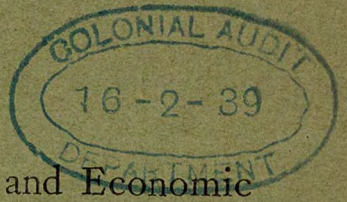


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No. 1886



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Progress of the People of

NIGERIA, 1937

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## NIGERIA

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### ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF NIGERIA, 1937.

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# NIGERIA

## ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF NIGERIA FOR 1937.

### CHAPTER I. GEOGRAPHY, INCLUDING CLIMATE, AND HISTORY.

1. The Colony and Protectorate of Nigeria is situated on the northern shore of the Gulf of Guinea. It is bounded on the west and north by French Territory and on the east by the former German Colony of the Cameroons. Great Britain has received a Mandate over a small portion of the Cameroons (34,081 square miles) which for purposes of administration has been placed under the Nigerian Government. As the remainder of the Cameroons is administered by the French also under a Mandate, for practical purposes all the Nigerian frontiers march with the French.

2. The area of Nigeria, including the mandated area of the Cameroons, is approximately 372,599 square miles (the Southern Provinces and the Colony covering 90,896, and the Northern Provinces 281,703 square miles). It is the largest British Dependency in Africa. Along the entire coast line runs a belt, from ten to sixty miles in width, of mangrove swamp forest intersected by the branches of the Niger Delta and other rivers which are interconnected by innumerable creeks. The whole constitutes a continuous waterway from beyond the western boundary of Nigeria almost to the Cameroons. This region is succeeded by a belt from 50 to 100 miles wide of tropical "rain forest" and oil palm bush which covers the greater part of the central and eastern provinces of the South. Beyond this the vegetation passes, as the elevation rises, from open woodland to grass savannah interspersed with scrubby fire-resisting trees; this covers the greater part of the Northern Provinces until desert conditions are reached in the extreme north. Nigeria possesses few mountains except along the eastern boundary, though points on the central Plateau are over 6,000 feet above sea level. In addition to the Niger and Benue which during the rainy season are navigable by steamers as far as Jebba and Yola respectively, there are a number of important rivers of which the Cross River is the largest. Except for Lake Chad in the extreme north-east there are no large lakes.

3. Although Nigéria lies entirely within the tropics the climate of northern Nigeria would be more accurately described as sub-tropical than tropical; for there is a long dry season from November to April when there is considerable diurnal variation in temperature and the harmattan wind blows from the desert laden with fine particles of dust. The climate of southern Nigeria approximates more to the typical tropical climate; the rainy season there is long, and the relative humidity and the temperature vary comparatively little throughout the year. In 1937 81.82 inches of rain were recorded in Lagos. The average in Katsina is 28 inches and in Forcados 145 inches.

4. The West Coast of Africa first became known to Europe at the end of the fifteenth century through the discoveries of the Portuguese, and in the seventeenth and eighteenth centuries the development of the slave trade with America made it the scene of great commercial activity. The endeavour of the British to suppress what remained of this trade in the early part of the nineteenth century led, amongst other events, to the foundation of the Colony of Lagos in 1862.

5. The northern part of Nigeria, although vaguely known to Arab geographers of the fourteenth century who were acquainted with the Negro kingdoms of the Western Sudan, remained unknown to Europe until, towards the end of the eighteenth century and in the early part of the nineteenth, the explorations of Mungo Park, Clapperton, the Landers, Barth and others made known the true course of the Niger and the existence of the organised states of the interior. These discoveries led to attempts to open up trade and despite very heavy mortality in the earlier years resulted in the establishment of trading posts along the banks of the Niger and Benue by 1860. In 1879 the various British firms were amalgamated and in 1887 they were granted a Royal Charter and became known as the Royal Niger Company, Chartered and Limited.

6. In 1885 the Berlin Conference had recognised the British claim to a protectorate over Nigeria, and that part of the country which was not included within the Lagos territories or the sphere of the Chartered Company was made into a separate administration under the Foreign Office and became known as the Oil Rivers Protectorate and later as the Niger Coast Protectorate.

7. By 1900 the Chartered Company had passed its period of usefulness and its Charter was revoked on the 1st of January, 1900. The northern part of its territories became the Northern Nigeria Protectorate, whilst the southern was combined with the Niger Coast Protectorate under the name of the Protectorate of Southern Nigeria, and both were placed under the Colonial Office.

8. In 1906 the Colony of Lagos and its protected territories were combined with the Protectorate of Southern Nigeria and

designated the Colony and Protectorate of Southern Nigeria, with Lagos as the seat of Government, and on the 1st of January, 1914, the Northern and Southern Protectorates were amalgamated to form the present Colony and Protectorate of Nigeria.

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## CHAPTER II.

### GOVERNMENT.

9. The main political divisions of Nigeria are the Colony of Nigeria and two groups of Provinces, known as the Northern and Southern Provinces, which together form the Protectorate. The whole country is under the control of a Governor and Commander-in-Chief to whom the Chief Commissioners of the Southern and Northern Provinces and the Commissioner of the Colony are responsible. The Governor is assisted by an Executive Council consisting of a few of the senior officials. By Order in Council dated the 21st of November, 1922, the former bodies known as the Nigerian Council and the (Colony) Legislative Council were abolished and a larger Legislative Council was substituted for them. This enlarged Legislative Council consists of:—The Governor, as President; not more than thirty Official Members; three elected Unofficial Members representing the municipal area of Lagos and one representing the municipal area of Calabar; and not more than fifteen nominated Unofficial Members. These fifteen are selected to include nominees of the Chambers of Commerce of Lagos, Port Harcourt, Calabar and Kano, of the Local Council of the Nigerian Chamber of Mines, and of the Banking and Shipping interests, together with members representing African interests in parts of the Colony and the Southern Provinces of the Protectorate which do not return elected representatives to the Legislative Council. The first elections of unofficial members for Lagos and Calabar were held in 1923 and aroused the keenest interest. The new Legislative Council was inaugurated by the Governor in the same year.

10. This Council legislates only for the Colony and the Southern Provinces of the Protectorate and the Governor continues to legislate for the Northern Provinces of the Protectorate. The power of taxation in the Northern Provinces is left with the Governor and the scope of the Legislative Council in financial affairs is confined to the Colony and Southern Provinces, except that the sanction of the Council is required for all expenditure out of the funds and revenues of the Central Government which is incurred in the Northern Provinces. There is thus a measure of direct representation of the people by members selected by themselves to the Legislative Council.

11. The Protectorate (including the mandated territory of the Cameroons) is divided into twenty-three provinces, each under

the immediate control of a Resident. The Colony is administered by the Governor through the Commissioner of the Colony.

### COLONY.

12. The Colony, that is the area round Lagos, is administered under the system known as "direct" rule under which, in theory at least, the functions of Government are carried out by British Officers. In practice, however, much assistance is given by village chiefs and elders, particularly in the settlement of petty cases, which might otherwise be brought before the Supreme Court.

13. Administratively the Colony is divided into four units: Lagos Township and the Districts of Badagri, Epe and Ikeja, with a total estimated population of 324,444.

14. The affairs of Lagos Township are controlled by a Town Council consisting of four elected members, and seven members appointed by the Governor, with the Commissioner of the Colony as President *ex officio*. Three of the appointed members are officials. The Council derives the bulk of its revenue from a water and general rate and from licence fees, market dues, etc., and expends it mainly upon health measures. During the financial year 1937-38 the Government made a grant-in-aid of £20,000 to the Council, but negotiations have now been completed whereby instead of a grant Government will pay a sum in lieu of rates on all Government property within the Township and it is anticipated that next year the Council will for the first time in its history be financially independent. Purely political affairs are not in the sphere of the Council, but are in the hands of the Commissioner of the Colony.

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

16. The feasibility of introducing in the Districts outside Lagos Township a form of local government on the lines of the system in force in the rest of Nigeria has been under consideration for some years. Early in 1937 instructions were issued for the matter to be pursued further and by the end of August study of the subject had gone far enough to justify a decision as to general policy. Enquiries showed that the bulk of the population, lacking machinery for the expression of public opinion or for regular contact with the Government officials, were apathetic about politics and that the problem was rather to devise a form of local

government which would be effective than to decide whether the administration should be "direct" or "indirect". There was, however, a consciousness that their social condition left something to be desired and a readiness to embrace a different form of organisation.

17. Accordingly it was decided to grant a measure of local self-government to the village authorities in selected areas where they had survived during the several decades of "direct" rule; in these areas native authorities would be appointed with powers and duties similar to those of the native authorities in the Protectorate, and native courts and native treasuries would be established. In the rest of the Colony, where the people do not appear to be capable of assuming these responsibilities forthwith, they will be trained gradually in the elements of administration; the first steps being the establishment of native treasuries, where the local funds will be controlled by the District Officers in consultation with the people, and the collection of taxes through the village headmen and councils. Legislative effect was given to the policy outlined above in a series of Ordinances which were enacted in November and brought into force on 1st April, 1938.

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## LOCAL ADMINISTRATION.

### Northern Provinces.

18. The Northern Provinces are administered under the system known as "indirect rule", whereby the functions of Government are for the most part carried out through the native chiefs or councils, with the assistance and advice of the British Administrative staff. Certain essential services are also undertaken by the Native Administrations and are maintained and paid for out of the revenue obtained from a share (ranging from fifty to sixty-five per cent) of the taxes collected by them, the whole of their Native Court receipts and various minor fees. The technical branches of these services are supervised by European officials of the pertinent departments, paid by the central government. Among the chief services maintained by the Native Administrations are medical, motor transport, education, engineering and communications, and some of the larger Native Administration have undertaken survey, printing, and water and electricity supplies or are contemplating so doing. In matters concerning the maintenance of railways and trunk roads, government troops and police, the close survey of the Minesfield, central hospitals, the various works in Townships and similar services, representatives of the central government departments are in direct control.

19. The Native Authorities are responsible, through the administrative staff, to Government for the peace and good order of their respective areas in so far as persons legally subject to their jurisdiction are concerned. This is secured through a chain of district and village heads, with a system of native courts, police and prisons under their own control and paid for from their Treasuries. The revenue of each Treasury, derived from the sources mentioned above, is shown in annual estimates together with the expenditure for the year, drawn up with the advice of the administrative staff and approved by the Governor but not subject to the control of the Legislative Council. In the areas occupied by the more primitive tribes the Native Administrations are naturally not so far advanced and more assistance or direct control by the administrative staff is required.

20. The prototype of this system of administration through district heads and village heads was found in the Northern Emirates at the time of the British occupation and from expediency was adopted as a model throughout the Northern Provinces, in pagan and Moslem areas alike, in the early days of the British administration. It has proved successful in many parts, but in pagan areas it has frequently had the effect of covering with a veneer the traditional forms of government, without utilising which little progress can be expected. During recent years the policy has been to penetrate this veneer and to discover the true forms of government amongst the numerous pagan tribes.

21. During the year under review detailed investigations have been continued and reorganisations have been carried out with a view to recreating and developing the basic tribal forms of local self-government. Proposals for change have been made only after close consultation with the people concerned and repeated discussion with them has been considered necessary before adopting such of the indigenous institutions as might remain.

22. Investigations of this kind have been completed in the Mumuye and Chamba communities of the Adamawa Province and the proposals resulting from them will be put into effect as staff permits. They will ensure more effective administration and enable the people further to develop their local community rule within the framework of the central Native Administration.

23. In the Bauchi Province the village federations of Waja have in the main proved, after a year's working, a satisfactory solution of the problem of reconciling the claims of self-determination with administrative efficiency, though the federal idea has not yet been fully grasped and there is still some petty jealousy.

24. In the Idoma Division of Benue Province eighteen of the twenty-one Districts have now been reorganised with apparent

success, as there are signs that the Idoma are beginning to settle down and accept the administration. In Tiv Division the reorganisation started in 1934 was completed during the year. Administration is through the Clan and Kindred Councils, the latter being represented on the Clan Councils by spokesmen chosen by the elders. In the Nasarawa Emirate also some headway has been made towards giving the tribal authorities a due place in the native administration: village councils have been revived and their activities are co-ordinated by a representative of the Emir.

25. In the Kano Province the Native Administration continues to develop the rural areas: District Headmen are being educated to encourage councils composed of village headmen and the elders to take an increasing share in the ordering of village affairs.

26. In the Katsina Province, on the suggestion of the Emir of Katsina, District Economic Boards, consisting of Africans representing all elements of the communities, have been formed in the districts, with a central committee at the Headquarters of the Emirate. The aim is to give the people full means of expressing their needs and views, and to facilitate close co-operation between the central administration and the districts. The Council of the Emir of Katsina has been increased by three members who represent both the ancient hereditary advisers of the Emir and the agricultural interests, which were formerly not sufficiently represented.

27. In the Rijau and Kumbashi Districts of the Kontagora Emirate in the Niger Province a suggestion made by the village headmen has been adopted and the office of District Head has been revived in order that the administration of the separate villages might be co-ordinated and made more effective. In the Gwari Federation the Koro tribe has been fused into one District with its own administrative and judicial machinery.

28. In the Plateau Province the revised schemes of administration in the four districts of Rukuba, Amo, Jere and Buji which had been worked out in the previous year were put into force. In the Pankshin Division the reorganised groups are settling down and a general improvement in administration is noticeable. In Jemaa Division an Advisory Council was set up to assist the Emir and the Town Head in the administration of the cosmopolitan town of Kafanchan. It consists of six ward heads as *ex officio* members with eight other members representing various ethnic groups resident in the town. It meets monthly and keeps written records.

29. In the Southern Division the clan and sub-tribal councils and the tribal Native Authority of the Eggon tribe are improving in efficiency as they gain experience. The Rukuba tribe, part of

whose territory was formerly in the Zaria Province, was united in April by adjusting the provincial boundary so that the whole tribe is now included in the Plateau Province.

30. Visits were paid by many chiefs to chiefs of other areas, often areas formerly antagonistic, and also to Lagos when they are shown such developments as are likely to interest them or be of service. They are always greatly impressed by the Mail Boats and their first sight of the sea. These journeys, usually undertaken without the company of an Administrative Officer, have proved extremely valuable both in broadening the outlook of the chiefs themselves, in affording opportunity for the exchange of ideas, and in increasing a spirit of co-operation amongst the native rulers.

#### Southern Provinces.

31. The policy of Native Administration was first applied to the Abeokuta, Oyo, Ijebu and Ondo Provinces and to parts of Benin Province between the years 1919 and 1921. It was introduced into the Cameroons Province in 1921 but it was not applied generally throughout the Southern Provinces until 1928. On this account and on account of the different origins and stages of development of the various tribes the constitution and operation of the Native Administrations are markedly dissimilar. It is possible, however, to divide them into two major groups; one, the Abeokuta, Oyo, Ijebu and Ondo Provinces (inhabited by the various clans of the Yoruba tribe) and parts of Benin Province and the other, the remainder of the Southern Provinces.

32. The first category contains comparatively well organised native units which had maintained to a large degree their indigenous forms of organisation, and had been ruled through their chiefs, such as the Alafin of Oyo and the Oni of Ife. The Native Administrations are, therefore, controlled by such chiefs, or by confederations of chiefs, who administer their own territory through their own native institutions. The autocratic powers of these chiefs are limited by the existence of councils and, in order to enlist the support of the literate classes these councils have in certain cases been strengthened by co-opting persons in virtue of their education or personality rather than their traditional prerogatives. These Native Authorities in large measure control the Native Treasuries; and moreover, although Government Ordinances continue to apply, responsibility for enforcing many provisions of the laws is, at the request of the chiefs and councils concerned, being assumed by the Native Authorities. Minor legislation is also enacted by these authorities under the Native Authority Ordinance for certain purposes, for example, to control markets or to protect particular trades. Public works of varying degrees of magnitude are undertaken and maintained

under the control of these Administrations. Briefly, therefore, it may be said that gradually with increased experience, efficiency and confidence these Native Administrations are assuming part of the responsibility which had formerly been borne entirely by Government. In the Owerri, Ondo and Oyo Provinces and in the Ilaro Division of the Abeokuta Province researches into the indigenous customs of the people have continued. As a result of these researches in certain areas smaller and more democratic units of Native Administration have been formed. That the changes effected are popular is shown by an increased interest of the people in their Native Administration and greater ease in the collection of taxes.

33. In the second category are comprised tribes of varying degrees of development, none of which has reached the stage achieved by those of the first division. The constitution of the Native Administrations in many areas has not yet been finally determined and every effort is now being made to find satisfactory solutions to the many problems which arise in the attempt to evolve a system of Native Administration based on the indigenous organisations. The problem is rendered none the less difficult by the fact that all these people have already experienced a considerable period of direct European rule. One of the chief tasks of Government in these areas is to give the people an opportunity to gain experience and confidence in administering their districts and thus increase the efficiency of the indigenous institutions, which were in many cases called into existence by social rather than administrative requirements as we understand them to-day. It follows therefore that the training of the reorganised Councils and their officials will be a slow and lengthy process.

34. Reorganisation has continued during the year, and of the intelligence reports on individual tribes and clans, which contain recommendations for administrative, judicial and financial reorganisation, fifty-nine have received the final approval of Government. A total of 354 clans and tribes have now been reorganised. The popularity of the changes is undoubted, and all districts report steady progress and increased interest in local government in the areas which have been reorganised. The clan and tribal councils continue to gain confidence and to take upon themselves more of the duties which have hitherto been carried out under direct European supervision.

35. Previous reorganisation schemes in certain areas have now been in operation for a considerable period, and it has been possible for the people to find out by experience the strength and the weakness of their organisation, and to formulate schemes for development and improvement. The result has generally been a

reaction from the early system of very small administrative and judicial units each with its council and court consisting of many members. There has been a marked tendency to limit the number of representatives composing these administrative and judicial bodies, and for the small units to amalgamate into larger ones which can bear more responsibility. The modifications have resulted in greater efficiency. During 1935 increased financial responsibility was delegated to many of the smaller Native Administrations. This not only extended the interest of the people in their native administration generally, but also encouraged small units to co-operate in forming units large enough to be given some degree of control of their own finances.

### CHAPTER III.

#### POPULATION.

##### Tribal Distribution.

36. Physically the people of Nigeria belong in the south to the West Coast Negro type; in the north this is still the predominant element but in places has been mixed with Eurafriean (Hamitic) and in some places Nilotic Negro types, in varying degrees. Some groups of people, e.g., the Cattle Fulani are said to be predominantly Eurafriean with but little negro admixture. It is more customary however to regard the inhabitants as a number of tribes each bound together by linguistic and cultural affinities. In the 1931 Census ten main tribes or tribal groups have been distinguished whose total population is as follows:—

Hausa	...	...	...	...	...	3,604,016
Ibo	...	...	...	...	...	3,172,789
Yoruba	...	...	...	...	...	3,166,154
Fulani	...	...	...	...	...	2,025,189
Kanuri (or Beri-Beri)	...	...	...	...	...	930,917
Ibibio	...	...	...	...	...	749,645
Tiv (or Munshi)	...	...	...	...	...	573,605
Edo	...	...	...	...	...	507,810
Nupe	...	...	...	...	...	326,017
Ijaw	...	...	...	...	...	156,324

Of the above the Hausa, Fulani, Kanuri, Munshi and Nupe tribes are found in the Northern Provinces, the Ibo, Ibibio, Edo and Ijaw in the Southern Provinces. The Yoruba is found in both but the bulk of the tribe is in the Southern Provinces. There are also many smaller tribes or remnants of tribes, too numerous to mention separately—whose combined population

amounts to 4,683,044 (1931). These are found mainly in the Northern Provinces, the Cameroons Province and part of the Ogoja and Calabar Provinces. Those of them who have adopted Islam generally speak Hausa which, like Swahili in East Africa, but to a more limited extent, is tending to become the *lingua franca* of the Northern Provinces.

### General.

37. The population of Nigeria, including mandated territory, as found from the Census of April, 1931, was 19,928,171 persons, inclusive of natives of Nigeria, native foreigners and non-natives. 20,476,795 was the estimated total at the 31st December, 1937.

38. The total area of Nigeria, including mandated territory, is 372,599 square miles, giving an average density of population of 54.9 persons per square mile. The density for Nigeria, excluding mandated territory, is 56.5, while for mandated territory only it falls to 16.4 persons per square mile. Particulars of the population and density for each province as at the date of the 1931 Census are given in Table I at the end of this chapter.

39. Table II gives the percentage composition of the whole population by sex and adolescence for each province. For the whole of Nigeria there are, according to the Census figures, 1,115 adult females and 1,291 children per 1,000 adult males.

40. The excess of adult females over adult males is almost identical in the Northern and Southern Provinces in spite of the marked difference in their climatic and economic conditions.<sup>(1)</sup> The number of children under 15 per 1,000 adult males is 1,154 in the Northern Provinces, while the reported figures for the Southern Provinces give 1,496 children to 1,000 adult males. The latter figure may be an excessive estimate, as a few counts in limited areas of the Southern Provinces show only 1,232 children per 1,000 adult males, and the most reasonable estimate for the Southern Provinces (*vide* Volume I, page 21 of the Census of Nigeria, 1931) would appear to be 1,300 children per 1,000 adult males. The difference in the proportion of children in the Northern and Southern Provinces, if these figures are correct, suggests that there is either a greater adult mortality in the South, or that the birth-rate in the South is tending to rise. The latter contingency is unlikely in view of the general fall of the birth-rate all over the world and in the only parts of Nigeria for which adequate vital registration exists.

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<sup>(1)</sup> In India, for example, there is a marked excess of males in the dry and sub-humid areas of the North, replaced by something approaching equality in the humid parts of Southern India.

### Birth and Death Rates.

41. The registration of vital statistics has been in existence in Lagos since 1867, and has during the present century reached a very fair standard of accuracy. Outside Lagos registration is compulsory in certain townships and a degree of registration is attempted in some of the better organised Emirates in Northern Provinces. The Emir of Katsina introduced registration in Katsina Town in 1911 and since then a number of other native administrations in the Northern Provinces have followed suit; at the present time returns are received from various northern areas, while data are also available for several individual towns, since 1928 or 1929. Except in a few cases the registration is defective; some of the resultant crude birth and death-rates probably provide some indication of the facts. The more reliable Northern Provinces vital registration areas show the following figures for 1930:—

Province.	Place.	Population 1931.	Crude Rates per Mille.	
			Birth.	Death.
Benue ...	Abinsi Town ...	1,339	73	35
„ ...	Doma „ ...	4,953	52	42
Kano ...	Kano City ...	89,162	35	30
„ ...	Hadejia Emirate ...	198,168	30	29
Plateau ...	Jos Hausa Settlement	5,681	34	52

It must be borne in mind that towns, particularly the larger ones in Nigeria, usually contain an abnormal proportion of the reproductive and death-resistant fraction of the population between the ages of fifteen and forty-five, so that the number of births is deceptively large and the number of deaths deceptively low, as compared to an area unaffected by emigration and immigration. A correction factor has to be applied to the crude birth and death rates to towns largely composed of immigrants. Thus for Lagos in 1931 the crude birth and death-rates must be multiplied by 0.89 and 1.37 respectively to give standardised rates. Somewhat similar corrections are probably required for the Northern Provinces towns referred to above.

42. Our only exact knowledge of the *trend* of the birth-rates and death-rates is derived from Lagos data, for which the corrected rates are given below for some of the last twenty-seven years. The population figures upon which the rates are based have been compiled from a formula prepared by the Government Statistician in 1931.

LAGOS ' CORRECTED ' BIRTH AND DEATH RATES.  
(including Ebute Metta, Apapa and the Urban Area generally.)

Year.	Birth-rate.	Death-rate.
1911	29·5	36·6
1916	24·9	30·3
1921	24·5	31·1
1926	24·1	34·0
1927	23·4	25·2
1928	23·0	26·1
1929	23·3	22·3
1930	23·0	20·5
1931	22·0	17·4
1932	24·1	17·5
1933	23·7	20·2
1934	26·8	19·3
1935	26·4	18·9
1936	23·7	18·9
1937	22·9	23·3

The increase in the 1937 death-rate figure reflects an increase in those for deaths due to diseases of the respiratory system.

43. As the expectation of life of males in the decade 1921/30 was 36.4 years, and in 1931 (Yoruba males) was 40.1 years, there has been an improvement in longevity in Lagos during recent years. This is no doubt due partly to the improvement in sanitary conditions, but there is another factor which must be taken into consideration, namely the immigrant population from the countryside, which consists mainly of the virile elements between twenty-five and thirty-five.

44. Outside Lagos the evidence for longevity is less definite, but the evidence provided by the intensive census in the Katsina Emirate and by the medical census indicates that the expectation of life at birth is from twenty-two to twenty-five years for persons living in the rural areas in Nigeria.

#### Infantile Mortality.

45. Fairly exact figures are available in Lagos, and the data obtained from the areas visited by the medical census officers in 1930-1932 are moderately reliable. The following are the estimates of infantile mortality in rural areas obtained in the medical census:—

Cameroons, Forest Zone ...	289	per 1,000 live births.
Cameroons, Hill Zone ...	251	„ „ „ „
Creek Area ...	233	„ „ „ „
Bakori (Zaria Province) ...	182	„ „ „ „
Laminga (Benue Province)	252	„ „ „ „

For Lagos township (including Ebute Metta) there has been a drop in the infantile mortality, which in 1900 stood at the high figure of 430 per mille of live births, to 102 in 1932.

46. The figures for some recent years for Lagos, including Ebute Metta, are shown in the table below, which gives also the percentage of still births:—

Year.	Infantile Mortality per 1,000 live births.	Still births per cent on live births.
1921	285	5·6
1923	264	5·0
1925	238	4·1
1927	175	3·2
1930	129	3·6
1931	112	2·3
1932	102	3·4
1933	137	3·0
1934	119	2·5
1935	129·6	3·0
1936	139·8	3·1
1937	130·2	3·08

Of the whole mortality in the first year forty-three per cent occurs in the first month of life, as judged from the 1930-31 data of Lagos Township.

#### Fertility.

47. The evidence provided by the Intensive and Medical Censuses shows that the average number of live births per woman for completed marriages, that is to say, for women attaining the age of forty or over, varies from about 5 among Hausas and Fulani in the North, to 7·6 among the Ijaws of the Ondo Province in the South. Among the Northern Provinces tribes the Fulani and Tuareg have the highest and the Nupe the lowest effective fertility, as determined by the number of children alive per mother. This is consistent with the large increase in the number of Tuaregs during the decade 1921-31, and with the decrease in the number of Nupes, who show a fall of 5·8 per cent in numbers during the period. The increase in the number of Fulani (3·9 per cent) is not as large as might have been expected from their fertility: but the factors of death and migration may account for the difference between the expected and actual increase in population.

48. Fertility falls off rapidly with age over the whole reproductive period, particularly among the Ijaws, among whom a woman of thirty-six has a potential fertility of less than one-sixth of a woman of seventeen years of age. The general trend of fertility and age follows that found for women in Northern

India, where, however, the falling-off of reproductive capacity with age is somewhat smaller than it is in Nigeria.

49. The stature of certain tribes is as follows:—

Tribe.	Mean Stature.		Sex difference in height.
	Males.	Females.	
	/ "	/ "	"
Kanuri (Beri-beri) ...	5 5·9	5 1·6	4·3
Yoruba ... ..	5 5·8	5 2·3	3·5
Fulaui ... ..	5 5·8	5 1·9	3·9
Hausa ... ..	5 5·6	5 2·0	3·6
Banyangi ... ..	5 5·0	5 0·9	4·1
Ekwe ... ..	5 4·8	5 1·2	3·6
Keaka ... ..	5 4·7	5 0·5	4·2
Assumbo ... ..	5 4·5	5 0·4	4·1
Ijaw ... ..	5 2·7	4 10·8	3·9

As compared with the East African tribes of the Masai and Kikuyu, who have a mean stature of 5' 7.6" and 5' 4.7" for males and 5' 2.1" and 5' 0.0" for females, it appears that the females among Nigerian tribes are of about the same height as the females in East Africa, while male Masai have an advantage over any of the Nigerian tribes specified. The East African Kikuyu would come rather low in the scale of stature for Nigerian tribes.

#### Migration.

50. The estimated number of immigrants from outside Nigeria is just over 240,000 persons. Over eighty per cent of native foreigners in Nigeria are immigrant, while ninety-eight per cent of non-natives come from countries outside Nigeria.

51. The total numbers of native foreigners and non-natives in Nigeria in 1931, the year of the last census, were as follows:—

	Native Foreigners.	Non-Natives.
Nigeria ... ..	27,207	5,442
Northern Provinces ...	10,589	1,825
Southern Provinces ...	16,618	3,617

52. The classification of non-natives in 1931 was as follows:—

	Northern Provinces.	Southern Provinces.	Nigeria.
1. British ... ..	1,217	2,474	3,691
2. Syrians ... ..	104	235	339
3. German .. ...	7	258	265
4. French ... ..	38	108	146
5. Indians ... ..	39	96	135
6. Americans (U.S.)	91	35	126
7. Others ... ..	329	411	740
TOTAL ... ..	1,825	3,617	5,442

53. The extent of emigration from Nigeria is not known: but estimates of the extent of pilgrimage to Mecca and the Sudan show that about 73,000 natives of Nigeria are spread out at any one time between Lake Chad and Arabia. The total number of emigrants from Nigeria must be considerably in excess of this number. The number of those going on the pilgrimage in 1937 was unusually large.

54. Some indication of the movement of persons to and from Nigeria is afforded by the fact that in 1937 4,647 non-natives and 8,368 natives arrived at Lagos by sea and 3,904 non-natives and 8,717 natives left. These figures are little different from those of any of the previous seven years. Of the natives and native foreigners arriving in and leaving Lagos about 2,500 each way would represent travellers by inland waterways, who for the most part would remain in the country.

55. The internal movement within Nigeria is very large, many villages in the Northern Provinces, particularly those near the French frontier, containing more than fifty per cent of persons who are immigrant from other localities. Lagos Township in 1931 had 58 per cent of persons who were born outside the Municipal Area, and Kano is reported to have a 'floating' population of over 15 per cent. To this latter figure a percentage of the so-called 'permanent' population must be added to give the total number of immigrants. Large mercantile towns, such as Lagos, attract, in particular, persons of the younger adult ages, who come in great numbers between the ages of 20 and 30 in search of a livelihood. A large proportion of these return to their homes after the age of 40. In the remoter districts, such as those of the Cameroons, internal movement is much smaller, over 98 per cent of the persons enumerated in certain of the Forest and Hill Zone villages having been born locally.

TABLE I.  
POPULATION OF NIGERIA BY PROVINCES, SEX AND ADOLESCENCE AT 1931 CENSUS.

Province.	Area in Square Miles.	POPULATION.					Density per Square Mile.
		Total.	ADULTS.		NON-ADULTS. (1)		
			Males.	Females.	Males.	Females.	
NIGERIA ... ..	372,674	19,928,171	5,850,701	6,521,952	3,728,784	3,826,734	53
NORTHERN PROVINCES	281,778	11,434,924	3,499,225	3,898,479	2,041,237	1,995,983	41
Adamawa (2) ...	35,001	652,361	215,760	244,712	97,421	94,468	19
Bauchi ... ..	25,977	1,025,310	304,978	357,613	181,414	181,305	39
Benue ... ..	28,082	987,358	293,323	304,630	197,596	191,809	35
Bornu ... ..	45,900	1,118,360	317,495	411,282	189,031	200,552	24
Ilorin ... ..	18,095	537,559	147,986	186,654	100,411	102,508	30
Kabba ... ..	10,577	462,726	130,871	158,551	85,533	87,771	44
Kano ... ..	17,602	2,436,844	839,416	825,641	388,865	382,922	138
Niger ... ..	25,349	473,067	160,210	174,895	68,852	69,110	19
Plateau ... ..	10,977	568,738	202,695	187,899	85,336	92,808	52
Sokoto ... ..	39,940	1,815,178	525,161	613,879	344,466	331,672	45
Zaria ... ..	24,278	1,357,423	361,330	432,723	302,312	261,058	56
SOUTHERN PROVINCES	90,896	8,493,247	2,351,476	2,623,473	1,687,547	1,830,751	93
Colony ... ..	1,381	325,020	97,624	95,186	64,708	67,502	235
Abeokuta ... ..	4,266	434,526	125,570	164,059	64,438	80,459	102
Benin ... ..	8,627	493,215	142,033	148,184	98,988	104,010	57
Calabar ... ..	6,331	899,503	258,700	273,127	179,278	188,398	142
Cameroons ... ..	16,581	374,872	118,331	128,653	66,000	61,888	23
Ijebu ... ..	2,456	305,898	60,626	87,086	63,361	94,825	125
Ogoja ... ..	7,529	708,538	182,304	206,123	156,193	163,918	94
Ondo ... ..	8,211	462,560	134,403	151,278	81,818	95,061	56
Onitsha ... ..	4,937	1,107,745	351,080	350,617	201,163	204,885	224
Owerri ... ..	10,374	1,599,909	459,848	498,601	317,147	324,313	154
Oyo ... ..	14,216	1,336,928	299,449	370,797	308,890	357,792	94
Warri ... ..	5,987	444,533	121,508	149,762	85,563	87,700	74

(1) Non-Adults include those below the 15th birthday.

(2) There have been some changes in Provincial boundaries since 1931 and Zaria was divided into Katsina and Zaria Provinces in 1934, but the above figures can be taken as giving approximately the distribution of population.

NIGERIA, 1937.

TABLE II.

TABLE SHOWING PERCENTAGE OF ADULT MALES AND FEMALES AND  
NON-ADULTS (UNDER 15) FOR EACH PROVINCE IN NIGERIA.  
1931 CENSUS FIGURES.

Province.	PERCENTAGE.		
	ADULTS.		Children.
	Males.	Females.	
NIGERIA ... ..	29.3	32.7	37.9
NORTHERN PROVINCES ... ..	30.6	34.1	35.3
Adamawa ... ..	33.1	37.5	29.4
Bauchi ... ..	29.7	34.9	35.4
Benue ... ..	29.7	30.9	39.4
Bornu... ..	28.4	36.8	34.8
Ilorin ... ..	27.5	34.7	37.7
Kabba ... ..	28.3	34.3	37.4
Kano ... ..	34.4	33.9	31.7
Niger ... ..	33.9	37.0	29.2
Plateau ... ..	35.6	33.0	31.3
Sokoto ... ..	28.9	33.8	37.2
*Zaria ... ..	26.6	31.8	41.5
SOUTHERN PROVINCES ... ..	27.7	30.9	41.4
Colony ... ..	30.0	29.3	40.7
Abeokuta ... ..	28.9	37.7	33.3
Benin ... ..	28.8	30.0	41.1
Calabar ... ..	28.8	30.4	40.9
Cameroons ... ..	31.6	34.3	34.1
Ijebu ... ..	19.8	28.5	51.7
Ogoja ... ..	25.7	29.1	45.2
Ondo ... ..	29.0	32.7	38.2
Onitsba ... ..	31.7	31.6	35.6
Owerri ... ..	28.7	31.2	40.1
Oyo ... ..	22.4	27.7	49.9
Warri ... ..	27.3	33.7	39.0

\* Zaria has been divided into Katsina and Zaria Provinces since 1934.

## CHAPTER IV.

**Main Diseases and Mortality.**

56. Epidemic and infectious diseases form the largest single disease group. Thus, of 710,307 patients who came under treatment at Government Institutions during 1936 35.2% fell into this group, and an analysis of the diseases of the group treated was as follows:—

Yaws ... ..	42.5%
Malaria ... ..	15.2%
Syphilis ... ..	7.1%
Gonorrhœa ... ..	7.1%
Dysentery ... ..	2.1%
Tuberculosis ... ..	1.3%
Other diseases ... ..	24.7%

Of the 3,230 deaths which occurred at Government Institutions during 1936 the causes of death were grouped as follows:—

Epidemic and Infectious Diseases ...	27.2%
Affections of Respiratory System ...	18.9%
Affections of Digestive System ...	11.5%
Affections of Nervous System ...	4.3%
Other diseases ... ..	38.1%

57. During 1937 yellow fever was more active than normally and in all eighteen cases among the white population occurred with eleven deaths and in the African population ten known cases with four deaths occurred. The areas affected were the Provinces of Abeokuta, Benin, Benue, Calabar, Onitsha, Owerri, Oyo, Plateau and Warri.

58. Smallpox was prevalent in the Northern Provinces particularly in Sokoto and Katsina Provinces in the earlier months of 1937, with also sharp outbreaks in the Provinces of Kano, Adamawa and Zaria. No outbreak of any great magnitude occurred in Southern Provinces although in both Owerri and Oyo Provinces minor outbursts of the disease occurred.

59. Plague seems to have disappeared from Nigeria, the last cases being recorded in April, 1931.

60. Malaria is still extremely common and work upon infants and school children in Lagos and other towns indicates that practically 100% of African children are infected within the first year of life. Cases came under treatment in 1936 as follows:—

	<i>Europeans.</i>	<i>Cases.</i>	<i>Deaths.</i>
Malaria ... ..	995	4	
Blackwater ... ..	11	1	
<i>Africans and other</i>			
<i>Non-Europeans.</i>			
Malaria ... ..	38,671	55	
Blackwater ... ..	19	2	

61. Sleeping Sickness occurs in endemic and epidemic forms in regions of the Northern Provinces, to a lesser degree in some parts of the Southern Provinces and in the southern part of the Cameroons Province. In the Northern Provinces 40,897 cases were treated during 1936 by the special Sleeping Sickness teams.

62. Venereal diseases are widespread. During 1936 110,588 cases of yaws, 18,432 cases of syphilis and 17,376 cases of gonorrhœa received treatment. Venereal diseases clinics are held at all African hospitals and early treatment rooms are available at military and police barracks, while there is a clinic for seamen at Apapa.

63. The population of Nigeria is largely agricultural and occupational diseases are practically non-existent. The sickness rate at labour camps such as those of the tin mines on the Bauchi Plateau and the cocoa plantations in the Cameroons has not been high.

### Provisions for Treatment.

#### (a) *Medical and Health Staff.*

64. The staff of the Medical and Health Department consists of 99 European Medical Officers including Administrative, Specialist, Pathologist and Research officers, 12 African Medical Officers and 6 Junior African Medical Officers. There are 2 European Dentists. The Nursing staff consists of 62 European Nursing Sisters and 535 African Nurses and Midwives. The Health Service includes 18 European Health Officers, 43 European Sanitary Superintendents, 137 African Sanitary Inspectors and 61 Vaccinators.

65. Much attention is given to the training of African personnel. At Yaba, near Lagos, there is a Medical Training College where students are trained as dispensers and chemists and druggists. Students, being trained as medical assistants, receive their pre-medical tuition at the Higher College and their professional training at the African Hospital, Lagos, and in special laboratories at Yaba. The course for dispensers is spread over three years; for chemists and druggists two additional years and for medical assistants five years, including two years' hospital practice. The respective examinations are controlled by the Board of Medical Examiners.

66. At Lagos there is a well-equipped training centre for sanitary inspectors, where the course of study lasts for three years, of which the final year consists of practical work under supervision. There are also training centres at Kano, Ibadan and Umudike for the Northern, South-Western and South-Eastern Provinces respectively.

*(b) Hospitals and Dispensaries.*

67. There are twelve European Hospitals providing a total of 144 beds. The number of patients has varied very little in the past four years, with rather more than a thousand in-patients and six or seven thousand out-patients. There are fifty-six African Hospitals containing 3,320 beds. Some of these hospitals have been built by the Native Administrations. The largest African Hospital is at Lagos; this hospital was entirely rebuilt half a dozen years ago upon modern lines and contains 213 beds.

68. The work performed at African Hospitals may be seen from the figures for the past three years:—

	1934.	1935.	1936.
In-patients ...	48,103	52,126	60,098
Out-patients ...	599,723	667,184	650,209

69. The Native Administrations throughout the country have established dispensaries to the number of 300, staffed by trained attendants and visited regularly by the medical officers, which provide the African population with treatment for common ailments. The number of treatments given in 1936, the latest year for which figures are available, was more than a million.

70. There are fourteen different Missionary Societies in Nigeria carrying out medical work. They have a staff of 25 medical men and women, 21 Mission Hospitals and 97 dispensaries. More than 200,000 cases pass through their establishments annually. In addition, 123 Missionaries conduct dispensaries under permits issued by the medical authorities and do useful work throughout the country.

**Preventive Measures.**

71. Progress continues to be made in the improvement of sanitary conditions in the larger African towns and endeavours are being continued towards the betterment of village sanitation. In Lagos septic tank public latrines are now in operation and many have been installed in European dwellings.

72. The supply of pipe-borne water is a matter receiving close attention. A number of important towns have installations and for others preparatory investigations are being made. Surveys made by the Yellow Fever Commission of the Rockefeller Foundation have shown the immense importance of water supplies,

the *Aedes* index being surprisingly high in some of the towns in the Northern Provinces, where the tenets of Islam oppose inspection of all parts of a compound. This is being slowly overcome by the employment of women as Sanitary Inspectors.

73. Research work was curtailed to some extent during the financial depression, but is now being gradually resumed. At the Research Institute at Yaba, which consists of Pathological, Bacteriological and Yellow Fever Units, there exist well equipped laboratories which provide facilities for this work. Laboratories also exist at Lagos, Kaduna and Port Harcourt which serve the Hospitals of the districts concerned and also provide material for research. The laboratory attached to the African Hospital, Lagos, is fitted with a refrigeration plant for the housing of bodies awaiting post mortem examination (upwards of 300 examinations being performed annually) and for cold storage generally. The upper floor of this pathological building accommodates the Museum and a lecture room for the medical students in training.

74. Campaigns for treatment and prevention of *sleeping sickness* are being vigorously pursued and 40,897 persons have been treated during the detailed surveys, involving the examination of the whole population of the area, being made in districts in which the disease is endemic. This work is carried out by two teams, the survey team followed by the treatment team, both teams consisting of trained Africans working under European medical supervision. Six such double teams are in action. Unfortunately the further this investigation proceeds the more it becomes evident how widespread sleeping sickness is.

75. *Maternity work* continues to receive an increasing amount of attention. There are four Central Government or Native Administration Maternity hospitals, at Lagos, Calabar, Aba, and Ilorin, where African midwives receive training. The African Hospitals throughout the country have women's wards where maternity cases are admitted. Maternity work forms an important part of the work of some of the medical missions, particularly at Ilesha and Ogbomosho and at Iyi-Enu (near Onitsha) where a maternity hospital was opened in 1931 by the Church Missionary Society. These Mission Hospitals are recognised by the Midwives Board of Nigeria as centres for training African girls as midwives. The difficult task of reaching those Moslem women who practice a form of purdah in the Northern towns was commenced in 1930 when centres were opened at Kano and Katsina. The start was slow, but encouraging progress continues to be made in both these places.

76. Within recent years there has been a very great increase in *Child Welfare Work* and regular clinics are now in operation in many of the larger towns throughout the country. Two Welfare

Centres are maintained in the Lagos area and these become increasingly popular each year, a Lady Medical Officer, European Nursing Sister and a staff of Health Visitors being engaged upon this work. At practically every medical centre where Nursing Sisters are stationed, Infant Welfare Centres are established, while, elsewhere, Medical Officers, Mission Doctors and Sisters and volunteers among European ladies in the community are doing much to further Child Welfare. That Native Administrations are particularly interested in this branch of health promotion is instanced in the Abeokuta and Ondo Provinces, where centres established by the Medical Officers in the more important towns are functioning with outstanding success.

77. *School Medical work* has been continued without remission in Lagos and to a lesser extent in the other large towns where health officers are available. Inquiry into school dietaries is being continued and it is intended during 1938 to carry out feeding experiments among school children.

78. Control and treatment of leprosy is being developed by the formation of farming settlements. The present policy is to organise the Native Administration settlements on a provincial basis and to place each of them under the management of a medical mission. During 1937, the Church Missionary Society took charge of the Zaria Colony and the Sudan Interior Mission of the Kano, Katsina and Sokoto Native Administration settlements, so that at the end of the year most of the larger settlements were being managed by mission doctors. Other settlements are in process of organisation. Government maintained two leper colonies and contributed through the Nigerian Branch of the British Empire Leprosy Relief Association towards the upkeep of a number of Native Administration settlements. There are estimated to be about 200,000 lepers in Nigeria of whom nearly 6,000 are now in voluntary segregation. The British Empire Leprosy Relief Association and Toc H continued to provide a number of lay workers for the settlements. Following the recommendation contained in Dr. E. Muir's Report of 1936 that a Leprosy Expert was necessary for Nigeria, Dr. T. D. F. Money of the Oji River Settlement was towards the end of the year appointed by Government to be its Honorary Adviser on Leprosy for a period of three years.

79. *Health Education* of the population forms an important part of the work of the Health Service. Recently a propaganda unit has been established, its equipment including a large lorry, fitted with a film projector and loud speakers, which tours towns and villages. Lectures are given, models of sanitary structures are demonstrated and health films shown, while the officer in charge of the unit is endeavouring to establish rural health units

controlled by representative committees of voluntary workers in co-operation with the Propaganda Unit; a few of these rural health units are already in existence. Schools are naturally regarded as ideal nuclei for the spread of hygienic knowledge and short courses of sanitation for village teachers are being conducted in the various training centres for sanitary inspectors. It is hoped that further improvement in village sanitation will result from the conversion of existing Native Administration dispensaries into Dispensary-Health units which, in addition to curative measures, will be responsible for ante-natal and child welfare work, vaccination, sanitation and registration of births and deaths.

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## CHAPTER V.

### HOUSING.

80. The vast bulk of the population of Nigeria is agricultural and the people live in houses of their own construction. Judged by European standards of comfort these houses may leave much to be desired, but in fact they are warm and dry and often clean and the people are well satisfied with them. The Nigerian native spends most of his time in the open air and regards his house chiefly as a place in which he can keep his possessions and where he may sleep securely at night. Only in towns which through increased trade have received a large influx of people in the immediate past is there any approach to European conditions of congestion and overcrowding or any departure from the custom, almost universal in Nigeria, which provides that each married man or woman should possess a house or hut of his or her own.

81. The character of the housing accommodation of the wage-earning portion of the population varies considerably but it may be said generally that the type of accommodation available is suitable and adequate for the workers. In the large centres and in easily accessible places more and more houses of a European type are being built for the wage earners, either of concrete with corrugated iron roofs or, in the absence of cement, of dried mud blocks. In the more remote parts the local architecture is retained but the old type of native house is frequently improved by the addition of properly made doors and windows.

82. In the larger stations members of the Government African clerical staff live in permanent concrete houses which are rented to them by Government, while in smaller stations they live in temporary houses of local construction.

83. A large number of labourers find accommodation in houses of purely native construction and in some cases appear to

prefer them. Actual instances indeed can be recorded where well-constructed houses of European design have been spurned by the labourers for whom they were built because they preferred the small hut of native construction. A large number of labourers is given temporary employment in the dry season only, during which time the men live in rough grass houses. Where large bodies of labour come together, as, for example, in the case of railway work, their camps are effectually supervised by the sanitary authorities. The Labour Ordinance (No. 1 of 1929) provides, in cases where a large number of labourers is employed in any particular spot, for it to be declared a "Labour Health Area", and the regulations which apply to such areas ensure adequate housing and sanitary conditions and allow for medical and administrative inspection. Elsewhere the Public Health Ordinance (Chapter 56 of the Laws of Nigeria) is applied to certain areas, mostly townships, and this allows for inspection of sanitary conditions and for other ameliorative measures.

84. The following paragraphs give an outline of the housing conditions prevalent in the Northern and the Southern Provinces; also in Lagos, where conditions are exceptional and where severe overcrowding in the past has now caused the questions of housing and sanitation to become problems of considerable magnitude.

#### Northern Provinces.

85. In the Northern Provinces the most common form of native dwelling is a round hut of plain mud walls with a conical thatched roof; the style varies greatly according to the locality from the egg-shell walls of the Nupe huts to the thicker mud-work more common elsewhere. Few of these houses have verandahs though there is fair projection of the eaves. In the areas south of the Niger, where there has been Yoruba influence, there is to be found the typical rectangular Yoruba mud house with a thatched roof of grass, and usually a mud ceiling on timber. In the north there are flat-roofed houses, sometimes of two stories, with substantial mud walls and a dignified appearance. In the houses of the great there is a comparatively high standard of design, embodying the use of pillars, arches and flat domes. Construction is generally of native sun-dried brick made from clay mixed with chopped grass, the flat or domed roofs being held on supports cantilevered out from the walls and having the appearance of arches. These supports are reinforced with lengths of some hard and ant-resisting local timber, e.g., split deleb palm or some of the varieties of gum tree. The method of roof construction is to place a mattress of green withies over the domes spanning the supports and on this mattress to lay about nine inches of swamp clay. The pronounced dome section gives a quick run-off to rain water and so reduces leakage, but a weather-proof coating is

generally used consisting of a plaster made by burning the scrapings from the walls of dye-pits. This type of roof has been improved by substituting light-gauge corrugated iron sheets for the withies and reducing the thickness of the clay covering to three inches.

86. Methods of weatherproofing outside walls of mud construction have been investigated, but the results hold out little hope of obtaining a cheap and satisfactory covering; the weather-proof coating tends to flake off the dry mud wall. One of the main drawbacks to buildings constructed of native brickwork is their liability to infestation by termites—except within the walls of the older towns—and various methods have been employed in attempts to eliminate this objection but so far without complete success. The use of steel door-frames and metal windows and shutters is gradually being introduced in these buildings of local construction; light steel frames have proved useful where the cost can be afforded. Improvement in the type of houses being built by the wealthier classes is very noticeable and in many towns thatch is being replaced by galvanised iron.

87. As an encouragement to improvement of housing conditions the Native Administration Workshops in many places provide doors, shutters and simple furniture for sale to private individuals. Concrete floors are appreciated in some cases but the high cost of cement prevents their general adoption.

88. It is rare for the round houses to be two-storied, except among some of the pagan tribes. These two-storied huts which are only a few feet in diameter are built in clusters with the walls touching so as to give mutual support. The nomad Fulani live in "bee-hive" huts entirely made of grass over a rough frame-work of guinea-corn stalks.

89. Whatever their nature the houses, except for the most temporary type, are formed into compounds, sometimes by building in the spaces between the huts, sometimes by a wall of mud or matting surrounding the huts. The entrance to the compound is through a separate hut which is not only a gateway but the centre of family life and the lodging of the stranger. The inhabitants of a compound are usually members of the same family or kindred; each adult man or woman usually having a separate hut. Young children sleep with their parents. There is little furniture beyond small wooden stools and mats and the ordinary native culinary equipment. Houses are owned and built by the occupiers on land granted to them free by the community, except in towns where there are professional builders or where it is possible to rent lodgings in the houses of others. In normal times the ordinary round hut would cost between ten shillings and forty shillings to build and the flat-roofed Kano type of house of the simplest nature not less than £15.

90. Corn is stored in the compounds as a rule in granaries and bins of mud which often have most graceful shapes, but sometimes in store pits in the ground. Large mud buildings are also used for the storage of grain, particularly millet, and it has been found that by treating the floors and walls with a mixture of wood ash and various local herbs, millet on the stalk can be preserved in good condition for as long as nine years. Guinea corn however does not seem to be capable of storage for more than three to four years. The possibilities of constructing grain silos in reinforced concrete and concrete blockwork have been investigated, but so far the high cost of imported cement precludes construction at the present time.

91. The sanitary condition of the larger towns leaves something to be desired but steps are being taken by constant instruction and, in the more advanced places, by organised inspection to secure attention to the ordinary sanitary usages, which have been codified and widely circulated in a series of simple "Orders." The Native Authorities give directions regarding the repair of houses in a dilapidated condition, and main drainage and town planning problems are engaging the attention of the local authorities in the larger towns. The improvement that has been brought about, for example, in recent years in the sanitation of Kano City is most striking, where as a further step a complete drainage scheme for the City is under consideration. There is in the same town a school for sanitary inspectors, attended by pupils from all Provinces, where the first batch of inspectors for the rural areas has completed its training.

92. Little attention was paid to the development of local architecture until a few years ago when the architectural branch of the Public Works Department was able, owing to reductions in the Government building programme, to render assistance with the design of buildings for Native Administrations. Considerable progress has been made in the preparation of designs in harmony with local conditions and native styles, using local materials.

93. Improvement in housing is realised as being one of the principal progressive steps that the administration can encourage, and legislation designed to control the type of native dwellings and prevent overcrowding is under consideration. The need for better housing is emphasised by propaganda and by the erection wherever possible of model buildings, especially for dispensary attendants and other native administration employees.

#### Southern Provinces.

94. Throughout the Southern Provinces during the early part of the year an increase in buildings of superior quality was general as a result of the improved economic conditions, but later

owing to the fall in produce prices and the rise in cost of materials this activity lessened. In the larger townships where the standard of living is higher, where European influence is greater, and where local building materials are more difficult and more expensive to obtain, the European type of house predominates, consisting, as it usually does, of a rectangular bungalow with mud walls—sometimes faced with cement—and a corrugated iron roof and shutters made of wood. Glass is rarely seen. The more wealthy inhabitant of the larger towns provides himself with a house which satisfies modern ideas of general comfort. Similar houses are becoming increasingly common in the agricultural areas, the owners being usually the wealthier members of the younger generation who have become accustomed during years of employment to life in towns or Government stations and whose main desire when they return to their homes is to build themselves houses of European style which will distinguish them from the great majority of their fellow villagers. In Ibadan, Abeokuta and the larger towns thatch has disappeared and there is hardly a house without a corrugated iron roof. Considerable improvement in design has been brought about by the necessity for submitting building plans to the Native Administration Engineer for advice, and there is beginning to appear a design in architecture which accords with the tastes and needs of the community. There is also becoming apparent in some of the more advanced towns a desire for better sanitation and well laid out areas so that the inhabitants may enjoy their leisure in comparative peace. Interest in gardens is increasing, particularly in the Warri, Benin and Calabar Provinces, where many householders cultivate small plots of flowers and vegetables. In the Cameroons Province there is marked improvement in the housing conditions in the larger towns and of labourers on the plantations, in some of which are camps of excellent design with houses built of concrete and timber and with roofs of corrugated iron. Slum clearance in the Townships of the Warri Province, as well as in Calabar Township, is beginning.

95. The native styles of building vary. Round or square huts with rounded corners, with conical grass roofs are common in the more northern parts of the Eastern Provinces, but in general houses are rectangular in shape and are roofed with palm branches, grass and in some parts leaves. Among the Ibibio and some of the Cross River tribes rough mats made out of the leaves of the piassava palm are used for roofing and these people also make their walls of clay plastered on a wooden framework. In most other parts walls are made of solid clay from one to two feet in thickness, laid on wet in successive courses each course being allowed to dry before another is laid on top of it. Among the swamps and creeks of the Warri and Ondo Provinces huts are often built on piles above the high water level. Building

types are in most cases governed by the nature of the materials available in each locality. There is thus a marked division between houses in the rain forest and palm bush zone where grass is scarce and those in the zone to the north of it where it is abundant.

96. Building operations are probably spread over many years and the size of a compound depends on the wealth of the occupant, but the size of the living rooms is invariably restricted by considerations of warmth. Doors are generally so low that a man can only pass through by crouching, and windows are few and small. Except for a few stools and mats furniture is rarely seen, though the well-to-do may possess locally made folding chairs. Bedsteads of European style are only used by the more sophisticated though in some parts beds made of clay under which a fire can be made are used by old men.

#### Lagos.

97. Lagos is in the process of transition from a town on the native African to one on the European plan. The native unit was the compound of roughly quadrangular form, the huts round a central open space being the dwelling of the descendants of the head of the compound. In course of time the local system of inheritance caused these compounds, often very large, to be split up into smaller and smaller units on a similar plan, the central open space being encroached upon in the process. Moreover, the rise of Lagos as a mercantile and administrative centre caused an influx of people from the interior, who in accordance with their feudal ideas attached themselves to a local chief and in return for small services rendered were given land inside the compounds on which they built their mud and wattle or bamboo shacks.

98. In time it became evident that these dependent squatters would claim ownership of the land, and, as a safeguard against this, the original compound families imposed a rent. Thus the patriarchal feudal system was broken down and gave way to that of landlord and tenant. The landowners, finding the new method highly profitable, let the open spaces of their compounds to new immigrants until the compounds, in some districts once fairly sanitary, became slums of the most sordid type, described by a plague expert as the worst which he had ever inspected. At the same time repatriates from Brazil and elsewhere were settling on the island. These had long ceased to be compound dwellers and they, when they had acquired land, built detached houses more or less on the European model.

99. With the formation in 1909 of a Municipal Board for Lagos (now the Lagos Town Council) and the introduction of building and sanitary bye-laws the spread of slum conditions was

checked, and as the bye-laws were extended and their enforcement made more effective, conditions began to improve. The principal regulations affecting congestion are those which insist upon buildings being totally detached, and upon dwellings covering not more than fifty per cent of the total area of the property. Thus the tendency is now towards the abolition of the old compound and the construction of wholly detached houses and tenements of moderate size. The bye-laws however can operate only as the older houses are demolished, so that their effect is necessarily slow. The erection of bamboo houses is now absolutely prohibited and corrugated iron dwellings are not permitted except in small defined areas distant from Lagos proper. Nevertheless large numbers of such buildings survive from the time before the bye-laws were operative.

100. Properly planned suburbs have been developed for Europeans to the east of the island and for Africans to the north on the mainland at Yaba, and a town-planning scheme has expedited the work of slum clearance; but the deep-rooted habits and family ties of the native population have militated against settlement in the suburbs.

101. The town-planning scheme approved in 1927 has been applied to about 150 acres of the more insanitary and congested areas to the north-west of the island. The recently created Lagos Executive Development Board, which implements the scheme, can only deal with about eight to ten acres a year and during 1937 about five acres were cleared of buildings, except for a few in good sanitary condition. New houses, built by private persons and of superior design, are being rapidly erected. At the end of the year some 98 houses and shacks had been demolished and about 41 new houses built in all.

102. The 1931 trade depression was responsible for a slowing-up of the Yaba suburb development which had made such a good start. Many persons who took up sites were obliged to surrender them owing to their inability to comply with their building obligations. With the return of prosperity building operations have been resumed and good houses are being erected.

103. A large porportion of the population rent their dwellings, and nominally the landlord is responsible for repairs. But as long as the rent is paid he exhibits as a general rule a marked indifference in this respect, with the result that the buildings rapidly deteriorate and frequent action by the authorities against dangerous buildings is necessary. Rates are low, being one shilling in the pound for water rate and the same for improvement rate.

104. Rents in Lagos which fell considerably owing to the trade depression are now showing a marked tendency to rise with a return to more prosperous trading conditions. The rentals

demanded or paid are generally out of all proportion to the standard of housing provided. This can be attributed to the artificial value given to land in a congested area such as the Island of Lagos. There have been cases where landlords obtained as much per annum by way of rent as the dwelling was worth. Tenements erected for letting are often of the poorest type consistent with the bye-laws, and it is only the constant supervision of Building Inspectors during construction, and thereafter of the Sanitary Inspectors, that makes and keeps them fit for human habitation.

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#### CHAPTER VI.

#### NATURAL RESOURCES.

105. In the more thickly populated parts of the country, namely parts of the Southern Provinces and about 10,000 square miles in the neighbourhood of Kano in the north, nearly all the land is either under cultivation or lying fallow; much of the remainder in the south has been constituted as forest reserves. Throughout the rest of the country there are large stretches of unoccupied land, mostly of the savannah type, which are capable of cultivation; it is in these that are found the best-stocked hunting forests.

106. During the past half-dozen years considerable portions of the undeveloped areas have been examined, somewhat superficially for the most part, by prospectors in search of gold, while the investigation of the goldfield by the Geological Survey Department has been continued during 1937 with results which confirm the work of previous years, namely the presence of gold only in alluvial or eluvial form and the absence of payable reefs. The forest lands in the south are gradually being investigated by forestry officers with a view to determining their exploitable value.

#### Land Tenure.

107. In the Colony and certain other parts of Nigeria a system of freehold has developed, largely on the lines described in paragraph 97 *supra*. In the remainder of the Southern Provinces communal tenure of land has gradually matured into family rights, though in certain areas the community reasserts itself from time to time. The alienation of such land to non-natives is now restricted to leases of ninety-nine years granted with Government approval under the Native Lands Acquisition Ordinance: absolute ownership of land by non-natives was recognised in the past but cannot now be obtained. Mortgages by natives of leasehold property are permitted in certain towns but those by non-natives are only permissible with the approval of the Government.

108. Under the Crown Lands Ordinance the Government may grant leases of Crown Land for any term and licences for its temporary occupation, but he may not sell Crown Land without the prior consent of the Secretary of State. There is not very much Crown Land—the greater part of it has been acquired by Government for public purposes.

109. In the Northern Provinces all land is vested in the Crown in trust for the people. The ordinary native holds from the community the land on which he lives and that on which he farms. He cannot dispose of it without the consent of the community. No non-native may occupy land without the Governor's consent which is conveyed by a certificate of occupancy and no transaction in land so held is valid without the Governor's approval. The term of a right of occupancy for a non-native is limited and there is provision for the issue of temporary rights.

#### Agriculture.

110. In Nigeria proper, as opposed to the small portion of the Cameroons which is administered by the Nigerian Government under mandate, agriculture is entirely a peasant industry. It is quite impossible even to guess at the gross annual production of most of the crops, but for the few which are exported figures can be arrived at, taking rough ratios between annual known export and estimated annual local consumption.

111. In most countries with a climate like that of Southern Nigeria experience has shown that the crops which are more profitable to the farmer are not primary foodstuffs, but rather those products which are exported from the tropics to the temperate regions of the world for manufacture; such as rubber, cocoa, tobacco, coffee, sugar, fruits and spices. Not infrequently, where conditions are favourable, their cultivation is carried to such an extreme that the producers have to rely on food not grown by themselves. Southern Nigeria is thus somewhat exceptional among truly tropical countries, in that the production of food for local consumption still constitutes the most important part of the local agriculture; such local food crops are principally yams, cassava, maize and beans.

112. This feature of the agriculture of Southern Nigeria may in part correctly be regarded as a primitive condition which time will modify. It is also in part a result of peasant farming, since the peasant is more inclined than the large landowner to grow his food instead of buying it, even though the latter might theoretically be the more profitable way. There is also another limiting factor in the production of export crops, when each holding is as small as it is in Nigeria, namely that most of the tropical export products need treatment after harvesting, or organised marketing, which are beyond the peasants' powers.

113. In spite of these limitations, however, the farmer of southern Nigeria is exceedingly anxious to increase his output of such export commodities as he can produce; and his ability to compete in the world's markets has already been amply demonstrated. The native farmer favours permanent crops, which, once planted and successfully brought to maturity, will continue to yield a crop annually for many years, though the adoption of plantation methods by the native farmers is said to be hampered in some parts of the Southern Provinces by the local systems of land tenure. That this is not an obstacle to progress everywhere is shown by the history of cocoa planting; for although it has progressed much more slowly than in the Gold Coast, its progress in the Yoruba Provinces has been very steady. The question of land tenure in relation to plantations is being specially investigated.

114. Hitherto the peasant farmers of Southern Nigeria have paid little attention to the maintenance of fertility, or to the manuring of their permanent crops but the time must come when these matters will have to be seriously considered if yields are to be maintained. There is already some evidence that cocoa plantations in the older areas are steadily deteriorating and the soil in large areas in the Onitsha and Owerri Provinces has been reduced to such a low level of fertility that crops such as maize and yams can no longer be grown. The Agricultural Department has always regarded this question as one of fundamental importance and has carried out a thorough investigation to ascertain the possibility of maintaining soil fertility by means of green manures. This work has given satisfactory results in some areas but in others it has not been successful. Further experiments to test the value of artificial and animal manures have therefore recently been commenced.

115. *Palm Oil*.—Palm oil and palm kernels, which constitute the most important exports from Southern Nigeria, are both derived from the fruit of the oil palm. This is a tall palm, not unlike the coconut palm. While it may be said to grow wild all over Southern Nigeria, actually many of the trees have been deliberately, though irregularly, planted. Except in the small plantations that have been established in recent years, no weeding or attention is given to the trees. To climb a tall palm and harvest the fruit is distinctly hard work; but the extracting of the oil and kernels, though it takes a considerable time, involves little hard labour and is largely carried out by women. The quantity of oil exported annually was formerly about 125,000 tons but the average quantity exported during the last five years has risen to approximately 137,000 tons. Palm oil also forms an important part of the diet of the people of Southern Nigeria: and, moreover, with the improvement of means of

transport that has taken place in recent years, a trade in palm oil from Southern to Northern Nigeria has sprung up and increases annually. It is not possible to obtain actual statistics, either of the local consumption or of the internal trade, but it is possible in various indirect ways to form some estimate of their probable combined volume, and such considerations suggest that this probably amounts to at least 100,000 tons per annum, making a gross production of at least 237,000 tons. The export of palm oil for the year 1937 amounted to 145,840 tons as compared with 162,779 tons in 1936 and 142,628 tons in 1935. All palm oil exported from Nigeria is examined by Government Inspectors and its export is only permitted if it contains less than two per cent of water or dirt.

116. The ordinary "wild" palm tree of Nigeria yields no fruit until it is some thirty feet in height and probably as many years old. But oil palms in a cleared plantation will begin to bear at four years old and reach full bearing at ten years. Thus for many years their fruit can conveniently be harvested from the ground or with a short ladder. Moreover the yield of plantation trees is two or even three times as great as that from wild trees. The Agricultural Department has for some years been demonstrating this fact to the native farmer, who has not been slow to appreciate it: in 1928 six farmers had planted twenty-one acres and in 1937 3,557 farmers were working plantations with a total acreage of 6,588.

117. Practically all these plantations are in the Provinces of Benin, Warri, Owerri, Calabar, and Onitsha, which constitute the main palm oil belt of the country. In a few years time each acre of plantation will yield some two tons of fruit, whereas it is only exceptionally good wild palm areas that will yield three-quarters of a ton. If, as will often be the case, the plantation fruit is pressed while the wild fruit is treated by the old native method, it will mean that the former yields 800 lb. or more, of oil per acre, while the latter yields 135 lb. When improved seed is available for the plantations their superiority will of course be much greater still. The farmer fully understands the value of selected seed and is reluctant to make a plantation unless he can obtain seedlings grown from such seed. At the end of 1937 fifty-seven central nurseries and many smaller ones had been established by the Agricultural Department. These nurseries contain some 290,000 seedlings which will be ready for sale to farmers in 1938.

118. In addition to the plantations made by the native farmer, there are about 10,000 acres of palm plantations (of which only about 2,000 acres have actually been planted up) managed by the United Africa Company on land leased by them from the natives at Ikot Mbo in the Calabar Province and Aja-Gbodudu

in the Warri Province. Only in the southern part of the mandated territory of the Cameroons are there any freehold plantations belonging to non-natives; these were alienated by the former German Government before the war, and amount to some 523 square miles. These plantations employ about 200 non-natives; their products (bananas, cocoa, palm oil and kernels and rubber) are entirely for the export market, the vastly greater part going to Germany, and amount in value to less than half a million pounds, about one-fortieth of the total exports from Nigeria as a whole. Considerable progress has been made in the introduction of small hand presses for the extraction of the oil from the fruit. The value of the press method for increasing the quantity of oil extracted from the fruit, and for producing oil of better quality is steadily being realised by the farmers and it is becoming increasingly popular. At the beginning of 1937, 350 machines were being operated by native owners but by the end of September 701 were in use, an increase of 100%. The press always yields more oil than the native process of extraction, but its superiority has varied in different trials from 10% to 225%. This is partly due to the fact that the relative superiority of the press rises with the richness of the fruit, and partly to the varying efficiency of the different local native processes with which it is compared. In the average of twenty-one very carefully conducted, strictly comparable tests the press has yielded 14.6% of oil and the native process 10.6% from the same fruit which makes the press more efficient by 40%.

119. *Palm Kernels*.—After the palm oil has been extracted from the pulp of the fruit, the nuts are allowed to dry for a few weeks and are then cracked to obtain the kernels. This cracking is done almost entirely by women as a spare time occupation. It is done by placing each nut separately on a stone and hitting it with another stone—a process which, when conducted by an expert, is by no means as slow as might be imagined. The kernels are separated from the broken shells as they are cracked and then only need a little further drying before they are ready for export. Palm kernels are hardly consumed locally at all, so the annual export represents practically the gross annual production. The quantity exported annually varies from year to year with the price paid by exporters. Of recent years the figure has been between 250,000 and 300,000 tons, and it seems clear that the tendency is for the quantity gradually to increase. The Government inspection system prevents the export of kernels containing more than four per cent of shell and dirt, or those not properly dry. On arrival in Europe palm kernels are pressed and yield an oil similar to coconut or groundnut oil, which is used in the manufacture of margarine and the refined oil used on the Continent for cooking. The cake which remains after the oil has been extracted is used for cattle food, for which it is very valuable.

Unfortunately, this particular cake is much more popular among continental farmers than English farmers, so that more than half of the Nigerian kernels have gone to the Continent of Europe in recent years.

120. *Cocoa*.—The cocoa tree is not indigenous to West Africa, and as it is a comparatively delicate tree, it can only be grown in plantations, which, with the exception of the European-owned plantations in the Cameroons, are all owned and managed by Africans; comparatively few are more than an acre or two in extent. Its cultivation is restricted to areas in which there is ample atmospheric humidity and where the soil is both good and deep. The simultaneous occurrence of all these conditions is by no means universal in Southern Nigeria, but the greater portion of the four western Provinces of Abeokuta, Oyo, Ondo and Ijebu and parts of several others are suitable for cocoa plantations. A cocoa plantation needs thorough weeding and some cultivation during the first four or five years: thereafter it entails remarkably little labour. In Nigeria even the labour of the first few years is reduced by growing food crops between the young trees.

121. Nigerian farmers' methods of growing cocoa are open to criticism, in that plantations are often much too thick, nothing is done to replace what is taken from the soil, and little care is generally devoted to measures to protect the trees from diseases. At present, however, the trees are remarkably free from diseases, except the "Black Pod disease". This disease does not damage the tree itself and, as most Nigerian cocoa farmers well know, would cause very little loss of crop in Nigeria proper (as distinct from the Cameroons), if the pods were harvested regularly once a month. Unfortunately much the easiest way for a peasant to store cocoa is to leave it on the trees. Hence when the price of cocoa falls the farmer, hoping for a rise, often delays harvesting until much of his crop has been ruined by the disease. The prevalence of the disease varies greatly from year to year. The yield of cocoa per acre in Nigeria is very high as compared with other parts of the world. The amount exported during the cocoa season from 1st October, 1936, to 30th September, 1937, was 97,230 tons from Nigeria and 4,475 from the Cameroons, at an average price of £33 12s. a ton. It is not consumed locally at all. Cocoa is not consumed internally in Nigeria, so that the figures for export are roughly the same as those of gross annual production.

122. The quality of any parcel of cocoa depends upon the particular botanical variety of cocoa of which it consists, on the size of the beans, and on the proportions which it contains of mouldy beans, beans damaged by insects, and unfermented beans. The variety grown throughout Nigeria is Forastero-Amelonado,

which is hardy but not of high quality. The size of the beans varies during the year but cannot be controlled by the farmer. In the Government inspection system, bags of small beans, such as occur out of the main harvesting season, in the "mid-crop", must, by law, be marked accordingly with the letters L.C., before export. Almost complete freedom from mould and insect damage is easily obtained during the main harvesting season in Nigeria, if reasonable care is exercised in drying the beans before they are bagged for sale; for at that season the weather facilitates rapid drying. Freedom from unfermented beans, however, depends upon the grower curing his cocoa by a process which calls for some little extra trouble and care.

123. By the Nigerian Government grading system, cocoa of first grade must contain less than 5% damaged or unfermented beans; Grade II allows up to 8% of defective beans of which not more than 5% may be mouldy, but takes no account of the degree of fermentation. Grade III consists, in effect, of any other cocoa of reasonable saleable quality. Really bad cocoa may not be exported from Nigeria at all. The quality of the cocoa exported has improved steadily during the last twelve years and in 1936-37 about eighteen per cent of the exports were of Grade I and over eighty-one per cent of Grade II.

124. Although the bulk of the crop is still Grade II, in recent years there has been a steady improvement within this grade. This improvement in quality is partly due to the inspection and grading and partly to the educative work carried out by the Agricultural and Co-operative Departments, which work together in close co-operation. The Co-operative societies by concentrating on the preparation and marketing of Grade I cocoa, and demonstrating that it is profitable to do so have rendered valuable services to the cocoa industry and have at the same time provided their members with increased returns. The drop in the proportion of Grade I cocoa in 1936-37 was due to the rapid rise in price during the marketing period which caused the farmers to market their cocoa as rapidly as possible.

125. For some years the Government has actively encouraged co-operative methods in agriculture and especially in the marketing of agricultural produce. It is particularly in the cocoa-growing areas that the advantage of co-operation has been appreciated and there are numerous farmers' unions in these districts. The actual cultivation is generally undertaken individually: it is principally in the marketing, to a lesser degree in the preparation for the market, that co-operative methods are employed. In many villages there are co-operative fermentaries and drying sheds for cocoa, while all the societies market the produce of the individual members in bulk and share out the profits at fixed intervals. The

societies are regulated by law and have the benefit of the assistance and advice both of the Registrar of Co-operative Societies and of the local agricultural officers.

126. *Groundnuts*.—The Groundnut (or peanut or monkey nut) constitutes the great export crop of the extreme north of Nigeria, especially of the heavily populated Province of Kano. It is a valuable and attractive crop on sandy soil; for unlike most crops it will yield well on such land with little or no manure; other advantages are that it smothers weeds comparatively well, adds rather than removes fertility from the soil, and in times of scarcity can be used as food instead of being sold for export. The dried leaves and stems are extremely valuable as fodder and are carefully conserved for this purpose. On heavy soils the work of harvesting groundnuts is sufficiently arduous to constitute a serious objection to the crop especially as there is little interval between the ripening of the nuts and the time when the soil becomes too hard for efficient harvesting to be possible at all. Another serious difficulty with this crop is that the value per ton in Europe is low while the main producing area is about 700 miles from the coast: at times when produce prices are low the cost of sea and railway freight, in spite of specially reduced rates for the latter, leave little for the producer. In recent years the practice of adulterating groundnuts became prevalent but a produce inspection system has been instituted which is having good results. The exports in the 1936-37 season amounted to 350,000 tons at an average price at Kano of £7 17s. 6d. a ton. This is the highest figure so far recorded: previously the average has been about 195,000 tons. The marketing of the 1937-38 crop has not yet been completed but owing to the fall in the price the quantity exported will almost certainly be considerably less than in 1936-37.

127. Groundnuts are consumed locally in Nigeria as well as exported and there are no means, direct or indirect, of estimating the local consumption: the volume of the gross annual production is, therefore, unknown. The Agricultural Department, after many abortive trials of varieties imported from other countries, is now endeavouring, with some prospect of success, to produce heavier yielding varieties of groundnuts by selection locally. It seems possible that the average yield per acre may eventually be increased by as much as fifteen per cent especially if the farmers can also be induced to adopt a much closer spacing of the plants in the field.

128. *Cotton*.—Cotton is exported from the north of Nigeria especially the Zaria, Katsina and Sokoto Provinces, and from the Oyo Province in the south. It is also grown on a smaller scale, mainly for local consumption, in several other provinces. The conditions in the two main producing areas are so different that it is

necessary to discuss them separately. In northern Nigeria cotton is the crop of the heavy soils. The original native cotton of this district was quite unsuitable for export, but it was successfully replaced about the year 1916 by an American variety introduced from Uganda. The annual yield per acre is liable to considerable fluctuation according to the distribution and quantity of rainfall. The farmer also varies the amount of cotton which he plants each year, partly in accordance with the fluctuation of the price paid for cotton, but chiefly according to his previous crop of grain for food. If the grain crop of the previous season was a poor one, he naturally plants a larger area of grain and less cotton. Thus, although locusts do no damage to cotton, the damage that they did to food crops in 1929 caused a great reduction in the area of cotton planted in 1930, while the heavy food harvest of 1931 led to more cotton being planted again in 1932. The exports in 1936-37 amounted to 39,189 bales of 400 lb. nett weight, at a price varying from .8d. to 1½d. per lb. of seed cotton; in 1931-32 the exports were only 5,000 bales, but in 1934-35 50,000. In addition to these amounts an unknown quantity is consumed locally in hand spinning and weaving and there is also a considerable export by land northward across the Anglo-French boundary. It is impossible to form any estimate of these amounts though it is clear that they are liable to great fluctuation. It is expected that in the 1937-38 season the crop will be less than that of 1936-37: the low price will cause a greater quantity than usual to be absorbed by the local industry.

129. Cotton must have been an important crop in the Provinces of Oyo and Ilorin long before there was any export to Europe, for in those provinces there had always been considerable hand-spinning, weaving and dyeing industries. The local demand is, however, limited. For although the hand-woven cloth has maintained its place in the consumers' favour because of its durability, it is dearer than imported cloth. Any increase in production of raw cotton therefore depends upon export to Europe; and from the beginning of the present century considerable effort has been steadily devoted by Government to the fostering of this export trade. The native cotton, which is indigenous to the district, is barely good enough to be acceptable to the European market; so that in years when the price of cotton on the world's market is low, the price that can be paid locally for native cotton is so small that it is not worth growing. For many years repeated efforts were made to find a superior cotton which could be grown with success in spite of the many pests and diseases which are encouraged by the humid climate. These efforts led only to repeated failures until an improved cotton was bred by selection from a native variety, which was not only superior in commercial quality, but also in its resistance to diseases. The amount consumed locally varies greatly from year to year

according to the price offered for export and it is impossible to estimate the gross annual production. The exports of native cotton in 1936-37 were 340 bales at a price of from 1d. to 1½d. per lb. of seed cotton, and of "Improved Ishan" 5,784 bales at 1½d. to 1¾d.

130. *Benniseed*.—There is a small and slowly growing export of sesame seed ("benniseed") chiefly from the Benue Province. The quality of this crop in Nigeria used to be seriously vitiated by heavy adulteration with inferior species. Pure seed has been given by the exporting firms in exchange for adulterated seed—the firms bearing the difference in the value—to secure the practical elimination of the inferior species. The production of this crop was greatly handicapped by the exceedingly laborious nature of the native method of handling the crop when preparing it for thrashing. Care is necessary owing to the peculiar readiness with which the seed is shed; but the Agricultural Department was able to demonstrate that benniseed could be dried in stooks of sheaves, just as cereals are in Europe, without loss of seed. The process has been extensively adopted in recent years by native growers, as have also the improved methods of cultivation demonstrated by the department. The adoption of these two practices recently has led to a rapid increase in the export of benniseed and consequently of the prosperity of the Benue Province. The quantity exported in 1936-37 amounted to 13,120 tons.

131. *Ginger*.—A new industry was started in 1928-29 by the Agricultural Department in the export of ginger. This trade is confined to certain very primitive pagan tribes in the southern part of the Zaria Province and some adjacent parts of neighbouring provinces. The assistance rendered by the Agricultural Department includes distributing good "seed-ginger", demonstrating the correct (and rather difficult) method of preparation, and grading the produce offered for sale. Between three and four hundred tons have been exported in each of the last two seasons and there is every prospect of the increase continuing: the export for the current season may reach 500 tons.

132. *Export of Fruit*.—Efforts are being made to develop an export of fruit from the Southern Provinces. At present the only fruit produced in sufficient quantity for even commercial trial shipments is the seedling green orange. Some 400 cases of these were exported from the western provinces of Southern Nigeria in 1934 and this figure had increased to nearly 2,000 cases in 1936. Owing however to very unfavourable climatic conditions in 1937 the export fell to 581 cases in that year. Some of the fruits are artificially yellowed by the exporters and all the fruit, before and after packing, has to be inspected and passed by an agricultural officer. It is too early to predict the eventual result of this

attempt, but at present there seems a prospect of success chiefly because fruit is available in October and November when oranges are scarce in Europe. There is also a steadily growing trade in oranges from Southern to Northern Nigeria which will assist the export trade by ensuring a ready market for fruit which is not quite up to the standard required for export purposes.

133. There also seems to be a possibility of exporting grape fruit from Nigeria; farmers have for two years been planting budded grape fruit trees of the "export" variety ("Marsh Seedless") and it is evident that they will buy and plant them as fast as the Agricultural Department is able to produce them. No export will be possible until these trees begin to fruit in a few years' time, but again, so far as can be judged at this stage, there is at least a hope of eventual success. It is realised that by the time the grape fruit trees now being planted come into bearing the European market for such fruit may be "glutted" but, on the other hand, citrus trees in Nigeria bear heavily and the native of this country would find production profitable at a price which planters elsewhere would consider very low. Success, if it is to be achieved, will depend upon very strict inspection and control of production and export by Government. At present most of the work on citrus is being carried on in the south-western part of the country, but its importance to Nigeria is greatly increased by the fact that citrus is one of the comparatively few economic trees which will grow on the very poor soil of the eastern provinces. Experiments have also been carried out for two or three years, with a view to producing pineapples of the superior desert variety (smooth cayenne) suitable for export. The problem is not easy to solve, for we are attempting to do in the field, as a farm crop, what in the Azores is only done in glass houses. It is not yet possible to say whether these experiments will prove successful, but the results to date are distinctly encouraging, and exports are steadily increasing: 663 cases of pineapples were exported in 1936-37.

134. The Agricultural Department, in co-operation with the local Native Administration has continued the experimental work in connection with the establishment of a rice growing industry in the tidal mangrove swamps at Warri. Experimental work has also been undertaken in the mangrove swamps at Oron and Calabar and the results have shown that these areas are just as suitable for rice growing as the Warri swamps. There seems every probability of this industry showing considerable expansion in the next few years. One of the main obstacles to the progress of this new industry was that the growers found great difficulty in hulling their paddy. This has now been solved by the introduction from Malaya of a simple hand huller which can easily be copied locally.

135. *The Kola "crop"* is one of considerable local importance in West Africa. The nuts are borne on a tree not unlike a cocoa tree and are chewed all over West Africa as a luxury. A few years ago the nuts consumed in Nigeria were all imported from the Gold Coast and Sierra Leone. Kola planting was, however, advocated and stimulated by the Agricultural Department in the south-western part of Nigeria some years ago, and now, so far as can be ascertained, the local production supplies more than half the Nigerian demand. Recently kola planting has extended to the central and eastern provinces of Southern Nigeria and although the area planted there is as yet small, there is every reason to believe that it will eventually become very considerable, for this is one of the few crops that seems to thrive even on the very poor soil that covers the major part of those provinces. A special express goods train runs from Lagos to Kano each week for this traffic alone.

136. *Food Crops.*—The harvests of food crops in Southern Nigeria are remarkably constant. Farmers naturally note that the crops in some years are better than in others, but the extent of the fluctuations is quite insignificant as compared with those which occur in most parts of the world. The prices of foodstuffs fluctuate a good deal and may be doubled or halved within three years. In Northern Nigeria an abnormally poor rainfall causes a poor harvest perhaps once in seven or eight years and, still more occasionally, the occurrence of two such seasons in succession leads to a real shortage of food or a partial famine; the harvest of 1937 was however generally excellent and corn is therefore plentiful.

137. The Agricultural Department is working to increase both the area of crops grown and the yield per acre of all crops in the Northern Provinces, including foodstuffs, cotton and groundnuts, through the introduction of ploughing with cattle and the making of farm-yard manure. This system is known as 'mixed farming'. A family with a pair of cattle and a plough can cultivate four or five times the area of crops that they can cultivate by hand. At the same time, owing to the fact that a very little manure greatly increases the yield of crops in that part of the country, the man who uses farm-yard manure gets very much heavier yields per acre than the man who digs his soil by hand and, keeping no cattle, has no manure. The new mixed farmer usually increases his three acre farm to about six acres in his second year, then to about nine, and twelve in the next two years respectively, so that it takes him three or four years to increase his farm to its new maximum, and still longer to acquire or rear all the stock the farm can carry. Eventually, however, his returns are very many times greater than those of the ordinary farmer—the stock alone, which he can feed almost entirely on the bye-products of his farm, give more than the gross annual return

from the hand-worked farm. Extension work was started in 1928, with three farmers near the Agricultural Station at Samaru, Zaria; there were in 1937 1,435 farmers taking part in the movement. Practically all these farmers have been enabled to start mixed farming by receiving advances of from £5 to £10 per head from their Native Administration to cover the cost of bullocks and implements. The bullocks are all bought and trained, and the farmers trained by the Agricultural Department.

138. *Improvement of Livestock.*—As a corollary to this attempt to introduce a system of mixed farming, since 1928 the Government has maintained a stock farm at Shika for the purpose of improving the local Zebu cattle by selective breeding. Improvement of milk yield is the main object of this work, and considerable progress has already been made. Experimental work on animal nutrition is also being actively carried out at all the main Experimental Farms of the Agricultural Department. A new stock farm is at present being established at Ilorin with funds provided by the Colonial Development Fund. This farm will provide facilities for investigating the possibility of introducing a form of mixed farming in areas where the incidence of trypanosomiasis is too high to enable Zebu cattle to be used, by utilising the small humpless West African Shorthorn cattle which have a considerable natural resistance to this disease. For the purpose of this investigation cattle are being imported from the Gold Coast, the Gambia and French Guinea. The Agricultural Department is working in close co-operation with the Veterinary Department, and although early results are not anticipated, there is every prospect that a considerable measure of success will ultimately be obtained.

139. The foregoing paragraphs on the subject of agricultural resources will have made clear that, except in the comparatively insignificant areas which have been exploited by plantation companies, the agricultural production is in the hands of the native peasant farmers. He, with his family, clears, plants and tends his farm and reaps its crops. His family prepares them as far as they can for disposal. Heavy work, such as clearing new farms, is done by a gathering of all the neighbours who are rewarded with a feast.

#### Livestock.

140. It is not possible to estimate accurately the livestock population of Nigeria though the amount of Jangali tax collected gives some indications. It is a tax on cattle and is levied in the Northern Provinces but only in a very small area of the Southern Provinces. With the inevitable evasions cannot represent the total livestock population, even in those parts where it applies. The estimated figures for the whole of Nigeria, including the Mandated territories, for 1937 are: 3,052,000 cattle,

1,919,600 sheep, 5,620,250 goats, 176,900 horses, 466,750 asses, 42 mules, 2,030 camels, and 66,070 swine. These are however only a rough approximation since the estimates for the Southern Provinces can only be reached by guess-work.

141. The price of livestock and their products was maintained at a satisfactory high level throughout the year. In December large bulls at Ilorin market fetched from £7 17s. 0d. to £8 15s. 0d. and average sized animals from £6 to £6 10s. 0d. The above prices can be taken as a fair indication of the average throughout the year. The number of cattle reported as slaughtered in the North during the year was 296,413 as compared with 255,969 in 1936, whilst 94,396 cattle and 85,142 sheep and goats reached Ilorin market on foot from the North for slaughter there and at the markets further South. In addition to the cattle 300,830 sheep, 992,988 goats and 70 swine are known to have been slaughtered in the Northern Provinces. Besides the animals that were trekked, 32,104 cattle and 27,455 sheep and goats were railed from the North to stations in the South.

142. The Native Authority Orders controlling the movements of cattle, which were made in December, 1934, are now in effective operation throughout the Northern Provinces, and stations have been established along the international frontier for the inspection and treatment of the cattle passing through. During the year some 200,000 cattle from French Territories were dealt with.

143. *Disease Control.*—The situation with regard to the control of disease has continued satisfactorily, except for an outbreak of rinderpest in the Adamawa Province at the beginning of the year and the existence of pleuro-pneumonia in an endemic form in eastern Bornu. Elsewhere only small outbreaks of disease were reported and only minor losses were experienced, as the majority of the cattle in all areas have now been immunised.

144. The policy of large scale immunisation was continued to the utmost capacity of the resources of the Veterinary Department in staff and laboratory products. The immunisation is now very popular with cattle owners and increasing numbers of cattle are being presented for treatment, the numbers immunised against rinderpest being limited to the amount of serum that the Vom laboratory could produce. During the year 410,000 cattle were immunised against rinderpest by the sero virus method and a further 227,000 were vaccinated. There were also 425,456 vaccinations carried out for blackquarter, 137,679 for pleuro-pneumonia and 34,245 for anthrax. In addition, some 8,000 cattle were treated for trypanosomiasis.

145. During the year, forty-three outbreaks of rabies were confirmed and 2,249 dogs received prophylactic vaccination. The incidence of the disease during the last few years is evidence of

its endemic and widespread nature in the country. Outbreaks are dealt with by the slaughter of stray dogs and vaccination in infected areas.

146. *Improvement of Livestock.*—The improvement of cattle by selective breeding is in practice and the facilities offered to the Fulani by the Veterinary Department for the castration of scrub bulls have been continued, several thousand bulls having been castrated during the year. Selective breeding and preservation of goats with a view to improving the quality of the skins produced continues to make headway: 57,913 goats were castrated in Sokoto, in addition to several thousand in other provinces, and large numbers of improved billies were distributed.

147. *Hides and Skins.*—The export trade in cattle hides and in goat and sheep skins showed a satisfactory increase over the previous year's figures, and this in spite of the serious depression in the trade towards the end of the year. The hides and skins improvement scheme has raised the general quality of the Nigerian products and has increased their demand in overseas markets. The total value of the exports increased from £761,853 in 1936 to £876,341 in 1937, an increase of £114,488.

148. *Clarified Butter Fat.*—373 tons of clarified butter fat, valued at £9,406, were exported. This represents approximately 480 tons of butter as purchased from the cattle owners, who received an average price of 2½d. per lb.

#### Mining.

149. Since 1930 the mining industry in Nigeria has been subject to the International agreement restricting tin production and the mines have been producing to a varying quota based on the 1929 production as standard. The increased activities of the tin industry recorded in the report for 1936 were continued throughout 1937. This was a direct result, as in the previous year, of the increases in quota which took place. In the first quarter the quota was 100%, and it was increased to 110% for the rest of the year. This high figure meant increases of plant and a second pipe line at the privately owned Kurra Falls hydro-electric installation was completed during the year, to enable full output to be maintained throughout the dry season. Construction of the subsidiary plant of 6,000 H.P. at Jekko Falls has continued and it is hoped that it will soon be completed. 15,137 tons of tin ore was exported during the year at prices fluctuating between £311 and £183 per ton of metal, the average price being £242.

150. The output of gold was approximately 26,466 ounces, which is about 7,000 ounces less than in 1936. The decrease in output is due to the exhaustion of the easily worked deposits and to increased activity on the tinfields. The average price of gold during the year was £7 0s. 9d. an ounce, 6d. more than in 1936.

151. Interest in Columbite has been maintained and 717 tons were produced, four companies being responsible for the greater part of this output. Approximately 851 tons of silver-lead ore was won during 1937, compared with 1,400 tons in 1936: the only producing mine, Northern Nigeria Lead Mines, Limited, ceased work in July owing to loss of economic values. The export of Wolfram amounted to ten tons.

152. The mines are worked by private individuals and companies under European control, holding the land occupied by them from the Governor, in whom is vested the control of all native lands in the Northern Provinces (wherein the mines are situated). The grant of titles is prescribed in the Minerals Ordinance, which declares all minerals to belong to the Crown, and is of various kinds. Prospecting is carried out under a Prospecting Licence or an Exclusive Prospecting Licence: the former is valid for the whole of the year, the latter for the restricted area specifically mentioned in the licence. Mining is only possible under a Mining Right granted in respect of stream beds and annually renewable or a Mining Lease valid for twenty-one years and renewable for a similar period. The area to be mined and the class of mineral are restricted by the title. Native rights are carefully considered before any title is granted and full compensation is paid for disturbance. Water can only be diverted from water courses under a Water Right and it must be returned to the original stream.

153. The only mining operations in the Southern Provinces are those carried on at the Government Coalfields situated at Enugu, 151 miles by rail from Port Harcourt. The mines are capable of producing 1,700 tons a day and actually produced 363,180 tons during 1937. About sixty thousand tons of this is exported, including the quantities sold to ships, and the remaining three hundred thousand consumed locally, by the railway and other concerns. The total revenue derived from sales of coal in the financial year 1936-37 was £101,423.

#### Forestry.

154. The question of soil impoverishment in Nigeria still receives much attention; the Anglo-French Forestry Commission completed its activities early in the year and submitted a report which was published as a Sessional Paper. The anti-desiccation survey was continued and by the end of the year the whole of the Daura and Kazaure Emirates and the northern part of Sokoto had been covered. This survey will be followed by the reservation of what may be termed "strategically situated" forests and will be accompanied by the other operations detailed in the proceedings of the Forestry Conference. This was held in Lagos in July and

the forest policy for the next ten years was laid down. A new Forestry Ordinance was enacted in the autumn to come into effect on 1st February, 1938.

155. The Working Plans Circle has drawn up preliminary plans for reconnaissance and enumeration surveys in the new reserves in the Benin Circle, and the field work is in progress. A programme of forest development, which incorporates communications, buildings and regeneration, is now in operation in two "rain forest" divisions. Silvicultural experiments and forest utilisation projects have been revised and brought up to date with recent developments in the exploitation of forests. The use of secondary species in Ibadan is being encouraged and impregnation tests are being carried out on many of these timbers. Durability tests are being continued.

156. *Minor Forest Produce.*—The collection of gum arabic in the Bornu Provinces continues as before: propaganda has been continued but still the Bornu peasant does not fully appreciate the easy money that lies at his hand. There has been some improvement in Niger gutta and 187,000 lb. were purchased for export in 1937.

157. *Major Produce.*—The export of timber almost reached a record this year and at the same time there was great activity in the internal timber trade; there is evidence that the increased export trade will be maintained as the general market in Europe remains firm. African contractors and pit-sawyers have done much business in supplying timber to the Ijora sawmills; the local demand for sawn timber also has shown a considerable increase, owing mainly to more money being in circulation. This has been particularly noticeable in Ibadan where the revenue in local fellings rose by almost £4,000. The bare revenue from timber during the year amounted to over £55,000, which was obtained despite the fact that the rains of 1936 were again short and the rivers low, making the rafting of logs extremely difficult; in some regions indeed overland haulage was resorted to. There has been a good demand for *Obeche*, *Mansonia* and the *Mahoganies*; increases in these are reported from all circles; *Obobo* also was considerably more in demand. Several new species are gradually finding their way into the market.

158. *Departmental Exploitation.*—The exploitation of the Ibadan and Olokemeji Reserves for *Iroko* Railway Sleepers has been continued, though somewhat hampered by the difficulty of getting sawyers and labourers during a period of farming prosperity when wages for much lighter work were high. The number of sleepers delivered was 10,714 containing 34,718 cubic feet and the profit on working was £1,859. There were large

demands for plantation produce such as firewood and *teak* and *cassia* poles, particularly in Ibadan, where 2,072 cords of firewood, 155 bags of charcoal, 3,225 yamsticks and 54,656 poles were sold.

159. *Reserves.*—In regard to forest reservation the scheme of creating small Native Administration reserves by clans is making headway in the Ondo and Ubiaja Circles. The total area of reserves in Nigeria showed an increase from 18,116.21 square miles to 20,093.13 square miles.

## CHAPTER VII.

### COMMERCE.

160. The wealth of Nigeria is predominantly agricultural and is almost exclusively in the hands of the natives. The mineral wealth, not nearly so great, is entirely controlled by non-natives. Of the nineteen and a half million pounds' worth of exports in 1937, about fourteen million pounds represented palm oil and kernels, groundnuts and cocoa. The export trade was greater than in the previous year by more than four million pounds; this was owing more to enhanced prices than to increased production, for though the values of all the principal exports rose, the quantities of oil and kernels and cotton actually decreased. The value of imports also rose, by about three and three-quarter million pounds to fourteen and a half million pounds, of which cotton piece goods represented nearly five million pounds. Goods for consumption by Europeans form but a trifling fraction of the import trade.

161. The tourist traffic in Nigeria is negligible, but an increasing number of persons are taking advantage of special 'round trip' passages on the mail boats, giving them ten days in Nigeria, while the boat is in Nigerian waters.

### STATISTICS.

TABLE 1. TOTAL VALUE OF IMPORTS. DOMESTIC EXPORTS AND RE-EXPORTS.

	1933	1934	1935	1936	1937
Imports ..	6,339,892	5,363,680	7,803,811	10,829,609	14,629,387
Exports ..	8,560,061	8,733,630	11,472,553	14,929,770	19,262,051
Re-Exports	167,029	140,170	142,161	147,176	174,117

TABLE 2 (a). PERCENTAGE OF TOTAL IMPORTS PROVIDED BY THE EMPIRE AND FOREIGN COUNTRIES.

	1933		1934		1935		1936		1937	
	Empire	Foreign	Empire	Foreign	Empire	Foreign	Empire	Foreign	Empire	Foreign
Cigarettes ..	99.22	.78	99.76	.24	99.83	.17	99.46	.54	99.88	.12
Leaf Tobacco ..	33.71	66.29	2.79	97.21	1.5	98.5	1.46	98.54	.9	99.1
Gin ..	27.61	72.39	29.43	70.57	29.83	70.17	22.78	77.22	22.84	77.16
Salt ..	94.73	5.27	89.43	10.57	90.23	9.77	91.63	8.37	90.85	9.15
Motor Spirits ..	2.67	97.33	.04	99.96	.01	99.99	4.46	95.54	2.22	97.78
Cotton Piece Goods	78.89	21.11	63.27	36.73	83.17	16.83	79.33	20.67	81.72	18.28
Kerosene ..	3.41	96.59	.01	99.99	.05	99.95	6.99	93.01	.01	99.99
Kola Nuts..	98.56	1.44	93.41	6.59	94.24	5.76	98.62	1.38	99.1	.9

TABLE 2 (b). PERCENTAGE OF TOTAL IMPORTS PROVIDED BY THE PRINCIPAL SUPPLYING COUNTRIES.

	1933	1934	1935	1936	1937
<b>CIGARETTES :</b>					
United Kingdom.. .. .	99.2	98.16	99.83	99.46	99.88
Other Countries .. .. .	.8	1.84	.17	.54	.12
<b>LEAF TOBACCO :</b>					
United Kingdom.. .. .	33.7	2.79	1.5	1.46	.51
U. S. America .. .. .	65.74	97.03	98.3	98.44	99.03
Other Countries .. .. .	.56	.18	.2	.1	.46
<b>GIN :</b>					
United Kingdom.. .. .	27.61	29.43	29.83	22.78	22.84
Holland .. .. .	66.54	69.79	70.01	77.22	76.44
Germany .. .. .	5.55	.78	.16	—	—
Other Countries .. .. .	.3	—	—	—	.72
<b>SALT :</b>					
United Kingdom.. .. .	94.73	89.43	90.23	91.63	90.82
Germany .. .. .	4.23	2.51	6.17	5.42	7.31
Other Countries .. .. .	1.04	8.06	3.6	2.95	1.87
<b>MOTOR SPIRITS :</b>					
United Kingdom.. .. .	1.31	.04	.01	4.46	—
U. S. America .. .. .	89.49	47.01	32.31	34.78	36.26
Other Countries .. .. .	9.2	52.95	67.68	60.76	63.74
<b>COTTON PIECE GOODS :</b>					
United Kingdom.. .. .	76.16	59.92	76.9	79.33	72.43
Italy .. .. .	.36	.11	1.87	4.39	2.16
Germany .. .. .	6.31	.05	2.48	5.49	3.03
Holland .. .. .	1.48	1.04	2.09	1.72	2.36
France .. .. .	.34	.04	—	—	.01
Russia .. .. .	—	9.96	2.35	.15	.08
Japan .. .. .	12.34	25.36	1.74	.99	1.99
Other Countries .. .. .	3.01	3.52	12.57	7.93	17.94
<b>KEROSENE :</b>					
United Kingdom.. .. .	3.02	.01	.05	6.99	.01
U. S. America .. .. .	76.02	44.29	46.01	36.08	31.8
Other Countries .. .. .	20.96	55.7	53.94	56.93	68.19
<b>KOLA NUTS :</b>					
Sierra Leone .. .. .	91.19	86.53	14.55	68.27	95.84
Gold Coast .. .. .	7.37	6.88	79.69	30.35	3.26
Other Countries .. .. .	1.44	6.59	5.77	1.38	.9

TABLE 3 (a). PERCENTAGE OF TOTAL EXPORTS TO THE EMPIRE AND FOREIGN COUNTRIES.

	1933		1934		1935		1936		1937	
	Empire	Foreign	Empire	Foreign	Empire	Foreign	Empire	Foreign	Empire	Foreign
Palm Oil .. ..	53.35	46.65	68.56	31.44	67.23	32.77	66.4	33.6	59.25	40.75
Palm Kernels ..	39.36	60.64	48.23	51.77	44.69	55.31	36.06	63.94	39.37	60.63
Cotton Lint ..	95.1	4.9	86.39	13.61	69.77	30.23	37.48	62.52	72.36	27.64
Tin Ore .. ..	100	—	100	—	100	—	100	—	100	—
Ground Nuts ..	11.49	88.51	14.09	85.91	24.45	75.55	22.89	77.11	30.23	69.77
Cocoa .. ..	29.34	70.66	22.21	77.79	29.2	70.8	25.22	74.78	19.84	80.16

TABLE 3 (b). PRINCIPAL COUNTRIES OF DESTINATION OF DOMESTIC EXPORTS  
(PERCENTAGE).

	1933	1934	1935	1936	1937
<b>PALM OIL :</b>					
United Kingdom.. .. .	53.35	64.	57.76	66.4	59.25
Germany .. .. .	7.52	3.66	2.96	12.55	4.94
U. S. America .. .. .	18.33	5.62	15.73	7.7	16.84
Holland .. .. .	3.99	2.22	1.12	3.81	1.72
France .. .. .	—	1.33	.18	—	—
Italy .. .. .	16.38	18.19	12.55	8.36	8.6
Other Countries .. .. .	.43	4.98	9.71	1.18	8.65
<b>PALM KERNELS :</b>					
United Kingdom.. .. .	39.36	48.23	44.69	36.06	39.37
Germany .. .. .	40.23	26.91	33.98	44.28	39.99
U. S. America .. .. .	2.44	.88	2.08	1.32	2.8
Holland .. .. .	11.55	15.66	14.	12.63	13.18
France .. .. .	.17	—	—	—	.19
Italy .. .. .	.4	—	.35	.16	.2
Denmark .. .. .	3.26	3.67	1.85	1.5	.66
Other Countries .. .. .	2.59	4.65	3.05	4.05	3.61
<b>COTTON LINT :</b>					
United Kingdom.. .. .	95.1	86.39	69.77	37.48	72.36
Germany .. .. .	4.7	—	23.37	46.52	14.6
France .. .. .	—	—	.93	2.18	10.07
Other Countries .. .. .	.2	13.61	5.93	13.82	2.97
<b>TIN ORE :</b>					
United Kingdom.. .. .	100	100	100	100	100
<b>GROUND NUTS :</b>					
United Kingdom.. .. .	11.49	13.31	23.62	22.89	30.23
Germany .. .. .	13.83	10.07	11.91	19.38	14.78
Holland .. .. .	7.58	6.6	12.75	10.09	7.2
France .. .. .	56.24	50.71	41.14	43.29	33.55
Italy .. .. .	7.58	10.51	3.59	.78	9.83
Other Countries .. .. .	3.28	8.80	6.99	3.57	4.41
<b>COCOA :</b>					
United Kingdom.. .. .	29.34	21.87	29.2	25.22	19.84
Germany .. .. .	22.78	17.86	13.4	19.25	17.7
U. S. America .. .. .	19.89	34.17	32.85	32.2	37.5
Holland .. .. .	26.52	23.79	22.65	21.74	22.91
France .. .. .	—	—	.02	—	—
Other Countries .. .. .	1.47	2.31	1.88	1.59	2.05

TABLE 4. QUANTITIES, VALUES AND SOURCES OF SUPPLY OF PRINCIPAL IMPORTS.

	1936		1937	
	Quantity	Value	Quantity	Value
		£		£
<b>CIGARETTES—(Hundreds):</b>				
United Kingdom .. .. .	3,322,075	235,919	4,147,926	314,184
Holland .. .. .	12	4	7	1
Germany .. .. .	995	171	722	168
Other Countries .. .. .	17,117	20,689	4,453	325
<b>TOTAL .. .. .</b>	<b>3,340,199</b>	<b>256,783</b>	<b>4,153,108</b>	<b>314,678</b>
<b>LEAF TOBACCO—(Lbs.)</b>				
United Kingdom .. .. .	5,251	285	16,569	697
U. S. America .. .. .	3,372,563	157,271	3,195,953	179,066
Other Countries .. .. .	48,197	1,522	14,721	478
<b>TOTAL .. .. .</b>	<b>3,426,011</b>	<b>159,078</b>	<b>3,227,243</b>	<b>180,241</b>
<b>GIN—(Imperial Gallons)</b>				
United Kingdom .. .. .	22,882	12,958	31,815	18,245
Holland .. .. .	77,595	23,963	106,453	35,072
Germany .. .. .	6	9	23	25
Other Countries .. .. .	1	1	964	296
<b>TOTAL .. .. .</b>	<b>100,484</b>	<b>36,931</b>	<b>139,255</b>	<b>53,638</b>
<b>SALT—(Not Table) (Cwts.)</b>				
United Kingdom .. .. .	1,060,623	226,429	977,692	244,657
Germany .. .. .	62,676	13,026	78,701	18,276
Other Countries .. .. .	34,194	6,570	19,909	4,255
<b>TOTAL .. .. .</b>	<b>1,157,493</b>	<b>246,025</b>	<b>1,076,302</b>	<b>267,188</b>
<b>MOTOR SPIRITS—(Imperial Gal.)</b>				
United Kingdom .. .. .	2,450	104	26	12
U. S. America .. .. .	2,797,868	87,800	3,057,219	101,826
Germany .. .. .	6,966	609	10,417	983
Other Countries .. .. .	5,237,553	94,943	5,362,920	120,708
<b>TOTAL .. .. .</b>	<b>8,044,837</b>	<b>183,456</b>	<b>8,430,582</b>	<b>223,529</b>
<b>COTTON PIECE GOODS—(sq. yds.)</b>				
United Kingdom .. .. .	127,036,874	3,051,330	118,705,547	3,214,231
Italy .. .. .	7,646,168	176,040	3,540,744	239,219
Germany .. .. .	9,573,775	149,923	4,922,173	354,719
Holland .. .. .	2,992,328	97,874	3,885,056	137,331
France .. .. .	5,726	214	15,447	19,050
Russia .. .. .	256,443	4,156	136,589	2,513
Japan .. .. .	1,726,785	28,043	3,261,218	117,201
Other Countries .. .. .	25,114,633	176,079	29,421,453	742,963
<b>TOTAL .. .. .</b>	<b>174,352,732</b>	<b>3,674,659</b>	<b>163,888,227</b>	<b>4,827,227</b>

TABLE 4. QUANTITIES, VALUES AND SOURCES OF SUPPLY OF PRINCIPAL IMPORTS—*continued*.

	1936		1937	
	Quantity.	Value.	Quantity.	Value.
		£		£
KEROSENE—(Imperial Gallon).				
U. S. America .. ..	1,299,002	38,200	1,224,753	35,604
United Kingdom .. ..	360	35	531	45
Other Countries .. ..	2,260,549	37,604	2,625,526	51,929
TOTAL .. ..	3,559,911	75,839	3,850,810	87,578
KOLA NUTS—(Lb.)				
Gold Coast .. ..	261,483	5,491	36,900	734
Sierra Leone .. ..	588,163	12,092	1,083,000	22,512
Other Countries .. ..	11,872	238	10,300	166
TOTAL .. ..	861,518	17,821	1,130,200	23,412

TABLE 5. QUANTITIES AND VALUES OF PRINCIPAL DOMESTIC EXPORTS.

Article	1936		1937	
	Quantity	Value	Quantity	Value
		£		£
Palm Oil .. ..	162,778 tons	2,078,839	145,718 tons	2,368,924
Palm Kernels .. ..	386,145 "	3,637,396	337,749 "	3,647,717
Cotton Lint .. ..	222,193 cwt.	553,581	191,749 cwt.	496,755
Tin Ore .. ..	12,000 tons	1,763,056	15,035 tons	2,628,175
Groundnuts .. ..	218,389 "	2,847,414	325,929 "	4,057,893
Cocoa .. ..	80,553 "	1,997,418	103,216 "	3,657,367
Cattle Hides .. ..	9,833,396 lb.	243,185	10,174,425 lb.	289,292
Sheep Skins .. ..	1,376,961 "	101,144	1,697,825 "	128,255
Goat Skins .. ..	4,585,751 "	417,524	4,808,104 "	458,693

TABLE 6. IMPORTS AND EXPORTS OF COIN AND NOTES.

	1933	1934	1935	1936	1937
	£	£	£	£	£
Import .. ..	305,376	71,374	495,486	1,836,163	3,942,096
Export .. ..	340,053	1,204,426	434,929	480,310	139,508

## CHAPTER VIII.

## LABOUR.

163. The only industries employing labour on a large scale are the plantations in Nigeria and the Cameroons under British Mandate and the mines. Exact labour statistics are available only for the Cameroons plantations, which employed 19,590 labourers in 1937. The plantations in Nigeria employ about 2,180 and the mines an average of 30,000. Employment on the minesfield fluctuates within wide limits according to the quota controlling the output: the number employed during 1937 averaged 49,509, constituting a record. In addition the Government Colliery employs 1,671 men and the Government Railway and Public Works Department about 14,000 and 11,000 respectively. All labour is voluntary; it is plentiful and no special recruiting is necessary.

164. All the plantations in the Southern Provinces and the Cameroons have been declared "Labour Health Areas" under the Labour Ordinance, 1929, and all matters relating to the labourers' dwellings and their conditions of employment are controlled by its provisions and the regulations made thereunder. The labour camps in the minesfield are excluded, with the rest of the Northern Provinces, from the operation of the part of the Ordinance dealing with labour health areas, but the conditions there are governed by orders made by the native authorities.

165. Of contract labour, in the sense of labour which is bound for the period of the contract, there is none except on a few timber concessions, where the contracts are oral and are limited to six months' duration; the Labour Code prohibits unwritten contracts for more than six months. All labour, however, is deemed to be by contract within the meaning of the Labour Code and is subject to its provisions, except contracts of service made in accordance with native law and custom where all the parties are natives of Nigeria and the employment is not connected with the Government or with any person who is not a native of Nigeria. In some of the mines payment is according to the amount of tin brought in, but elsewhere it is on daily rates and is payable as a rule at the end of each month.

## CHAPTER IX.

## WAGES AND THE COST OF LIVING.

166. The vast bulk of the population do not work for wages, being cultivators farming their own ground, traders or craftsmen working for themselves and their own profit. Even the craftsmen, except in the larger cities, have their own farms which provide them with their main foodstuffs, the sums which they earn from

their occupations being largely devoted to the purchase of utensils, clothes, a few additional foodstuffs which they cannot as a rule grow themselves, and to the payment of their taxes.

167. For these reasons it is difficult to make any exact calculations as to the cost of living of a husbandman, tradesman or craftsman. The cost of foodstuffs is noticeably less in the North than in the South and in the western Southern Provinces than in the eastern. With the steady and continuous improvement in economic conditions the prices of native foodstuffs are tending to rise. The staple articles of food for paid labourers and other wage-earning classes are, in the South, yams, cassava, maize, beans, palm oil, and greens with pepper, dried fish and occasional small quantities of meat. In the North the chief articles are millets, guinea-corn, cassava, beans, groundnut oil, and pepper; the quantity of meat consumed is greater while that of fish is less.

168. It is impossible to give any useful figure for the cost of foodstuffs, as food is not sold by weight, but by arbitrary measures or by number. Food production and sale is not properly organised; farmers and fishermen do little more than send their surplus from their home requirements into market, with the inevitable result that supplies and prices vary somewhat from day to day and from market to market. Butchers in Lagos are required by law to use scales, but in practice their customers know nothing of weight and prefer to buy meat by the piece.

169. In 1937 a Central Committee was set up in Lagos to study and control the wages of Government native employees. In each Province a Provincial Committee sits at intervals to scrutinise the wages position, make local amendments, if necessary, and report to the Central Committee.

#### Unskilled Labour.

170. *Wages.*—Unskilled labour may be divided roughly into three classes:—

- (a) Agricultural labour employed by local farmers in the villages.
- (b) Casual labour hired by the day for portorage, etc.
- (c) Regular labour paid at daily or monthly rates for work on roads, plantations, trading beaches, etc.

171. Class (a) is distinguished by the fact that the wage is usually paid partly in kind, food for the midday meal being supplied by the employer. With the continued improvement in trade, and the resulting increase in the cost of living, a general increase in the wages of this class of labour has taken place in all districts. The wage varies from 2d. a day with a midday meal

in the Cameroons to 6d. a day in the Abeokuta Province. This class does not, of course, consist of professional labourers except in so far as the people of Nigeria are by nature professional farmers. All such labourers may be assumed to have homes and farms of their own and to offer themselves for employment in their neighbours' farms only in their spare time. The same applies to labourers employed locally for building and thatching houses and for harvesting palm produce. The general level of wages for labour of this class has shown little change during the year.

172. Class (b) is to be found both in the towns and in outlying villages and the wages vary between 5d. and 1s. for ordinary casual labour. Carriers are engaged at rates varying from  $\frac{3}{4}$ d. to  $1\frac{1}{2}$ d. a mile.

The daily wages paid to Class (c) vary considerably according to the nature of the work. The labour wage rate for Government employ varies between 5d. and 1s. 3d., whilst plantation labour varies between 3d. plus rations and 1s. 3d.

In the Northern Provinces wages paid to unskilled labour vary as a rule from fourpence to ninepence a day. In places labour is readily obtainable at threepence a day or even less. Mines labour on the goldfields is usually paid on the tribute system, and, owing to competition among the various mines, the rates have been generally on the increase.

173. *Cost of Living.*—The cost of living for these classes depends on the situation of each individual. The general cost of living has risen slightly during the year, but a labourer who is in a position to grow his own foodstuffs can still live very cheaply. In most areas the average man lives on 2d.-4d. a day. Married men have little if any increased expenditure since the average woman in the Southern Provinces is self-supporting.

174. In Lagos the minimum wage for a labourer has been raised to 1s. per diem in view of the increased cost of living. Retrenchment and lack of employment during the last few years made labour available at eightpence per day, if the employer provided free housing, and ninepence if the labourer had to house himself. Casual labourers if unmarried or apart from their wives usually live in communities, four or more of them sharing a living room at a cost to each of from a shilling to two shillings per month. A large number of men sharing a dilapidated house and its yard will pay the rent by contributing each as little as sixpence a month. There is no such thing as lodgings in the English sense of the word. The landlord lets an empty tenement at from two to ten shillings per month and the number of his tenants does not concern him. They provide what little furniture they require and their own food, which they either cook themselves or buy already prepared from

street vendors. Married labourers often live in single rooms at an average monthly rental of from two to four shillings. In the majority of cases the wives of wage-earners and of those on low salaries are petty traders and their profits are sufficient to pay for their own food and that of their children.

#### Salaried Classes.

175. In the Southern Provinces the skilled labour rates of pay are from 1s. to 4s. a day. In the Northern Provinces skilled artisans receive wages varying from 2s. to 4s. Their standard of living is proportionately higher and their diet includes a certain amount of imported food. The average cost of living for a bachelor may be assessed at a shilling and twopence a day and for a married man at two shillings and fourpence.

176. The majority of the educated classes is engaged in clerical occupations, but the supply exceeds the demand in some areas and beginners are willing to accept a salary of 15s.-£1 a month, from which rate salaries range up to £300 a year and over for those in the highest positions. The average salary may be assessed at £72 a year or four shillings a day in the Protectorate. In Lagos where the supply far exceeds the demand a fair average is probably £4 a month. Such a man is usually married and if he is a stranger rents a dwelling, usually a room or a small house with a corrugated iron roof and bamboo or mud walls. It appears that in many cases enquired into in Lagos, where rents compared with other parts of Nigeria are still high, one-sixth part of the income of such persons is expended on rent, taking into account what is received by subletting, if the wage earner has rented a fair-sized tenement. The relation of rent to remuneration depends largely on the standard of living of the wage earner. It may be very low and it may be fairly high. These classes rely largely on imported foodstuffs and the increased duties have raised the cost of these luxuries.

177. The cost of living for Europeans varies considerably from £250-£500 for a single man. It has been increased by the additional customs duties on imported foodstuffs introduced in 1934 which are still in force.

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### CHAPTER X.

#### EDUCATION AND WELFARE INSTITUTIONS.

##### Education.

178. In order to maintain a unified system in which the Education Department, Native Administrations and Missions may work in close association, two Boards of Education have been appointed for the Northern and Southern Provinces respectively; they sit periodically to discuss questions of policy and details of local organisation.

179. In 1937 the Education Department became possible for twenty-eight more schools and three training institutions to be put on the Assisted List. A steady annual increase is to be expected at the beginning of each triennial re-assessment period. This is due to larger grants for increased efficiency in some schools, for provision for increments for teachers, and to allow of assistance to any necessary and deserving schools which maintain their efficiency without help during the previous Block Grant period. A special grant of £20,000 was made by Government to pay for Building Grants from the period 1931 to 1937, normal annual payments having been temporarily suspended during that period.

180. During the year, as has been the case recently, the main object has been to preserve unimpaired the essential structure of the educational system. There are two especially important ideals in educational policy in a young Colony. The first is to spread a sound education as widely as possible among the masses, in order to produce, in course of time, a literate population, able to participate intelligently in the economic, social and political development of the country. The second ideal is to train up, as soon as may be, a body of men and women who can perform some of the tasks in Government work and private enterprise for which, at the first impact of western civilisation, it is necessary to import Europeans.

With regard to the first ideal, the increased resources now available have enabled a start to be made in examining the possibilities of expansion of education among the masses and an endeavour is also being made to effect some sort of Rural Reconstruction. With regard to the second ideal, while the number of Middle schools which provide education of a type comparable to that of junior secondary schools in England is ample, the output from the highest forms of those schools needed to satisfy all possible demands for employees of this standard of education has in past years given rise to some anxiety. Attracted by prospects of immediate employment, pupils have refused to take a long view, and it was becoming increasingly difficult to persuade them to stay the full Middle School course. Many of those who did stay on shirked the courses at the Higher College, and undertook immediate work the future prospects in which were undoubtedly inferior. A great improvement was noticed in these respects in 1937, due no doubt to the better financial conditions prevailing, and a larger number than usual sat for the Yaba Higher College Entrance Examination.

181. The Higher College at Yaba is gradually developing. There are now at work in the country, having completed their period of training Medical and Agricultural Assistants, Engineers,

Science and Mathematical Masters and one Surveyor. A Commercial Class completed its second year. Though King's College, Lagos, and the Government Middle Schools at Ibadan and Umuahia still provide most of its pupils, more candidates were forthcoming from Mission schools than in previous years.

182. There was some delay in building the College at Kaduna, and it will not now be completed until March, 1938. This College is to take the place of the College at Katsina which, originally a Training Centre for teachers, now combines with that function the preliminary training of Engineering and Agricultural Assistants.

183. The Elementary Training Centres, Bauchi, in the Northern Provinces, Ibadan, Oyo and Warri in the Southern Provinces, and Kake (near Kumba) in the Cameroons, continue to turn out a very useful type of village teacher. The majority of these teachers are absorbed by Native Administration Schools. The first part of a successful Visiting Teachers' Course held at Toro by way of a "refresher" was concluded during the year.

184. An Assistant was appointed during the year to the Lady Superintendent, and between them they visit at least once a year all the girls' schools in the Southern Provinces. The effect on girls' education of the Lady Superintendent's work has been very noticeable. Not only does she inspect, examine, advise and help the schools in divers ways, but she represents their interests on examination boards and educational committees.

185. The Hostel of Queen's College, Lagos, was unfortunately destroyed by fire in August, 1937, but without any casualties. After some discussion it was decided to arrange temporary accommodation and to rebuild the Middle School out at Yaba in 1938, the Junior School remaining in Lagos for a time, eventually to disappear, since the large Mission schools can fulfil the same function quite efficiently.

186. A scheme of industrial apprenticeship which was started in Lagos to assist boys still at school to begin their chosen trade by running classwork and apprenticeship concurrently for at least two years has justified its beginning, and will it is hoped be extended to the Provinces.

187. Experimental broadcasts to Lagos schools were begun in June, 1937, and over thirty schools now receive Radio lessons and talks.

188. There are now five girls' schools among the Muhammedan population in the Northern Provinces. These are at Kano, Katsina, Sokoto, Argungu and Birnin Kebbi. From the start

these schools have been a success and their influence has induced parents to send girls elsewhere as well as boys to many of the elementary day schools. A training institution for women teachers is to be built at Sokoto in 1938.

189. The total number of schools in the Northern Provinces was 502 with an enrolment of 23,172. In addition there were 35,438 Koran Classes with 202,825 pupils, and a number of catechist classes organised by Missions. In the Southern Provinces the schools totalled 3,286 with an enrolment of 224,788.

#### Welfare Institutions.

190. The people of Nigeria have not advanced to that stage of civilisation where it has become necessary for the state to make provision for its destitute members. The family or clan is still a very vital force and its members look after and support one another in sickness, old age or any other misfortune. For the same reason no provision is required for orphans, all such being considered as part of the family of either their mother or father according to whether the tribe is matrilineal or patrilineal and, in the latter case, whether or not the husband has paid the bride price. In the comparatively few cases where the relatives of such unfortunates cannot be traced provision for their maintenance is made by the Native Administrations or by Government. Thus the Benin Native Administration maintains a settlement which contains twenty-one indigent persons who receive a monthly subsistence allowance of five shillings, and in Asaba the Nuns look after a home for orphans, mental defectives and destitute old women. In Lagos an Old Peoples' Refuge is maintained by the Salvation Army at Yaba. The maintenance of the inmates is met by Government and admissions are only made on the authority of the Commissioner of the Colony. The majority of the inmates are aged and infirm paupers discharged from the African Hospital as unlikely to benefit by further treatment. Details of the organisations to deal with leprosy are given in Chapter IV.

191. In addition to the family there are other indigenous forms of association particularly in the heavily populated provinces of the south-east, such as the "company" or "age grade", and "title" societies, which perform the functions of provident societies, saving clubs and the like, assisting members to bury their deceased relatives and providing members who have been disowned by their families with proper funerals. Many of these associations also assist members who find themselves in financial difficulties, advancing them money with which to pay their debts or court fines, and in some cases going as far as hiring lawyers to defend them in court proceedings. There are also

more specialised forms of association such as the "egbe" of the Oyo Province which are organised by members of each trade (*e.g.*, smiths, potters, weavers and leather workers) and Unions of produce buyers and motor owners, whose influence is on the increase. In their main characteristics these correspond with the European trade guilds, and their object is mutual benefit. Again in most parts of the Southern Provinces "slate" clubs (*Esusu*) are common, the system being for each member to pay into the club a fixed part of his monthly wage, the total sum thus contributed being paid to each member in turn. A great many of the educated and literate Africans of the Southern Provinces are members of Nigerian branches of various friendly societies of the United Kingdom such as Freemasons, Oddfellows, Rechabites and Foresters.

192. In the case of young men who find their way to the larger cities in search of employment, if they can find there no relatives or fellow countrymen with whom they can reside, they attach themselves to a prominent citizen or local chief, dwelling in his compound and entering into a relationship with him similar in many ways to that of patron and client.

193. Political and mutual aid societies continue to grow in number throughout the Southern Provinces. They fall into two main classes. Within the tribal areas they are societies of young men who meet together for the public discussion of social and political matters with a view to bringing their views to the notice of the Native Authorities and the Government. This class of society is becoming increasingly politically minded, a notable example being the *Ibibio Welfare Union* which includes in its membership a number of educated men of every class from the six *Ibibio*-speaking Districts. Regular meetings are held and subjects of public interest discussed. In the large towns they are usually tribal groups of which the members are men whose occupations compel them to live away from their homes. Their principal objects are to afford help to their members when in difficulty, to put their views on local matters before the local authorities, and to watch and discuss affairs in their own towns occasionally making representations to the authorities there. The expressed opinions of many of these societies are of considerable value as showing the trend of feeling in the younger and more literate generation.

194. The ancient forms of recreation of the people, wrestling, and playing which includes mumming, dancing, singing and drumming show no signs of losing their popular appeal. Indeed it has been found necessary in all large townships to regulate the latter form of amusement by the issue of drumming licences. In the *Afikpo* Division inter-village wrestling matches are regularly held and arouse the greatest enthusiasm.

195. As regards the Northern Provinces it may be said that each one of the many scores of tribes has its own guild or organisation for the purpose of providing amusement and of encouraging music, art and even drama. Wherever a considerable standard of achievement has been attained these interests are closely controlled by guilds which are often conducted on traditional and exclusive lines. Such organisations vary enormously in range, influence and attainment. Some tribes seem to specialise in music—as the Tiv and Gwari; others, like the Nupe, excel in arts and crafts, while a large proportion are in such a primitive state of development that it is difficult at present to appreciate the significance of their aesthetic achievement. Continuous study both by anthropological and administrative officers is resulting in the compilation of much information on this subject. Similar organisations for the more literate and generally immigrant population of the Northern Provinces are few and are inclined to enjoy a spasmodic existence. Most clubs that have been formed are almost exclusively social in character, but at Minna, Ilorin and at Bida in the Niger Province literary clubs have been inaugurated.

196. At the same time the African takes readily to English games which he learns at school and continues when he has left whenever possible. Association football and cricket are the most popular and in several parts of the country Association 'Leagues' have been formed: tennis is growing rapidly in popularity, but the cost of materials is high in comparison with the wealth of the players. There are African sports clubs in all the large townships and in many Government stations. Athletics are encouraged by the presentation of shields which are competed for by the various schools in a given area. In the Northern Provinces Cricket Clubs composed of European and African members have played Inter-Provincial matches. Lack of suitable sports grounds and money alone are the hindrance to even greater numbers of the rising generation taking an active part in organised games of every kind. Polo is played by Africans at several places in the Northern Provinces; the Katsina team, composed entirely of Africans, won the open tournament of Nigeria and a Kano team won the Low Handicap tournament.

197. Encouragement is given in the pursuit of more intellectual recreation by the formation in the various educational centres of Old Boys' and Old Girls' Societies amongst pupils who have left school. In addition to holding regular meetings and giving concerts these societies are sometimes useful in finding employment for their members. Apart from the instruction given in the schools there are many societies formed by the educated inhabitants of the larger towns of the Southern Provinces with the object of promoting

social intercourse, literature, and sometimes music. In Lagos these societies are usually formed by members of the many Nigerian or Non-Nigerian African tribes settled in it, or by members of the many religious denominations in the town. In Ibadan a large institution of this nature was founded in 1931, consisting of a Reading and Social Club under the Presidency of the Bale of Ibadan. The club gives musical and dramatic performances. Ibadan also possesses a small public pleasure garden which was opened in 1933 for the recreation of educated Africans and an attempt is being made to establish a public library. At Ijebu Ode the Native Administration has maintained a Library and Reading Room since 1928. At Abeokuta a Native Administration reading room has been opened in the Centenary Hall. In Benin a dramatic society has been formed under the patronage of the Oba. At Warri a Native Administration Library has been opened. The Kano Native Administration Library, which contains books of reference and periodical, has been reorganised and moved to larger quarters, and a club for social and intellectual recreation is being formed in Kano.

198. In Lagos a suitable building for musical and dramatic performances exists in the Glover Hall which is controlled by Trustees and performances open to the public are given from time to time by African and European amateurs. The Tom Jones Memorial Trustees provide an excellent public reading room and library, and also a meeting hall for debates and lectures. The grant of £1,600 by the Trustees of the Carnegie Foundation has made possible the formation of a lending library in Lagos which was opened in September, 1932, and has proved very successful. Libraries have been formed at Abeokuta, Burutu, Enugu, and elsewhere.

199. In July the Scout Movement in Nigeria was re-organised. Two full time Commissioners were appointed, which ensures continuity of staff at headquarters and affords more opportunity for visits of inspection and more time for the training of Scout officers. The training ground at Ibadan has been enlarged by the acquisition of a further  $8\frac{1}{2}$  acres and there has been a considerable increase in the number of officers trained. Local camp grounds have been acquired at Abeokuta, Warri and Victoria and a considerable amount of work has been done at the local camp site for Lagos at Yaba. The chief difficulty is that of making the local organisations effective, a difficulty which will not be overcome until there are African Commissioners available. The value of the work of past years is evident in the fact that the majority of scoutmasters receiving permits and warrants to-day have been Boy Scouts themselves in the past. In the reports for past years the statistics have included unregistered members of the

movement and unrecognised troops; the figures given below include only registered members:—

Troops, Scouts	...	...	...	107
Packs, Wolf Cubs	...	...	...	18
Crews, Rover Scouts	...	...	...	13
Scouts	...	...	...	2,442
Wolf Cubs	...	...	...	338
Rover Scouts	...	...	...	261
Scout officers	...	...	...	203
Cubmasters	...	...	...	26
Rover Scout Leaders	...	...	...	10
Commissioners	...	...	...	10

In addition there are twenty-three Girl Guide companies, six Ranger companies and six Brownie packs.

200. The Salvation Army maintains a Boys' Industrial Home at Yaba near Lagos which accommodates fifty boys and which has shown the most satisfactory results during the past few years. The boys trained therein are juvenile offenders committed to the Home under mandate for varying periods until they reach the age of eighteen. Under an arrangement with the Government a fixed sum of £1,000 a year is rented to the Salvation Army for the upkeep of the Home. Among the trades taught are carpentry, tailoring, bricklaying, french polishing and painting and practical experience is gained by carrying out repairs and alterations to the buildings. Boys taught trades receive a set of tools on discharge and a large number, with whom the Superintendent keeps in touch after discharge, are doing well. Farming and vegetable gardening are carried out in the grounds of the Home and recreation has been provided by games and the formation of a drum and fife band. A Government Medical Officer attends to the health of the boys who are often in very bad physical condition when admitted to the Home. The improvement in the boys, both mental and physical, after a few months is most noticeable. The question of moving the Home to a site further from Lagos where agricultural land would be available is now under consideration, as is also that of providing a similar institution for girls.

201. *General.*—Three Local Area Transport Committees of the Transport Advisory Board have been formed during the year to report on items of specific local concern at Lagos, Kano and Port Harcourt, the chairman being the Director of Public Works, and the Residents, Port Harcourt, and Kano respectively. The Committee are composed of official and unofficial members, and report to the Transport Advisory Board.

## CHAPTER XI.

## COMMUNICATIONS AND TRANSPORT.

**Marine.**

202. All existing Marine Department services were maintained in a satisfactory manner during the year. Included in these services were such important aids to shipping as the pilotage and towage of vessels, the maintenance of light houses, buoys, and beacons, and in addition a considerable amount of valuable Hydrographic Surveying work was accomplished. The usual dredging programme was carried out on Lagos Bar and in the Harbour, and the published depths of water on the Bar and in the channels were maintained. Marine Colliers transported Udi Coal from Port Harcourt to Lagos as usual, and mails were regularly carried between Lagos and Sapele. Reclamation at Apapa in connection with the construction of the Air Port was resumed in the middle of May, and continued thereafter until the end of the year, 796,300 tons of spoil being pumped ashore during the seven and a half months. The Lagos-Apapa Ferry service carried 613,217 passengers during the year, a slight increase over the year 1936.

203. Forcados Bar was resounded in December. Twelve foot patches were discovered in the channel, and in consequence the recommended draught for High Water Spring Tides, with a smooth sea, was reduced from sixteen feet to fifteen feet. No complaints have been received from Mariners using the recently opened Boler Creek. Dredging operations in order to improve navigable conditions there were commenced in April and were still in progress at the end of the year. Conditions on Akassa Bar continued to be satisfactory.

**Port Engineering.**

204. Navigable conditions both inside and outside the Entrance Works at Lagos have shown little change during the year, the permissible draught for vessels having been retained at twenty-seven feet. The foreshores on either side of the harbour entrance continue to remain in an unstable state, especially under the lee of the East Mole. To preclude any possibility of the sea causing a breach in this vicinity and thereby having a detrimental effect on the scouring action in the Entrance Channel the northern end of the East Mole was strengthened over a length of 1,000 feet.

205. Within the harbour extensive reconstruction was carried out to the Customs Wharf, and additional transit shed accommodation was provided. Various minor works were undertaken within the port area at Apapa (Lagos) with the object of increasing the general efficiency of the port.

At Port Harcourt normal routine maintenance was continued and the reflooring of Transit Sheds Nos. 1 and 2 was commenced towards the end of the year.

### Railway.

206. The Nigerian Railway has a total single-track route mileage of 1,900. Including sidings, the total mileage amounts to 2,184 miles. The main line gauge is 3' 6". The Railway is divided for administrative purposes into three Districts, the Western, the Northern and the Eastern. The Western District extends from the Port of Lagos northwards to Jebba, a distance of 305 miles, and contains a branch from Ifo to Idogo (26 $\frac{3}{4}$  miles). The Northern District extends from Jebba to Nguru, a distance of 540 $\frac{1}{4}$  miles, and includes branch lines from Zaria to Kaura Namoda and to Jos *via* a 2' 6" gauge light railway: there is also a branch from Minna Junction to the Niger River port of Baro. The Eastern District runs from Kaduna Junction down to the port of Port Harcourt, a distance of 569 miles, and includes a branch line from Kafanchan to Jos. During the year, 191 stations and twenty-five halts were open to traffic.

207. The Minna-Baro branch line, which was closed to passenger traffic in September, 1934, is now being re-conditioned to cover a period of five years. The future of this branch is under review by Government.

208. The lengthening of Akkerri Bridge by the addition of two spans, together with the widening of the river to lessen the danger of flooding at Akkerri Station, has been nearly completed. The programme for the strengthening of overstressed bridges on various parts of the line is proceeding. Sixty-nine bridges have been strengthened and the replacement of two 120 feet spans and one 100 feet-span on Zungeru Bridge is in hand.

209. The gross earnings of the railway for the financial year ended the 31st of March, 1937, were £2,666,958, an increase of £721,489 over the 1935-36 figure. The working expenditure during this period amounted to £1,159,720, with nett receipts of £1,507,238. This sum was sufficient to cover full interest charges of £782,371, contributions to the Renewals Fund for 1936-37, and arrears for 1934-35 and 1935-36, to a total of £662,025, an appropriation to Reserve Fund £70,000 and a surplus balance carried forward of £2,612. The ratio of working expenditure to gross receipts was 43.48% as against 53.09% in 1935-36.

210. The revenue for the calendar year 1937 is expected to be when financially calculated approximately £3,052,000, the expenditure, including operating costs and interest on Capital, being some £2,377,910.

211. The total number of passengers carried was 8,425,716, an increase of 486,721 as compared with the previous year. Goods traffic including materials and livestock amounted to 891,848 tons, an increase of 182,746 tons.

212. The Lagos Town Office and Depot was used freely by the public; revenue for the period amounting to £28,212. In August, a cartage charge was introduced on goods traffic handled by the depot to and from all stations north of Ilorin, in order to combat a tendency to utilise the collection and delivery service at the expense of Apapa Quay and to defray part of the cost of running the service.

213. Numerous concessions and variations of traffic rates were effected, the more important being:—

- (a) Special rates for tin ore, hides, cotton-seed, scrap and wild animals and birds, in some cases between certain stations only.
- (b) A rate per mile per truck for two motor cars and one trailer in a wagon.
- (c) Revision of rates and goods classification for country produce.
- (d) The free storage period for groundnuts in Apapa and Port Harcourt Quay Transit Sheds was increased from twelve to twenty-one days.

214. In the workshops section of the Mechanical Engineering Department the repair output was:—

- 145 Locomotives.
- 114 Passenger Vehicles.
- 689 Goods Vehicles.

215. A further order was placed for six new Garrat 4-6-2—2-6-4 Locomotives similar in design to those placed in service during the year 1936, but owing to late delivery only one of these engines was placed into service by the end of the year. One old 4-8-0 type locomotive was converted locally into a more powerful type, capable of developing a tractive effort of 29,400 lb., and having an 11½ ton axle load.

216. Eight Goods Brake Vans, two Inspection Coaches and twenty-eight Covered Goods Wagons were rebuilt locally, the bodies being of Nigerian timber.

217. A number of hourly-paid employees were promoted to the rank of African Chargemen and Artisans, and in August all daily-paid employees (with the exception of a few who were already on a high rate of pay), received increased wages. Owing

to the increased goods traffic, it was necessary for several sections of the workshops to work overtime and in some instances double shift working was instituted to meet demands for locomotive and wagon output.

218. Careful attention has been given to the production of locomotive and carriage and wagon details, with a view to standardisation wherever possible, and to obtain a higher standard of finish to details.

219. In the Running Section of the Mechanical Engineering Department, further progress has been made in the training of African Drivers; "mutual improvement classes" have been held at various centres with beneficial results. Two African Drivers have been deputed to carry out the duties of Locomotive Inspector in the Enugu District; the experiment has proved successful, as their services have been most useful. African Fitting Staff have been transferred from the workshops to several of the main running sheds on the Railway; the intensive training afforded them in the shops will thus prove beneficial to other sections of the department besides the workshops.

220. Extended engine runs are now in operation between Iddo and Jebba on Limited Trains, as well as between Enugu and Kaduna.

221. The engines rebuilt in Ebute Metta shops from 301 Class, now twenty-four years old, have proved most successful in operation. They are hauling loads in Enugu District equal to the larger 701 Class, with improved coal and oil consumption.

### Roads and Bridges.

#### *Public Works Department.*

222. The total length of roads maintained by the Public Department is 3,829 miles of which some 210 are bituminous surfaced, 2,500 are gravelled and the remainder are of earth only. Improvements to soil grading and drainage have been continued with relative reduction in maintenance costs. Heavy increase in traffic notably in the south-west of Nigeria has shown the desirability of bituminous surfacing, and an extensive programme covering some 235 miles of road is now in hand and should be completed before the end of 1939. In addition the department maintains 187 miles of township roads, of which forty-two are bituminous surfaced.

223. Several major construction works have been undertaken or continued in 1937, including seven big bridges and a great number of small ones and a road to connect Bamenda in the Cameroons Province with Mamfe.

224. There are two classes of road in the Northern Provinces: the "all season" road which except for a few short lengths has a gravel surface and permanent bridges; and the "dry season" road which is for the most part a cross country track with earth surface and temporary drifts or causeways at river and stream crossings which can only be used between December and May. The Native Administrations maintain 10,375 miles of road, of which some 4,000 are all season with varying limits for the weight of motor vehicles, and the remainder dry season.

225. There are approximately 5,288 miles of road maintained by Native Administrations in the Southern Provinces, the majority of which are earth roads only and are of secondary importance.

A skeleton trunk road system for Nigeria has been approved comprising four main lateral roads from East to West and two from North to South. The system totals 4,090 miles, of which 1,958 have hitherto been maintained by Native Administrations, but Government will assume financial responsibility for the whole. A general all season standard is not immediately intended, but the various sections will be maintained according to the standards required by local conditions.

#### Posts and Telegraphs.

226. *Postal Services.*—Imperial and inland postage rates were reduced on the 1st April, 1937, to 1½d. and 1d. respectively, resulting in a marked increase in traffic. Steady progress has been made in extending the postal service to meet public demands and sixty additional Post Offices were opened in the course of the year.

227. *Mails.*—The regular fortnightly service of Messrs. Elder Dempster Lines, Limited, was supplemented during the year by extra sailings and, in addition, mails were also conveyed to and from Europe as opportunity offered by steamers of Messrs. John Holts, Holland West Africa Line, Woermann Line and the banana carrying vessels of the Laeisz Line. The internal mail services are operated by means of railway, motor transport and launch services. The outlying Post Offices are served by carrier and canoe transport. A weekly air mail service in both directions between Nigeria and England operated by Imperial Airways, Limited, is in operation.

228. *Telegraphs.*—The principal telegraph transmitting offices are Lagos, Enugu and Kaduna. These offices are all interconnected, thus providing alternate channels in case of either one of the main lines being interrupted. Rebuilding of the mainlines and the installation of the teleprinters are among the improvements were being carried out.

There are 107 Post Offices opened for telegraph business. Quadruplex telegraph working for main line transmission continues to be satisfactory. Lagos traffic is transmitted direct to Kano a distance of over 700 miles, by means of repeaters at Oshogbo.

229. *Wireless*.—The wireless stations at Lagos, Badagry, Buea, Bamenda and Mamfe, which provide internal public telegraph communication continue to be satisfactory, although trouble was experienced at the remote stations of Mamfe.

There are also transmitting and receiving installation at Lagos, Oshogbo, Kaduna, Kano and Maiduguri on the Imperial Airways route Khartoum-Lagos for communication with aircraft. New apparatus has been fitted at all except the last of these stations, including direction finders at Lagos and Kano.

230. *Wireless Broadcasting*.—The number of privately owned receiving sets continues to increase, and the subscribers to the radio-distribution service, inaugurated in 1935, number 753. The total number of licences issued in 1936 was about 1,800.

231. *Telephones*.—The number of subscribers and the volume of traffic have increased since the rates were reduced on the 1st July, 1937. The telephone system is being extended throughout the whole country, and the scheme which has been adopted provides for eventual through connection between Lagos, Kano, Enugu, Port Harcourt and Calabar.

There are twenty-four Telephone Exchanges in operation, trunk services being available between:—

- (a) Lagos, Agege, Abeokuta and Ibadan.
- (b) Port Harcourt, Aba, Enugu, Opobo, Calabar and Itu.
- (c) Victoria, Buea and Tiko.
- (d) Jos and Bukuru.
- (e) Kaduna and Zaria.

232. *Departmental Training Schools*.—In the Technical School for African Engineering Officers, a first year Sub-Inspectors' course and a Plumber Jointers course were held, fifteen men receiving full time instruction during the year. There were some additions to the equipment of the School, including a technical library and reading room.

In the Telegraph School probationer Postal Clerks and Telegraphists are trained in all branches of Post Office Telegraph and Telephone manipulative work.

#### Aviation.

233. A weekly air service between Lagos and Khartoum connects with the England-Cape service and a service twice a

week to the Gold Coast was instituted on the 10th October. Provision has been made for certain provincial landing grounds; the airport at Apapa is being further improved.

In May a Royal Air Force flight visited Nigeria, consisting of 2 Valentia and 5 Vincent type Aircraft with a complement of 32. The Air Commodore commanding the flight commented favourably on the condition and organisation of the main air-mail landing grounds.

## CHAPTER XII.

### PUBLIC WORKS.

234. *Public Works Department. General.*—Local responsibility for development and maintenance under Native Administrations is encouraged; in addition to their own work, many Native Administrations works organisations now undertake all maintenance on behalf of Government in their respective areas, supervised by seconded Engineers and Inspectors or of departmental officers.

235. A large sawmill for the conversion of local timber from the log is maintained at Ijora (near Lagos), Its operation continues to play an important part in the development of the internal and export timber trade.

236. The question of damage to buildings by termites has received close attention, and various bungalows—damaged beyond repair—have been reconstructed on the latest anti-termite principles. Artisans from Divisions have been attached, for courses of training, to the special anti-termite gangs created in Lagos. Experiments have been made in the preservative treatment of timber, and tank treatment in a mixture of creosote and crude oil boiled at a temperature of 160° Fahrenheit for forty-five minutes, or, for finishings to be painted, brush treatment with a 3% solution of Wolman Salt is now specified. Various specimens of Nigerian termites have been forwarded to the Natural History Museum (British Museum), London, for classification. Of those of economic importance, the “*macrotermes bellicosus*” and “*coptotermes intermedius*” (both earth termites) and “*Kalotermes (cryptotermes) havilandi*” (dry wood termite) have been proved to be the most destructive.

237. The Department maintains a school for training technical probationers in Lagos. Practical experience is gained during periods of training under the Divisional officers. An Engineer officer is attached to Yaba Higher College for the training of special students destined for the technical services. The services of technical probationers have been largely utilised on road surveys and investigations into engineering projects.

Approval was given for the construction of electricity plants at Warri, Calabar and Zaria. Materials for Calabar and Zaria have been received and construction has commenced and materials for Warri have been ordered.

238. *Waterworks.*—Existing supplies at Lagos, Ibadan, Port Harcourt, Aba, Enugu, Onitsha, Calabar, Benin, Abeokuta, Kaduna, Akure, Makurdi, Victoria, Buea, Ife, Oyo, Iseyin, Lokoja and Kano were normally maintained. New supplies were completed at Okene, Ilorin and Yola while at Otta where two bore holes were put down by the Geological Survey Department, a limited supply has been made available pending the completion of the scheme.

Construction was begun of a new supply at Ogbomosho and of improvements at Aba. Investigations were completed at Zaria, and a scheme to supply approximately 300,000 gallons per day has been approved. At Ibadan and Jos investigations are still proceeding, while preliminary investigations have been made for a supply at Minna.

239. *Electricity Undertakings.*—The electrical branch of the department manages and operates the government electricity undertakings in Lagos, Port Harcourt, Kaduna, Enugu, Yola and Jos and the Native Administration undertakings at Kano and Abeokuta. 14,557,545 units were generated by the eight undertakings in 1937. The revenue from the sale of current, hire of apparatus, meter rents and fees was £154,181. Work on electricity schemes at Zaria and Calabar is in progress while the electrification of other townships is receiving consideration. The demand for the hire of domestic electrical apparatus steadily increases while the range of appliances for hire has been extended to electric kettles and cookers with thermostatic control.

#### Geological Survey.

240. During 1937 the Geological Survey Department has been engaged mainly on water supply problems in Sokoto, Katsina, Kano, Bauchi and Bornu Provinces in the north and in Owerri and Benin Provinces in the south. During the year 145 new wells were completed, bringing the total number of wells constructed by the Department to 1,086.

241. In Sokoto Province work was continued in the southern part of the Emirate and in the adjoining Argungu Emirate where ten wells were finished, all of which struck pressure water. In Katsina Province twelve new wells were completed in the out-districts, but the staff was mainly engaged on the construction of a shaft nine feet in diameter for the investigation of a water supply for Katsina town. Exhaustively pumping tests are now

being carried out on this well which is yielding just over twenty thousand gallons per day. Work in Kano, Bauchi and Bornu Provinces has proceeded in a normal manner.

242. In the Southern Provinces a well-sinking unit was established in the Owerri Division of that Province and during the year twenty-one wells were successfully bottomed in water. Difficult conditions were encountered in the Ishan Division of Benin Province and water was found to be deeper than had been expected. One well only was completed, but others now in water will be finished shortly. Geophysical and geological investigations in connection with water supply have been carried out in the Dikwa Emirate of Bornu Province and in the Aba Division of Owerri Province with the object of extending well sinking to those areas.

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### CHAPTER XIII.

#### JUSTICE AND POLICE.

243. For the purpose of the administration of justice five Courts are established in Nigeria:—

The West African Court of Appeal.

The Supreme Court.

The High Court of the Protectorate.

The Magistrates' Courts.

The Native Courts.

244. The jurisdiction exercised by the West African Court of Appeal and the proceedings therein are regulated by the West African Court of Appeal Ordinance, 1933, and by Rules of Court made under the authority of the West African Court of Appeal Orders-in-Council, 1928-35, consolidated.

245. The jurisdiction exercised by the Supreme Court and the proceedings therein are regulated by the Supreme Court Ordinance. Its territorial jurisdiction is limited to the Colony save for certain classes of proceedings in respect of which it has jurisdiction in the Protectorate also. The personnel of the Court consists of a Chief Justice and Judges. In addition the Governor appoints commissioners who exercise limited jurisdiction within the Colony. Criminal causes in the Supreme Court are generally tried on information, but trials before commissioners are conducted summarily.

246. The following statement shows the number of criminal cases brought before the Supreme Court during the twelve months from 1st November, 1936 to 31st October, 1937:—

Offences against the person	...	...	...	963
Offences against property	...	...	...	1,142
Offences against Currency	...	...	...	37
Offences against Public Order, Law and Morality	...	...	...	5,171
Miscellaneous offences	...	...	...	2,086
Total	...	...	...	9,399

247. In the Protectorate the jurisdiction exercised by the High Court and the Magistrates' Courts is regulated by the Protectorate Courts Ordinance, 1933, as amended from time to time. The personnel of the Courts consists of a Chief Judge, Judges, Assistant Judges and Magistrates. The Chief Justice Puisne Judges are ex-officio Chief Judge and Judges, respectively, of the Protectorate Court.

Probate, Admiralty and Divorce suits, and cases arising under certain Ordinances are reserved for the Supreme Court. Subject to this reservation the Judges and Assistant Judges enjoy full powers, whilst minor powers are vested in the Magistrates.

The High Court and the Magistrates' Courts are, like the Supreme Court, open to legal practitioners.

248. The following is a statement of cases heard before the Courts of the Protectorate during the twelve months from 1st November, 1936 to 31st October, 1937:—

Description.	Northern Provinces.	Southern Provinces.	Total.
Offences against the person ...	452	2,673	3,125
"    "    property ...	827	2,964	3,791
"    "    Currency ...	14	575	589
"    "    Public Order, Law and Morality ...	378	3,247	3,625
Miscellaneous offences ...	3,212	6,278	9,490
Total ...	4,883	15,737	20,620

249. The Native Courts Ordinance, 1933, provides for the constitution of Native Courts. Each Resident may by warrant, and subject to the approval of the Governor, establish Native Courts at convenient places within his province and the jurisdiction of each Court is defined by the warrant establishing it. The law administered by Native Courts is the local native law and custom but they are further authorised to administer certain Ordinances. All Native Tribunals are subject to control by the Administrative staff and, except in a few cases which come solely within the purview of Native tribunals, there are avenues of appeal from the lowest Native Court either to a Final Native Court of Appeal or

to the Governor or to the High Court of the Protectorate and in the last case, under certain conditions, to the West African Court of Appeal.

250. The whole of the Protectorate is covered by the jurisdiction of the Native Courts. The powers of these Courts vary according to the development of the place in which they are situated and the intellectual capacity of their members. There are thus four grades of Court whose powers vary from that of three months imprisonment to full powers including the death sentence, which is, however, subject to confirmation by the Governor. The following table shows the number of civil and criminal cases tried in the Native Courts; those for the Northern Provinces are for the year 1937, while those for the Southern Provinces are for 1936 as the 1937 figures are not yet available.

Province.	Population.	No. of Native Courts.	No. of Criminal Cases.	No. of Civil Cases including Adultery.
Adamawa ... ..	683,026	47	4,857	8,588
Bauchi ... ..	1,034,685	48	3,856	22,927
Benue ... ..	1,009,921	111	6,983	16,220
Bornu ... ..	1,081,579	38	4,385	8,119
Ilorin ... ..	468,097	32	932	6,469
Kabba ... ..	505,690	40	3,771	8,343
Kano ... ..	2,615,395	37	14,680	43,159
Katsina ... ..	1,060,842	22	3,750	21,976
Niger ... ..	466,946	43	4,460	5,025
Plateau ... ..	536,461	76	3,450	8,864
Sokoto ... ..	1,977,130	60	7,956	20,391
Zaria ... ..	446,478	36	1,385	11,973
Total, Northern Provinces ...	11,886,250	590	60,465	182,050
Abeokuta ... ..	536,060	37	2,030	6,650
Benin ... ..	482,278	119	7,556	13,981
Calabar ... ..	908,702	107	12,024	45,690
Cameroons ... ..	407,689	82	3,347	9,697
Ijebu ... ..	306,837	22	2,131	2,807
Ogoja ... ..	678,488	168	7,261	10,583
Ondo ... ..	476,968	102	4,465	11,102
Onitsha ... ..	1,096,323	107	9,489	10,753
Owerri ... ..	1,613,973	138	26,324	32,548
Oyo ... ..	1,342,259	81	3,552	22,245
Warri ... ..	416,524	250	6,787	10,429
Total, Southern Provinces ...	8,266,101	1,213	84,966	176,485

## Payment of Fines.

251. Ample time is always allowed for payment of fines. There is no provision for probation in the Native Courts except for juvenile offenders. The proportion of imprisonment to fines is shown in the following table for the year

		Sentences of fines.*	Sentences of imprisonment.†	Sentences of fine or imprisonment in default.‡	Total prosecutions.
SUPREME COURT.					
Colony	...	5,979	926	120	7,025
PROTECTORATE COURTS.					
Northern Provinces	...	2,699	1,159	1,007	4,865
Southern	..	7,322	5,666	358	13,346
Total	...	10,021	6,825	1,465	18,211
NATIVE COURTS.					
Northern Provinces	...	44,633	13,007	...	82,072
Southern	..	42,423	15,978	8,136	175,605
Total	...	87,056	28,985	8,136	257,677

\* For Supreme Court. Total of fines actually paid.

† " " Includes imprisonment instead of fine.

‡ " " Where person was imprisoned in default but eventually paid the fine less value of imprisonment. Figures not available for other courts.

252. The Nigeria Police Force is administered by a Commissioner of Police, assisted by a Deputy Commissioner and an Assistant Commissioner, with headquarters at Lagos. The Criminal Investigation Division forms part of the headquarters office: its activities are controlled by the Superintendent of Police in charge, who is directly responsible to the Commissioner of Police.

253. Reliable statistics of the volume of crime have only been compiled since the latter half of 1936. Taking the period of 1937, there has been a decrease of 217 in the number of offences against the person and of 125 in the number of offences

against property. Coining offences show a decrease of twenty-nine for the whole of Nigeria, but an increase of twelve in the Provinces. Murder cases increased by thirty-five, but child stealing cases dropped by 40%.

On the whole the crime statistics show a satisfactory trend and crime appears to be kept well in check. One tendency has, however, given cause for some concern, namely the increasing number of coining offences in the Northern Provinces. The culprits are natives of the Southern Provinces and the outbreak is being successfully dealt with by the Nigerian Police in co-operation with the native authorities.

254. The main activities of the Nigeria Police are confined to the Colony, the Southern Provinces (excluding Oyo, Abeokuta and Ijebu) and the townships of the Northern Provinces. Outside these areas the Native Administrations are responsible for the preservation of good order and security, the assistance of the Nigeria Police being sought as occasion requires.

### Prisons.

There are two types of prisons in Nigeria:—

- (a) Native Administration Prisons.
- (b) Government Prisons.

#### *Native Administration Prisons.*

255. There is at least one Native Administration prison at each Native Administration Centre in the Northern Provinces, and such prisons are also maintained at Abeokuta, Ijebu Ode, Oyo, Ibadan, Ilesha, Oshogbo and Ife in the Southern Provinces. These prisons accommodate prisoners sentenced in the Native Courts; they are controlled by the Native Administration concerned under the supervision of Administrative officers. The work system is being introduced and a goodly scheme to award privileges for good conduct.

256. The daily average of persons detained in them is about 4,190 (4,120 Northern Provinces, 191 Southern Provinces). Their sizes differ greatly, from the Kano Central Prison with over nine hundred inmates to others where the daily average is below ten. They are constantly inspected by medical and administrative officers and the utmost attention is paid to the conditions under which the prisoners live and work. In the Northern Provinces in 1937 the death rate per 1,000 of the daily average was 19.96 as compared with 17.07 in 1936. In the Southern Provinces the health of the prisoners and discipline of the staff have been good.

*Government Prisons.*

257. These are organised as two departments, one for the Northern and one for the Southern Provinces and Colony.

The Prisons Department in the Northern Provinces is under the control of a Director of Prisons, which office is undertaken by the Commissioner of the Nigeria Police and has its own complement of European Superintendents and Assistant Superintendents, African Warders and Clerical staff. Five prisons are maintained in the Northern Provinces, one each at Kaduna, Lokoja, Jos, Zaria and Kano with accommodation for 320, 222, 120, 44 and 62 prisoners respectively. They accommodate prisoners sentenced in the Protectorate Courts, and in addition a certain number of prisoners who are transferred, with the approval of the Chief Commissioner from the Native Administration gaols. The buildings are of permanent construction and contain a certain number of separate cells as well as separate accommodation for female prisoners and infirmaries. The Lokoja Government Prison also includes a lunatic asylum. The health of the prisoners is good; there were sixteen deaths for the eleven months ended 30th November, 1937, the same number as in the corresponding period of 1936.

258. The Prison Department, Southern Provinces and Colony, is under the control of a Director of Prisons. Two types of prisons are maintained:—

- (a) Convict Prisons which accommodate all classes of prisoners including those with sentences of two years and over.
- (b) Provincial and Divisional Prisons which accommodate all classes of prisoners except convicts with sentences of two years and over.

Both types accommodate prisoners sentenced by the Supreme, Protectorate and Native Courts.

259. At the close of the year forty-seven prisons were being maintained by Government in the Southern Provinces and Colony. Of this number five were Convict Prisons, eight Provincial Prisons and thirty-four Divisional Prisons. Five convict prisons are of permanent construction. The remainder which are situated in various Provincial and Divisional Headquarters are of semi-permanent or temporary construction. Convict prisons are in charge of Superintendents or Assistant Superintendents of the Prison Department, the remainder being in the charge of Administrative Officers.

260. The total prison population carried on the registers for the year 1936 was 31,185, made up as follows:—

	<i>Males.</i>	<i>Females.</i>
Under warrants of the Supreme Court ...	2,743	93
"    "    "    " Provincial Court ...	670	14
"    "    "    " Protectorate Court	12,668	719
"    "    "    " Native Courts ...	13,025	1,253

(Figures for 1937 are not yet available). The daily average number of prisoners locked up in 1936 was 6,330.24.

261. The general health of the prisoners is good. The diet scale is ample and with the exception of those suffering from some disease on admission, there are few prisoners who do not put on weight while serving a sentence.

262. There is a mark system in force both in the Northern Provinces and in the Southern Provinces and Colony whereby prisoners serving a sentence of two years or more may earn by good work and conduct a maximum remission of one-fourth of their sentence.

A system of classification has now been extended to all Government prisons whereby, as far as the facilities of each prison permit, habitual criminals, first offenders and adolescents are separated.

In the Northern Provinces the prisoners are divided for disciplinary measures into four divisions. On admission long-sentence prisoners are placed in the fourth division. After periods of three months, six months and nine months they are promoted to the third, second and first divisions respectively according to their conduct during the required period in the preceding division. Prisoners in the first and second divisions are granted, proportionately, certain minor privileges as an inducement to continue to be of good behaviour.

263. In the Southern Provinces instruction was continued in the following trades and the articles made by the convicts were up to the usual high standard:—

Tinsmithing, blacksmithing, carpentry, tailoring,  
boot and shoe repairing, brickmaking, bricklaying,  
printing, basket making, furniture making, cloth weaving,  
mat-making.

In the Northern Provinces similar prison industries are maintained at Kaduna and Lokoja prisons, more for instructional than commercial purposes. Cloth weaving, solely for prison use, is undertaken in the Kaduna Convict Prison and has proved an excellent innovation.

#### Juvenile Prisoners.

264. There is no special provision made for this class of prisoner and very few are committed to prison by the Native, Protectorate or Supreme Courts. Juvenile offenders are either placed

on probation or light corporal punishment is administered. They are even more rarely confined in the Native Administration or Divisional prisons. The Kano Native Administration, however, has instituted a Juvenile prison outside the city, where basket work and gardening are taught.

265. Legislation for the treatment of Juvenile Offenders was revised and enlarged by the passing of the Native Children (Custody and Reformation) (Amendment) Ordinance, 1932, so that effect might be given to the recommendations of the Colonial Office 1930 Conference. An Industrial School for boys convicted of criminal offences is maintained by the Government at Enugu. The School buildings were erected by prison-trained artisans with bricks manufactured in the Enugu prison brickfields. Commitment to the institution is by mandate. Treatment is in accordance modern principles and the degree in which the treatment is applied to the individual varies according to his mental or physical capacity. At the end of the year forty-two boys were undergoing treatment.

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#### CHAPTER XIV.

#### LEGISLATION.

The following are the more important enactments of 1937:—

##### Ordinances.

266. The Sleeping Sickness Ordinance, 1937, (No. 1 of 1937) applies to the Northern Provinces, including those parts of the Cameroons under British Mandate which are administered with the Northern Provinces, and makes it compulsory for any person residing in those Provinces to submit himself for medical examination for sleeping sickness. If he proves to be infected he is compelled to submit himself to the appropriate treatment. Section 5 gives the Governor power to declare areas to be Sleeping Sickness areas and section 10 gives him power to declare the whole or any part of such an area to be a Restricted Area. Residence in a restricted area is prohibited and entry therein only permitted to persons holding permits.

267. The Tin (Production and Export Restriction) (Amendment) Ordinance, 1937, (No. 2 of 1937) makes the provisions of the Tin (Production and Export Restriction) Ordinance, 1931, effective until the 1st December, 1941.

268. The Colony Taxation Ordinance, 1937, (No. 4 of 1937) repeals the Income Tax (Colony) Ordinance, 1927, but re-enacts many of its provisions. It makes the Treasurer the Tax Authority

for the Municipal Area of Lagos in place of the Commissioner of the Colony. (Later in the year the Financial Officers Change of Titles Ordinance, 1937, substituted "the Financial Secretary" for "the Treasurer"). Subject to a number of exemptions, which include old age and infirmity, it provides that every male resident in Lagos shall pay a tax of five shillings per annum. The Ordinance also authorises the Governor to appoint a Board of Commissioners consisting of three non-officials who shall hear appeals against assessments and prescribes the procedure to be followed in prosecuting such appeals.

269. The Motor Traffic (Amendment) Ordinance, 1937, (No. 9 of 1937) gives the Principal Licensing Authority powers of control over other Licensing Authorities. Section 3 amends the principal Ordinance by conferring power on Courts to suspend or endorse offenders' licences for first or second offences for exceeding the speed limit or using unsafe vehicles. The same section provides that in cases where commercial vehicles are in the custody, or under the control, of any person other than the owner that person shall be liable in place of the owner. Section 5 confers power on the Governor in Council to make regulations dealing with various subjects. By exercising these powers effect will be given to the International Motor Vehicle Conventions of 1926 and 1931 to which Nigeria is a party.

270. The Criminal Code (Amendment) Ordinance, 1937, (No. 10 of 1937) amends the Criminal Code by making it an offence to make unlawful enquiries with the object of making counterfeit coin or of obtaining any tool or instrument which is adapted to make the resemblance of either side of a current coin, or mark the edge of any disc or coin with a design similar to that on a current coin, or mark the edge of any disc or coin with a design similar to that on a current coin or to cut round blanks out of metal or other substance. Section 5 makes it a felony to be in possession of ten or more pieces of counterfeit coin without lawful authority.

271. The Criminal Procedure (Amendment) Ordinance, 1937, (No. 11 of 1937) makes provision for the disposal of property which has come into the possession of the Police in connection with a criminal charge. Section 3 provides that a person who has been committed for trial shall be furnished, free of charge, with a copy of the depositions before the trial. Section 4 makes reports by the Government Analyst, Assistant Analyst, Medical Practitioners and the Treasurer receivable as *prima facie* evidence in certain proceedings.

272. The Coroners (Amendment) Ordinance, 1937, (No. 12 of 1937) provides that a person committed for trial by a Coroner on a charge of murder or manslaughter shall be furnished with a copy of the depositions free of charge, before the trial.

273. The Boy Scouts Association (Amendment) Ordinance, (No. 14 of 1937), makes it an offence for any person, except the Association or any person authorised by the Association, to import or sell Boy Scouts' uniforms or emblems. The prohibition extends to articles and emblems closely resembling those worn by Boy Scouts.

274. The Goldsmiths (Amendment) Ordinance, 1937 (No. 15 of 1937) provides that in those parts of Nigeria to which the main Ordinance applies goldsmiths shall keep a record of any jewellery received by them for alteration or re-manufacture and shall state the weight of such jewellery before and after re-manufacture.

275. The Regulation of Docks Ordinance, 1937, (No. 18 of 1937) empowers the Governor in Council to make Regulations designed to secure the safety of persons working on docks, wharves and quays.

276. The Customs Tariff (Amendment) Ordinance, 1937, (No. 19 of 1937) amends section 4 of the principal Ordinance by providing that for the purposes of calculating the amount of *ad valorem* duty the value of any imported goods shall be taken to be the price that such goods would fetch on sale in the open market at the time of importation.

277. The Additional Customs Duties (Amendment) Ordinance, 1937, (No. 20 of 1937) makes a similar amendment to the principal Ordinance.

278. The Railway Provident Fund (Amendment) Ordinance, 1937, (No. 25 of 1937) vests the management of the Railway Provident Fund in a Board of Management which is partly appointed by the Governor and partly elected by the depositors.

279. The Financial Officers Change of Titles Ordinance, 1937, (No. 27 of 1937) gives effect to the alteration in the system of financial control in Nigeria by substituting either the words "Financial Secretary" or "Accountant-General", as the case may be, for "Treasurer" wherever the latter word appears in the Laws of Nigeria. Two schedules indicate the particular change to be made in each case.

280. The Criminal Code (Amendment No. 2) Ordinance, 1937, (No. 36 of 1937) amends section 18 of the Criminal Code and invests the Governor with power, after a case has been considered in Council, to make an Order directing that a person be deported to any place whether within the British Empire or not, but a proviso limits the scope of the section by providing that a native of Nigeria shall not be deported to any place outside Nigeria. Section 4 makes it an offence to take any part in a

lottery. Lotteries or sweepstakes organised and controlled by any race club in Nigeria may however be exempted from the provisions of the section by the Governor by means of a notice published in the Gazette.

281. The Nigeria Naval Defence Force Ordinance, 1937, (No. 37 of 1937) makes comprehensive provision for the raising, training and maintaining of a Volunteer Naval Defence Force in Nigeria.

282. The Forestry Ordinance, 1937, (No. 38 of 1937) repeals the Forestry Ordinance (Chapter 95). It provides for the constitution, management and control of forest reserves and protected forests and generally provides for the conservation and regeneration of forests in Nigeria.

283. The Native Authority (Colony) Ordinance, 1937, (No. 39 of 1937) is applied to the Colony excluding the Township of Lagos. In general it provides the Colony with a system of administration similar to that obtaining in the Protectorate by virtue of the Native Authority Ordinance, 1933 (No. 43 of 1933). The system is modified in certain respects to suit the conditions prevailing in the Colony. (The Ordinance did not come into force until the 1st of April, 1938.)

284. The Native Courts (Colony) Ordinance, 1937, (No. 40 of 1937) also applies to the Colony except the township of Lagos. It provides for the constitution, procedure and control of Native Courts in the Colony in the same manner as the Native Courts Ordinance, 1933, (No. 44 of 1933) established Native Courts in the Protectorate. It provides extensive rights of appeal against decision of these Courts. (The Ordinance did not come into force until the 1st of April, 1938.)

285. The Native Direct Taxation (Colony) Ordinance, 1937, (No. 41 of 1937) applies to the Colony excluding the Township of Lagos. It makes provision for the assessment and collection of direct taxes and is based upon the Native Revenue Ordinance (Chapter 74), though there are numerous differences and modifications designed to meet the conditions existing in the Colony. This Ordinance, together with those mentioned in the two preceding paragraphs, extends to the Colony, excluding the township of Lagos, systems of administration, justice and taxation which have been operative in the Protectorate for a number of years. (The Ordinance did not come into force until the 1st of April, 1938.)

286. Order in Council No. 2 of 1937, made under the Importation of Textiles (Quotas) Ordinance, 1934, provides that the current quota period shall extend from the 1st January, 1937

until the 30th June, 1938. The Schedules to the Order set forth the amount of the quota allocated to the various countries mentioned.

287. Order in Council No. 14 of 1937, made under the Change of Titles Ordinance, 1930, changes the titles of the commissioned officers in the Nigeria Police Force and makes minor alterations in the case of the titles of officers in the Veterinary Department.

288. Order in Council No. 21 of 1937, made under the Sleeping Sickness Ordinance, No. 1 of 1937, declares various areas in the Northern Provinces to be sleeping sickness areas for the purposes of the Ordinance.

289. Order in Council No. 33 of 1937, made under the Dangerous Drugs Ordinance, 1935, schedules a list of preparations to which Part III of the Ordinance shall cease to apply.

290. The Prevention of Crimes Regulations, 1937, (No. 2 of 1937) made under the Prevention of Crimes Ordinance (Chapter 33), provide for the preparation and filing of records, statistics and finger prints relating to crimes and criminals. They also define the procedure to be adopted when a person is sentenced to undergo a period of police supervision.

291. The Dangerous Drugs Regulations, 1937, (No. 11 of 1937) made under the Dangerous Drugs Ordinance, 1935, provide that no person shall sell, distribute or be in possession of raw opium or coca leaves unless authorised in that behalf by licence. Exceptions are made in the cases of registered medical practitioners, chemists retailing poisons in accordance with the provisions of the Poisons and Pharmacy Ordinance 1936, qualified veterinary surgeons, persons engaged in dispensing medicines at public hospitals, Government Analyst and persons in charge of research laboratories approved by the Director of Medical Services. Also the manufacture, sale and distribution of dangerous drugs, as defined in the Dangerous Drugs Ordinance, is controlled by licence. Regulation 14 provides that all prescriptions for the supply of such drugs must comply with a number of conditions, while regulation 17 requires that all bottles containing such drugs shall be clearly marked with the amount contained in the bottle. Regulation 18 prescribes the records which must be kept by all persons who supply such drugs.

292. The Motor Traffic (Foreign Vehicles) Regulations, 1937 (No. 35 of 1937) made under the Motor Traffic Ordinance, 1927, prescribe the conditions upon which international certificates, international driving licences and international circulation permits may be issued. They also prescribe the conditions of user by holders of such documents while driving a vehicle in Nigeria.

293. The Cotton Marketing and Export Regulations, 1937 (No. 43 of 1937) made under the Agriculture Ordinance, 1935, repeal previous Regulations relating to the purchase, grading and ginning of seed cotton. They authorise the Governor to appoint an Advisory Committee to advise him on the carrying out of the provisions of the Regulations and prescribe the methods of control to be exercised over cotton markets, and also over the marketing, grading and ginning of cotton.

294. Bye-laws No. 3 of 1937 apply to the township of Lagos and repeal all bye-laws made by the Lagos Town Council since the 19th July, 1921. Most of the provisions of these bye-laws are re-enacted and a number of new bye-laws and amendments to old bye-laws are incorporated therewith.

#### CHAPTER XV.

#### BANKING, CURRENCY, WEIGHTS AND MEASURES.

295. *Banking.*—The Bank of British West Africa, Limited, and Barclays Bank (Dominion, Colonial and Overseas) have respectively, seventeen and nine branches established at stations throughout Nigeria and the latter Bank has a branch in the Cameroons under British Mandate.

296. *Post Office Savings Bank.*—The Savings Bank continues to show a very increase in deposits, and nine more branches, making a total of eighty-six, were opened in 1937. The number of depositors has increased by 19.6% and the amount deposited by 29.5%. The total amount standing to the credit of depositors on the 31st December 1937 was £149,578 3s. 7d., an increase of £34,135 4s. 7d. during the year.

297. *Currency.*—The following coins and notes are current in Nigeria:—

- (a) British gold, silver and bronze coins.
- (b) West African Currency Board silver and "alloy" coins of the following denominations:—  
2s., 1s., 6d. and 3d.
- (c) West African Currency Board nickel bronze coins of the following denominations:—  
1d.,  $\frac{1}{2}$ d. and one-tenth of a penny.
- (d) West African Currency Board notes in denominations of £1 and 10s. There are also small numbers of £5, 2s. and 1s. notes remaining in circulation which are in process of withdrawal.

West African Silver coin to the value of £26,000 was withdrawn from circulation during the year 1936-37 and was shipped to the United Kingdom to be melted down.

298. Owing to Inter-Colonial movements in coin and currency notes it is not possible to estimate the amounts which are in circulation in Nigeria, but for the British West African Dependencies collectively the following totals are recorded:—

	30th June, 1935.	30th June, 1936.	30th June, 1937.
	£	£	£
West African Silver Coin ... ..	1,348,318	1,290,300	1,257,241
" " Alloy Coin ... ..	7,276,567	9,541,138	14,748,387
" " Nickel Bronze Coin ... ..	653,065	732,474	888,574
" " Currency Notes ... ..	717,295	976,247	2,374,909

## CHAPTER XVI.

## PUBLIC FINANCE AND TAXATION.

299. *Revenue and Expenditure.*—The Revenue and Expenditure for the past five years are as follows:—

Year.	True Revenue.	True Expenditure.	Expenditure on Loan Works.
	£	£	£
1932-33 ...	6,899,567	6,898,801	719,283
1933-34 ...	6,750,407	6,898,816	102,251
1934-35 ...	7,000,625	6,876,526	384,182
1935-36 ...	7,929,712	7,690,971	73,294
1936-37 ...	6,259,547	6,061,348	56,337

Expenditure for the years 1932-33 to 1935-36 includes the annual loss on the Nigerian Railway.

300. Revenue and Expenditure for the six months April to September, 1937, excluding the Nigerian Railway Revenue and Expenditure amounted to £3,447,907 and £3,131,730 respectively. The expenditure actually charged to the 1927 and 1930 Loan Funds, during that period, is £359 and £33,936 respectively. The revised estimates of Revenue and Expenditure for the financial year 1937-38 are £7,102,484 and £6,801,286 respectively.

301. *Debt.*—The Public Debt, at 30th September, 1937, amounted to £24,764,599 and the accumulated Sinking Funds to £2,669,582. There is also a Supplementary Sinking Fund which amounted, on 30th September, 1937, to £742,593. Provision is made for the amortisation of all loans by annual contributions to Sinking Funds.

302. All Nigerian Loans rank as "Trustee" Securities and are quoted on the London Stock Exchange. They, together with the middle market prices quoted on the 30th of September, 1937, are as follows:—

	<i>Amount Outstanding.</i>	<i>Description of Stock.</i>				<i>Quotation.</i>
1.	£6,363,226	Nigeria	6%	Inscribed Stock, 1949-79 ...	...	124
2.	£5,700,000	"	4%	" " 1963 ...	...	108
3.	£4,250,000	"	5%	" " 1947-57 ...	...	112
4.	£4,263,373	"	5%	" " 1950-60 ...	...	115
5.	£4,188,000	"	3%	" " 1955 ...	...	96

303. The annual charges for the service of the Public Debt, on account of interest and Sinking Fund, in the year 1936-37 amounted to £1,612,552 of which the Railway contributed £668,464, in respect of interest only.

304. *Assets.*—The Balance Sheet of Nigeria is published monthly in the *Nigeria Gazette* and from that of the 30th September, 1937, it may be seen that the excess of Assets over Liabilities at that date amounted to £3,135,692, which is £316,177 more than the surplus at the commencement of the financial year 1937-38. This difference represents the amount by which the expenditure of Nigeria exceeded the revenue (exclusive of the Railway) during the six months April to September, 1937.

305. *Loan Funds.*—The unexpended balance amounted to £473,741 on the 30th of September, 1937.

306. The following figures show the balances of some of the larger Appropriated Funds at 30th September, 1937:—

	£
Reserve Fund ... ..	500,000
Supplementary Sinking Fund ... ..	742,593
Stock Transfer Stamp Duty Fund ... ..	69,163
Electricity Renewals Fund ... ..	136,612
Marine Renewals Fund ... ..	330,893
Water Supplies Renewals Fund ... ..	194,911

307.—*Taxation.*—All adult male persons in the Colony are subject to a graduated Income Tax, not exceeding one per cent, or a minimum tax of five shillings per annum. Male non-natives throughout the Protectorate in receipt of incomes exceeding £30 per annum are subject to a graduated Income Tax at a similar rate. Natives and Native Foreigners in the Protectorate and the Cameroons under British Mandate pay taxes in accordance with the various forms of assessment described in paragraphs 314-322. Except in the Colony and in the case of non-natives in the Protectorate taxes are collected by the various Native Administrations

throughout Nigeria and are then divided, in varying proportions, between Government and Native Administrations.

308. The actual revenue received by the Central Government from direct taxation in the financial year 1936-37 is as follows:—

	£
General Tax, Northern Provinces ...	455,119
Cattle Tax, Northern Provinces ...	81,948
General Tax, Southern Provinces ...	275,406
Cattle Tax, Southern Provinces ...	1,215
Income Tax, Colony ... ..	24,225
Income Tax, Protectorate ... ..	13,887
	£851,800

309. Customs Tariff (Summarised)—The first schedule to the Customs Tariff Ordinance enumerates articles under thirty-two headings (exclusive of sub-divisions) on which import duties are imposed. The duties are 10% *ad valorem* on articles such as hardware, earthenware and glassware, cutlery, furniture, musical instruments etc.; a specific rate on alcoholic liquor (beer and stout 2s. the imperial gallon, wines 6s. to 18s. the imperial gallon, gin 24s. 10d. to 28s. 9d., other spirits 30s. 10d. to 51s. 6d.); fire-arms 12s. 6d. each and ammunition 2s. 6d. and 5s. per hundred rounds; cement 4d. the 100 lb.; salt 2s. 6d. the 100 lb.; soap 4s. the 100 lb.; sugar 2s. 3d. the 100 lb.; tobacco unmanufactured 2s. 2d. the lb. and manufactured 4s. the lb.; cigars 8s. the hundred; cigarettes 2s. 2d. the hundred; provisions at varying rates; woven piece goods at various rates. All articles not enumerated in the list and not specifically exempted are charged at 10% *ad valorem*, the value being assessed at the market value at the port of entry.

310. There is an export duty on cocoa (£1 3s. 4d. the ton), palm kernels oil (£2 the ton), palm kernels (10s. 6d. the ton), palm oil (11s. 6d.) the ton, tin (1s. 6d. the ton), fresh bananas (1½d. per count bunch) and dry bananas (2d. per 10 lb.).

311. *Excise and Stamp Duties.*—The revenue derived from licences and stamp duties in the year 1936-37 was as follows:—

<i>Licences.</i> —	£
Game ... ..	492
Liquor ... ..	6,796
Motor Vehicles and Drivers ...	85,330
Storage of petroleum ... ..	614
Arms and Ammunition ... ..	2,048

	£
Storage of gunpowder ... ..	53
Boat and Canoe Licences ... ..	1,185
Forestry, General ... ..	749
Wireless Licences ... ..	999
Unclassified ... ..	1,757
Stamp Duties ... ..	12,598
	£93,405

312. *Native Administrations.*—The 147 Native Treasuries throughout Nigeria have their own Estimates of Revenue and Expenditure, deriving their revenue principally from a proportion of direct taxes, which varies from 50% to 75% of the total collected. The totals of actual Revenue and Expenditure for 1936-37 of all the Native Treasuries together were £1,453,718 and £1,477,818 respectively (Northern Provinces £913,954 and £985,755, Southern Provinces £539,764 and £492,063). The total excess of Expenditure over Revenue (£24,100) is reflected in the total Reserve Funds of the Native Treasuries, which, at the end of the financial year 1936-37, stood at £1,849,416 (Northern Provinces £1,285,740; Southern Provinces £563,676); all of which figures are subject to audit.

#### Northern Provinces.

313. The system of direct taxation is that of a " graduated income tax " which has taken the place of the various forms of taxation found operating in the country on its first occupation by the British. The assessment of this tax is undertaken by the Administrative staff and is one of their most important duties. The area of the land ordinarily cultivated by a village is first ascertained and the average market value of the produce from it together with the amount and value of special irrigation crops is calculated. The village livestock is then counted and in consultation with the District and Village Headmen the assessing officer endeavours to arrive at an equitable assessment of the non-agricultural portion of the community, *i.e.*, the craftsmen and traders. When the total amount due from the agricultural and industrial groups of the village is decided, it is apportioned by the Village Head assisted by the Elders among the tax-paying adults, so that each man pays according to his income.

314. The tax is collected by the Village Headman, usually after harvest, and remitted to the District Headman who pays in the total to the central Native Treasury of the Emirate or other unit. Receipts are issued to the individual and the Village Headman is paid as salary a proportion of the tax collected by him.

The incidence of the taxation varies very considerably with the conditions of different localities being in some areas less than 2s. and in others exceeding 12s. per adult tax-paying male.

### Southern Provinces.

315. There are three main forms of assessment of tax:—

*A.*—Assessment of the average income of the adult male resulting in the imposition of a flat rate of tax.

*B.*—A more detailed assessment of the incomes of classes of the community, *e.g.*, goldsmiths, and of individual members.

*C.*—Assessment of a community in a lump sum.

316. The first form of assessment is common to almost every Native Administration area in the Southern Provinces. Inquiries are instituted into the average annual gross income of the peasant farmer, who is taken as the standard because he forms the bulk of the male adults of the Southern Provinces, and the rate of tax for the area is worked out on a basis of approximately  $2\frac{1}{2}$  per cent of the average annual gross income. For example, if the average income were estimated at £12, the tax would be 6s. per adult male, and this flat rate, though it may appear to be a poll tax, is in reality a rudimentary form of income tax, inasmuch as a very large proportion of the community have an almost identical income. The number of adult males in the area to be assessed is then ascertained, and the flat rate of tax and the total sum required are communicated to the Village Council, and made widely public.

317. As regards *B*, assessment is carried to a point which enables the average annual incomes of typical members of various trades and professions to be ascertained, and special rates of tax are fixed accordingly for them, either inclusive of or additional to the flat rate referred to above. A graduated scale of income tax is also introduced for the wealthier members of these communities, notably salaried employees whose incomes are readily ascertainable. In certain areas, the system has been carried to its logical conclusion of a separate assessment of the income of each individual adult male in the community.

318. In the Ijebu and Abeokuta Provinces a tax is also imposed on women, but the combined rate of tax on adult males and females is much the same as that on adult males only in the neighbouring provinces.

319. As regards *C*, in certain areas of the Cameroons Province the system known as "lump sum assessment" was introduced with the consent of the people. The suitability of this form of taxation for more primitive peoples is open to question and

for the present its extension to other areas is unlikely and during the course of the year in certain areas where it was found that the system was not understood its use was discontinued. The total wealth and population of each taxable unit, whether quarter or village or group of villages, is ascertained and a sum approximating to 2½ per cent of the gross annual income of the unit is declared to be the amount of tax due from that unit. The Village Head and Elders are then informed of the amount of tax due and the approximate incidence per adult male, but full discretion is given to them to distribute the burden according to the capacity to pay, since they alone have an intimate knowledge of the relative degree of prosperity of each individual.

320. In the more advanced Native Administrations, where Village Heads and District Heads are recognised by the people, tax is paid through the family and the quarter to the highest recognised Native Authority by whom it is handed over to the Native Treasury. In the less advanced areas, where the indigenous organisation is conciliar, tax is paid to the Treasury by the highest acknowledged authority, who is sometimes no more than the head of a family.

321. Owing to the improved economic conditions, and, in some cases, on the initiative of the people themselves, it has been found possible to increase the rate of tax in parts of the Benin, Calabar, Onitsha and Owerri Provinces, but as a result of the acute fall in the price of cocoa the assessment for income tax in the case of cocoa farmers in Oyo Province has had to be halved.

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## CHAPTER XVII.

### MISCELLANEOUS.

322. The outstanding event of the year was the Coronation of His Majesty King George VI. Celebrations in connection with the Coronation were held throughout Nigeria and were characterised by the great enthusiasm and repeated expressions of loyalty to the Crown by the Emirs, Chiefs and people. In Lagos the programme included the ceremony of Trooping the Colour, a state service at the Cathedral, a parade of school children on the Race Course, the broadcast of His Majesty's message to the Empire, a firework display from a dredger moored in the lagoon, a native canoe carnival, a Military Searchlight Tattoo, a feast for school children and a native dancing gala on the Race Course.

323. The official celebrations were in every case most successful and were greatly enjoyed by all sections of the community. The crowds at many of the events, noticeably at the

ceremony of Trooping the Colour, the canoe carnival and the native dancing gala, were probably the largest ever seen in Lagos and provided by their spontaneous exhibition of enthusiasm a most inspiring display of the loyalty of the population of Lagos to their Majesties the King and Queen.

324. His Majesty's Ships *Carlisle*, *Penzance*, *Milford*, *Neptune*, and *Rochester* paid the usual visits to Lagos and other Nigerian ports during their West Coast cruises, the latter vessel being in port at Lagos at the end of the year. In November, the German battleship *Schleswig Holstein*, at the time in commission as a Cadet Training Ship, visited Lagos, but her draught of twenty-eight feet prevented her entering the Harbour. She therefore anchored in Lagos Roads; she was accompanied by her own fuel-oil tanker *Schwarzes Meer*.

325. Seven machines of the Middle East Command of the Royal Air Force visited the Northern Provinces during April and May.

326. The Emir of Katsina, Alhaji Muhammadu Dikko, C.B.E., paid his fourth visit to England in July. He underwent a successful operation on his eyes.

327. The death occurred at Lagos on the 29th of May of Sir Kitoyi Ajasa, Kt., O.B.E., a prominent figure in Lagos and for many years a member of the Legislative Council.

328. Ibrahim, Emir of Zaria, died on January 3rd and was succeeded by Mallam Jafaru, grandson of the Emir, Kwasau.

329. Umar ibn Ibrahim al Amin al Kanemi, Shehu of Bornu, died on the 27th of May at the age of eighty-six; his varied career in peace and war were crowned with fifteen years of devoted and tireless service as Shehu. He was succeeded by Umar ibn Kiari al Amin al Kanemi who for twenty years had been the Shehu of Dikwa: he was installed by Sir Bernard Bourdillon with ancient and impressive ceremonial at Maiduguri in December, 1937. The Governor also installed Umar's brother as Emir of Dikwa.

#### APPENDIX.

The following publications may be obtained from the C.M.S. Bookshop, Lagos and, where marked with an asterisk, from the Crown Agents for the Colonies, 4, Millbank, London, S.W.1.

	£	s.	d.
CUSTOMS:			
*Customs Laws of Nigeria ... ..	1	0	0
*Customs Tariffs, Import and Export ... ..	0	0	6
*The Nigerian Goldfield ... ..	0	1	0

\*DEPARTMENTAL ANNUAL REPORTS FROM 1s. TO 10s.

	£	s.	d.
<b>GEOLOGICAL :</b>			
The Tin Fields of Zaria and Kano Provinces :			
Tin Stone in Calabar (Raeburn, Bain, Russ)	0	10	0
<b>HISTORY :</b>			
A History of Nigeria (Burns) ... ..	0	15	0
A History of Yorubas (Johnson) ... ..	1	1	0
Nigeria under British Rule (Geary) ... ..	0	5	0
A Short History of Nigeria (Niven) ... ..	0	3	9
<b>LEGAL :</b>			
*The Laws of Nigeria, 4 Volumes ... ..	5	0	0
*The Laws of Nigeria, 1933 Supplement ... ..	1	0	0
*The Laws of Nigeria, 1933, 1934, 1935, 1936 and 1937 Legislation ... ..	0	10	0
<b>NATURAL HISTORY :</b>			
Some Common Birds of West Africa (Fairbairn)	0	3	0
<b>MISCELLANEOUS :</b>			
*The Principles of Native Administration and their Application (Cameron) ... ..	0	1	0
Land Tenure in the Yoruba Provinces (Ward Price)	0	10	0
*Nigeria Handbook 11th Edition ... ..	0	7	6
*The Tribes of Northern Nigeria (Meek) 2 Volumes ... .. (each)	0	18	0
*The Tribes of Southern Nigeria (Talbot) 4 Volumes ... .. (set)	3	10	0
The Muhammadan Emirates of Nigeria (Hogben)	0	10	6
<b>PERIODICALS :</b>			
*Northern Provinces Annual Report ... ..	0	3	6
*Southern Provinces Annual Report ... ..	0	3	6
*Blue Book ... ..	1	0	0
*Staff List ... ..	0	2	6
*Nigeria Gazette (weekly) annual subscription ...	2	0	0
*Monthly Trade Summary: annual subscription ...	1	1	0
*Legislative Council Debates (various prices).			
*Trade Report ... ..	0	7	6
<b>MAPS :</b>			
Map of Nigeria, scale 1/3,000,000 (mounted) ...	0	8	6
Map of Nigeria, 1930, scale 1/2,000,000 (mounted)	0	6	6
Communications Map and Guide ... ..	1	1	0

# COLONIAL ANNUAL REPORTS

H.M. Stationery Office publishes the Annual Reports on the Social and Economic Progress of the Peoples of the Colonies and Protectorates, most of which contain a map of the Dependency concerned. More than 40 Reports appear each year and they are supplied at the Subscription price of 50s. per annum. (This rate does not include Mandated Territories.) Individual Reports may also be purchased and standing orders placed for their annual supply

BAHAMAS	KENYA COLONY &
BARBADOS	PROTECTORATE
BERMUDA	LEEWARD ISLANDS
BRITISH GUIANA	MAURITIUS
BRITISH HONDURAS	NEW HEBRIDES
BRITISH SOLOMON ISLANDS	NIGERIA
PROTECTORATE	NORTHERN RHODESIA
BRUNEL, STATE OF	NYASALAND
CAYMAN ISLANDS (JAMAICA)	PERLIS
CEYLON	ST. HELENA
CYPRUS	ST. LUCIA
FALKLAND ISLANDS	ST. VINCENT
FEDERATED MALAY STATES	SEYCHELLES
FIJI	SIERRA LEONE
THE GAMBIA	SOMALILAND
GIBRALTAR	STRAITS SETTLEMENTS
GILBERT & ELLICE ISLANDS	TONGAN ISLANDS
GOLD COAST	PROTECTORATE
GRENADA	TRENGGANU
HONG KONG	TRINIDAD & TOBAGO
JAMAICA	TURKS & CAICOS ISLANDS
JOHORE	UGANDA
KEDAH	ZANZIBAR PROTECTORATE
KELANTAN	

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BASUTOLAND	SWAZILAND
BECHUANALAND	
PROTECTORATE	

## MANDATED TERRITORIES

Annual Reports are published on the undermentioned territories administered by H.M. Government under mandate from the League of Nations

PALESTINE AND TRANS-JORDAN	CAMEROONS under British Mandate
TANGANYIKA TERRITORY	TOGOLAND under British Mandate

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