brazzaville in February, 1948, was attended by a large number of delegates from the East, Central and West African colonial territories.

315. The British Colonies in Africa have suffered seriously from the devastation of locusts in the past and very active steps against them have been taken in recent years. There are three types of locust which may be active in British Colonies; the desert locust, whose area includes Kenya, Uganda, Tanganyika, Somaliland, Eritrea, Ethiopia and the Sudan, as well as all the countries in Arabia; the red locust, affecting primarily Northern Rhodesia, Tanganyika, Nyasaland and also Southern Rhodesia, the Belgian Congo, Portuguese East Africa and South Africa; and the migratory locust which may at any time issue from its outbreak area in French West Africa into the British territories in West Africa and into other countries to the south.

316. A series of successful campaigns have been conducted for several years against the desert locust, and its swarming cycle is now on the wane. Indeed it provides no immediate menace to crops this year, though there can be no telling when swarms may start again. The red locust began a swarming cycle some two or three years ago. An International Red Locust Control Service has been established with headquarters at Abercorn in Northern Rhodesia. Besides the colonial territories in East Africa it covers Southern Rhodesia, the Belgian Congo and South Africa. Under its aegis a very successful campaign of destruction has just been completed which, there is good reason to hope, has interrupted the cycle. On the other hand it seems that the migratory locust may be about to start upon a swarming cycle and a campaign against it is about to be begun by the French authorities with British and Belgian co-operation.

317. The main focus of all work against locusts is the Anti-Locust Research Centre in London under the direction of Dr. B. P. Uvarov. The Centre receives reports from all over the world and gives forecasts of locust movements. It also makes suggestions to local Governments regarding destruction campaigns and organises research. During last year a very successful experiment was carried out in spraying from the air with DNOC poison swarms of red locusts resting on the ground. Two Anson XIX aircraft were provided for this purpose by the U.K. Government and were fitted with special spraying devices. The South African Air Force provided further aircraft and ground services, and financial assistance was also provided by the Governments of Southern Rhodesia and the Belgian Congo. It is planned to carry out as soon as possible experiments with the spraying of locusts in flight, which may, it is hoped, prove an even more effective method of control.

318. During the year substantial progress was made with arrangements for a Colonial Research Service and it should be possible in the near future to announce the terms and conditions attaching to it. The salary scales approved for the United Kingdom Scientific Civil Service have been taken as a basis, to be supplemented by an appropriate overseas research allowance.

319. The Secretary for Colonial Agricultural Research and the Director of Colonial Medical Research paid visits to East and West Africa during the year.

**(c) Surveys**

320. Among the primary requirements in development programmes for colonial areas is satisfactory topographical and geological surveys. As reported last year, there was set up, under the central allocation of the Colonial Development and Welfare Act, a Directorate of Colonial Geodetic and Topographical Surveys. The work of the Directorate has developed to a remarkable extent. Following the aerial photographic surveys undertaken in West Africa during 1946, similar surveys have been carried out under the supervision of the Directorate in East and Central Africa, Malaya, North Borneo and Sarawak. The Far Eastern survey was arranged following a visit by the Director to those territories. This year it is hoped to carry out further surveys in West Africa. In this work the Directorate has the cooperation of the Royal Air Force which, in its African operations, is making use of a method of control by mobile radar stations developed for bombing and general navigation during the war. This method ensures that the aircraft are kept on course, flying systematically along overlapping strips; deviation from the course is immediately indicated to the pilot by signals in his earphones. In compiling the full maps, the Directorate uses the most up-to-date technical processes, including the projection of the photographs in relief in order to provide contours.

321. Geological surveys are to be expanded and to be developed, where practicable, on a regional basis. During the year the Director of Geological Surveys visited East Africa and the West Indies to discuss proposals for immediate expansion with the Governments primarily concerned.

**(d) Productivity of Natural Resources****(i) Agriculture**

322. The continued shortage of primary products in the world, particularly in the non-dollar area, combined with the present financial difficulties of the U.K. and Western Europe generally, have caused further emphasis to be laid on the two principal objectives of colonial agricultural development; these are

(1) to increase the production of food crops for local consumption so that the territories concerned may enjoy a higher standard of living and at the same time be independent of imports; and

(2) to promote the increased production of export crops thereby increasing the revenues of the territories themselves and contributing to European and world needs.

323. The Colonial Agricultural Council, which sits under the Chairmanship of the Parliamentary Under-Secretary of State and is composed of recognised agricultural experts and a number of senior officials and advisers, has had an active and profitable year. It has decided that the main lines of its work in future should be (a) the examination of the general land usage policies of colonial territories region by region, first by means of statements of policy presented to it, and secondly by conferences in the regions concerned at which members of the Council would be present; and (b) the critical examination of major agricultural (and animal health and forestry) problems of general colonial interest by means of information placed before it in the reports of missions, or of recorders employed under the ægis of appropriate home universities or research institutions. As a result of its consideration of mechanised cultivation and agricultural engineering research the Council has recommended the carrying out of a pilot survey of the mechanisation of agriculture in African territories. Experts to conduct this survey are now being obtained. It has also recommended a survey of shifting cultivation.

324. During the year the Council and its Standing Committees on Agriculture, Animal Health and Forestry respectively, have, among other matters, considered problems of the maintenance and enhancement of soil fertility under

tropical and sub-tropical conditions ; colonial livestock policy including cattle, urban milk supplies, sheep, pigs, goats and poultry ; livestock development plans of two territories ; possibilities of artificial insemination for livestock ; the recruitment of veterinary officers for the Colonial Veterinary Service ; and the establishment of village forests in Africa.

325. In the Colonies themselves, the establishments of Agricultural Departments have been increased in order to intensify the wide range of work done to improve colonial agriculture and, by demonstration and instruction, to modernise native agricultural techniques. The difficulties in finding qualified staff, and the shortages of consumer goods to act as an incentive to the increased production of cash crops, have already been mentioned. It is the more remarkable that, as is shown by the following summary of some of the main commodity work done in the period under review, it has been possible to increase so substantially the contribution made by colonial agricultural exports to lessen present world shortages.

326. *Sugar*.—The 1947 crop in Mauritius yielded 345,000 tons of very high quality sugar, a record figure and an increase of 55,000 tons on the previous year. During the year a working party was set up in Mauritius to investigate the economics of the sugar industry there in all its aspects. The past Fiji crop produced 140,000 tons, an increase of 23,000 tons on the previous year. The British West Indian crop showed a slight decrease owing to drought and a shortage of fertilisers. An Economic Commission of Enquiry is to investigate the organisation of the sugar industry in the Leeward Islands. East African production increased and several thousand additional tons were made available for export.

327. *Oilseeds*.—The Tanganyika Government has co-operated with the Ministry of Food and the Managing Agency in providing labour, transport and other facilities for the East African Groundnut Scheme. Fifteen miles of railway were laid to the Kongwa area and the capacity of the port at Lindi was improved. Fifteen thousand acres were cleared and 7,500 acres were planted ; equipment and personnel have been assembled to secure rapid developments in the coming year. A progress report on the Scheme, which has now passed into the sphere of responsibility of the Overseas Food Corporation, was laid before Parliament by the Minister of Food in March.\*

328. The Nigerian groundnut crop broke records with 330,000 tons for export, and Nigerian palm oil exports increased from 112,000 to 141,000 tons. The Nigerian Railways found great difficulty, owing to shortage of locomotives and wagons, in dealing with these increased quantities. Further pioneer oil mills and hand presses have been supplied. A record crop of groundnuts was exported from Gambia.

329. Exports of copra from the Seychelles and the Western Pacific Islands, particularly the Kingdom of Tonga, increased up to, and in some cases above, pre-war levels, but serious difficulties with shipping and labour have held up the recovery in the Solomon Islands.

330. A mission to West Africa considered how far oilseeds production could be further increased by the application of mechanical methods. The Mission's report, recently published,† proposes a concrete plan of far-reaching importance by which the communal African economy may be integrated in a scheme of mechanised farming. The Mission's recommendations are being urgently examined by the West African Governments.

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\* Cmd. 7314.

† Col. No. 224.

331. *Cocoa*.—Swollen Shoot disease further adversely affected the Gold Coast crop, and the extent of the attack of this devastating virus is now apparent. The important work done by the West African Cocoa Research Institute and the expanded campaign of disease control being undertaken by the Gold Coast will, it is hoped, restore the position in due course. But the immediate outlook is far from reassuring. Detailed soil surveys to establish new cocoa areas have been undertaken by the Gold Coast and Nigerian Governments. An expert with cocoa experience at the Imperial College of Tropical Agriculture, Trinidad, recently visited the Far Eastern dependencies; as a result of his recommendations, a soil survey of an area suitable for cocoa is being conducted in North Borneo, and plans are being made for the development of the industry in Malaya. His report is being published shortly.

332. *Coffee*.—The Kenya crop showed a very satisfactory increase in 1947–48 from 9,000 tons to over 13,000 tons. The Uganda crop was a record at 40,000 tons.

333. *Rice*.—In Malaya the area under rice was increased by 80,000 acres and the productivity of a further 150,000 acres was raised by irrigation and drainage. Production in 1947 was 326,000 tons, an increase of 70,000 tons on the previous year. Plans have been laid for the mechanised cultivation of rice in Malaya and North Borneo. Experts have been sent to East and West Africa to investigate the possibilities of increasing rice production in those areas.

334. *Bananas*.—The Jamaica banana industry was still affected by the panama disease which has put certain areas out of production. Work on the breeding of immune varieties has been intensified with some success and a team is visiting the Far East to search for suitable breeding strains. The Cameroons Development Corporation has secured a notable increase in the production in Nigeria from the ex-German estates. There is, moreover, prospect of a further increase in the coming year.

335. *Citrus*.—Production of citrus in Palestine advanced from 8,000,000 cases in 1946–47 season to 14,000,000 in the season just ended.

336. *Sisal*.—Exports from East Africa were above the pre-war average, and research into cultivation methods and the utilisation of by-products has been continued.

337. *Cotton*.—Experts from the Empire Cotton Growing Corporation visited West Africa and made recommendations for improving varieties, increasing yields, and developing production in new areas. Financial assistance was given to the Corporation's Central Research Station in Uganda. The production of cotton in East Africa, particularly Uganda, continues to be below pre-war figures owing to the competition of food crops and other adverse factors. A comprehensive enquiry is now being made into the marketing of cotton in Uganda—the largest colonial cotton-producing territory—and all possible steps are being taken there to increase cotton output and to improve the organisation of the industry. Special attention is being paid to the production of cotton of a type suitable for the bulk requirements of Lancashire.

338. *Rubber*.—The production of rubber in Malaya has risen to about 50,000 tons a month which is well above the pre-war level. Important work is being done in improving the quality and yields of natural rubber.

339. *Tobacco*.—Production in Nyasaland reached a record of nearly 30 million pounds. A General Agricultural Research Station is being established with a view to improving production methods in tobacco and other crops in Nyasaland. Production of tobacco in Northern Rhodesia has also increased and a satisfactory industry in Turkish tobacco has been established. Obviously

there are many advantages in increasing production within the Empire. An expert has recently returned from investigating the possibilities in East and Central Africa and the whole position is now under discussion.

340. These are the main agricultural products which the Colonies now have for export. There are many other crops grown for local consumption—millets, maize, sorghums, cassava, yams and others—and still others which are of relatively minor importance as exports. The possibilities of expanding output of these crops, where needed, and of introducing new crops, are being constantly examined and some hopeful lines of development have recently been described in the Report of the Colonial Primary Products Committee published in March.\* The work of this Committee continues and a further report will be published in due course. The work of the Colonial Products Research Council, although mainly of a long-term nature, also deserves mention in connection with the drive to increase colonial exports of agricultural products. The Council's Report for 1947-48, which will be published shortly, describes a number of commodities and their by-products (such as the Nigerian liane *tetracarpidium conophorum*, rubber seeds from Malaya, and sugar as a source of blood plasma) in which the Council sees prospects of considerable development.

341. The Agricultural Adviser visited West Africa with the Oilseeds Mission mentioned in paragraph 330, and recently completed a tour of Malaya and the Borneo territories.

(ii) *Animal Husbandry.*

342. The Departments of Veterinary Services in many Colonies continue to be concerned primarily with the immunisation of stock against the major transmissible diseases. The situation in regard to rinderpest is generally satisfactory, and there have been no large-scale outbreaks in the past year. It is still essential, however, to maintain constant supervision over the herds, to deal immediately with small outbreaks, and to continue the immunisation of the young and susceptible animals. Trypanosomiasis is still a cause of anxiety and trials of new drugs which may be of assistance are being carried out. The importance of improving the quality of hides and skins is fully recognised and representatives of the Veterinary Departments from East and West Africa visited this country during the year to consult with tanners regarding the measures necessary for their improvement. A reciprocal visit to Africa is being paid by a United Kingdom Delegation. Measures have also been taken to improve veterinary services. These include provision of more stock farms to raise the standard of the herds, the opening out of stock routes and, where necessary, clearing them from tsetse fly, the provision of water in arid areas, and the betterment of pastures. Experiments in artificial insemination are in progress in many Colonies.

343. The local demands for meat have risen in all Colonies and particularly in Africa. In East Africa the Groundnuts Scheme calls for considerably increased supplies, and military demands may, in the future, impose a further strain upon the available resources. To meet this situation, the Kenya Government has been in consultation with the Government of Southern Rhodesia, where a comprehensive meat production and marketing scheme is in operation, and is considering a recommendation of the Colonial Primary Products Committee that a special Mission should visit the Colony to advise on the lines of development to be followed. The cattle industry in Nigeria and the Cameroons is also to be reviewed in collaboration with the French authorities.

344. Advice is being sought in many Colonies as to the possibilities of large-scale ranching under European supervision, and whether the provision of

\* Col. No. 217.

supplementary foodstuffs to "finish" the better-class animals and so increase the weight per carcase is possible. In this connection Fiji has submitted a ranching scheme to the Colonial Development Corporation, and Nyasaland also has plans for building up a large pedigree herd on ranching lines.

345. Pork is already exported in small quantities from East Africa and the European stock owners are actively "bulking up" this breeding stock. Within a reasonable time an increasing number of pigs will go at regular intervals to the bacon factory in Kenya for export to the United Kingdom. In West Africa steps are being taken to build up a peasant pig industry which, it is hoped, will produce considerable amounts of pork or bacon for export. North Borneo is again exporting pork to supply the demands of Singapore.

346. Endeavours are being made to increase milk supplies, particularly those for urban areas. There is a prospect of the export of clarified butter fat from Nigeria and possibilities of exports of eggs from East Africa in liquid or frozen form are being investigated. In the Falkland Islands, where sheep are at present reared chiefly for their wool, a scheme for the erection of a freezer is being studied. In all these matters the Animal Health Committee of the Colonial Agricultural Council has continued to take the closest interest and to advise on the best methods of achieving increased output of livestock products and on better stock management.

### (iii) *Forestry*

347. Colonial Governments are continuing as quickly as staff shortages permit to develop their forestry services and are pushing ahead, again subject to staff and other limitations, with the scientific exploitation of forest resources.

348. The continued world shortage of timber is a spur to the development of colonial forests and every effort is now being made to obtain from these forests increased supplies of standing timber (mostly hardwoods) in substitution for the supplies which economic difficulties have made it undesirable or impossible for the United Kingdom to obtain elsewhere. Measures are also being taken to improve colonial sources of softwoods, by means of plantations in the Highlands of East and Central Africa. In Kenya, for example, a programme of softwood timber planting is being carried out. Plans for the protection and regeneration of the valuable forests of Caribbean Pine in British Honduras are also under consideration.

349. The present export drive does not lose sight of the fundamental fact that existing forests form one of the most valuable capital assets of colonial peoples; their destruction in the past has caused deterioration of the soil and has increased the spread of erosion. Colonial Governments have been fully aware, in the year under review, of the requirements of a balanced forest policy. In particular, selective felling is being abandoned for clear felling, which not only ensures the greater utilisation of all species of marketable timber, but enables forest areas to be handed over to Forest Departments for regeneration after the completion of the felling programme. Financial assistance towards forestry programmes has been provided by grants from the C.D. and W. Vote.

350. Full development of the major timber resources of the Colonies has continued to be hampered by shortages of extraction machinery and equipment and by competing demands on existing transport systems.

351. Colonial Governments have been making successful efforts to increase timber output, particularly with a view to export. Despite delays and difficulties in procuring the necessary equipment, and also transportation difficulties, the following figures show an encouraging rise in exports from the principal timber-producing Colonies.

352. During 1946, Nigeria, the Gold Coast, and British Honduras exported respectively 2,900,000 cubic feet, 4,300,000 cubic feet, and 880,000 cubic feet ; in 1947 the same territories exported 3,500,000 cubic feet, 5,700,000 cubic feet, and 1,000,000 cubic feet. The exports from North Borneo rose from 360,000 cubic feet in 1946 to 1,800,000 cubic feet in 1947. These figures are noteworthy in view of the heavy losses of equipment in North Borneo during the war. The less important timber producing Colonies show proportionate increases.

353. The Forestry Adviser paid visits to Kenya, Uganda, and Tanganyika in January-March, 1947, to Cyprus in November, 1947, and to Mauritius in February this year.

(iv) *Fisheries*

354. Steady progress in the development of colonial fisheries has continued although there have been delays in the supply of equipment. The policy is to organise and develop the native fisheries as far as possible. This requires time, tact and patience. Fisheries Officers have been appointed in many Colonies. They were all given a practical course of instruction in the United Kingdom. These officers are engaged in surveying the local fishing industries and introducing improvements in fishing methods, fish preservation and marketing. They generally have the assistance of a master fisherman, who is an experienced fisherman from the United Kingdom and whose work is to try western mechanised methods of fishing and to teach the indigenous fisherman new methods suited to local conditions. Improvements are also being introduced in the type of fishing vessel used, and in some territories the fisherman are being encouraged to use powered vessels in order to reach more remote fishing grounds and to increase the output per man.

355. Colonial fishermen are also being encouraged to establish co-operatives for the disposal of their catches and for the purchase of gear. Reference was made in the Report for 1939-47 to the establishment of a Co-operative Fish Marketing Scheme in Hong Kong. This scheme provides for the collection of the fishermen's catches, their transport to market and their sale on a commission basis. The commission is used to meet the expenses of the Co-operative Society and also to provide amenities for the fishermen, including schools for the education of their families and training in fishing to enable them to improve their status as fishermen. It is proposed to circulate particulars of this interesting experiment to other Colonies.

356. Progress in the establishment of the East African Fisheries Research Station on Lake Victoria at Jinja, Uganda, has been slow because of building difficulties. A beginning has been made with the setting up of a Fisheries Research Station in Sierra Leone to serve the West African Colonies. Plans have also been prepared for the establishment of a Fisheries Research Station in Hong Kong. A two-year survey of the fishing banks between Mauritius and the Seychelles was begun in December. An investigation of the fisheries of the Aden coast is now in progress and excellent samples of sardines, tuna and kingfish obtained from this source have been sent to the United Kingdom. Experimental fishing is now being carried out to see whether the fisheries can be developed in order to maintain an increased export trade without depleting local supplies.

357. Fish farming, which has been practised in the East for centuries, gives promise of providing supplies of fish for inland territories which are far removed from marine supplies. Particular attention is, therefore, being devoted to this development, and it is hoped shortly to set up a Fish Farming Training and Research Station in one of the Eastern colonial territories.

358. In 1947 the Fisheries Adviser visited Aden, British Somaliland, Malaya, North Borneo, Sarawak, Hong Kong, Fiji, and the Western Pacific territories.

(v) *Mining*

359. There have been no major new discoveries of minerals in the Colonial Empire since the last Report, but considerable interest has been displayed by mining companies in the possibilities of some of the colonies, particularly British Guiana. All development will be governed by the principles set out in the Memorandum on Colonial Mining Policy (Colonial No. 206). The British Guiana Government have granted prospecting rights for gold over large areas to several companies, and the grant of a prospecting licence for diamonds is now under consideration. Further prospecting for bauxite has been allowed to the Demarara Bauxite Company, a subsidiary of the Aluminium Company of Canada, and also to two American companies—the Permanente Metal Corporation (belonging to the Kaiser group) and the Reynolds Metal Company. Nigeria offers an interesting development, the Nigerian Government having formed, with the London Tin Corporation, the Cameroons Mining Corporation Limited for the prospecting of minerals in the Cameroons. The capital of the Corporation is being provided in equal shares by the Nigerian Government and the London Tin Corporation. The Nigerian Government have a controlling interest in the Corporation and will nominate the chairman and half the directors.

360. Considerable progress was made during the year with the rehabilitation of the Malayan tin industry and by the end of the year about 60 dredges were in operation. The copper industry in Northern Rhodesia was hampered by the lack of railway wagons for the transport of coal to the mines and the movement of copper to the port; this difficulty is being gradually overcome, but there is still congestion at the port of Beira, from which the copper is exported. It was hoped that in 1947 gold production in the Gold Coast would approach the 1941 level of 880,000 ounces. Unfortunately, owing to a strike at the mines and to high costs which forced some of the low-grade mines out of production, the actual output was about 630,000 ounces. The demand for bauxite increased during the year and production in British Guiana amounted to over a million tons. Prospecting of the lead deposits of Uruwira Minerals Ltd. in Western Tanganyika is continuing, and it is proposed to instal a pilot plant for the purpose of discovering the most suitable method of treating the ore. Difficulty in obtaining rails and other supplies may defer completion of the branch railway line to the mine until August-September, 1949.

361. Production of mineral oil in Brunei has outstripped the pre-war figure and plans are proceeding for the erection of a large modern refinery in North Borneo. Agreement has been reached with the Trinidad oil producers for a revision of the basis of assessing the royalty on oil, which will give the Trinidad Government an increased revenue from this source. Prospecting for oil continues in the Bahamas, Aden, Cyprus and Nigeria. Investigation of the coal resources of the Colonial Empire also continues, particularly in North Borneo and Sarawak, Nigeria and Tanganyika; the results of these investigations should be available shortly.

(vi) *Secondary Industries*

362. The general shortage of manufactured goods has naturally encouraged development of the industrial possibilities of the Colonies. On the other hand, the limitations in supply of capital goods, machinery and skilled labour and technicians constitute a grave handicap. Nevertheless, the year has seen the initiation of a number of new industries, or expansion of established industries, as well as some development of the basic services upon which industries can be built.

363. Cheap and abundant sources of power are a prerequisite in certain areas to the setting up of industries on any considerable scale. In Uganda progress has been made with the project for a hydro-electric station on the Victoria

Nile which will provide ample power for the development of industry in the Uganda Protectorate. Until the station can be built thermal generating plants are being installed. In Central Africa, however, power projects on the Zambesi River are under investigation.

364. As a means of promoting sound industrial development, industrial licensing legislation has been introduced in certain Colonies to control and stimulate the establishment of desirable industries. To ensure the maximum use of local resources, and the promotion of village and peasant industries, Local Development Boards, Industrial Councils and Departments of Commerce and Industry have been widely established. In West Africa, means of improving the facilities open to Africans wishing to start small economic enterprises have been further developed. In the West Indies, the Caribbean Commission, meeting in Jamaica in June, 1947, decided to appoint a panel of experts to collect information on industrial diversification and to indicate the possibilities of a general plan for the co-ordinated development of industries in the area.

365. Developments already put in hand or projected by private enterprise include the manufacture of textiles in East Africa, cement in Northern Rhodesia, soap in Nigeria, fats in Uganda, and cocoa butter in the Gold Coast. In addition there are plans for extensive timber development in British Guiana and West Africa (including a plywood factory), and for oil refining in Trinidad. Sugar factory capacity is being substantially increased in Jamaica and British Guiana.

366. The Colonial Development Corporation and the Overseas Food Corporation provide two new instruments for developing the industrial potentialities of colonial territories. A number of Colonial Governments have already put forward proposals for their consideration.

#### (e) Co-operation

367. New Co-operative Departments were established during the year in Nyasaland, Northern Rhodesia, British Honduras and the High Commission territories in the Western Pacific; and decisions to establish departments were taken by the Governments of Hong Kong, British Guiana, Trinidad, Sarawak, Fiji and Sierra Leone.

368. Arrangements were made for instructional visits by the Registrars in Tanganyika and Mauritius, and by the prospective Registrars in Nigeria and the Federation of Malaya, to co-operative societies in the United Kingdom and elsewhere.

369. A six-month course of instruction, including visits to United Kingdom societies, was started for colonial members of Co-operative Departments at the Co-operative College at Stanford Hall, near Loughborough, with the advice and assistance of the Co-operative Union and of the authorities of the College. A special curriculum was arranged with the Principal of the College; and the tutor in charge of the course had had colonial experience. Those attending the course came from Nigeria, the Gold Coast, Tanganyika, Palestine, Mauritius, Cyprus, Barbados, British Guiana, St. Lucia and Malaya.

370. The Adviser on Co-operation visited West Africa during the year and gave valuable advice on development in the four territories in that region. In Nigeria and the Gold Coast, where Co-operative Departments were established in 1936 and 1944 respectively, he visited societies and discussed their problems with members of Committees and the Registrars and their staffs.

371. Co-operative practice is of considerable help in dealing with the economic problems of primary producers in large agricultural areas. There is also a widespread desire for consumers' co-operative societies, but in the

present shortage of certain kinds of goods and commodities new societies face difficulties because of the principle of basing the quantities which business houses are permitted to import on their trade in past years.

372. The Co-operative Advisory Committee, which comprises authorities on co-operation in the United Kingdom and abroad in addition to Colonial Office representatives, reviewed the annual reports of the Registrars of Co-operative Societies in the Colonies and made recommendations for improving co-operative organisation.

#### (f) Marketing

373. Bulk purchasing has continued by the Ministry of Food, the Board of Trade and the Ministry of Supply, of a number of important colonial products—notably coffee, cocoa, citrus, bananas, oilseeds, cotton (by the United Kingdom Raw Cotton Commission), sisal, and hides. This, coupled with the desire to decrease handling charges and to improve quality and grading, has caused a further development of producer marketing boards in certain colonial territories. These boards, established by Ordinances superseding war-time regulations, are normally empowered to buy the produce with which they are concerned at fixed prices and to sell to the buying department of H.M. Government and other purchasers at negotiated prices. The boards are normally composed of officials and producer representatives and sometimes also of commercial representatives. In some cases advisory committees of producers have also been established.

374. Planters and farmers are generally satisfied with the comparatively good prices they are receiving for their crops, but this satisfaction is tempered by an anxiety that the present level of export prices may be followed by a slump of the same disastrous proportion as that which followed the boom in the nineteen-twenties. For this reason requests have been received for long-term contracts with H.M. Government at predetermined prices. There are, however, serious difficulties in agreeing over a long period to advance prices which will be satisfactory to both buyer and seller at a later date. It is difficult in many cases to determine current market values since true world markets do not in many cases exist and prices may be affected by unofficial currency rates. Long-term contracts at fixed prices are therefore likely to prove of too speculative a character. In many cases long-term contracts are desired by farmers, but experience in regulating marketing does not encourage the belief that that desire will remain when prices soar.

375. In the circumstances the form of contract most practicable for many commodities appears to be of medium-term length, in which the buying Ministry contracts for either the whole production of the colonial area or a specified part of it throughout the term of the contract, the price being fixed annually by negotiation between the buying Ministry and the producer organisation, with assistance from the Colonial Office and the Colonial Governments where necessary. There is, however, a good deal of understandable pressure from colonial producers for some form of assurance covering a longer period than that normally covered by present bulk purchase arrangements. Producers point out that most tropical crops have a long period of maturity. Investment in new production thus involves a long period of waiting before returns begin to accrue on the capital sunk. Coconut palms, for example, take from six to ten years to come into bearing; cocoa, four to seven years; rubber, five years; sisal, three to four years, and so forth. The Colonial Office are, therefore, considering, in consultation with the other Departments concerned, whether some means can be found to assist producers in cases where the uncertainty of

future markets is likely to impede development of crops which are now scarce. Meanwhile, it is fortunate that, for some important colonial exports, the chance provided by the good prices of recent years has been taken to accumulate funds which can be used as a cushion against any future slump in prices.

376. The following are the most notable developments in marketing arrangements for the more important export commodities during the year under review.

377. *Cocoa*.—The opening of the 1947–48 West African cocoa season saw the introduction of the new marketing policy set out in Command 6950. Cocoa Marketing Boards were established under statute in the Gold Coast and Nigeria and took over the task of selling West African cocoa previously performed by the West African Produce Control Board. The new Marketing Boards are made up of officials, representatives of the producers and commercial delegates. Through merchant firms acting as their agents, they buy the entire crop in each territory at a price to the producer fixed annually for the season, and then, through marketing companies in London which are their subsidiaries, they sell it at ruling world prices to consuming countries in accordance with allocations made by the International Emergency Food Council.

378. Continued high world prices have enabled the Marketing Boards to add substantially during the year to the reserve funds built up and handed over to them by the war-time West African Produce Control Board. While the primary allocation from these funds must continue to be to the stabilisation of the producer price in future years, the Boards have considered other uses. Foremost among these is the encouragement of replanting in areas where, to combat swollen shoot disease, cacao trees have been cut down. The Gold Coast Board are considering a scheme whereby they would pay out over a period of years up to £12 per acre to farmers for this purpose.

379. *Oilseeds*.—The establishment of Oilseed Boards on the same model as the Cocoa Boards is now being planned in Nigeria, the Gold Coast, Sierra Leone and the Gambia. It is expected that these Boards will assume responsibility for the collection and marketing of the entire West African crop of palm oil, palm kernels, groundnuts, benniseed and possibly other minor vegetable oilseeds.

380. *Coffee*.—The year saw the successful negotiation of contracts between the Ministry of Food and representatives of East African coffee-producing territories whereby the larger part of East African mild coffee, and a considerable part of East African hard coffee, will be sold to the Ministry of Food in fixed quantities for five years commencing from the 1947 season. Prices paid are variable within agreed limits, the adjustment being affected in accordance with the fluctuations which take place during the year in world market prices. In all the East African territories concerned producer organisations have been established under Ordinance and are empowered to take delivery of all coffee produced in those areas. The boards are responsible for carrying out the contract with the Ministry of Food and for selling the remainder of the crop to the best advantage elsewhere.

381. *Bananas*.—With the formation of the Jamaica All-Island Banana Growers' Association at the end of the war, a producer organisation is being developed, financed by a small export duty, which is enabling the producers to take a more direct part in the disposal of the crop and the planning of the industry. In December a delegation of the Association, together with the Director of Commerce of Jamaica, visited this country and negotiated a price for the 1948 crop. The delegation also secured agreement whereby the Ministry of Food undertook to purchase the entire exportable surplus to the end of 1952.

382. *Oranges*.—A delegation of the Citrus Marketing Board, representing all Jewish and Arab growers in Palestine, successfully negotiated a contract with the Ministry of Food for 10 million cases of citrus, a figure practically double the Ministry's purchase for the previous season. The contract has been largely carried out in spite of the disturbances in Palestine and of the difficulties of providing shipping and boxwood, and of ensuring the satisfactory condition of the fruit on arrival.

383. *Sugar*.—The Ministry of Food has continued to purchase the entire colonial production. The principal negotiations for the 1948 price were satisfactorily concluded between Ministry officials and the British West Indian Sugar Association. The further extension of the Ministry's undertaking to purchase all colonial exportable sugar up to 1950 is being considered.

384. The increased responsibilities undertaken by Colonial Government Marketing Departments in the year is notable, as is the satisfactory increase in direct negotiations between colonial producers and the buying Departments of H.M. Government.

#### (g) **International Trade Negotiations**

385. Paragraph 368 of last year's report referred to the second session of the Preparatory Committee of the United Nations Conference on Trade and Employment, then in progress at Geneva, and to the extent of colonial interest in those discussions. This session duly completed a further revision of a Charter for an International Trade Organisation and so provided the basic working paper for the International Conference on Trade and Employment which was to be called later in the year.

386. In addition to its work on the draft Charter, the Preparatory Committee negotiated a multilateral trade agreement. This agreement—the General Agreement on Tariffs and Trade—follows the usual pattern of pre-war trade agreements in providing tariff schedules of maximum rates of duty, but it represents an entirely new experiment in that it incorporates multilateral undertakings by which each of twenty-three countries has bound itself to the other signatories. The Schedules affect rates of customs duty over a wide range of the trade of the countries concerned, and provide for particular current rates of duty to be bound against increase or to be reduced. The Colonies stand to benefit from some of these bindings and reductions. The United Kingdom and other Commonwealth countries agreed to reductions of certain preferential margins and to the elimination of a few others. In so far as these reductions or eliminations may affect the Colonies it is felt that they are, on the whole, at least compensated for by the potential benefit to be derived from the tariff concessions referred to above.

387. Certain reductions in margins of preference enjoyed by the United Kingdom and other Commonwealth countries in the Colonies were agreed to and included in the Agreement (as Section C to the United Kingdom Schedule). These reductions were negotiated with the United States in return for a counter concession relating to rubber. Unfortunately there was a misunderstanding over this and, after consultations between H.M. Government and the Government of the United States, it was agreed that the concessions should be inoperative pending re-negotiation; a note to this effect was included in the Protocol of Rectifications to the General Agreement on Tariffs and Trade\* agreed at Havana in March, 1948.

388. H.M. Government and certain other Governments signed a Protocol of Provisional Application in which they undertook to apply the General Agreement

\* Document 5 in Cmd. 7376.

provisionally as from the 1st January, 1948, in respect of their metropolitan territories only. Application in respect of territories other than their metropolitan territories will be made effective only after due notice is given by the metropolitan Governments. No decisions have yet been taken in regard to application to British colonial territories.

389. The International Conference on Trade and Employment mentioned in paragraph 385 opened at Havana in November, 1947, and completed its work in March, 1948. A member of the Colonial Office and a colonial representative were included in the United Kingdom Delegation to this Conference.

390. The Conference evolved a Charter\* embodying the aims, rules and constitution of a proposed International Trade Organisation. Basically, the Charter is the same as the draft prepared at Geneva. The rules are designed to ensure that members of the Organisation avoid inequality of treatment as between each other, and abandon practices which give temporary advantages to some at the expense of others but ultimately lead to disadvantage for all. The rules are subject to exceptions covering the difficulties of the post-war transition period. The Charter will not enter into force in the immediate future. It will not be accepted on behalf of any colonial territory without the concurrence of the local Government.

391. The Colonial Office has also, during the past year, been closely associated with the negotiations undertaken by H.M. Government for bilateral trade agreements with a number of foreign countries.

#### (h) **Communications**

##### (i) *Shipping*

392. Some progress in the replacement of vessels lost during the war years has been made. Two new passenger ships came into service on the West African run to replace vessels sunk by enemy action, and a start has also been made with strengthening the banana-carrying fleet serving the West Indies.

393. The improvement of sea communications between the West Indies and the United Kingdom, and between the various islands in the group, was among the topics discussed by the Conference on the Closer Association of the West Indies, which was held in Jamaica in September, 1947. The Conference recommended that the Standing Committee on Closer Association should appoint a Commission, comprising representatives of all the territories concerned, to investigate the problems involved in the provision of suitable inter-island transport services. At the same time the Commonwealth Shipping Committee continued its enquiry into the needs of the Colonies in the Caribbean area. Its report is expected to be published shortly.

394. Cargo services have been maintained at an adequate level, so that there has generally been no undue delay owing to shortage of shipping in the movement of colonial exports. It has been necessary, however, to continue the system of priority control of passenger traffic, since the demand for passenger accommodation continues to exceed the supply.

##### (ii) *Civil Aviation*

395. The colonial airlines are now making some headway. In the Far East, Malayan Airways have established a network of internal services in Malaya, with extensions to neighbouring foreign territories, and plan to operate to North Borneo and Sarawak as soon as the necessary landing facilities, now under construction, can be made available. Hong Kong Airways, a B.O.A.C.

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\* Cmd. 7375.

subsidiary, operate to Canton and Shanghai, and Cathay Pacific Airways hope to operate a regular service between Hong Kong and Australia in the near future. In Africa the air corporations established by the Colonial Governments in East, West and Central Africa have maintained and expanded their services in their respective areas, and a regular British air service to the Colony of Mauritius has been inaugurated by a local subsidiary of Skyways Limited. West Indian air services are now operated by a local subsidiary of B.S.A.A., and this Company hopes shortly to acquire some amphibian aircraft with which to extend their services to the small islands on which no suitable airfields are available. Local companies, subsidiaries of B.E.A.C., are operating from Cyprus and Gibraltar, to which, and also to Malta, the B.E.A.C. now operates regularly.

396. Many of these colonial services act as feeders to the existing trunk services operated by the B.O.A.C., who now operate fast services across the Sahara to West Africa, and via Egypt to East Africa.

397. Steady progress is being made in the provision of radio aids to navigation, airfield equipment, terminal buildings, and other ground organisation essential for the efficient and safe operation of air services. Arrangements have been made for the joint use of certain airfields for both civil and R.A.F. purposes. Experts from the Ministry of Civil Aviation have now visited most colonial areas to advise on the facilities needed, and new airfields to comply with international standards are under construction at Singapore and at Livingstone, Northern Rhodesia. Consideration is being given to the provision of a new airport at Hong Kong.

#### (iii) *Road and Rail Communciations*

398. Provisional allocations under the Colonial Development and Welfare Act, and from local and loan funds under the 10-year development plans, so far approved amount to :—

Roads	£18,159,000
Railways	1,275,000

The question of the co-ordination of all forms of transport has been examined in detail by the Colonial Economic and Development Council and various Colonial Governments.

399. The most important developments have been in Africa, where a great East African trunk road is under construction to link the Northern Rhodesia system in the south with the Tanganyika, Kenya and Uganda systems, and thence through to the Sudan in the north. The first road link between the Cameroons Province and Nigeria is also nearing completion.

400. The Tanganyika Railways and Port services have been amalgamated with the Kenya and Uganda Railways and Harbours, and new railways are under construction or contemplated to develop the area as a whole, particularly in connection with the production of groundnuts. The railways which serve Southern and Northern Rhodesia have been purchased by Government and are now operated by a Joint Board. In Sierra Leone a survey of the alignment and grading of the railway was completed in February, 1948.

#### (iv) *Telecommunications*

401. Cable and Wireless Limited have extended from Barbados, Bermuda and Kenya to other countries in the British Commonwealth the existing radio-telephone services between those Colonies and the United Kingdom; and their services in Bermuda have been extended to countries in Central and South America. Direct radio-telephone services have been introduced between

Jamaica and Trinidad, Turks Island and the Bahamas ; between Trinidad and Tobago ; Malta and the United Kingdom ; Kenya and the Union of South Africa ; Hong Kong and the Philippine Islands, China and Macao. Switched services *via* Barbados now connect the United Kingdom and the United States with St. Vincent, Grenada, Dominica, St. Kitt's, Antigua, Montserrat, and St. Lucia ; they are available also between British Guiana and Jamaica and the United States, Trinidad, and Canada, and (*via* the United States) between Jamaica and the Bahamas. Extensions have also been made in the radio-telephone services to ships on the Atlantic routes. Phototelegraphy circuits have been opened between the United Kingdom and Bermuda, Barbados and Kenya, and between Bermuda and the United States. Direct telegraph circuits have been opened between Barbados and Jamaica, Jamaica and the United States and Hong Kong and Japan.

402. To improve efficiency and at the same time to economise in equipment and personnel, the Telecommunications Boards in South-East Asia and Cyprus have carried out reviews of all telecommunications requirements in those areas and this review has already resulted in a considerable reduction in the number of circuits in use. A Directorate of Aeronautical Telecommunications has also been established for the British Colonies in the Caribbean area to plan and co-ordinate the aeronautical facilities of the area as a whole.

## CHAPTER V

### COLONIAL FINANCE

#### (a) Revenue, Expenditure and Taxation

403. As will be seen from the table in Appendix IV, the revenue and expenditure of colonial territories continued to expand during 1947—a reflection in part of rising prices, but more particularly of increasing development of economic resources and social services. Nevertheless, the scarcity of materials retarded the rate of capital development, expenditure on which was in most Colonies less than had been proposed.

404. *Restriction of imports.*—During the last few months of 1947 Colonies were asked, not only to continue restricting their imports from hard currency areas to essentials, but to restrict their imports of inessentials generally even from the United Kingdom. The purpose was partly to limit unnecessary imports of goods which could, in the balance of payments difficulties of the sterling area, be sold to earn hard currencies : and also, in the interests of the Colonies, to avoid the running down of their reserves in the form of sterling balances, particularly at a time of high commodity prices. At the end of the year it was found possible considerably to reduce the list of imports which should be specially restricted from the United Kingdom. The effect of import restrictions on colonial revenues can be very considerable since import duties, many of which are on *ad valorem* basis, are a very important item in these revenues. In 1947, the above measures were introduced too late to counter-balance the generally increased customs receipts during that year partly occasioned by a widespread rise in import prices. But the effect in 1948 may well be more serious, and must, in any case, result in customs receipts being lower than they otherwise would have been. Any reduction in revenue at a time when schemes for social and economic betterment are gaining impetus, and wage and other costs of government services are rising, is a matter for some concern, and more attention is therefore being paid to other forms of taxation, notably income tax.

405. *Income tax* is now levied in all but eight territories and the possibility of its introduction is being examined by the Governments of some of those eight territories. During the period under review legislation introducing income tax was enacted in the Federation of Malaya and the Colony of Singapore.

406. A major difficulty in the administration of income tax, and an obstacle to its extension to more colonial territories, is the grave and continued shortage of qualified staff. The position is difficult in all Colonies since new recruitment during the war years was inevitably curtailed, but causes particular concern in those where income tax has been introduced only within the last year or two. The adoption of income tax by each new Colony tends to result in the most experienced staff being spread over more thinly. As part of the plans for the training of additional staff, arrangements have been made with the Board of Inland Revenue for selected candidates, in certain cases, to have special courses of instruction in this country.

407. *Double Taxation*.—During the period under review, arrangements for the avoidance of double taxation of incomes of individuals and companies on the basis of a modified version of the Double Taxation Convention between the United Kingdom and the United States (itself based upon a model recommended for adoption by the League of Nations) came into operation between the United Kingdom and 14 colonial territories. Of these, the arrangements with Northern Rhodesia, the Gambia, the Gold Coast, Nigeria, Sierra Leone, Cyprus, Mauritius, the Seychelles, British Guiana and Trinidad have effect from 1946, and the arrangements with Nyasaland, Aden, British Honduras and the four Presidencies of the Leeward Islands Colony from 1947.

408. Where these arrangements have been introduced they supersede the previously existing arrangements for the relief of double taxation within the Empire under Section 27 of the United Kingdom Finance Act, 1920. To a number of Colonies the new arrangements, under which the United Kingdom will grant full credit for colonial tax paid in respect of the same income, are more advantageous than the previous system and there are indications that their revenue from income tax will substantially benefit in consequence.

It should also be mentioned that in negotiating agreements with other countries for the relief of double taxation, H.M. Government attaches much importance to provision being made for their extension to colonial territories.

409. *Estate duties* are in force in a number of Colonies, but they do not yet make any great contribution to colonial revenues. The attention of Colonial Governments has been drawn to the value of estate duty as an instrument both of social reform and of raising revenue, but it has to be recognised that in a number of colonial territories the existing social structure offers little scope for this form of taxation.

410. *Financial Policy*.—Increasing emphasis is being placed on the use of colonial budgets as instruments of general financial and economic policy. The implementation of development policies, at a time when the prices paid for colonial products are at a high level and available supplies of consumer goods are scarce, make it desirable that surplus purchasing power should be absorbed by taxation so that inflation may be checked and funds built up to finance current and future development.

#### (b) Grants of assistance from the United Kingdom

411. The need for assistance from the United Kingdom to meet expenses of administration in the case of certain of the poorer territories persisted throughout 1947–48, and issues totalling £1,597,200 were made for this purpose from the Vote for Colonial and Middle Eastern Services.

412. In addition, issues amounting to £856,880 were made from the same source to territories requiring assistance for certain specific purposes, chief among which were the grants to the Governments of East African territories towards the administrative costs and expenditure on rehabilitation services incurred in connection with the demobilisation of Local Forces; the balance of a grant to the Government of Jamaica to meet rehabilitation expenditure following the hurricane of 1944; a grant to the Government of British Guiana towards the cost of price stabilisation measures during 1947; and a loan to the Government of North Borneo for bulk purchase of essential commodities for re-sale to local inhabitants and to enable notes issued by the British North Borneo Company to be replaced by an issue arranged through the Malayan Currency Commissioners.

413. Grants totalling £63,266 were also made to certain Colonial Governments in reimbursement of remanent expenditure on certain war-time services.

414. Issues totalling approximately £5,150,000 were made from the Vote for Development and Welfare (Colonies), etc., during the year to cover expenditure on schemes (development and research) approved under the Colonial Development and Welfare Acts, 1940 and 1945. Of this total some £4,500,000 was issued to Colonial Governments in respect of schemes administered by them, the balance being expended on the provision of various centrally administered and miscellaneous services.

415. Issues in connection with remanent schemes made under the Colonial Development Act of 1929 amounted to £5,378.

#### **(c) Far Eastern Colonies : War Damage Compensation and Financial Settlements**

416. In April, 1948, agreements were reached between H.M. Government and the governments of the Far Eastern colonial territories regarding the settlement of certain liabilities arising out of the war and the basis of H.M. Government's assistance to schemes of compensation for war damage or to other development projects. H.M. Government has undertaken to seek Parliamentary authority to implement the terms of these agreements. Under the agreements H.M. Government will not seek any contributions from the Governments concerned towards the cost of the military administration set up in those territories after the liberation, but further discussions will be held as to the apportionment of expenditure on goods supplied to those Governments by the War Office after civil government had been re-established. Towards the cost of a joint war damage compensation scheme which the Governments of the Federation of Malaya and Singapore propose to set up, and to assist in meeting the estimated deficit of their War Risks (Goods) Insurance Scheme, H.M. Government have agreed to contribute a free grant of £10,000,000 and an interest-free loan up to a maximum of £35,000,000 on the understanding that the local Governments will meet the cost of the scheme from their own resources to the greatest extent possible. The total expenditure is estimated at £55,000,000 and further discussions will, if necessary, take place as regards the balance of £10,000,000, if the local Governments are unable to find this sum from their own resources. The Malayan Governments will now draw up a detailed scheme within the above limits. H.M. Government will be prepared to consider assistance to the Governments of North Borneo, Sarawak and Brunei in the light of proposals received from those Governments. The Government of Hong Kong has decided that even were the United Kingdom in a position to pay part of the cost, the introduction of a compensation scheme

would inflict an altogether crippling weight of taxation upon the local community. In the circumstances, and in view of the fact that the Colony did not participate in a war damage insurance scheme prior to the outbreak of the Pacific War, and also of the fact that rehabilitation of industry and commerce does not appear to be hampered to any material extent by lack of financial resources, the Government of Hong Kong has recommended that no compensation from public funds should be paid for war damage. H.M. Government have accordingly agreed to assist the Colony in other ways and will treat as free grants the advances made prior to and after the establishment of civil government in Hong Kong, amounting to £3,250,000, except in so far as that sum has been used to purchase stores for resale; and will give a further free grant of £1,000,000 to assist the Colony in resolving problems arising out of expenditure connected with the war. H.M. Government are also prepared to assist Hong Kong by making a free grant of £250,000 for the Hong Kong University; and an interest-free loan up to £3,000,000 to supplement any funds available to the Colony for the construction of a modern air port.

#### (d) Loans

417. No new money was raised by Colonies in London during the period under review, largely because most Colonies were able to draw upon accumulated reserves to finance capital development, expenditure upon which, as already noted, was limited by difficulty in obtaining necessary materials. The only repayment of an existing debt was in respect of the Kenya 5 per cent. 1948 loan of £5,000,000, which was partially redeemed, and the balance (£3,710,000) offered for conversion into  $2\frac{1}{2}$  per cent. stock 1965-70.

418. Considerable importance is attached to the raising by Colonial Governments of local loans. Loans were issued with varying degrees of success, in a number of Colonies, among them Gibraltar, Jamaica, Singapore and Hong Kong, and further local loans are contemplated in a number of other Colonies. It is clear, however, that the majority of Colonies must still place most reliance upon borrowing from outside their own territory. This normally means recourse to the London market, access to which, however, is subject to the normal scrutiny and control of capital issues.

#### (e) Currency

419. In the West Indies the Conference on Closer Association, held in September, 1947, recommended the adoption of a unified currency for the area and this, with the other recommendations of the Conference, is to be studied in detail by the Standing Committee on Closer Association (*see* paragraph 146). Meanwhile, action has been proceeding on the recommendation of the Barbados Conference in May, 1946, for the introduction of a unified currency in the eastern group of the West Indies (Barbados, British Guiana, the Leeward Islands, the Windward Islands and Trinidad), and a Preparatory Committee has been set up to implement the recommendations of the Conference. The Governments of the Leeward Islands Colony and the Colonies of the Windward Islands have now commenced to keep their accounts in dollars and cents instead of in pounds, shillings and pence.

420. In the Far East, the Governments of North Borneo and Sarawak are considering adherence to the Malayan Currency Commission, of which the present members are the Federation of Malaya, Singapore and Brunei. The Malayan dollar has been circulating in North Borneo and Sarawak since their liberation.

421. The total volume of currency in circulation in the Colonial Empire continued to expand, and in 1947, the aggregate reserves of currencies based on the sterling exchange system, which with few exceptions covers all colonial territories, increased by several millions. Some reductions in currency circulation took place, however, in a number of individual Colonies.

(f) **Other developments**

422. *Changes in the cost of living.*—The cost of living continued to rise during the year, and many Colonies, far from being able to reduce expenditure upon price stabilisation as had been hoped, were compelled to increase the rate of subsidisation in order to prevent sharp increases in the cost of living. While the long-term aim should be to bring the internal level of commodity prices into parity with world prices, the general increase in the latter has made it desirable in many Colonies to avoid too rapid an adjustment, especially as the future course of world prices is difficult to predict.

423. *Savings Banks.*—On the whole, the number of depositors and the value of deposits in colonial savings banks has continued to increase. There is, however, room for still greater progress, not only because of the economic and social benefits which may normally be expected to follow from the encouragement of thrift, but also because saving is of great value in countering the trend towards inflation at a time when consumer goods are in short supply.

424. *Exchange Control.*—With many minor variations, due to local conditions, the form of exchange control in the Colonies is based on that exercised in the United Kingdom prior to the passage of the Exchange Control Act, 1947. Certain modifications introduced by that Act are being implemented in the Colonies. Colonial Governments have been kept informed of the need for keeping watch on the levels of dollar and other hard currency expenditure, and have been requested to keep such expenditure within limits based on a computation of essential requirements in 1948. It is intended to review the position quarterly to see whether imports are conforming to this pattern. The possibility of either increased expenditure to meet unforeseen essential needs, or a reduction as circumstances may require, will be borne in mind.

425. *Sterling Balances.*—The sterling assets of the Colonies comprise Currency Board funds which provide the sterling reserves for local currencies, Colonial Government funds held with the Crown Agents for the Colonies, loans to His Majesty's Government, and sterling funds held in London by Banks operating in the Colonies. These assets total some £600 million (excluding Ceylon and Palestine) and include approximately £90 million of non-United Kingdom sterling securities. Prior to the departure of Palestine from the sterling area, the sterling balances of this territory had tended to fall sharply, no doubt influenced by the political uncertainties, but the aggregate balances of the present colonial territories, while subject to minor variations, have remained remarkably steady since the end of 1946.

426. Apart from Palestine, the principal holders of sterling balances at 31st December, 1947, were:—

	£ million.
West Africa .. .. .	125
Malaya (including Singapore and the Borneo territories)	115
East Africa .. .. .	105
Hong Kong .. .. .	75

427. *Debtor and Creditor Relationships.*—During their occupation of the Far Eastern colonial territories, the Japanese issued their own local currencies as

legal tender. These currencies had no reserve backing to maintain their value. For a time, the original pre-occupation currencies of these territories, which remained legal tender, continued also to be used but later they disappeared from circulation, partly owing to the great increase in volume of the Japanese currencies and also to the possibility that any failure to accept payment in Japanese currency might be regarded as an unfriendly act towards the occupying power. Towards the end of the occupied period, the great expansion in circulation of the Japanese currencies had made them almost worthless. On the liberation of the colonial territories proclamations were issued making the pre-occupation currencies the only legal tender and imposing moratoria on outstanding debts.

428. The degree of validity to be accorded to payments made in Japanese currency in respect of debts incurred either before or during the occupation period, and the value to be placed upon debts incurred during the occupation and still outstanding, raised questions of great complexity, especially in view of the varying and decreasing value of the Japanese currencies throughout the occupation period. It was considered that legislation was necessary to deal adequately with these problems. The relevant Bills have been published and the lifting of the moratoria will follow the enactment of the legislation in each territory.

#### **(g) Interest-free loans to the United Kingdom**

429. During the period under review the Government of Seychelles offered to the United Kingdom Government two interest-free loans, one of £15,000 and the second of £22,500, as a measure of assistance and as token of solidarity with United Kingdom in the present economic crisis. These loans were offered out of funds temporarily surplus to Seychelles requirements, and have been most gratefully accepted on the understanding that they will be repayable whenever required for development or other necessary purposes of the Colony.

## **CHAPTER VI**

### **INTERNATIONAL RELATIONS**

#### **(a) Co-operation with other Colonial Powers in Africa**

430. The report for 1939-47 described how there had grown up since the war a close and effective system of co-operation between Belgium, France and the United Kingdom on a wide range of technical matters of common concern to the African territories for which the three Governments are responsible. This system of direct liaison between the Colonial Office, the Ministry of Overseas France and the Colonial Ministry in Brussels (the latter through the Belgian Colonial Attaché in London) continued throughout the year. The foundations for closer co-operation with the Portuguese Government and the Portuguese territories in Africa as well were laid when a party of Portuguese officials visited the Colonial Office for several days last December.

431. Much of the work of these liaison arrangements was devoted to a programme of technical conferences drawn up at a meeting of Belgian, French and United Kingdom representatives held in Paris in May, 1947. Although the Governments of Belgium, France and the United Kingdom took the initiative in drawing up the programme, which has been planned up to 1950,

the conferences will not be confined to representatives of these three Governments and of their colonial territories. The Governments of the Union of South Africa, Southern Rhodesia, Portugal and the Portuguese territories in Africa, have already been invited to take part in conferences of interest to them. When the programme was drawn up, it was also agreed that it would be most desirable for unofficials, and especially for qualified Africans, to participate in the conferences, whenever feasible. It was also agreed that each conference should decide what permanent arrangements are required to follow up the agreed programme of co-operation.

432. Five of the conferences foreseen in the programme took place in the period under review, three of them in Europe and two in Africa.

433. The first, a meeting of educational experts from Belgium, France and the United Kingdom, was held in London last June. The conference dealt with general problems of education in tropical countries, in particular those of mass education, higher education, the education of women and girls and the use of the vernacular. The Belgian and French representatives were also able to see something of the work of the Colonial Department of the London University Institute of Education in training teachers for work in all parts of the Colonial Empire.

434. Last December there was a preliminary meeting of Belgian, French and United Kingdom representatives in Paris, to prepare the ground for a full conference on nutrition problems to be held at Dakar in 1949. The conference agreed upon the principle of increased liaison and collaboration on nutritional problems, and drew up a plan for a joint study covering all types of food products in the African diet, with a view to drawing up "African Food Tables". The Agenda for the full 1949 conference was also drawn up.

435. Experts from Belgium, France, Portugal, South Africa and the United Kingdom met in Brussels last December to discuss (a) the Agenda for a conference on soil conservation to be held at Goma (Belgian Congo) in November of this year, (b) phyto-sanitary legislation, (c) forestry nomenclature. It was agreed that an African Phyto-Sanitary Convention should be drawn up to control the spread of plant pests and diseases, and that the Imperial Institutes of Entomology and Mycology should establish a permanent centre of information on these matters. Plans were also made for a further conference to be held in London later this year to discuss permanent arrangements for co-ordination in methods of plant protection. The conference drew up recommendations for achieving common nomenclature of forest products in Africa, and considered the questions of standardising test methods with a view to increasing timber supplies.

436. The two conferences held in Africa were concerned with tsetse and trypanosomiasis and labour questions. The trypanosomiasis conference, held at Brazzaville in February, was attended by Belgian, French, Portuguese, South African, Southern Rhodesian and United Kingdom representatives from almost every territory in Africa south of the Sahara. Recommendations were made for the co-ordination of research through an international scientific committee, the establishment of a standing bureau for the exchange of information, host and vector control, game control, human resettlement, and chemotherapy and chemo-prophylaxis of both human and veterinary trypanosomiasis.

437. The Labour Conference was held at Jos (Nigeria), also in February, and was attended by some 40 delegates and observers from all the Belgian and French Colonies and most of the British Colonies in Africa. The delegations included six Africans from British and French African trade unions. The

subjects discussed, on all of which agreed conclusions were reached, were : the organisation and functions of Labour Departments ; relations with trade unions in Africa ; wage-fixing machinery ; social security questions ; technical and vocational training of labour ; a future organisation for the exchange of information ; and subjects to be discussed at future conferences. It was decided that a further conference should be held in 1950. Meanwhile the West African Council will act as a bureau for the exchange of information between the participating territories.

438. Two other Anglo-French conferences, not included in the programme drawn up last May, were held during the period under review. The first was a Communications Conference held at Dakar in May, 1947. A list of inter-territorial projects for improving communications between British and French territories in West Africa was drawn up. Work has already begun on certain of these schemes, and closer telecommunications links have been established as a result of this conference.

439. The second was a meeting of Anglo-French economic experts held in Paris in February, 1948. At this conference opportunities for collaboration between neighbouring West African territories were studied with particular reference to marketing policy, communications, inter-territorial trade and the co-ordination of production plans. As a result of these talks direct contact between the Departments responsible for economic planning in the two Colonial Offices has been arranged, to ensure full and regular exchanges of information on development planning and questions of general economic importance.

#### (b) Arrangements for Regional Co-operation

440. The arrangements described in the preceding section have been designed to deal specifically with African problems. Problems of concern to the territories of the Colonial Empire in other parts of the world have also been considered on the basis of international co-operation. Thus the United Kingdom has continued to collaborate with the French, Netherlands and United States Governments in the work of the Caribbean Commission. Two meetings were held, the fourth in Jamaica last June, and the fifth in Trinidad last December\*. The most important decision reached at the fourth meeting was that an industrial survey of the area should be carried out to determine the present stage of industrialisation in the Caribbean region and the possibilities of further industrialisation. A Panel consisting of four experts, each representing one of the Member States of the Commission, was appointed for this purpose. Their report is expected shortly. The fifth meeting dealt with the budget for 1948 and various matters designed to strengthen the organisation. The Commission also had before it the Report of the Caribbean Research Council, which had held its first formal meeting immediately before the fifth meeting of the Commission. The Caribbean Research Council had turned its attention to questions of health and education, surveys of the nutritional needs of children, and studies of foodstuffs. It had also discussed its publication programme, which has so far consisted of studies of specific regional topics such as the tourist trade, the sugar industry, livestock, grain crops, etc., in the Caribbean. The Council had also considered the treatment of the scientific, technological and economic development of the area and measures to avoid duplication in the work of existing research agencies.

441. As reported last year, the Agreement establishing the South Pacific Commission was signed by the Australian, French, Netherlands, New Zealand, United Kingdom and United States Governments in February, 1947. Following

\* The sixth meeting of the Caribbean Commission was held in Puerto Rico in May, 1948.

upon the signature of the Agreement, the Australian and New Zealand Governments set up an interim organisation, with Headquarters at Sydney, to deal with preliminary matters concerning the establishment of the Commission. The Commission itself has been prevented from organising its programme of work by delays on the part of the participating Governments in ratifying the Agreement. A preliminary meeting was held last November, however, in anticipation of ratification, between representatives of the Member Governments, to prepare the ground for the first full meeting of the Commission\*.

442. In the Far East the organisation of the Special Commissioner in South East Asia responsible to the Foreign Secretary has provided the framework within which countries in the area, including British territories, have come together for the discussion of common problems. Thus liaison officers from fifteen countries, including the British colonial territories, have met regularly at monthly meeting to arrange food shipment programmes. In addition, this organisation arranged two conferences in Singapore, one on social welfare, the other on statistics, in which most of the British territories in the area took part.

443. It will also be convenient to mention in this section the Preparatory Regional Asian Conferences of the International Labour Office held at New Delhi in October and November last, to which the Malayan Union, Singapore, and Hong Kong sent representatives. Trade union and employers' representatives were included in the Malayan Union and Singapore delegations.

#### (c) Activities of the United Nations

444. The Second Session of the Trusteeship Council was held in New York in November and December, and was attended by Sir Alan Burns, G.C.M.G., who accepted the appointment of Permanent United Kingdom representative on the Trusteeship Council on his retirement from the Governorship of the Gold Coast.

445. The Trusteeship Council is composed of the countries, at present six in number, which administer Trust Territories and an equal number of countries which do not, the "Big Five" Powers being *ex officio* members. The present "non-administering" countries are China, U.S.S.R. (*ex officio*), Iraq, Mexico (elected 1946), Costa Rica and the Philippines (elected 1947).

446. The most important item on the Agenda of the Trusteeship Council at its Second Session was the series of petitions from representatives of the Ewe peoples in British and French Togoland, complaining of economic hardships resulting from the frontier between them, and of the barrier to their political advancement as a united people caused by the different educational systems followed under British and French administration. The petitioners sought to remedy these difficulties by the unification of the Ewe people under a single administration. The French and United Kingdom Governments, working in the closest consultation, submitted to the Council a joint memorandum, in which, while not accepting the petitioners' plea for unification, they recognised the practical difficulties caused to the petitioners by the existence of the frontier. The two Governments set out in their memorandum a programme of economic, educational and administrative measures designed to reduce, and eventually remove these difficulties. The programme will be supervised by a Standing Consultative Commission for Togoland, comprising representatives, both European and African, of the two Administrations. The Trusteeship Council unanimously welcomed these measures and invited the two Governments to proceed with them, the whole question to be reviewed again at a later date.

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\* The first meeting of the Commission was held in Sydney in May, 1948.

447. The Trusteeship Council also considered a number of further petitions from ex-enemy internees against their repatriation from Tanganyika. The Council again endorsed His Majesty's Government's policy in this matter. The other questions of substance dealt with by the Council at this Session included consideration of reports on the trust territories of Western Samoa and New Guinea, and also the report for 1946 on the mandated territory of South-West Africa sent to the United Nations by the South African Government. (At its Second Session the General Assembly had requested the Trusteeship Council to consider this report as a special arrangement, although South-West Africa is not a trust territory.)

448. Under the Palestine Partition Plan adopted by the General Assembly on the 29th November, the Trusteeship Council was also given the task of drawing up a Statute for the City of Jerusalem under an international regime. This work was done partly during November and December, and partly at a Special Session of the Trusteeship Council held in February.

449. It is convenient to mention at this point the Trusteeship Agreement for the former mandated territory of Nauru, approved by the General Assembly at its Second Session. Australia, New Zealand and the United Kingdom are designated as the joint Administering Authority, but in practice the actual work of administration will be undertaken by Australia, as under the Mandate.

450. At the Second Session of the General Assembly a number of matters were discussed relating to non-self-governing territories, and a report on the proceedings is being published separately as a Colonial Paper.

451. During the year the Economic and Social Council of the United Nations greatly expanded its economic organisation. Two Economic Commissions were set up, one for Asia and the Far East and the other for Latin America. The United Kingdom has succeeded in securing acceptance of the principle that dependent territories in the regions covered by these Commissions should be eligible to participate as Associate Members. At the Second Session of the Economic Commission for Asia and the Far East, held in the Philippines last November, Hong Kong, the Malayan Union, Singapore, and the British territories in Borneo were admitted as Associate Members.\* Hong Kong is a separate Associate Member, while the Malayan Union (now the Federation of Malaya), Singapore, and the British territories in Borneo combine to form a single Associate Member. Associate Membership of the Economic Commission for Asia and the Far East confers all the rights and obligations of full membership, except the right to vote. The right to vote is, however, given to Associate Members in the Committees established by the Commission. The Economic Commission for Latin America had not met during the period under review. The British Caribbean Colonies decided not to apply for Associate Membership at this stage. An *ad hoc* Committee appointed by the Economic and Social Council had been studying the factors bearing upon the establishment of an Economic Commission for the Middle East and have decided to recommend to the forthcoming session of the Economic and Social Council that such a body be set up immediately. The *ad hoc* Committee's recommendations include provision for Associate Membership.

452. A feature of the participation of the British territories in South-East Asia in the work of the Second Session of the Economic Commission for Asia and the Far East was that their principal delegates were a Malay member of the Malayan Civil Service and a Chinese member of the Hong Kong Executive and Legislative Councils.

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\* Ceylon, which has since attained full self-governing status, was also admitted as an Associate Member at this session.

453. The work of the many other Commissions of the United Nations, and of the specialised agencies, constantly touches upon the interests of the Colonial Empire. These interests are carefully watched by the International Relations Department of the Colonial Office, in consultation with the Colonial Governments concerned. The United Kingdom delegations to the U.N.E.S.C.O. Conferences at Paris (1946) and Mexico City (1947) each included experts on education in the Colonies and advisers from some of the Colonies themselves. The Colonial Office was also represented on the United Kingdom delegation to the Conference of the World Food and Agriculture Organisation in August-September, 1947. The constitutions of several of the specialised agencies provide also for the direct association of non-self-governing territories in their work.

## APPENDIX I

LIST OF PARLIAMENTARY AND NON-PARLIAMENTARY PAPERS OF  
COLONIAL INTEREST PUBLISHED DURING 1947-8

- Cmd. 7120. Closer Association of the British West Indian Colonies.  
 Cmd. 7151. Colonial Research, 1946-47.  
 Cmd. 7167. The Colonial Empire, 1939-47.  
 Cmd. 7171. Federation of Malaya. Summary of Revised Constitutional Proposals.  
 Cmd. 7228. Revision of Constitution of Mauritius.  
 Cmd. 7257. Ceylon. Proposals for fully responsible status within the British Commonwealth.  
 Cmd. 7291. Conference on Closer Association of the British West Indian Colonies. Part I: Report.  
 Cmd. 7314. East African Groundnut Scheme. Progress Report.  
 Cmd. 7331. Inter-University Council for Higher Education in the Colonies. Report for 1946-47.  
 Col. No. 211. Report of a Mission appointed to enquire into production and transport of vegetable oils and oilseeds produced in West African Colonies.  
 Col. No. 212. Development and Welfare in the West Indies, 1945-46.  
 Col. No. 213. Report of East African Agricultural Research Institute, Amani, for 1946.  
 Col. No. 214. Memoranda on Colonial Fertiliser Experiments.  
 Col. No. 215. Trade Union Organisation and Industrial Relations in Trinidad.  
 Col. No. 216. Education for Citizenship in Africa.  
 Col. No. 217. Colonial Primary Products Committee Interim Report. Blindness in British African and Middle East Territories.

## APPENDIX II

## THE COLONIAL OFFICE, 1948\*

SECRETARY OF STATE FOR THE COLONIES ..	The Right Hon. A. Creech Jones, M.P.
MINISTER OF STATE FOR COLONIAL AFFAIRS ..	The Right Hon. the Earl of Listowel, P.C.
PARLIAMENTARY UNDER-SECRETARY OF STATE	D. R. Rees-Williams, M.P.

*Senior Staff*

PERMANENT UNDER-SECRETARY OF STATE ..	Sir Thomas Lloyd, K.C.M.G.
DEPUTY UNDER-SECRETARIES OF STATE ..	Sir Sydney Caine, K.C.M.G. Sir Charles Jeffries, K.C.M.G., O.B.E. Sir Gerard Clauson, K.C.M.G., O.B.E. J. M. Martin, C.B., C.V.O. G. F. Seel, C.M.G.
ASSISTANT UNDER-SECRETARIES OF STATE ..	C. G. Eastwood, C.M.G. A. H. Poynton, C.M.G. A. B. Cohen, C.M.G., O.B.E. W. L. Gorell Barnes.
SUPERINTENDING ASSISTANT SECRETARY ..	J. J. Paskin, C.M.G., M.C.

*Principal Advisers to the Secretary of State*

AGRICULTURAL ADVISER.. .. .	G. F. Clay, C.M.G., O.B.E., M.C.
ADVISER ON ANIMAL HEALTH .. .. .	J. F. Smith, O.B.E., M.R.C.V.S., D.V.H.
ADVISER ON CO-OPERATION .. .. .	B. J. Surridge, O.B.E.
EDUCATIONAL ADVISER .. .. .	C. W. M. Cox, C.M.G.
FISHERIES ADVISER .. .. .	C. F. Hickling, Sc.D.
FORESTRY ADVISER .. .. .	W. A. Robertson, C.M.G.
ADVISER ON INLAND TRANSPORT .. .. .	A. J. F. Bunning, C.M.G.
LABOUR ADVISER.. .. .	E. W. Barltrop, C.B.E., D.S.O.

\* Further details of the staff are given in the Colonial Office List, published by H.M. Stationery Office.

Legal Adviser .. .. .	K. O. Roberts-Wray, C.M.G.
MEDICAL ADVISER .. .. .	(Vacant)
ADVISER ON SOCIAL WELFARE .. .. .	W. H. Chinn.
SURVEYS ADVISER AND DIRECTOR OF COLONIAL (GEODETIC AND TOPOGRAPHIC) SURVEYS.	Brigadier M. Hotine, C.B.E.
GEOLOGICAL ADVISER AND DIRECTOR OF COLONIAL GEOLOGICAL SURVEYS.	F. Dixey, O.B.E., D.Sc., F.G.S., M.I.M.M.

### APPENDIX IIIA

#### TEN-YEAR DEVELOPMENT PLANS

1.	2.	3.	4.	5.	6.
Plans Approved	Total	C.D. and W. Contribu- tions			(4 and 5) Local and Loan Resources
	£000	£000	£000 Loan	£000 Local	£000
1. NIGERIA .. .. .	55,000	23,000	16,000	16,000	32,000
2. SIERRA LEONE .. .. .	5,256	2,900*	1,400	956	2,356
3. GAMBIA .. .. .	1,980	1,300	250	430	680
4. KENYA .. .. .	22,000	5,100*†	7,000	9,900	16,900
5. TANGANYIKA .. .. .	18,005	7,150†	6,879	3,976	10,855
6. ZANZIBAR .. .. .	1,436	750	250	436	686
7. UGANDA .. .. .	13,863	2,500	2,000	9,363	11,363
8. NYASALAND .. .. .	5,646	2,044*	—	3,602	3,602
9. N. RHODESIA .. .. .	13,000	2,500	5,000	5,500	10,500
10. JAMAICA .. .. .	23,030‡	6,350	5,282	11,398	16,680
11. BARBADOS .. .. .	3,411	800	1,000	1,611	2,611
12. ST. VINCENT .. .. .	1,106	346	359	401	760
13. CYPRUS .. .. .	6,350§	1,750	3,000	1,600	4,600
14. MAURITIUS .. .. .	7,698	1,786*	3,750	2,162	5,912
15. SEYCHELLES .. .. .	325	250	—	75	75
16. ST. HELENA .. .. .	200	200	—	—	Nil
17. ADEN (Colony and Pro- tectorate) .. .. .	2,114	800	100	1,214	1,314
TOTAL 17 PLANS .. .. .	£180,420	£59,526	£52,270	£68,624	£120,894

\* Includes contribution from Central Research allocation.

† Includes contribution from East African Regional Allocation.

‡ Based on 3rd draft plan.

§ Includes margin for reserve.

*Note.*—The figures given are based in most instances on the published plans of the Colonies concerned, but in some cases, where fairly substantial revisions have since taken place, these have been taken into account when compiling the tables. The figures shown, particularly those in the classified table, should be treated as provisional since they are all liable to review.

## CLASSIFICATION OF SCHEMES IN THE

	1	2	3	4	5	6
	Nigeria	Sierra Leone	Gambia	Kenya	Tanganyika	Zanzibar
	£000	£000	£000	£000	£000	£000
1. Administration and Organisation .. .. .	995	236	—	889	1,000	—
2. Physical Planning Surveys and Census .. .	—	92	—	108	405	—
3. Communications						
(a) Civil Aviation .. .. .	—	—	—	40	435	—
(b) Ports, Harbours and Water Transport	3,518	700	—	—	1,038	—
(c) Railways .. .. .	—	—	—	—	1,038	—
(d) Roads .. .. .	7,046	380	90	1,355	4,216	20
(e) Telecommunications and Posts .. .	820	75	—	791	219	—
4. Economic						
(a) Agriculture and Veterinary .. .. .	3,056	488	226	1,471	1,284	130
(b) Fisheries .. .. .	157	8	—	18	—	—
(c) Forestry .. .. .	929	197	—	459	268	—
(d) Irrigation and Drainage .. .. .	—	178	—	1,070	428	—
(e) Land Settlement .. .. .	—	—	—	3,200	50	—
(f) Soil Conservation .. .. .	—	12	—	2,250	200	—
(g) Electricity and Power .. .. .	1,544	—	—	—	—	—
(h) Industrial Development .. .. .	261	10	45	250	25	—
5. Social						
(a) Education						
(i) Primary and Secondary .. .. .	6,273	673	246	2,391	1,905	456
(ii) Technical and Vocational .. .	1,585	175	—	310	341	15
(iii) Higher .. .. .	—	—	—	—	—	29
(b) Medical and Health Services .. .. .	10,903	1,000	309	867	3,004	336
(c) Housing and Town Development .. .	332	400	1,000	560	1,429	240
(d) Nutrition .. .. .	—	—	—	—	—	—
(e) Water Supplies and Sanitation .. .	8,062	510	—	1,150	428	50
(f) Broadcasting and Public Information ..	—	—	—	17	—	—
(g) Welfare .. .. .	384	77	—	18	42	—
6. Training Schemes for Colonial Service .. .	—	—	—	—	—	—
7. Miscellaneous .. .. .	2,180	45	14	932	250	14
TOTAL OF SCHEMES .. .. .	48,045	5,256	1,930	18,146	18,005	1,290
Add RESERVE INTEREST CHARGES, ETC... ..	6,955	Nil	50	3,854*	Nil	146
TOTAL OF PLANS .. .. .	55,000	5,256	1,980	22,000	18,005	1,436

\* Includes approximately £3½ million recurrent

† This figure includes sums to be spent on technical education, but it

Note.—The figures given are based in most instances on the published plans of the Colonies been taken into account when compiling the tables. The figures shown, particularly those in

IIB.

## TEN YEAR DEVELOPMENT PLANS.

7	8	9	10	11	12	13	14	15	16	17	18
Uganda	Nyasaland	Northern Rhodesia	Jamaica	Barbados	St. Vincent	Cyprus	Mauritius	Seychelles	St. Helena	Aden	Total
£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000
1,630	230	1,150	435	167	46	102	52	5	—	50	6,987
360	5	—	47	—	2	—	—	—	—	—	1,019
230	303	525	60	44	—	—	—	—	—	50	1,687
—	—	100	—	10	86	83	—	5	1	—	5,541
—	—	—	237	—	—	—	—	—	—	—	1,275
859	618	875	1,500	67	120	412	270	23	8	300	18,159
421	230	320	—	—	40	—	—	—	—	100	3,016
1,389	629	1,811	3,147	358	196	371	156	17	36	—	14,765
128	—	133	10	68	13	—	127	5	—	10	677
139	96	314	281	32	—	880	—	15	5	—	3,615
677	114	300	805	309	1	934	338	6	—	300	5,460
—	—	—	1,650	—	57	—	263	22	—	—	5,242
—	—	100	50	—	12	200	1	—	5	—	2,830
—	—	—	—	—	50	—	263	—	—	100	1,957
—	—	250	100	50	—	—	450	—	30	—	1,471
720	1,281	1,886†	3,290	406	78	702	563	155†	13	151	21,189
180	173	—	450	10	8	165	—	—	—	15	3,427
—	29	—	236	30	—	33	29	6	—	23	415
1,350	863	1,598	2,652	728	74	1,292	742	10	—	434	26,162
3,000	300	1,000	2,040	534	63	95	1,087	15	70	335	12,500
—	—	—	1,105	—	—	—	—	—	10	—	1,115
—	100	670	1,052	283	152	422	1,951	35	10	200	15,075
73	60	50	3	5	1	—	—	—	—	—	209
100	—	—	715	160	18	—	—	—	—	26	1,540
—	—	—	—	—	—	—	—	—	—	—	—
1,675	250	1,750	527	150	35	259	31	2	2	—	8,116
12,931	5,281	12,832	20,392	3,411	1,052	5,950	6,323	321	190	2,094	163,449
932	365	168	2,638	Nil	54	400	1,375	4	10	20	16,971
13,863	5,646	13,000	23,030	3,411	1,106	6,350	7,698	325	200	2,114	180,420

expenditure on the development programme.

is not possible to break down the allocation between these two heads.

concerned, but in some cases, where fairly substantial revisions have since taken place, these have the classified table, should be treated as provisional since they are all liable to review.

## TOTAL PUBLIC REVENUE AND TOTAL PUBLIC EXPENDITURE OF

	1938		1939		1940		1941	
	Revenue	Expenditure	Revenue	Expenditure	Revenue	Expenditure	Revenue	Expenditure
	£000	£000	£000	£000	£000	£000	£000	£000
<b>EAST AND CENTRAL AFRICA</b>								
British Somaliland .. ..	233	225	175	166	127	258		Under
Kenya .. ..	3,776	3,877	3,812	3,808	4,111	4,059	5,349	4,511
Tanganyika .. ..	2,133	2,186	2,133	2,261	2,308	2,241	2,675	2,550
Uganda .. ..	1,864	2,020	1,718	2,260	1,871	2,057	2,178	1,938
Zanzibar .. ..	465	464	499	452	466	524	565	481
Northern Rhodesia .. ..	1,594	1,148	1,674	1,382	2,245	1,706	2,980	2,161
Nyasaland .. ..	842	810	817	806	910	1,002	903	880
<b>WEST AFRICA</b>								
Gambia .. ..	167	263	152	206	204	199	247	208
Gold Coast .. ..	3,780	3,489	3,734	3,631	3,869	3,872	4,141	3,599
Nigeria .. ..	5,811	6,867	6,113	6,499	7,273	7,254	7,975	7,027
Sierra Leone .. ..	886	910	1,131	1,165	1,139	952	1,282	1,109
<b>EASTERN DEPENDENCIES</b>								
Malaya .. ..	19,126	20,078	16,532	18,866	17,196	19,805	20,001	21,269
Federation of Malaya .. ..								
Singapore .. ..								
Brunei .. ..	138	172	149	138	173	160	—	—
North Borneo .. ..	382	220	412	227	494	249	—	—
Sarawak .. ..	497	498	556	490	871	585	—	—
Hong Kong .. ..	2,277	2,304	2,549	2,332	4,153	4,145	3,382	3,847
<b>MEDITERRANEAN</b>								
<b>DEPENDENCIES</b>								
Cyprus .. ..	1,023	908	1,013	1,022	951	1,146	1,101	1,368
Gibraltar .. ..	208	200	204	275	328	275	376	168
Malta .. ..	1,343	1,354	1,432	1,413	2,164	2,019	2,832	2,728
<b>WEST INDIES GROUP</b>								
Bahamas .. ..	412	655	423	466	481	502	530	469
Barbados .. ..	559	499	612	627	690	767	819	628
Bermuda .. ..	460	452	399	429	477	452	650	660
British Guiana .. ..	1,303	1,312	1,312	1,357	1,451	1,408	1,778	1,474
British Honduras .. ..	356	383	441	441	436	418	391	378
Jamaica .. ..	2,840	2,854	3,082	3,164	3,622	3,781	4,167	3,823
Cayman Islands .. ..	13	12	8	15	9	12	13	12
Turks and Caicos Islands .. ..	14	15	10	14	14	14	24	24
Leeward Islands :								
Antigua .. ..	124	120	127	152	132	134	174	144
Montserrat .. ..	27	37	29	35	44	38	38	40
St. Kitts .. ..	137	123	148	180	176	164	191	170
Virgin Islands .. ..	9	10	9	11	10	10	11	11
Trinidad .. ..	2,801	2,548	2,796	2,708	3,233	4,275	3,944	3,504
Windward Islands :								
Dominica .. ..	74	74	79	79	81	83	97	86
Grenada .. ..	170	172	158	174	182	201	186	179
St. Lucia .. ..	94	105	130	133	103	116	162	111
St. Vincent .. ..	102	97	102	100	116	110	126	112
<b>WESTERN PACIFIC</b>								
<b>DEPENDENCIES</b>								
British Solomon Islands .. ..	49	52	47	59	41	53	33	51
Fiji .. ..	801	871	839	987	845	854	1,013	963
Gilbert and Ellice Islands .. ..	78	81	54	64	47	69	29	50
New Hebrides .. ..	28	23	25	23	23	24	25	19
Tonga .. ..	48	56	45	56	49	58	59	73
<b>ATLANTIC AND INDIAN OCEANS</b>								
Falkland Islands .. ..	73	78	62	75	66	84	72	74
St. Helena .. ..	27	30	15	33	34	33	42	37
Aden .. ..	149	128	204	147	258	190	350	297
Mauritius .. ..	1,339	1,800	1,425	1,382	1,668	1,655	1,775	1,659
Seychelles .. ..	67	63	88	83	52	53	63	52

## DIX IV

## THE TERRITORIES OF THE BRITISH COLONIAL EMPIRE, 1938-47

1942		1943		1944		1945		1946		1947	
Revenue	Expenditure	Revenue	Expenditure	Revenue	Expenditure	Revenue	Expenditure	Revenue	Expenditure	Revenue	Expenditure
£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000
Military	Administration										
5,595	5,342	6,802	6,782	7,734	7,629	8,034	6,786	9,057	7,730	8,981	7,800
3,147	3,132	3,730	3,725	4,207	4,181	4,768	4,756	5,147	5,142	5,337	4,702
2,190	2,064	2,429	2,137	2,658	2,598	3,366	3,199	4,053	3,574	4,911	4,087
549	484	535	499	639	566	629	648	795	750	825	957
3,073	1,780	3,274	2,157	3,339	2,364	3,434	2,543	3,362	2,899	4,252	4,413
912	826	1,029	1,176	1,029	1,032	1,916	1,771	1,287	1,137	1,530	1,396
408	295	476	426	524	526	587	431	616	533	691	680
4,332	4,154	4,720	4,560	5,867	4,535	7,172	6,040	7,568	6,630	9,321	8,646
9,034	8,999	10,913	9,977	11,445	10,133	13,200	10,693	14,832	14,052	18,213	17,908
1,478	1,340	1,748	1,588	1,885	1,684	1,842	1,912	2,195	1,833	2,049	2,293
—	—	—	—	—	—	—	—	15,148	25,656	29,526	40,502
—	—	—	—	—	—	—	—	2,171	3,256	4,227	4,377
—	—	—	—	—	—	—	—	58	51	363	255
—	—	—	—	—	—	—	—	137	191	590	1,069
—	—	—	—	—	—	—	—	418	454	1,329	1,418
—	—	—	—	—	—	—	—	5,134	5,352	6,865	6,865
1,759	1,751	2,280	2,157	3,490	3,694	3,555	3,525	4,517	4,002	3,889	3,849
611	793	506	313	532	433	510	469	545	752	1,385	946
3,524	3,666	4,026	3,732	3,380	3,693	4,007	3,362	4,835	4,572	4,585	4,803
497	457	614	544	671	626	608	705	810	749	820	1,202
827	674	950	742	1,147	1,008	1,580	1,145	1,634	1,240	1,575	1,397
692	688	775	752	802	848	816	836	1,066	1,035	1,120	1,134
2,104	1,684	2,643	2,331	3,135	2,930	3,169	3,388	3,177	3,252	3,312	3,301
409	406	466	456	623	611	622	628	654	633	720	730
4,372	4,045	5,655	5,949	8,009	7,408	7,798	7,614	8,363	8,315	8,348	8,346
19	13	28	22	21	30	29	23	32	26	45	44
16	23	35	35	35	31	64	53	42	51	43	47
182	173	220	201	228	256	297	310	384	349	412	430
37	41	53	51	82	74	76	80	91	86	86	97
197	197	213	184	232	230	276	319	330	287	354	318
11	12	18	14	15	20	27	27	31	32	17	26
4,884	4,410	6,076	6,020	6,075	6,510	6,366	7,011	8,602	6,804	6,022	6,180
111	103	149	127	143	172	162	181	272	297	208	251
264	226	287	236	347	280	381	428	580	520	599	537
176	136	194	166	207	207	328	448	358	308	279	297
117	138	185	160	208	185	216	250	337	329	329	324
30	48	101	110	224	226	259	259	276	276	155	462
1,147	1,038	1,639	1,361	1,566	1,454	1,525	1,619	1,943	1,786	2,222	1,888
41	56	41	77	21	153	27	181	136	266	216	582
31	20	60	32	93	33	78	69	49	41	56	55
93	80	113	88	112	86	109	90	150	106	173	169
92	99	91	97	173	159	111	102	199	222	85	118
49	49	71	71	84	74	64	84	99	89	71	86
463	325	879	367	695	561	947	746	921	740	747	646
2,444	2,329	2,818	2,241	2,604	2,387	3,217	3,267	3,544	3,718	2,418	3,042
70	55	86	79	106	88	132	101	253	140	196	170

See also Notes on p. 100.

## NOTES TO APPENDIX IV

1. All figures show total revenue or expenditure.

2. *Malaya* in 1938-41 comprised the Straits Settlements (i.e. Singapore, Penang, Malacca and Labuan), the Federated Malay States (i.e. Perak, Selangor, Pahang, and Negri Sembilan), and the Unfederated Malay States (i.e. Johore, Kedah, Kelantan, Perlis, and Trengganu). In 1946 and 1947 the *Malayan Union* comprised Johore, Kedah, Kelantan, Malacca, Negri Sembilan, Pahang, Penang, Perak, Perlis, Trengganu and Selangor. As from 1st February, 1948, these states comprise the Federation of Malaya. The figures for Labuan are included with those for Malaya in 1938-41 and with those for Borneo in 1946 and 1947.

3. Dashes indicate that neither estimates nor actual figures are available.

4. Figures for the following territories are estimates :—

In 1940 Hong Kong, Malaya, and Brunei ; in 1941 Hong Kong and Malaya ; in 1945 and 1946 Mauritius, Singapore, Malta, Barbados, Jamaica, Cayman Islands, Turks and Caicos Islands, Trinidad, Dominica, British Solomon Islands, Gilbert and Ellice Islands and Tonga ; and in 1947 all territories.

5. Conversions to £ sterling have been made at the following rates :—

Aden, Mauritius and Seychelles : Rupee = £0 1s. 6d.

British Guiana and Trinidad : Dollars 4·8 = £1.

British Honduras : 1937, Dollars 4·94 = £1 0s. 0d.

1938, Dollars 4·89 = £1 0s. 0d.

1939, Dollars 4·46 = £1 0s. 0d.

1940-7, Dollars 4·03 = £1 0s. 0d.

British Solomon Islands and Gilbert and Ellice Islands : £A125 = £100 sterling.

Brunei, Malaya, North Borneo and Sarawak : Dollar = £0 2s. 4d.

Fiji : £F111 = £100 sterling.

Hong Kong : Dollar in 1937 = £0 1s. 2·8125d. ; in 1938 = £0 1s. 2·875d. ; in 1939 = £0 1s. 2·75d. ; in 1940 = £0 1s. 2·875d. ; in 1941 = £0 1s. 2·8d. ; and since 1946 = £0 1s. 3d.

6. All figures concern calendar years except for the following :—

Aden, Barbados, British Solomon Islands, Gold Coast, Hong Kong, Jamaica, Malta and Nigeria : 1st April to 31st March for all years.

Mauritius and Tonga : 1st July to 30th June for all years.

Cayman Islands and Turks and Caicos Islands : 1st January to 31st December for 1938-41, and 1st April to 31st March for 1942-3 to 1946-7.

Gilbert and Ellice Islands : 1st July to 30th June for 1938-9 to 1944-5 ; 1st July to 31st March only for 1945-6 ; and 1st April to 31st March for 1946-7.

Federation of Malaya, Singapore and Sarawak : 1st April to 31st December only for 1946.

British North Borneo and Brunei : 1st July to 31st December only for 1946.

## APPENDIX V

## AREA AND POPULATION OF THE TERRITORIES OF THE BRITISH COLONIAL EMPIRE

	<i>Area (square miles)</i>	<i>Population</i>
<b>EAST AND CENTRAL AFRICA</b>		
British Somaliland (Protectorate) .. ..	68,000	700,000
Kenya (Colony and Protectorate) .. ..	224,960 (water 5,230)	4,200,000
Tanganyika (Trust Territory) .. ..	362,688 (water 19,982)	5,650,000
Uganda (Protectorate) .. ..	93,981 (water 13,689)	4,000,000
Zanzibar (Protectorate) .. ..	1,020	250,000
Northern Rhodesia (Protectorate) .. ..	287,640	1,660,000
Nyasaland (Protectorate) .. ..	47,949 (water 10,353)	2,230,000
<b>WEST AFRICA</b>		
Gambia (Colony and Protectorate) .. ..	4,132	250,000
Gold Coast (including Togoland) (Colony) ..	91,843	4,095,000
Nigeria (including Cameroons) (Colony and Protectorate) .. ..	372,674	22,000,000
Sierra Leone (Colony and Protectorate) ..	27,925	1,800,000
<b>EASTERN DEPENDENCIES</b>		
Federation of Malaya (Nine protected States and two settlements of Penang and Malacca)	50,850	4,878,000
Singapore (including Christmas and Cocos Islands) (Colony) .. ..	217	941,000
Brunei (Protected State) .. ..	2,226	48,000
North Borneo (including Labuan) (Colony) ..	29,417	330,000
Sarawak (Colony) .. ..	50,000	500,000
Hong Kong (Colony) .. ..	391	1,750,000
<b>MEDITERRANEAN DEPENDENCIES</b>		
Cyprus (Colony) .. ..	3,572	450,000
Gibraltar (Colony) .. ..	17 $\frac{1}{2}$	21,000
Malta (Colony) .. ..	121	290,000
<b>WEST INDIES GROUP</b>		
Bahamas (Colony) .. ..	4,375	81,000
Barbados (Colony) .. ..	166	193,000
Bermuda (Colony) .. ..	21	35,000
British Guiana (Colony) .. ..	83,000	376,000
British Honduras (Colony) .. ..	8,867	59,000
Jamaica and Dependencies (Colony) .. ..	4,846	1,308,000
Leeward Islands (Colony composed of four Presidencies) .. ..	422	109,000
Trinidad and Tobago (Colony) .. ..	1,980	558,000
Windward Islands (Colony) .. ..	821	252,000
<b>WESTERN PACIFIC DEPENDENCIES</b>		
British Solomon Islands (Protectorate) ..	11,500	95,000
Fiji (Colony) .. ..	7,083	260,000
Gilbert and Ellice Islands (Colony) .. ..	333	35,000
New Hebrides (Anglo-French Condominium) ..	5,700	45,000
Tonga (Protected State) .. ..	250	40,000
<b>ATLANTIC AND INDIAN OCEANS</b>		
Falkland Islands (excluding dependencies) (Colony) .. ..	4,618	2,200
St. Helena and Ascension (Colony) .. ..	81	5,000
Aden (Colony and Protectorate) .. ..	80 (Colony)	81,000
Mauritius (Colony) .. ..	112,000 (Protectorate)	650,000
Seychelles (Colony) .. ..	805	430,000
	156	35,000



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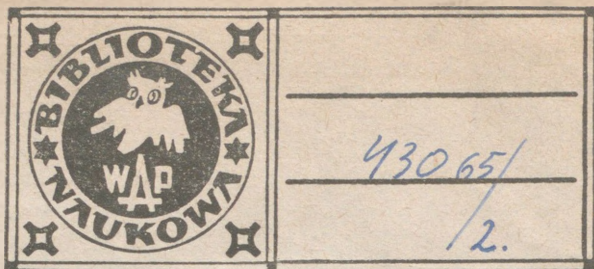
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