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ANNUAL REPORT ON THE TRUST TERRITORY
OF CAMEROONS UNDER BRITISH ADMINISTRATION
FOR THE YEAR 1947

The Secretary-General has the honour to transmit herewith to the members of the Trusteeship Council a communication from the United Kingdom delegation to the United Nations dated 18 June 1948 transmitting copies of the report on the Trust Territory of Cameroons under British Administration for the year 1947.*

United Kingdom Delegation
to the United Nations,
New York.

18 June 1948

The permanent United Kingdom representative to the United Nations presents his compliments to the Secretary-General, and has the honour to transmit to him forty-two copies of the report by His Majesty's Government in the United Kingdom of Great Britain and Northern Ireland to the Trusteeship Council of the United Nations on the Administration of the Cameroons under United Kingdom Trusteeship for the year 1947.

It is requested that copies of this report should be distributed to members of the Trusteeship Council which decided at its first meeting on June 16th that rule 72 (paragraph 2) of the Trusteeship Council's rules of procedure should be waived so that this report could be considered at the present session.

* Since the Secretariat has received only a limited number of copies, distribution is unavoidably restricted.

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REPORT

by His Majesty's Government in the United Kingdom
of Great Britain and Northern Ireland to the
Trusteeship Council of the United Nations
on the Administration of the

Cameroons

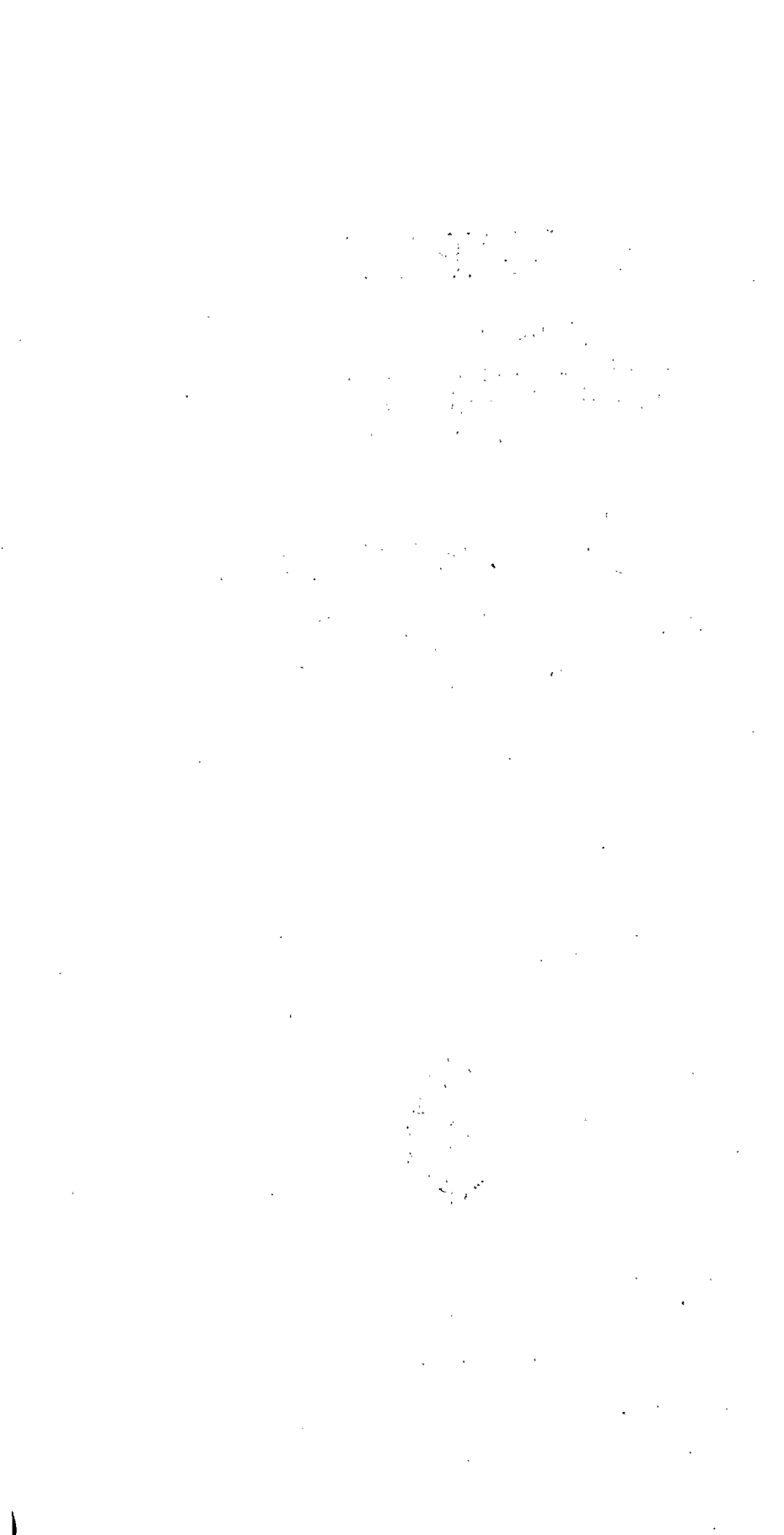
under United Kingdom Trusteeship
for the Year 1947



LONDON: HIS MAJESTY'S STATIONERY OFFICE
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TRUST TERRITORY REPORT — CAMEROONS

A. BRIEF INTRODUCTORY DESCRIPTIVE SECTION

1. General Geographical Description

The territory of the Cameroons under United Kingdom Trusteeship lies between 4° and $12^{\circ} 30'$ north latitude and between $8^{\circ} 30'$ and $14^{\circ} 50'$ east longitude. It extends from the Atlantic Ocean in the south, along the whole of the eastern frontier of Nigeria, some 700 miles, except where a salient of Nigerian territory in the neighbourhood of Yola marches with the Cameroons under French Trusteeship from a point twenty-five miles south of the Benue river to a point twenty miles north of it and divides the area into two parts.

The southern and by far the larger portion, comprising as it does nearly four-fifths of the territory, extends 420 miles inland from the coast in the shape of a wedge which is nowhere more than 100 miles wide. It includes the Cameroons Province with an area of 16,581 square miles, the Tigon-Ndoro-Kentu area, 1,236 square miles and the southern Adamawa districts 9,225 square miles in extent; a total area of 27,192 square miles.

The northern portion consists of the northern Adamawa districts, 1,740 square miles in extent, a narrow tongue of land some 100 miles in length and sometimes less than twenty miles wide, whose southern tip is at $9^{\circ} 30'$ north latitude and the Dikwa district, farther north again, reaching to Lake Chad, an area of 5,149 square miles. The total area of the northern section is thus 6,889 square miles and of the whole territory 34,081 square miles.

The situation of the territory is shown on the map on a scale 1 : 2,000,000 annexed to this report.

This long narrow strip of country includes a wide variety of different kinds of scenery. In the coastal region to the south-west is an area of mangrove swamp, the delta of Rio del Rey, giving place farther east to the massif of the Cameroon Mountain rising abruptly from the sea to a height of 13,350 feet within fourteen miles of the coast. It is a volcano, in active eruption as recently as 1922, when the molten lava pouring down its western slopes made the sea boil. The lower slopes of the mountain, covered with dense secondary forest interspersed here and there with light green patches of banana plantations present from the sea a prospect of great beauty which is equalled if not surpassed, by the view from the port of Victoria which lies at its foot, looking beyond the rocky and wooded islets of Amba Bay, across the water, to the peak of Fernando Po, over 10,000 feet high, a shadow in the distance. Farther east along the coast the land falls away to the foot hills around Tiko, even more intensively planted with cocoa, rubber, oil palms and bananas until the eastern boundary of the territory which marches with the Cameroons under French Trusteeship is reached among the mangrove swamps of the Mungo river delta and the Moewe sea within a few miles of Duala.

Inland beyond the northern slopes of the Cameroon mountains lies broken, thickly-forested country, generally hilly, but tilting down towards the south-west. Kumba, the headquarters of an administrative division, lies at the edge of Lake Barombi, itself the crater of an extinct volcano. To the east and north lie ranges of steep tree-clad hills stretching inland for more than a hundred miles. From their slopes in the west of Mamfe Division flow the streams which form the head waters of the Cross river which finds its way through Nigerian territory to the port of Calabar and provides the principal economic outlet for that area. Beyond, with the ground broken but still rising, emerge the grasslands of northern Mamfe and the Bamenda highlands, a rugged area of lofty hills rising to heights over 8,000 feet and divided by deep wooded valleys. The highest peaks lie east of Bamenda and the wild moorland, rocky streams,

waterfalls and lonely lakes hidden among the ravines and crags of this stern mountain country, present scene after scene of arresting grandeur. Trees and bushes grow on the more sheltered slopes but the summits of the hills are bare with coarse grass growing sparsely among outcrops of rock and a litter of boulders. North again at 5,000 feet above sea level are the windswept barren moors of Bansa and Nsungli : an undulating treeless land of long ridges and rounded rock-strewn hills. Here the scattered hamlets huddle in the folds of the ground and in the valleys seeking shelter from the bitter winds and driving rain clouds of the wet season. To the north mountainous country, wild and difficult of access with peaks rising to 7,000 feet, broken by the rocky valleys, running generally north and south, formed by the southern offshoots of the Benue, the Ini, the Taraba and the Yim, continues but begins to fall away gradually in a north-westerly direction until the southern area of the territory ends in the Alantika mountains overlooking the valley of the Benue at a height of 3,600 feet. "No one," writes a traveller from east to west in this area in 1931, "who has not actually performed the journey from Gashaka to Kentu can form any conception of its difficulty." The eastern boundary of the northern portion of the territory lies along a chain of hills which are an extension of the Mandara range and form the watershed between the Yedseram flowing northwards to Lake Chad and the Kabi river system which flows through French trust territory south into the Benue. The hills rise in places to 4,000 feet above sea level and are broken, precipitous and rocky. To the west is a plain varying between 1,500 and 2,000 feet in elevation watered by a series of streams which issue from the hills and flow westward to join the Yedseram and Kilange rivers. Many of the streams are bordered by belts of marshland and the plain where it is not under cultivation presents the appearance of typical orchard bush. The frontier escarpment is crowded with a remarkable series of pinnacles, the most prominent of which is the Kamale rock, a giant finger of crystalline granite, 700 feet high from base to summit. At its northern end the mountain range narrows and terminates near Gwoza in the south-eastern corner of Dikwa Division in its loftiest mountain, Zaladiffa, 5,000 feet high, towering 3,500 feet above the Bornu plain.

Beyond this last great eminence is an unbroken plain. In the brief wet season from June to September the Yedseram and lesser streams which have their source in the Mandara range inundate considerable stretches of country but for the rest of the year they meander over a wide expanse often losing their identity in chains of pools and marshes. Gentle sandy undulations at the foot of the hills sink gradually to the level of the Dikwa flats characterised by stretches of dead flat swamp land. The orchard bush gives way to thorn scrub which alone relieves the monotony of the black cotton soil lands. During the rains the soil acts as a gigantic sponge and the area becomes a huge quagmire absorbing vast quantities of water from the rivers coming from the south. In the dry season, on the other hand, the water sinks through the sandy subsoil and the surface dries to a peculiar hardness and is rent in every direction by cracks often three feet deep. During the three to four months that this area is waterlogged it can only be traversed with the greatest difficulty as the soil is of a peculiarly holding quality. In turn this dreary and monotonous region gives place to marsh land broken by numerous pools and creeks until further advance is barred by swamps in which grow tall reeds and papyrus completely blocking the horizon, an area of floating islands of vegetation where land and water mingle on the uncertain shores of Lake Chad.

The only two stations in the trust territory where full meteorological statistics are kept are Victoria and Bamenda both in the Cameroons Province. There is no meteorological station in the northern areas but figures for Maiduguri and Yola, the provincial headquarters of Bornu and Adamawa Provinces, are included in the tables in attachment A as approximating to

conditions prevailing in those parts of the territory administered as though they formed parts of those provinces. Rainfall is also measured at Buea, Debunscha, Kumba, Mamfe, Bamenda and Bansa in the Cameroons Province. At Debunscha which is one of the wettest places in the world 494 inches was recorded in 1946. This heavy rainfall on the south-west of the Cameroon mountain is orographical and is caused by south-westerly winds beating directly up against the mountain. The result of this impact is to cause an upward flow of moisture-laden atmosphere which cooling as it rises can no longer retain its moisture. The greatest temperature variation is in the extreme north where temperatures of 43° F. and 109° F. were recorded in 1945.

The boundary between the French and United Kingdom Trusteeship territories throughout the Cameroons is based on the line described in the Milner-Simon declaration of 1919 and shown on the map (Moisel, scale 1:300,000). In the northern areas, particularly, the Milner-Simon line for the most part followed the indications of streams and, in hill country, watersheds, appearing on that map; the latter, however, has since proved highly conjectural in regard to the mountain and river systems of the less accessible regions, and, in consequence, there are sections in which neither the mapped line nor its verbal description tallies with the actual terrain.

In the early years of the French and British Mandatory Administrations, a number of minor adjustments of the frontier as were found necessary were effected. The procedure adopted was for the local officers of the two Administrations to meet as opportunity offered and to work out jointly a provisional frontier on the doubtful sections, recording their agreements in *procès verbaux* for the ratification of their respective Governments. Their task was not easy, although the only adjustments within their purview were those required for fixing recognisable boundaries where the Milner-Simon line could not be located, and for avoiding the severance of integral villages or hamlets, some of which had not existed or were unknown when the map was in compilation. By 1930 the work had been carried so far that the two Governors were able to agree upon a Protocol describing almost the whole length of the portion thus provisionally defined and embodying the *procès verbaux* which had been approved in the preceding period. This protocol was ratified as a "preliminary study" by the British and French Governments in 1931 and formed the secondary basis for a final delimitation by the joint French and British boundary commission which began work in December, 1937. The Commission continued its work until 22nd April, 1938, when the wet season brought its activities to a temporary stop. It reassembled on 23rd November, 1938, and continued the delimitation of the frontier until May when its activities were interrupted by the invaliding and subsequent death of the Head of the French Commission, M. René Dugast, Administrateur en Chef. By the end of the second season the section of the frontier delimited and covered by *procès verbaux* had reached from the Coast to the vicinity of Mount Manenguba in Kumba Division, a distance of some 135 miles. The outbreak of war prevented the reassembly of the Commission in the 1939-40 dry season and the delimitation has not since been resumed.

The Administration of the trust territory is integrated with the administration of the adjoining areas of the Protectorate of Nigeria. The territory is divided into four parts.

Beginning at the extreme south there is the Cameroons Province, a self-contained unit in charge of a Resident with Provincial Headquarters at Buea at an elevation of over 3,000 feet above sea level, on the eastern slopes of the Cameroon mountains, 14 miles from Victoria, the principal port. This area is administered as though it formed a province of the Eastern Provinces of

Nigeria, and is divided into four administrative divisions, Victoria, Kumba, Mamfe and Bamenda with divisional headquarters of the same names. Immediately to the north of the Cameroons Province is the small Tigon-Ndoro-Kentu area administered as though it formed part of the Wukari Division of Benue Province, one of the Northern Provinces of Nigeria. Continuing north are the areas of trust territory administered as though they formed part of the Adamawa (Emirate) Division with headquarters at Yola, which is in the Protectorate of Nigeria outside trust territory; and Dikwa Division with headquarters at Bama administered as though it formed a division of Bornu Province of the Northern Provinces of Nigeria. There are no cities and no places which have been declared to be townships under the Townships Ordinance: the only concentrations of population, which in no case exceed 10,000 persons, in addition to the administrative headquarters, are Tiko, a port on one of the creeks forming the delta of the Mungo and Wuri rivers, Bali and Kumbo in Bamenda Division, and Mubi and Bama in the area administered as if it formed part of the Northern Provinces.

The following portions of the territory have been declared Unsettled Districts:—

	<i>Square Miles</i>	<i>Population</i>
<i>Adamawa (S)</i>		
Alantika area of Verre district	150	1,704
<i>Adamawa (N)</i>		
Parts of Madagali, Chukunawa and Mubi districts which lie to the east of the Yola-Madagali-Gwoza road	696	86,020
<i>Bornu</i>		
Gwoza district	600	63,147
	1,446	150,871

The administration of these districts differs in no way from the adjacent areas but under Chapter 77 of the Laws of Nigeria it is provided that no person shall enter an unsettled district except natives of the district, public officers and persons holding a licence to do so or authorised by a general authority granted by the Governor. The reason for this restriction is that some of the inhabitants are still prone to indulge in inter-village affrays in the dry season and to yield to violent impulses in the excitement of personal dispute.

2. Ethnic Composition

The principal tribes of the territory are the Kanuri in Dikwa Emirate, where there are also large numbers of Shuwa Arabs, both settled and nomadic, settled Fulani in the area administered with Adamawa Province and nomad Fulani who wander over the territory as far south as Bamenda Division of the Cameroons Province wherever grazing is to be found for their cattle. In Bamenda Division are also found centralised tribal communities of Tikar and Chamba origin. In addition there are, throughout the territory, village communities speaking semi-Bantu or, in the extreme south, Bantu languages who have been influenced to a greater or less degree by more cultured peoples who have settled among them, absorbed them or left them unsubdued in their hilly fastnesses while they have occupied the surrounding plains. All three of the main linguistic groups into which the population of Nigeria is divided, Sudanese, semi-Bantu and Bantu are represented. These groups are incapable

of exact definition : in fact the late Dr. P. Amaury Talbot goes no further than to say :—

“ The population is divided into three main groups, Sudanese, semi-Bantu and Bantu, of which the first term is merely used—in default of a better—to apply to all those not contained within the two latter. . . .

“ The Sudanic includes all those languages which are neither semi-Bantu nor Bantu and embraces therefore not only the purely negro tongues which might be termed true Sudanic, but also Fula and the Hamitic and Semitic families.”

The Bantu-speaking tribes are confined to Victoria and Kumba Divisions of the Cameroons Province and comprise the Isubu, Bakweri, Bamboko, Balundu, Bakundu, Balong, Abaw, Mbonge and Ngolo tribes. In Mamfe Division the semi-Bantu-speaking tribes of which the principal are the Banyangi and the Keaka have been little influenced by movements of population. In the Bamenda Division, on the other hand, similar stocks were subjected to a succession of invasions beginning with the Tikars who, according to tradition, migrated from the north-west, from territory which is now under French administration, being driven southwards under pressure from the Chambas. This invasion was followed early in the nineteenth century by an incursion of Chambas themselves, known as Bali, driven southward in their turn by the menace of the Fulani Jihad. They settled in the south of Bamenda Division to form a third element with the Tikar and aboriginal stocks where the novelty of their cloth robes, bows and poisoned arrows and horses were as much a military asset as their organised fighting power. This heterogeneous population was further disrupted by the impact of Fulani slave raids from Banyo and Gashaka. By the end of the nineteenth century the Fulani had devastated the northern areas of the division, exterminating or carrying into slavery whole communities. This short sketch illustrates the disorganised condition of tribal life in the Benue regions during the nineteenth century. The pagan tribes were broken up by the Fulani ; Chamba fought Chamba ; and the Fulani groups themselves were in a constant state of feud with one another. Thus there is in the area a mixture of racial types and cultures ; three main stocks and broken remnants of peoples of uncertain origin who took refuge among the more inaccessible hills and valleys. The Fulani, originally a pastoral people of probable Semitic origin, came into the territory from Melle via Bornu. They belong principally to the Wolarbe, Ba'en and Ila'ga'en clans and have now become Moslems of the Sunni sect. Their customs are in general regulated by Islamic law and tradition with a considerable substratum of pagan custom and observances particularly among the nomad clans who, indeed, in some cases have not embraced Islam. The purer strains are noticeable for their spare frame, light colour and, thin-faced and thin-lipped, for their non-negroid appearance. These characteristics are often lost by inter-marriage with the various tribes among which they have become settled. Their language, Ffulde, is spoken throughout the Western and Central Sudan. It is the *lingua franca* of that part of the territory administered as if it formed part of Adamawa Province. The tribes which form the Kanuri race and Kanembu constitute the principal population of the Dikwa Division. The Kanuri are ethnically composed of the aboriginal negro populations of Kanem and Bornu on whom were superimposed a Kushite Sudanese Saharan population. They formed a Hamitic element in the population of Wadai and Kanem before A.D. 800 and spoke a language which may be regarded as related to Kanuri. The ethnic composition of the Kanuri was further modified by a Tuwareg Berber migration, A.D. 500-800. The Shuwa Arabs, though now mostly settled still retain under the Emir of Dikwa and his District Heads

the framework of their internal clan government as a survival from the not so far distant days when they were semi-nomadic herdsmen. Of the numerous semi-Bantu-speaking tribes of primitive culture living in their mountain villages adjacent to but little influenced by the superior Muslim culture of the people in the plains the principal tribes are the Higi, the Njai, the Gude, the Fali, the Sukur, the Tur, the Kona, the Dakka, the Bute and the Mambila.

3. Racial Characteristics, Religions, Social Structures

The racial and linguistic characteristics of the population have been briefly touched upon in the preceding paragraphs. The religion of the great majority of the population is a belief in a Supreme Being combined with forms of animism and ancestor worship. In the north the Fulani and Kanuri profess Mohammedanism and in the Cameroons Province Christianity is spreading among the educated and semi-educated classes, particularly in Victoria Division.

Conversion to or contact with the adherents of either of these religions tends to modify profoundly the social organisation of the aboriginal peoples. This is particularly noticeable in the northern area where a culture stratum characterised by initiation rites, exogamy, the absence of secular chieftainship, the removal of the epidermis from the dead and its disposal separately from the body, the absence of circumcision and a complete lack of clothing, or its restriction to leaves or a leather covering or brass or iron ornaments worn over the pubes, gives place to a culture in which gowns and cloth garments are worn; kindred exogamy is not observed and cross cousin marriage is particularly favoured, circumcision is practised and the dead are buried in the Moslem fashion.

The Moslems of the north and the Tikar and Chamba communities of Bamenda Division have a highly organised centralised tribal organisation recognising the authority of the Emir of Dikwa, the Lamido of Adamawa and the Fons of Bafut, Bikom, Bansa and Bali. Elsewhere there is no clan organisation and the political unit is the village or village group. Numbers of villages may be united either through the fact that all look to the same priest as the guarantor of their welfare or that all use the same water supplies and markets and must therefore live in a state of comparative friendliness. There is no wider allegiance; and in fact there was, until recent years, a definite hostility to all others especially the adjacent village groups. Within the restricted group itself there may be recurrent hostility between kindreds, even between related kindreds. The social unit is the kindred, patrilineal institutions are the rule though matrilineal systems are found and some of the tribes appear to be in a transition state in which patrilineal customs are taking the place of an earlier matrilineal system. The kindred group is often bilateral, that is, it is composed of both patrilineal and matrilineal relatives. Tribes which still adhere to matrilineal customs are often averse from admitting that they do so, fearing that a claim of a man on his sister's children will be considered as an infringement of the laws against slavery. Marriage is by the payment of bride price, the exaction of labour service or by exchange. Marriage by exchange is tending to break down as girls will have recourse to a Court action if pressure is brought upon them to marry against their will. Marriage by elopement occurs but is usually legalised by the husband sending presents to the parents of the wife. The blacksmith kindred often possesses a special position within the group and is sometimes associated with priestly duties and funeral functions. The fear of witchcraft which may be acquired either by heredity, by purchase or by accident is general throughout the pagan areas.

4. Flora and Fauna

The flora may, broadly, be regarded as falling into three groups; that of the high forest, that of the savannah and that of the montane area. Little confusion attaches to the first two : the high forest is characterised by the almost entire absence of grasses and, when untouched by human activity, consists for the most part of tall trees having a closed canopy casting a deep shade upon the ground ; the savannah, on the other hand, consists of a profuse and continuous growth of tall grass amongst which stand scattered trees of low height and twisted shape due to annual firing. No real intermediate stage between these two forms of vegetation exists, the change from one to the other being in general very abrupt, but it is possible to recognise within each type certain subdivisions consonant with variations in edaphic or altitudinal factors.

The high forest shows close affinities to the main block of West African tropical rain-forest and to a lesser extent with that of the Congo. It contains most of the commercially useful species of this region, mahoganies, ebony and so forth, but the character of much of this belt is being rapidly changed by shifting cultivation and by replacement of the original forest by plantations of cocoa, rubber and bananas. In the Cross river area the forest shows strong evidence of habitual movement of village sites combined, probably, with far higher populations in the past. The forest extends upwards to an altitude of roughly 6,000 feet ; above about 3,000 feet the component species alter to some extent, exhibit a branchy and somewhat twisted habit and are festooned with mosses owing to their frequent investment with cloud. It is here that West Africa's only tree-fern, *Cyathea mannii*, is found. In one locality, in the Bamenda highlands, a special type of bamboo forest is found at an elevation of about 7,000 feet, the species being *Arundinaria alpina* common in the Kenya mountains. Further relationship to the East African mountain forests is shown by the presence of *Podocarpus*.

In popular thought West Africa, and perhaps in particular the Cameroons, is regarded as being covered by dense, dark, tropical high forest, but this is very far from the truth and no less than three-quarters of the territory which is the subject of this report consists of open grass country, the savannah, which is subdivisible into the Guinea, Sudan and Sahelian sub-types each characterised by special trees and grasses. These open grasslands are not very impressive in comparison with the lush tropical luxuriance of the high forest ; but the fact must not be overlooked that their stunted trees are the only source of timber and fuel available to a very large section of the population, besides yielding important additions to the dietary in the form of oils such as shea butter or fruits such as the locust bean. This area, moreover, provides the optimum ecological conditions for the cultivation of ground-nuts, while from the extreme northern sections gum arabic, the product of the tree *Acacia senegal*, is exported.

Over the montane area, which plays a large part in Cameroons literature both scientific and general, there has been a good deal of loose thinking and ill-informed writing. This zone has been taken by some as lying above the 3,000 feet contour ; more usually it is regarded as starting at 5,000 feet, but even this is almost certainly 1,000 feet too low. The chief vegetational features are short grass, numerous herbs and, at the lower elevations, scattered shrubs. It is of little importance save as a grazing ground for nomadic herds of cattle and its main interest lies in its remarkable affinity to widely separated but similar mountain types in East Africa and Fernando Po : a number of the genera such as *Alchemilla*, *Geranium*, *Viola*, *Myosotis* and *Sibthorpia* are European, and heaths of the family *Ericaceae* together with a giant Lobelia and a giant Groundsel are commonly to be seen. Taking its lower limit as 6,000 feet the area covered by this type is considerably smaller than has been assumed in

the past and is in fact limited to some 500 square miles; moreover, the Cameroons is the only district in West Africa where such a habitat exists.

This view of the montane area is amply confirmed by a study of avifaunal distribution. Below 5,000 feet to 6,000 feet the birds are identical with or show a close relationship to those of the surrounding forest or savannah, but above this height there is a marked change and the affinities are with the similar African montane areas referred to above though in the case of the Cameroon Mountain itself they are more particularly with Fernando Po than elsewhere. There are several birds which appear to be confined to the Cameroon Mountain alone and in so far as those from the highland areas are concerned the claim to uniqueness is probably sound; but little collecting of other forms of vertebrate life has been carried out at high altitudes and though several animals are at present known to science from the Cameroons only this is most likely attributable rather to the lack of specimens from neighbouring territories which have for some reason not held the same attraction to the collector. The absence of permanent water in the montane region of the Cameroons Mountain itself is doubtless a very limiting factor as regards a permanent population and most mammals such as the elephants and horned antelope which from time to time have been observed are probably merely visitors. A few rodents have, however, been collected at heights of 8,000 or 9,000 feet. A species practically indistinguishable from the European clouded yellow butterfly is not uncommon on higher mountain slopes throughout the territory.

The mammalian fauna of the Cameroons under British Mandate is varied and that correlative to the high forest zone is of special interest in that it contains elements of two geographic groups: many animals common throughout the West African sub-region find their eastern limit in this area, while the Cameroons and Cross river basin form the northern boundary of several species found in the Congo forests. One of the most interesting mammals of this area is the gorilla which dwells in hill forest lying above about 3,000 feet to the north and to the east of Mamfe. There is no reliable evidence regarding the number of these apes still to be found in the Cameroons nor whether there has been any decrease in population but, though the animal is from time to time hunted by natives illegally, any diminution in numbers would probably be more correctly ascribed to the gradual disappearance of its habitat before the axe and fire of the farmer. These mountain forests are also the home of the peculiar hairy frog.

Two other animals rare in West Africa occur in the more northerly and open parts of the territory though their exact range is uncertain: these are the black rhinoceros which is known to occur south of the Benue between Yola and Garua, and the giraffe which is found chiefly north of the Benue to Lake Chad. In general, however, the savannah zones show no special feature, this type of habitat being continuous in its distribution and general nature from Senegal to the Nile; but while game is both more plentiful and more readily seen in this region than in the high forest belt it in no way compares with the profusion of East Africa.

Basic Economy. Agriculture is the staple industry in the territory. The system takes the form of shifting cultivation embodying little or no rotation in cropping and involving localised movement from one area to another which necessitates bush or grass fallows of varying lengths. There exist local departures from this practice in the highlands of Bamenda, where farming is permitted for two seasons in the first two years of the establishment of new compartments. Farming is here rotational in the sense that the agriculturalists, mostly women, follow the felling cycle. In the hill villages of the northern areas there is an elaborate system of terraced farms and drystone defensive walls. The staple crop is guinea corn while ground-nuts are the chief cash crop. Peppers and forest products, gutta percha and shea nuts, are also sold.

Coastal communities are engaged in fishing. Throwing nets, basket traps and rod and line methods are employed. Dug-out canoes are used. Similarly, in conjunction with agriculture, peasants living in the vicinities of streams and rivers supplement their diet of cocoyams and plantains and cassava with supplies of dried fish. The people engage in tapping palm wine and in the collection of palm kernels for oil obtained from the oil palm (*Elaeis guineensis*). Surplus supplies are sold to the firms for export.

In forest land a number of African contractors employing local sawyers concentrate on the sawn timber trade. Pit-sawing of local timbers for local use is, without exception, the method employed in the production of planks and scantlings for building. Forest communities build their houses from "carra-boards" split from small logs and the production of these forms a large local industry. Gunstocks and mortars are made for sale in local markets. Comparatively large areas of communal land are devoted to the growing of cocoa which forms a cash crop.

In the Bamenda highlands Fulani graziers maintain large herds of Zebu cattle. Numbers of these are moved southward on the hoof to be slaughtered in Victoria and other centres where there is a market for fresh meat. The demand for meat, other than from local game shot by African hunters, is confined to the larger population centres. Overgrazing of hill grasslands is becoming more acute as herds move southwards from Adamawa Province; legislation has now been introduced in order to control the size of the herds. In the northern areas the sale of hides and skins forms the most important export after ground-nuts.

A local industry of some importance is the collection and binding of palm leaves into mats employed exclusively by forest communities in roofing their huts. The grassland population use *Andropogon* grass as a thatch in place of palm matting.

5. History

The history of the territory cannot be recorded with any accuracy before the beginning of the nineteenth century. Earlier there are brief and confused accounts of the coastal region by navigators and slave traders in the seventeenth and eighteenth centuries and maps prepared by cartographers which show, inaccurately, the rivers and the configuration of the coast. In the extreme north the early history of Dikwa is merged in that of Bornu and though the chronicles of the Bornu Sultans date back to the tenth century they are based on native traditions and documents of which the originals have been lost and which have been reproduced from memory, and are often obscure and contradictory. Of the hill tribes inhabiting the central region nothing was known until the last decade of the nineteenth century when the country began to be opened up by the German administration.

There is no connection between the early history of the coastal area and the northern areas and it is proposed to give a brief account of each region separately until 1914 in which year the Protectorates of Northern and Southern Nigeria were amalgamated and the first world war broke out.

(a) *The Coastal Area.* In his "Description of the Coasts of North and South Guinea," published in 1732, John Barbot writes of the Coast of the Cameroons now under United Kingdom trusteeship :

"The territory of Ambozes, which is situated between Rio del Rey and Rio Camerones is very remarkable for the immense height of the mountains it has near the seashore which the Spaniards call Alta Tierra De Ambozi and reckon some of them as high as the peak of Teneriffe.

The Coast runs from Rio del Rey to South-East ; the little river Camarones Pequeno lies about five leagues from Rio del Rey ; from it to Cape Camarones, the northern point of Rio Camarones Grande, the Coast is low and woody, much more than it is from Little Camarones to Rio del Rey . . .

“The territory of Ambozes comprehends several villages on the west of Cape Camarones, amongst which are those of Cesis, Bodi and Bodiwa where there is a little trade for slaves and for Accory. The Hollanders trade there most of all Europeans and export slaves for the same sorts of goods they used to import at Rio del Rey.”

In 1778 the Spaniards acquired from the Portuguese the adjacent island of Fernando Po in exchange for an island and a strip of coast in Brazil but by 1782 had given up all attempts to colonise it. In 1827 the British “Mixed Commission Court” combating the slave trade removed its headquarters from Sierra Leone to Fernando Po which was then unadministered by the Spaniards. Captain W. F. Owen in the sloop *Eden* accompanied by a small steamer *Africa* arrived with a party, chiefly consisting of liberated slaves in order to found a settlement. He purchased from the native inhabitants, the Bubi, a square mile of land on the northern part of the island. Captain Owen surveyed the coast of the mainland opposite and it was alleged that in 1826 Chief Bille of Bimbia surrendered the sovereignty of his country to England and received the title of King William. In 1843 Baptist missionaries, among them the Reverend Alfred Saker, arrived from Jamaica to evangelise the liberated slave community at Fernando Po and in the same year Mr. John Beecroft, who had arrived in Fernando Po in 1829 for the first time as Superintendent of Works, was made Spanish Governor of Fernando Po. In 1849 he was appointed Consul and Agent for the Bights of Benin and Biafra, “to regulate the legal trade between the ports of Benin, Brass, New and Old Calabar, Bonny, Bimbia and the Cameroons.” By 1848 a permanent establishment had been set up on the mainland by the Baptist Mission at Bimbia. In 1858 Commander Don Carlos Chacon accompanied by a number of priests, catechists and Sisters of Charity, arrived and announced his appointment as Governor of Fernando Po, Annobon and Corisco, and, in contradiction of an earlier proclamation, proclaimed that “no other religious profession is tolerated or allowed but that made by the missionaries of the aforesaid Catholic religion,” whereupon Reverend Alfred Saker accompanied by some of his congregation of liberated slaves left Fernando Po and settled on the mainland opposite, where he bought a strip of coast land, some twelve miles long, which included Ambas Bay, from the Bakweri and Isubu Chiefs, and called the settlement Victoria, after the Queen of England.

In 1862 Mr. R. F. (afterwards Sir Richard) Burton accompanied by Mr. Saker, Senor Calvo, a Spanish Judge from Fernando Po and Mr. Gustav Mann, the botanist, made the first ascent of the Cameroon Peak.

In 1881 Kings Bell and Akwa, the chiefs of parts of what is now the port of Duala informed the British Consul that they were willing to accept British protection but received no reply to their letters. In May, 1884, however, Consul Hewett was instructed to make preparations for assuming a Protectorate over Ambas Bay and the surrounding districts. On 19th July he arrived at Ambas Bay and sent a notice on shore to Victoria proclaiming it a British Protectorate. The next day he proceeded to Bell and Akwa Town and found that his visit had been anticipated by Dr. Nactigal, the German Imperial Consul General with whom the chiefs had signed a treaty placing their territories under German protection. In the negotiations that followed the boundary between the British and German spheres of influence was placed west of the Rio del Rey estuary and the Baptist Mission ceded their rights in land at

Victoria in return for compensation. The next twenty years was spent by the German Government opening up the interior of the present Cameroons Province. Stations were opened at Kumba, then called Barombi, and Bali in Bamenda Division. In 1891 there was considerable fighting between the Germans with the help of 5,000 Bali against the Bafut, Bandeng, Bangoa, Bambutu and Bafutchu, who were alleged to have put into the field a force of 20,000 men. There was a further rising in 1904 when the villages which took part were those south of the Cross river immediately round Obokum and Ossidinge and most of the villages north of the Cross river up as far as the Bashaw and Manta country. In 1909 the headquarters of the district was removed to Mamfe, at the junction of the Bali and Mainyu rivers which join to form the Cross river; the name of the place was altered to Ossidinge. Between 1903 and 1907 the boundary between Northern and Southern Nigeria and the Cameroons was demarcated and protocols were signed in 1906 and 1907.

(b) *The Benue Area.* The history of the Benue area during the first half of the nineteenth century consists in the rise and consolidation of Fulani power under Modibbo Adama. At the time of his death in 1848 he had dominated an area of some 20,000 square miles from Madagali in the north to Banyo in the south and from the river Ini in the west to Lere in the east and had established his capital at Yola which was visited in 1851 by the explorer Barth. More than half of this territory now lies within the Cameroons under French Trusteeship. The last decade of the century saw the arrival of representatives of England, France and Germany all of whom were actively seeking to extend their spheres of influence in the area. The Royal Niger Company penetrating the area by the river Benue had established trading posts in the territory as early as 1889. When the Protectorate of Northern Nigeria was established in 1900 the Lamido Zubeiru, a fanatical Moslem and as such bitterly antagonistic to all Europeans as unbelievers, refused to abate his slave-raiding activities and a military expedition under Colonel Morland was sent against Yola in 1901. The town was taken, but the Emir escaped with a few fanatical followers and attacked the Germans at Garua in March, 1902. He was defeated, fled north to Marua, where a devoted band of 400 followers were mown down to a man in a further engagement with the Germans. Zubeiru was rushed from the field of battle, a fugitive, and was killed with his retinue by the Lala pagans near Song shortly afterwards.

In 1902, Zubeiru's brother, Bobo Amadu, was installed as Emir by the British, and the British and German spheres of influence in this region were determined by the Conventions of 1902 and 1907 and the international boundary delimited by the Commissions of 1903 and 1909. This boundary, cutting across tribal and Emirate boundaries, caused continual trouble which required patrols by both Powers. In 1909, Bobo Amadu, disgusted by the loss of the greater part of his father's kingdom, became intractable and was deposed. His successors to the present day have been Iya who resigned in 1910, Abba who died in 1924, Muhamman Bello who died in 1928, Muhammadu Mustapha who died in 1946 and was succeeded by Ahmadu, the present Lamido of Adamawa.

(c) *The Emirate of Dikwa.* The present Emirate of Dikwa is a small portion of the ancient Empire of Bornu. Authentic and reliable records date from the Fulani invasion in 1808. The earlier records of Bornu centre round Kanem. In the thirteenth and fourteenth centuries Kanuri tribes began to penetrate into the present area of Bornu and, circa A.D. 1485, Mai Ali Dunamami founded N'Gazargamu on land which he obtained, by tradition, from the So, the previous inhabitants of the area. With the founding of a stable government at N'Gazargamu and as the result of the conquest of Kanem by Edris Katagarmabe, the

successor of Ali Dunamami, there ensued a considerable influx of the Kanem population into Bornu. Fulani settlers began to appear early in the sixteenth century. At the beginning of the seventeenth century Shuwa Arabs who had been settled in Darfur and Wadai since 1400 first appeared in Bornu and this movement became more and more extensive in the early years of the nineteenth century when Muhammed El Amin El Kanemi invited them with the Kanembu tribes, to join him in Bornu. In 1808 the Fulani having conquered the Hausa states began to assail the frontiers of Bornu. Ahmed the Sultan was driven out of N'Gazargamu which was sacked and destroyed. Mai Ahmed, who had fled from his capital and then abdicated in favour of his son Muhammed Lefiarmi, called to his assistance Muhammed El Amin El Kanemi, commonly known as Shehu Lamino. Under his vigorous leadership the Bornu armies drove out the Fulani. From this date onwards all real power was held by the Shehu Lamino who in 1814 made Kukawa his residence. The old dynasty continued to rule as Sultan, however, El Kanemi and, after his death in 1835, his son, Umar, contenting themselves with the title of Sheikh (Shehu) though they were the power behind the throne. In 1846 the last Sultan Ibrahim attempted to get rid of Umar with the aid of Muhammed Sherif, King of Wadai. The results were disastrous for Bornu. Umar was defeated on the Shari, and the Wadai army pillaged the country as far as Kukawa, which was destroyed. Umar, however, rallied his forces and eventually won the day. Ibrahim was put to death and his family almost annihilated. Umar reigned at Kukawa as Shehu of Bornu until his death in 1880. During his reign a number of European travellers, Richardson, Barth, Vogel, Rohlf's and Nactigal visited Bornu.

Bornu experienced another convulsion by the arrival of Rabeih in 1893. He was a foster son of Zubeir Pasha, the slave hunter, who was imprisoned at Cairo in 1870 by the Egyptian Government. On the defeat of Zubeir's son, Suleman, in 1880, Rabeih managed to escape with a division of 3,000 negro soldiers and some guns. With this force which was largely officered by Arabs from Kordofan, he overran Bagirmi and finally entered Bornu. The Shehu Hashim fled and though his successor, Kiari, had some successes against Rabeih, the better discipline of Rabeih's troops finally turned the scale, which resulted in the death of Kiari and the wholesale massacre of his adherents. Kukawa was destroyed and Rabeih established his capital at Dikwa. After several unsuccessful attempts on the part of French military expeditions to break the power of Rabeih, he was ultimately killed and his army defeated at Kusseri in 1900. His son Fadl-Allah who continued his father's rule of bloodshed and despotism met the same fate in the following year at the battle of Gujba. The French then restored the El Kanemi dynasty at Dikwa but Abubakr Garbai whom they had recognised as Shehu left Dikwa to become Shehu of British Bornu. The French then appointed a cousin of his named Umar, brother of the Kiari killed by Rabeih, as Shehu at Dikwa. When at a subsequent date Dikwa became part of the German sphere of influence in that region, another scion of the same house, Sheikh Umar Kabir, was installed as the Shehu of German Bornu. The two Sheikhs of Bornu and Dikwa were therefore both of the El Kanemi family and close relations and this fact was demonstrated in 1937 when the Shehu of Bornu died and Umar Ibn Kiari El Kanemi, a son of the Kiari, who had succeeded as Shehu of Dikwa in 1917, was selected to succeed him as the senior member of his family. In due course Mustafa Ibn Kiari El Kanemi, his brother, was selected to rule over Dikwa and took the title of Emir to leave that of Shehu to the head of the family.

(d) *The 1914-18 War.* On the outbreak of war with Germany in August, 1914, offensive action was begun from Nigeria and from French territory against the German colony of Kamerun. Shehu Umar Sanda Mandarama of Dikwa

tendered his submission and surrendered his firearms. He came into Maiduguri on 16th September, 1914. An early British advance into German territory along the Benue and Cross rivers met with failure, the British troops in the north being driven back from Garaua, and in the south being similarly overpowered by superior forces at Nsanakang.

Subsequently an Anglo-French military and naval force under the command of Brigadier General C. Dobell, the Inspector General of the West African Frontier Force, compelled Duala to surrender on 27th September, 1914, and after hard fighting drove the German forces from the surrounding districts. On 10th June, 1915, Garua, on the river Benue, fell after a siege of a few weeks by forces from Nigeria and the French Chad territory under the command of Brigadier General Cunliffe, the Commandant of the Nigeria Regiment, West African Frontier Force; having cleared the north of the Cameroons, except Mora, where the Germans were entrenched in a very strong position, these forces marched southwards driving the Germans before them to the Sanaga river.

French forces with a Belgian contingent from the Congo, invaded the Cameroons from French Equatorial Africa, and gradually pushed forward from the south-east and south towards Yaunde, which had become the headquarters of the German forces. Finally, the main German force, being almost surrounded by the converging advance of the Allied troops, retreated southwards into the Spanish territory of Rio Muni, where they were interned, and the isolated garrison of Mora in the north then surrendered.

(e) *The Cameroons since 1918.* By an arrangement which came into effect on 18th April, 1916, the Cameroons was provisionally divided into British and French spheres. The British sphere included the whole of the Sultanate of Dikwa or German Bornu and a strip of territory which included Buea, the German administrative capital of the Cameroons and the ports of Victoria, Tiko and Rio del Rey, nearly the whole of the Victoria District, part of the Chang District, the Bamenda District and parts of the Banyo and Garua Districts. Boundary adjustments with the French took place in 1920 in accordance with an agreement signed by Lord Milner and M. Simon on 10th July, 1919. The principal features of these were the transfer to the British of the country west of the Mandara mountains from the Dikwa Sultanate in the north to the river Tiel in the south, and the transfer of nearly all the Chang District to the French. In the subsequent demarcation of the boundary, strict regard was paid to Article 2 (1), (2) and (3) of the Appendix to the Mandate.

By Article 119 of the Treaty of Peace with Germany signed at Versailles on June 28th, 1919, Germany renounced in favour of the Principal Allied and Associated Powers all her rights over the Cameroons and the Powers agreed that the Governments of France and Great Britain should make a joint recommendation to the League of Nations as to the future of the territory. The Governments then made a joint recommendation that a mandate to administer, in accordance with Article 22 of the Covenant of the League of Nations, that part of the Cameroons lying to the west of the line agreed upon in the declaration of July 10th, 1919, should be conferred upon His Britannic Majesty. The terms of the mandate were defined by the Council of the League of Nations in a document conferring the mandate dated 20th July, 1922.

During the period of the German administration of Kamerun the policy had been to make large areas of land available to commercial companies and to individual German planters for the cultivation of cocoa, bananas, rubber and oil palm under plantation conditions. By 1914 approximately 264,000 acres of land in the present Victoria and Kumba Divisions of the Cameroons Province had been so dealt with, and about 48,000 acres were actually under cultivation, the majority of the estates being held freehold under German

crown grants though some were held on lease from the Government of Kamerun. On the outbreak of war in 1914 the estates were taken under custodianship and maintained but not developed. When the war was over a decision was taken to sell the property, rights and interests belonging to German nationals in the British sphere of the Cameroons by auction and charge the proceeds to the reparations account payable by Germany in accordance with the terms of the Treaty of Versailles. At an auction held in October, 1922, ex-enemy nationals were not allowed to bid and, perhaps because of a certain lack of clarity as to security of title and of uncertainty as to the future of the mandate, very few of the lots were sold. At a subsequent auction held in November, 1924, the stipulation was withdrawn and all the estates still unsold were re-purchased by their former German owners with the assistance of the German Government. By 1939 the estates, with one exception, were all in the hands either of German incorporated companies or German individual owners and great development had taken place in the cultivation of bananas. On the outbreak of war in 1939 the properties were once more vested in the Custodian of Enemy Property. On the conclusion of hostilities it was the desire of the Nigeria Government that the properties should not revert to private ownership but that they should be held and administered for the use and common benefit of the inhabitants of the British Cameroons. With this object in view it was decided that the estates should be purchased by the Nigeria Government from the Custodian and then vested in a statutory Corporation empowered to engage in trade. This decision was implemented by the Ex-Enemy Lands (Cameroons) Ordinance enacted in 1946 which authorised the purchase of the estates by the Governor and declared that all such lands purchased should be deemed to be native lands. The Cameroons Development Corporation Ordinance enacted in the same year provided for the establishment of a Corporation to operate on a commercial basis, the net profit of whose undertakings were to be applied for the benefit of the inhabitants of the British Cameroons in such manner as the Governor should decide.

B. STATUS OF THE TERRITORY AND ITS INHABITANTS

Status of the Territory

6. The basis of the administration of the territory in international constitutional law is the Trusteeship Agreement approved by the General Assembly of the United Nations and dated at New York, 13th December, 1946. The basis of administration in domestic constitutional law is the Nigeria (Protectorate and Cameroons) Order in Council, 1946. Section 6 of this Order in Council provides that the portions of the Cameroons which lie to the northward, and the portions of the Cameroons which lie to the southward, of a line described in a schedule to the order shall, subject to the provisions of the mandate accepted by His Majesty from the League of Nations on 20th July, 1922, or to the provisions of any terms of trusteeship which may thereafter be approved by the United Nations, be administered as if they formed part of the Northern Provinces of the Protectorate of Nigeria and the Southern Provinces of the Protectorate respectively. This Order in Council revoked the Cameroons under British Mandate Order in Council 1923 as amended by the Cameroons under British Mandate Order 1932.

7. The administration of the Trust Territory is fully integrated with the administration of the adjoining areas of the Protectorate of Nigeria and it therefore also shares with Nigeria a common legislative and judicial system.

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7. The administration of the Trust Territory is fully integrated with the administration of the adjoining areas of the Protectorate of Nigeria and it therefore also shares with Nigeria a common legislative and judicial system.

The Governor and Commander-in-Chief of the Colony and Protectorate of Nigeria is the Governor and Commander-in-Chief of the Cameroons and likewise there is one Executive Council and one Legislative Council for the whole of the Colony, Protectorate and Trust Territory.

The extent and character of the control exercised by the Governor are set out in Nigeria Letters Patent dated the 2nd August, 1946. The Governor is assisted in the Government of the Territory by a small Executive Council, consisting of the Chief Secretary, the Chief Commissioners of the three Regions (Northern, Western and Eastern), the Financial Secretary, the Directors of Education and Medical Services, and four appointed unofficial members, two of whom are Africans. The functions of the Executive Council are mainly advisory.

The nature of the legislative system of the territory is set out in the Nigeria Legislative Council Order in Council 1946. Under this Constitution there are in each of the three Regions into which Nigeria with the Cameroons is divided Regional Councils with unofficial and African majorities. In the North the Regional Council contains two chambers, the House of Chiefs and the House of Assembly, whilst the Western and Eastern Councils have a House of Assembly only. The unofficial members of the Houses of Assembly consist mainly of representatives of the Native Authorities and their Councils, who select their representatives by a system of indirect election through Divisional and Provincial Meetings which is more fully described in sub-sections 21 and 24 below. The Regional Councils are as yet in their infancy, but are endowed with important financial and deliberative functions, including the consideration of the annual estimates of public expenditure in the Region and of all legislation before its introduction to the Legislative Council. The Trust Territory of the Cameroons is represented both on the Northern and Eastern Regional Councils. The Emir of Dikwa is, as a First Class Chief, *ipso facto*, a member of the House of Chiefs in the Northern Regional Council. The two members of the Eastern House of Assembly selected by the Cameroons Provincial Meeting are Mr. J. Manga Williams, O.B.E., President of the Victoria Federated Council, and Galega, Fon of Bali.

The Central Legislative Council consists of the Governor as President, 13 official members and 28 unofficial members. Eighteen of the 28 unofficial members are elected by the unofficial members of the Regional Councils from among their members, and of the remaining 10, 4 are elected by the towns of Lagos and Calabar and 6 are appointed by the Governor. Thus the Central Legislative Council has an unofficial and African majority, and the majority of the unofficial African members are in fact elected by electoral colleges (the Regional Houses of Assembly) themselves composed of representatives of the local Native Administrations. The Nigerian Legislative Council has complete control of expenditure and of legislation, subject only to the Governor's Reserve Powers, under which the Governor is empowered in certain circumstances to declare legislation which has been rejected by the Legislative Council, to have been enacted. These powers are in practice very rarely employed.

The nature of the Judicial System of the trust territory is set out in the Supreme Court Ordinance, the Magistrates' Courts Ordinance and the Native Courts Ordinance, which apply to the Colony and Protectorate of Nigeria and the Cameroons under British mandate. The Supreme Court of Nigeria consists of a Chief Justice and such other judges as the Governor from time to time appoints by letters patent under the Public Seal of the Colony. The Chief Justice may divide the trust territory or any portion thereof into Magisterial Districts and the Governor has power to appoint magistrates who are styled first, second or third grade magistrates and who have a limited jurisdiction in civil and criminal matters as set out in the Magistrates Courts Ordinance. A Resident may establish within his Province such Native Courts

as he shall think fit which exercise jurisdiction within such limits as may be defined by the court warrant over causes and matters in which all the parties belong to a class of persons who have ordinarily been subject to the jurisdiction of native tribunals. Appeal from the decision of a magistrate's court or a native court is to the Supreme Court, whence there a further appeal lies to the West African Court of Appeal. Leave to appeal from a decision of the West African Court of Appeal may be sought by petition to the Judicial Committee of His Majesty's Privy Council. A full description of the judicial organisation in the territory may be found in sub-sections 28 to 34.

Local government institutions are regulated by the Native Authority Ordinance. Under Section 5 of the Ordinance the Governor may appoint as a Native Authority any Chief or other person, any Chief associated with a Council, any Council or any group of persons. Broadly it is correct to say that where there is a strong tribal consciousness or a long tradition of political organisation the native authorities are the traditional executive authority, but where there is no natural authority possessing executive power over a wider area than the village the native authority system is a new construction rather than an adaptation of native machinery.

The territory has no legislative, administrative or budgetary autonomy, forming as it does part of the Nigerian system, but the native authorities are responsible for maintaining order and good government in the areas over which their authority extends and for the fulfilment of these duties are empowered to exercise over the natives residing in these areas powers conferred by the Ordinance. Native authorities also have legislative powers specified in the Ordinance and prepare, under guidance, the budgets of the native treasuries.

Status of the Inhabitants

8. The indigenous inhabitants may be properly described as British protected persons, natives of the Cameroons under United Kingdom Trusteeship, as defined in the British Protected Persons Order dated 14th May, 1934. Their status is exactly the same as the inhabitants of any British protectorate not under mandate or trusteeship.

9. No types, rights or responsibilities of citizenship other than that set out in paragraph 8 above have been conferred upon the inhabitants of the territory.

10. The peoples of the territory enjoy in the United Kingdom and in British colonies, protectorates and other dependencies the same guarantee as regards the protection of their persons and property as do the peoples of British colonies, protectorates and other dependencies.

11. Immigrant communities retain the status which they possess in the territory from which they originate. By the terms of Section 5 of the Native Authority Ordinance there is nothing to prevent a member of an immigrant community from holding office in a native authority. The Land and Native Rights Ordinance defines a native as a person whose parents were members of any tribe or tribes indigenous to the Northern Provinces of Nigeria and the Cameroons under British mandate and includes any person one of whose parents was a member of such tribe, and any person who has obtained a certificate which the Governor is authorised to grant at his discretion to any native of Africa who has declared his intention of making those areas his permanent domicile and who has satisfied the Governor that he has obtained the consent of the native communities concerned. For the purpose of this ordinance, therefore, a member of an immigrant community is defined as a non-native and may not hold land except under the authority of a right of occupancy granted by the Governor.

12. There is no civil register and registration of births and deaths is not compulsory except in the case of non-natives.

C. INTERNATIONAL AND REGIONAL RELATIONS

13. A list of international treaties, Conventions and other agreements applying to the territory is annexed as Attachment C. No treaties, Conventions or other agreements have been entered into during 1947.

14. A petition concerning the territory was examined by the Trusteeship Council at its session in November, 1947.

Questionnaires sent out by the Secretary-General concerning the status of women and freedom of information have been answered by the Nigerian Government to include information about the Trust Territory.

15. No activities have been carried on in the territory by non-governmental bodies of an international character.

16. Direct collaboration with the neighbouring colonial powers has been established and has been developed in 1946 and 1947. A Veterinary Conference was held at Dakar, French West Africa, in May, 1946, attended by representatives of the French West and Equatorial African territories and the British West African territories. This was followed in November, 1946, by a Medical Conference held at Accra, Gold Coast at which were present representatives from the British West African territories, French West and Equatorial Africa and Cameroons under French Trusteeship, the Belgian Congo, Portuguese Guinea and Liberia. In May, 1947, an Anglo-French Communications Conference was held at Dakar attended by representatives of the French West and Equatorial African territories and the British West African territories at which were also present observers from Portuguese Guinea. A representative from Nigeria attended a Conference on Road Communications in the Cameroons under French trusteeship at Duala in November, 1947.

As the outcome of a meeting in Paris between the representatives of the British, French and Belgian Governments in May, 1947, agreement was reached on a three years' programme of conferences on technical matters between the British, French and Belgian Colonial Governments. A programme of eight such conferences which range over soil conservation, forestry, rural economy, nutrition, labour, education and health was agreed upon to take place in various African centres to be spaced over the years 1947-1950. Participation in the conferences in Africa will not be confined to the United Kingdom, France and Belgium. Other countries which are directly concerned with the subjects under discussion will be invited and Africans will be included among the representatives from the British territories wherever practicable.

Research institutions dealing with the subjects of Cacao Research, Fisheries, Trypanosomiasis and Yellow Fever have been established, to the expenses of the maintenance of which all four of the British West African Governments make contributions. A branch Yellow Fever Research laboratory was established by the International Health Division of the Rockefeller Foundation at Yaba in Nigeria and is in charge of Dr. Bugher, a United States citizen. The personnel of the laboratory visited the territory in December and were still engaged in their investigations there at the end of the year. Departments of Income Tax and Meteorology have been organised on a West African basis to include the four territories under the control of the United Kingdom in West Africa. The West African Airways Corporation serves the air transport needs of all the British West African territories.

Arrangements have been made between the British West African Colonies and Trust Territories, French West and Equatorial Africa, the Cameroons under French Trusteeship and the Anglo-Egyptian Sudan to report the presence of swarms of locusts. Reports are sent to all territories adjacent to the reporting territory which in the case of Nigeria or the Trust Territory of the

Cameroons are Dahomey, French Sudan, French Niger Colony, French Chad Territory, Cameroons under French Trusteeship and the Anglo-Egyptian Sudan.

Direct telegraphic exchange of epidemiological information is made between the respective heads of the Medical Services of the British West African Colonies, French West and Equatorial Africa, the Belgian Congo, Portuguese and Spanish Guinea, Liberia, Egypt and Brazil. This information is repeated to the Director of Notification Services, World Health Organisation, Geneva.

17. As has already been stated the territory is administered as though it formed part of Nigeria with which country it is integrated for customs, fiscal and administrative purposes.

D. INTERNATIONAL PEACE AND SECURITY: MAINTENANCE OF LAW AND ORDER

International Peace and Security

18. The Administering Authority has not undertaken any obligations towards the Security Council with respect to the territory.

Maintenance of Law and Order

19. The organisation of the Police Force is detailed on opposite page.

(a) *Forces Maintained and Organization.*

(b) *Method of Recruiting and Conditions of Service.* As regards the territory administered as the Cameroons Province all recruiting is local and applicants must be natives of the Cameroons.

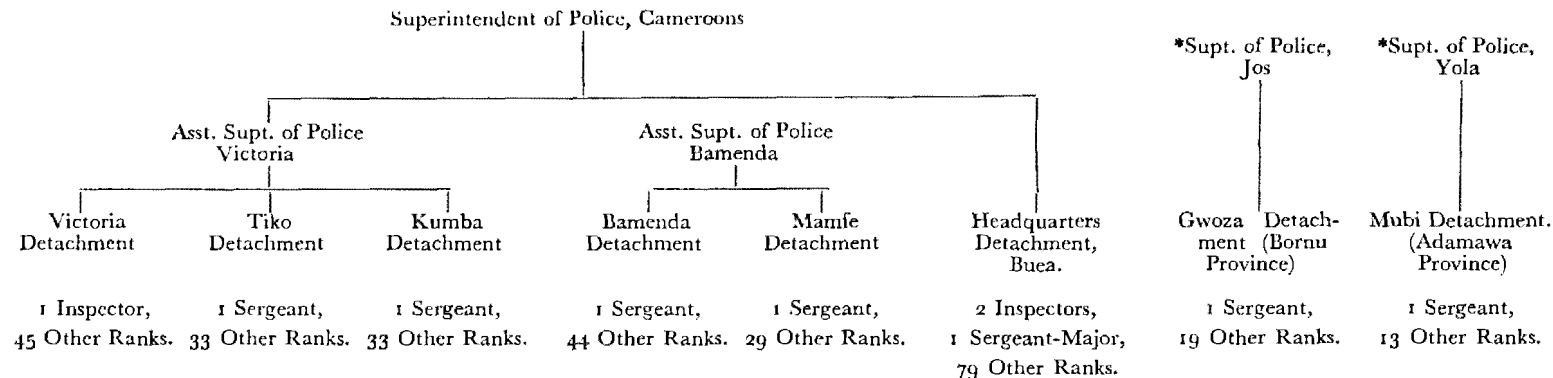
On enlistment the recruit is first posted to the Southern Training School at Enugu—S.E. Nigeria. On completing his recruits' course, normally six months, he is posted to Provincial Headquarters, Buea, as a third class constable. He may then earn promotion to Chief Inspector through the intervening ranks of Lance-Corporal, Corporal, Sergeant, Sergeant-Major and Inspector. Outstanding men may be promoted superior Police Officers with the rank of Assistant Superintendent of Police.

On joining the Force a constable contracts to serve for six years. At the expiration of this period he will, if in every way suitable, and he so desires, be re-engaged for periods of three years thereafter up to a total of eighteen years. Thereafter periods of one year's extension of service may be approved, but he can take his discharge at any time on giving three months' notice of his intention to do so.

All ranks of and above that of Lance-Corporal are pensionable and constables on discharge are eligible for annual allowances. The minimum service qualification for a pension or annual allowance is fifteen years. Members of the Force discharged before the completion of fifteen years' service in circumstances which make them eligible for retiring benefits are awarded gratuities.

During his service a member of the Force is provided with uniform and quarters.

Ample opportunity is accorded all ranks for games and athletics. Football is organised in every detachment and athletics encouraged by the Police Annual Sports which are held in Nigeria outside the territory. All detachments have lecture, recreation and reading rooms which are equipped with indoor games and up-to-date reading matter.

(a) Forces Maintained and Organisation :

* These officers are not stationed in Trust Territories. They supervise these two detachments as part of their other duties, in contrast to the officers in the Cameroons Province who give their whole-time services to duties in the Trust Territory.

Total Forces maintained by the Nigeria Police : 3 Officers, 3 Inspectors and 302 other ranks.

Personnel for the smaller detachments at Mubi and Gwoza are recruited in the same way and have the same conditions of service, but enlistment is not confined to natives of the Trust Territory as is the case in the Cameroons Province. They serve at Gwoza and Mubi for twelve months at a time and are then relieved from their respective headquarters.

(c) *Nationality.* At the 31st December, 1946, there were 289 natives of the Cameroons serving in the Force the majority of whom were stationed in the Cameroons Province.

(d) *Equipment and Training.* All ranks are armed with .303 Lee-Enfield service rifles and long bayonets, and equipped with khaki uniform, boots, puttees, leather equipment and batons. They are trained in drill and musketry on up-to-date Army lines and in police work on the most modern methods. They are also trained in unarmed combat and in baton and riot exercises.

Leave on full pay is earned on a basis (for constables) of fifteen days per annum and can be accumulated up to ninety days.

20. A mobile force of police was called out to protect property at the areas leased by the Cameroons Development Corporation at Tiko during the disturbances following the strike there in September-October (which are described in sub-section 155 below). A number of arrests were made and convictions obtained on charges of riot.

In the northern area administered as if it formed part of Adamawa Province there were three inter-hamlet fights and one market brawl, resulting in the deaths of three persons in all. The causes were in two cases marriage disputes, in one a farm dispute and in the remaining case a raid on livestock. None were of long duration and were over before the Touring Officer with a small police escort arrived on the scene. Those responsible were dealt with by the native courts. One of the fights occurred on the frontier between British and French Trust Territory and was dealt with by the Touring Officer and the Chef de Subdivision de Mokolo jointly. Steps have been taken to open two further native courts to be administered by the people of this area themselves, since it has been found that where these tribesmen have consented to operate such courts, inter-hamlet fights have greatly diminished, since disputes can be settled with greater promptitude before resentment spreads and a personal quarrel becomes a matter for the whole village to settle.

In the southern area administered with Adamawa Province, the only incident of note was when an Assistant District Officer was refused admittance to the village of Deli, in the Alantika Hills (an Unsettled Area), and arrows were shot at his messengers. This village had refused to pay tax for two years, or to meet or receive the District Head (the representative of the Native Authority). Approval for a police patrol was sought and given, but later a message was received from the village that they repented of their action. The District Officer met representatives of Deli without an escort, discussed the situation and the tax was paid. It was found that the cause of this village's intransigence was the illegal demands for presents which the inhabitants could not afford to pay made by the servants of the previous District Head, when visiting the village on tax collection. There were also complaints of being cheated in Mayo Beti market which had persuaded these primitive pagans that it was preferable to retire to a state of isolation on their hills. The District Head concerned had been arrested on charges of extortion and died while his case was under examination by the Lamido. The Deli people stated that the situation under the new District Head was now satisfactory and they are now freely visiting Mayo Beti market with their wives and have agreed to receive and lodge touring officers at any time in future.

In the hill area of Dikwa Division there were three inter-village affrays during the year. The immediate cause of the first affray was the murder of a

man who had been carrying on a clandestine love-affair with a girl in an adjacent village; the second affray was started by the youths of a village raiding their neighbours and carrying off a bride-to-be, while the third affray began over an accusation by villagers that the inhabitants of a neighbouring village had stolen some of their goats. In each instance the troubles of individuals were immediately treated as the concern of the whole community who took up arms in support of their fellow villager.

The first affray was settled after two skirmishes involving five fatalities by the arrival of an Administrative Officer without the support of Police. The second affray culminated in a forty minutes fight causing three deaths after an Administrative Officer with the aid of Police had arrested the leaders of the aggressor village. In both these cases due compensation was paid, a traditional form of peace ceremony carried out and spears and bows and arrows surrendered.

The third affray, after one fight had occurred which appeared to be final, experienced, on the death of one of the wounded a week later, a recrudescence, which brought the final death roll to ten. On this occasion two Administrative Officers accompanied by a mixed force of Government and Native Authority Police visited the area and attempted to arrest the ringleaders who had hidden themselves in inaccessible retreats on the boulder strewn hill-tops. No opposition was encountered and the demonstration of force had a sufficiently salutary effect to bring both villages to their senses and to persuade them to make peace.

Continuous close contact of Administrative Officers which was producing noticeable progress in the pacification of these primitive areas was interrupted by the war and this has resulted in some retrogression illustrated by the affrays described. It is believed that the posting of a Touring Officer continuously to the hill area will result in a continuation of progress towards settled conditions:

E. POLITICAL ADVANCEMENT

General Administration

21. The first meeting of the Eastern House of Assembly in which the Territory is represented by two Provincial Members from the Cameroons Province opened at Enugu on 8th January, 1947, and was followed on 20th January by the first meeting of the Northern House of Assembly at Kaduna. The Northern House of Chiefs of which the Emir of Dikwa is a member assembled for the first time in the following February. At these meetings members of the Legislative Council were appointed in accordance with the procedure outlined in sub-section 6.

The first meeting of the Legislative Council of Nigeria under the new constitution, which has been briefly described in sub-section 7 above, was held in March, 1947. The Constitution is planned to enable the leaders of Nigeria both natural and elected to take an increasingly active part in framing the policy which will govern its progress, in directing its revenues to desired ends and in adjusting its income to its policies. For the first time the Northern Provinces are directly represented in Legislative Council which has a majority which is both Unofficial and African. The new constitution by dividing Nigeria into three regions—the North, the West, the East, in addition to the Colony, aims at providing public opinion with a recognised channel of expression by accredited representatives of the people. It is firmly based on African institutions and is built up through village Councils and Native Authorities and Provincial Councils to the Houses of Assembly and the Legislative Council.

22. A diagram indicating the structure of the territorial administration is annexed as Attachment D. All major policy whether administrative or departmental requires the approval of the Governor. The political devolution represented by the establishment of Regional Councils in the Northern, Western and Eastern Regions of Nigeria is accompanied by appropriate measures of administrative and departmental devolution. The Chief Commissioner is the principal executive authority in his region with power to supervise every branch of political or departmental activity in the region whether "regionalised" or not. The departments which have been regionalised are shown on the diagram. In respect of regionalised services the Chief Commissioner is the head of a group of officers with whom he settles all local matters in his region affecting regional services and works. Services and works not specified as regional are the direct responsibility of the Nigerian authorities concerned. The Chief Commissioners bring to the notice of these authorities the needs of their regions in respect of such services and works.

It is a duty of a regional departmental representative to seek instructions from the Head of his Department when he is in any doubt in regard to the approved Government policy for his Department or its local application. He is directly responsible to the Head of his Department in all strictly technical matters, but he is responsible to the Chief Commissioner for the execution within the region of approved policy. In the exercise of his authority the Chief Commissioner has the power to call upon regional departmental representatives to supply him with information and advice on any matters relating to departmental activities, and these latter in their turn are required to keep the Chief Commissioners continuously informed of all their departmental activities possessing more than a merely technical interest. Similarly at a lower level, the Administrative officer-in-charge, whether it be the Resident or the Divisional Officer, is regarded as the captain of a team which works together for the benefit of the people and the progress of the country, and is placed in a position in which he is able to co-ordinate effort.

23. The only permanent change in the staff has been the posting of an Assistant Superintendent of Police to Bamenda for the first time on 20th February, 1947.

24. There are no suffrage laws. The selection of representatives on the Native Authority Councils is carried out by each clan in its traditional manner without interference by Administrative Officers. Representation of the Native Authorities on the Divisional Meeting and of the Divisional Meeting on the Provincial Meeting is similarly effected by an adaptation of native custom. The procedure for selection of Provincial Members of the Eastern House of Assembly is more formal, and is by majority vote, according to Rules of Procedure adopted by the Provincial Meeting at its first session in November, 1946.

25. The extent to which Africans are employed in general administration, the capacities in which they are employed and their conditions of service are set out in Statistical Appendix II.

26. Generally speaking the indigenous organisation is that of the extended family with its acknowledged head or leader, or a group of extended families acknowledging one of themselves as head. There were originally no regular Councils—matters were discussed *ad hoc* at informal meetings. (The only exceptions to this generalisation are the Dikwa and Adamawa Emirates in the North, the three tribes of Tikar origin in the Bamenda Division, and the Bali tribe, an offshoot of the Tchamba people, who have considerable concentration of authority in the hands of a tribal chief, who is hereditary and is assisted by hereditary councillors.)

The existing Native Authorities were built up after careful inquiry in each case into the basis of traditional authority. Where chiefs or chiefs and councils formed the recognised authority they became the Native Authority. Where the hereditary principle did not operate, the representatives of the extended families or groups were formed into councils in such manner as the people desired and given statutory powers as Native Authorities.

The customs regulating behaviour and conditions throughout the indigenous groups have been briefly touched on in Section 3.

All such customs are taken cognisance of by Native Authorities and in the Native Courts, and are not interfered with except in so far as they are repugnant to natural justice, morality and humanity, or may conflict with the provisions of any ordinance. Examples of modification of native custom which may be cited are a direction by the Governor that cases of practising witchcraft shall not be tried in Native Courts as the fear in which witchcraft is held and the superstition of the native judges make it unlikely that an accused would receive a fair trial, and an amendment of the Native Courts Ordinance providing that in any matter relating to the guardianship of children the interest and welfare of the child shall be the first and paramount consideration. This is to protect a child against the native custom which holds that a child is the property of the person who has paid bride price on the mother and not of the natural parents. A man who has paid bride price on a woman who has left him to live with another man, is thus permitted by custom to claim any children who may be born to them. It is no uncommon thing for a husband deliberately to take no steps to recover his bride price so that in the course of years he may claim the offspring that the woman has had by a man with whom she may have been living for a number of years.

The powers of Native Authorities are set out in the Native Authority Ordinance. It may be conceded that these legislative powers do not embrace control of all the customs which regulate behaviour, but it should be remembered that many of these customs deal with conditions which are passing away and will soon have ceased to exist. It has been a criticism of "Indirect Rule" on which the policy of Native Authority is based, that it is open to the very grave danger of degenerating into a policy of stagnation and segregation, preventing the spread of education and new ideas and seeking to stereotype institutions which may soon cease to have any functional validity. Were such a development to take place it would defeat the very object for which Indirect Rule was framed, namely to provide a bridge by which the people may pass safely from the old culture to the new. Indirect Rule accepts the belief that if a backward people is suddenly confronted by the complicated organisation of a modern State and is not provided with a framework based on its own institutions sufficiently elastic within which it may make a gradual but necessary adaptation, it will be swept away by the torrent of new religious, economic, social and political forces and be liable to lose its stability, and what was before a well-ordered community in which all members had a definite series of obligations to one another may become nothing but a disorganised rabble of self-seeking individualists. If Indirect Rule is to avoid the danger of being merely a vehicle for the rigid maintenance of a static form of society buttressed against and protected from changing conditions, and it is a danger which has caused the policy to be viewed with grave suspicion by some Europeans and also by many progressive Africans, then it cannot afford to be static but must be essentially evolutionary and constructive. Native institutions must be given full scope to adapt themselves to changing conditions, and this principle is kept constantly in mind in drafting legislation to meet such change and development as and when it occurs.

27. (a) *Administrative Staff.* The administrative organisation engaged in the work of advancing the people towards self government has been described in sub-section 22 above. Administrative Officers, whose qualifications are commonly the possession of a University Honours degree, are selected by the Secretary of State for the Colonies on the basis of their record and personal qualities, and appointed by the Governor. An increasing number of candidates for appointment of African descent are coming forward, and the Cadet recently posted to Mamfe Division as Assistant District Officer is of Nigerian origin. Officers selected are required to attend two courses of training at a University with a probationary period spent at work in the Colonies between them. During this training and probationary period he is known as a "Cadet". The first training course is of fifteen months' duration: the second of seven months. The subjects include agricultural, legal, historical, economic, geographical and anthropological studies, and the first course is designed to give a Cadet a general background to the work which he is going to do and the minimum of indispensable knowledge on which to start his career. During his probationary period in the Colony, a Cadet is required to pass a language examination and an examination in Law, Colonial Regulations, General Orders, Financial Instructions and Local Ordinances. The second course is designed to check, criticise and clarify the experience which the officer has gained, by further study of subjects relevant to his work and to give him the opportunity for the study of a subject as Anthropology, Colonial History, Law, Colonial Economics, Colonial Education, Agriculture and Rural Economy, or a language in which he has himself developed a special interest. A Resident in charge of a Province is usually an officer of 20-25 years' experience of administration, having been selected for promotion after many years' experience in charge of various districts, and one or more periods of trial in an acting capacity as a Resident. District Officers generally have a varied experience of from 9-20 years.

Administrative Officers are required to act mainly as advisers, but it is inevitable that in present conditions they have to take the lead in many matters with which the Native Authorities have not the knowledge or experience to deal. It is however constantly borne in mind that the underlying principle is to train the people in self-government.

(b) *The Emirates.* In the Northern Area, administration is carried out by the Emirate Staffs, supervised, advised and assisted by the Provincial Administration according to the principles of Indirect Administration. The duties of the African District Heads, who are responsible to the Emir for the good government of their Districts, include the maintenance of law and order, the annual count of the population and their flocks and herds, the collection of tax and all the general work of District Administration. They are assisted by a staff of experienced scribes and messengers. Their position is one of much responsibility and they are always selected from among those who have had long administrative, financial or, in some cases, teaching experience with the Native Authority prior to their appointment.

(c) *Development of Native Authority Councils.* It has in the past been Government policy to leave the people themselves to choose whom they wished as representatives on the Native Authority Councils. The men chosen have in the past been largely illiterate and conservative in their outlook, and the educated elements wish a more rapid change than the bulk of the people appear to desire. While it is not Government's wish to force change too rapidly it is becoming evident that it will be necessary to modify the method of selection of Council members to enable the educated and more progressive elements to have a larger say in affairs. This will be done, as it has always

been done, in full consultation with the people, who are themselves beginning to appreciate the advantages of literacy as a qualification for appointment.

(d) *Progress in Local Government.* In the Northern Areas the chief administrative progress during the year has been in the direction of encouraging district and village Councils. A continuous effort is made to encourage village headmen to rely on consultation with their people. District Councils have recently been introduced, and it is now accepted that a District Head will take no important step, such as making a recommendation concerning tax assessment, without consulting his Council.

In the Cameroons Province, District Officers have had under continual discussion with the Native Authorities the question of federation of the smaller units among themselves as a measure of economy and to strengthen them. The process is slow as it entails much travel in difficult country and routine headquarters work has to be kept up to date. Moreover, mutual jealousies among clans are apt to retard agreement. The only federation which has been completed is that of the Bakossi Native Authority (or Eastern Area Federated Native Authority as it has since elected to be called in deference to the feelings of the smaller clans). This is in the Kumba Division and consists of six former Native Authorities.

Judicial Organisation

28. The judicial organisation of the Trust Territory is set out in the Supreme Court Ordinance, the Magistrates' Court Ordinance and the Native Courts Ordinance. Under these Ordinances two sets of Courts function side by side throughout the Trust Territory. These are the Supreme Court and Magistrates' Courts, which primarily administer English Law and, on the other hand, the Native Courts, which primarily administer Native Law and Custom.

(a) *The Supreme Court.* The Supreme Court of Nigeria is a superior court of record and possesses and exercises all the jurisdiction, powers and authorities which are vested in or capable of being exercised by His Majesty's High Court of Justice of England. This comprises all His Majesty's Civil Jurisdiction which is exercisable in Nigeria, for the judicial hearing and determination of matters in difference, or for the administration or control of property and persons. It also comprises all His Majesty's Criminal Jurisdiction which is exercisable in Nigeria for the repression or punishment of crimes or offences or for the maintenance of order. Except in so far as the Governor may by Order in Council otherwise direct, and except in suits transferred to the Supreme Court under the provisions of the Native Courts Ordinance, the Supreme Court does not exercise original jurisdiction in any suit which raises any issue as to the title to land or as to the title to any interest in land which is subject to the jurisdiction of a Native Court nor in any matter which is subject to the jurisdiction of a Native Court relating to marriage, family status, guardianship of children, inheritance or disposition of property on death. The Court has all the powers and authorities of the Lord High Chancellor of England, with full liberty to appoint and control guardians of infants and their estates, and also keepers of the persons and estates of idiots, lunatics and such as being of unsound mind are unable to govern themselves and their estates. Subject to the laws of the Supreme Court and any other ordinance, the Common Law, the doctrines of equity and the Statutes of general application which were in force in England on 1st January, 1900, are in force within the jurisdiction of the Court. Nothing in the Supreme Court Ordinance deprives the Supreme Court of the right to enforce the observance, or deprives any person of the benefit of any existing native law or custom, provided such law or custom is not repugnant to natural justice, equity and good conscience, nor incompatible with any law in force.

Such laws and customs are deemed applicable in matters where the parties are natives, and also in matters between natives and non-natives where it appears that substantial injustice would be done to either party by a strict adherence to the rules of English law. No party is entitled to claim the benefit of any local law or custom, if it appears either from express contract or from the nature of the transactions, that such party agreed that his obligations in connection with such transactions should be regulated exclusively by English Law, or that such transactions are transactions unknown to native law and custom. The Supreme Court has appellate jurisdiction to hear and determine all appeals from the decision of Magistrates' Courts in civil and criminal causes and matters given in the exercise of its original jurisdiction. It has also appellate jurisdiction to hear and determine appeals from Native Courts and appeals from decisions of Magistrates on appeal from Native Courts.

An appeal lies to the West African Court of Appeal from all final judgments and decisions of the Supreme Court given in respect of a claim for a sum of fifty pounds or upwards. In criminal cases a person convicted in the Supreme Court may appeal to the West African Court of Appeal against his conviction :

- (i) on any ground of appeal which involves a question of law alone and (with the leave of the Court),
- (ii) on any ground of appeal which involves a question of fact alone, or a question of mixed law and fact.

With the leave of the Court he may also appeal against the sentence passed on his conviction unless the sentence is one fixed by law. An appeal lies to His Majesty in Council from judgments of the West African Court of Appeal subject to the provisions of the West African (Appeal to Privy Council) Order, 1930.

(b) *Magistrates' Courts.* In accordance with the provisions of the Magistrates' Ordinance the Governor has power to appoint magistrates styled first, second and third class magistrates. Every magistrate has jurisdiction throughout Nigeria and the Trust Territory but may be assigned to any specified district or transferred from one district to another by the Chief Justice.

A magistrate of the first grade has jurisdiction in civil causes :

- (i) in all personal suits, where the debt or damage claimed is not more than £200,
- (ii) in all suits between landlord and tenant for possession of any lands or houses claimed under agreement when the annual value or rent does not exceed £200,
- (iii) to issue writs of habeas corpus for the production before the court of any person alleged upon oath to be wrongfully imprisoned and detained,
- (iv) to appoint guardians of infants and
- (v) to grant in any suit instituted in the Court injunctions or orders to stay waste or alienation or for the detention and preservation of any property.

Except in suits transferred to the Magistrates' Courts under the Native Courts Ordinance a Magistrates' Court does not exercise original jurisdiction in suits which raise any issue as to the title to land or in any matter which is subject to the jurisdiction of a Native Court relating to marriage, family status, guardianship of children, inheritance or disposition of property on death. In criminal cases a magistrate of the first grade has, with certain provisos, full jurisdiction for the summary trial and determination of cases where any person is charged with committing an offence which is punishable by a fine not exceeding £200 or by imprisonment not exceeding two years or by both.

Magistrates of the second and third grades have jurisdiction in civil and criminal cases similar in all respects to magistrates of the first grade save that :

- (i) in civil cases such jurisdiction in causes where the subject-matter in dispute is capable of being estimated at a money value, shall be limited to causes in which such subject-matter does not exceed in amount or value £100 in the case of a magistrate of the second grade and £25 in the case of a magistrate of the third grade, and
- (ii) in criminal cases save that the maximum fine and the maximum period of imprisonment shall not exceed £100 and one year in the case of a magistrate of the second grade, and £25 and three months in the case of a magistrate of the third grade.

A magistrate hears and determines appeals from Native Courts within his jurisdiction in accordance with the provisions of the ordinance under which such Native Courts are constituted.

There is no differentiation on the basis of race or sex in the Supreme Court or the Magistrates' Courts. The official language of the Courts is English. Witnesses and accuseds may, and often do, give their evidence in native dialects which are translated into English by official interpreters.

(c) *Native Courts.* As stated in sub-section (7) above a Resident may, subject to certain reservations, establish within his province such Native Courts as he shall think fit which shall exercise jurisdiction within such limits as may be defined in the warrant. Every warrant shall either specify the persons who are to be members of the Native Court or authorise the Resident to select such persons.

The Governor may by order grade Native Courts and prescribe the jurisdiction and power which is to be set forth in the warrant for the Native Courts of each grade.

Except in so far as the Governor may by such an order otherwise direct there are four grades of Native Courts, namely Grades A, B, C and D, whose jurisdiction as set forth in their warrants shall not exceed those prescribed below :—

Grade A

- (i) Full judicial powers in all civil actions, matters and causes and in all criminal causes, but no sentence of death to be carried out until it has been confirmed by the Governor.
- (ii) Full jurisdiction in all matrimonial causes other than those arising from or connected with a Christian marriage as defined in the Criminal Code.

Grade B

- (i) Civil actions in which the debt, demand or damages do not exceed £100.
- (ii) In the Southern Provinces such jurisdiction in causes concerning land, or in which the title to land or any interest therein comes in question, as may be stated in the warrant.
- (iii) Full jurisdiction in cases relating to inheritance, testamentary dispositions, the administration of estates and in causes in which no claim is made for, and which do not relate to, money or other property, and full jurisdiction in all matrimonial causes other than those arising from or connected with a Christian marriage as defined in the Criminal Code.
- (iv) Criminal causes which can be adequately punished by imprisonment for one year, twelve strokes, or a fine of £50, or the equivalent by native law or custom.

Grade C

- (i) Civil actions in which debt, demand or damages do not exceed £50.
- (ii) In the Southern Provinces such jurisdiction in causes concerning land, or in which the title to land or any interest therein comes in question, as may be stated in the warrant.
- (iii) Full jurisdiction in causes relating to inheritance, testamentary dispositions, the administration of estates and in causes in which no claim is made for, and which do not relate to, money or other property, and full jurisdiction in all matrimonial causes other than those arising from or connected with a Christian marriage as defined in the Criminal Code.
- (iv) Criminal cases which can be adequately punished by imprisonment for six months, or in the case of theft of farm product or livestock by imprisonment for twelve months, twelve strokes, or a fine of £10, or the equivalent by native law or custom.

Grade D

- (i) Civil actions in which the debt, demand or damages do not exceed £25.
- (ii) In the Southern Provinces such jurisdiction in causes concerning land, or in which the title to land or any interest therein comes in question, as may be stated in the warrant.
- (iii) Full jurisdiction in causes relating to inheritance, testamentary dispositions, the administration of estates and in causes in which no claim is made for, and which do not relate to, money or other property, and full jurisdiction in all matrimonial causes other than those arising from or connected with a Christian marriage as defined in the Criminal Code.
- (iv) Criminal causes which can be adequately punished by imprisonment for three months, or in the case of theft of farm produce or livestock by imprisonment for six months, twelve strokes, or a fine of £5, or the equivalent by native law or custom.

29. The Chief Justice and Judges of the Supreme Court are appointed by the Governor by letters patent under the public seal of the Colony in accordance with such instructions as he may receive from His Majesty and hold office during His Majesty's pleasure. No person may be appointed a judge of the Supreme Court unless he is qualified to practise as an advocate in a court in England, Scotland, Northern Ireland or some other part of His Majesty's dominions, having unlimited jurisdiction either in civil or criminal matters, and has practised as an advocate or solicitor in such courts for not less than five years or has been a member of the Colonial Legal Service for not less than five years. Of the eleven Puisne Judges of the Supreme Court two are Africans.

Magistrates are appointed by the Governor and may be removed by the Governor. The Governor may appoint any fit and proper person to be a Magistrate. It is usual for a Magistrate of the first grade, which is a full-time appointment in the Judicial Department, to be qualified to practise as an advocate. Administrative officers are, however, often appointed Magistrates of the second and third grades for areas not readily accessible to First Grade Magistrates or for which First Grade Magistrates are not available. Of the twenty-one First Grade Magistrates nine are of African descent. There are also seven Africans appointed as temporary magistrates.

A Native Court consists of Head Chiefs or a Head Chief, Chiefs or a Chief or any other person or persons or a combination of any such authorities or persons and sitting with or without assessors, or in the Northern Provinces only, an Alkali with or without assessors called an Alkali's Court. Subject to the confirmation of the Chief Commissioner a Resident may at any time

suspend, cancel or vary any warrant establishing a Native Court or defining the limits within which the jurisdiction of the Court may be exercised. A Resident may also dismiss or suspend any member of a Native Court who shall appear to have abused his power or to be unworthy or incapable of exercising the same justly.

30. Civil and criminal causes in the Trust Territory are tried in the Supreme Court by a judge alone. In any case or matter before the Supreme Court the Court may, if it thinks it expedient to do so, call in the aid of one or more assessors specially qualified, and try and hear the cause or matter wholly or partially with their assistance. The ascertainment of fact is by oral and documentary evidence in accordance with the Evidence Ordinance.

In Native Courts the Court members authorised by warrant to try cases ascertain facts by oral evidence. Documentary evidence is also, on occasion, admitted but judicial proceedings in or before a Native Court are specifically excluded from the provisions of the Evidence Ordinance unless the Governor-in-Council by Order-in-Council confers upon any or all Native Courts jurisdiction to enforce any or all of the provisions of the Ordinance.

31. Nothing in the Supreme Court or Magistrates' Courts Ordinance deprives these Courts of the right to observe and enforce the observance, or deprives any person of the benefit of, any existing native law or custom. (See sub-section 28(a) above.)

A Native Court administers the native law and custom prevailing in the area of the jurisdiction of the Court so far as it is not repugnant to natural justice or morality or inconsistent with any provisions of any other ordinance, the provisions of any ordinance which the Court may be authorised to enforce by an order made by the Governor-in-Council and the provisions of all rules or orders made under the Native Authority Ordinance. For offences against any native law or custom a Native Court may up to the maximum authorised by its warrant impose a fine or may inflict any punishment authorised by native law or custom, provided it does not involve mutilation or torture, and is not repugnant to natural justice and humanity. Practice and procedure are regulated in accordance with native law and custom. In the Cameroons Province evidence is given in native dialects but notes of evidence are recorded by the Clerk of the Court in English. No legal practitioner may appear or act for or assist any party before a Native Court. Every Resident and District Officer has at all times access to all Native Courts in his Province or Division. He may :—

- (i) review any of the proceedings (except a sentence of death) of such Native Court, whether civil or criminal, and may make such order or pass such sentence therein as the Native Court could itself have made or passed,
- (ii) set aside the conviction and sentence or judgment or other order of the Native Court and order any case to be retried either before the same Native Court or before any other Native Court of competent jurisdiction or before the Supreme Court or before any Magistrates' Court,
- (iii) order the transfer of any cause or matter either before trial or at any stage of the proceedings to another Native Court or to a Magistrates' Court or to the Supreme Court. Any person aggrieved by any order or decision of a Native Court of first instance may appeal to a Native Court of Appeal or to a Magistrates' Court or to the District Officer in accordance with the channel of appeal entered on the warrant of a particular Native Court.

32. The qualifications required for appointment as Judges of the Supreme Court and as Magistrates have already been specified. In Native Courts, the classes of persons who are to be *ex officio* members of the Native Courts or who

may be selected by the Resident are specified on the warrants establishing the Courts and are normally restricted to chiefs, heads of extended families, or representatives selected by the families, or other prominent persons in the community.

Assessors are selected by the Court.

The Chief Justice may in his discretion approve, admit and enrol to practise as a barrister and solicitor in the Supreme and Magistrates' Courts :

- (a) any person who is entitled to practise as a barrister in England or Ireland or as an advocate in Scotland; and who
 - (i) produces testimonials sufficient to satisfy the Chief Justice that he is a man of good character; and
 - (ii) has read in the chambers of a practising barrister or advocate of more than five years' standing for at least one year, or has practised in the Courts of the country in which he has been called or admitted for at least two years subsequent to his call or admission; or
 - (iii) has subsequent to his call to the Bar or admission as an advocate read in Nigeria in the chambers of a practising barrister of more than ten years' standing for at least two years; or
 - (iv) has practised as a barrister or solicitor in the Courts of a British Colony or Protectorate for at least two years;
- (b) any person who has been admitted as a solicitor in any of the Courts of London, Dublin or Belfast, and produces testimonials sufficient to satisfy the Chief Justice that he is a man of good character;
- (c) any law agent admitted to practise in Scotland who produces testimonials sufficient to satisfy the Chief Justice that he is a man of good character.

No legal practitioner may appear or act for or assist any party before a Native Court.

33. The Native Courts and the extent of their jurisdiction have already been described. Every person sentenced by a Native Court to imprisonment or taken in the execution of the process of such Court is detained in a place authorised by the Resident as a native prison; provided that when there is no such authorised native prison in which such prisoner can be detained, he may be detained in a prison established under any Ordinance of the Protectorate. Persons convicted in the Native Courts in the Cameroons Province serve their sentences in Government prisons: in that portion of the territory administered as though it formed part of the Northern Provinces in Native Authority lock-ups or, in the case of persons sentenced to more than two years' imprisonment, in Government convict prisons.

34. Under Nigerian law operative in the territory there is no discrimination in the administration of justice between the nationals of all members of the United Nations. It has therefore not been necessary for the Administering Authority to take any special steps to ensure equal treatment for the nationals of all members of the United Nations in the administration of justice.

F. ECONOMIC ADVANCEMENT

General

35. The present resources of the territory are entirely agricultural and pastoral, and its economic prosperity depends on fluctuations in prices for the raw materials that it produces and exports. These products include bananas,

cocoa, rubber, palm oil and palm kernels, ground-nuts, hides and skins, and small quantities of timber, castor seed and coffee. The improved prices now being paid for many of these products have resulted in more money being in circulation than ever before. Improved economic conditions resulted in the planting of greatly increased acreages with export crops, particularly ground-nuts, where land is available, but the comparative shortage of consumer goods, particularly textiles and hardware, in comparison with the purchasing power available has produced a tendency towards inflation, and this is now tending to limit production since the peasant has little use for cash except for what it can buy. Moreover, the shortage has led to such supplies as become available being bought by middlemen and petty traders in bulk at controlled prices from the importing companies and sold at black market prices in the interior markets where price control is virtually impossible. This has led to a general demand for higher wages and these, in turn, have resulted in primary producers demanding and obtaining higher prices for foodstuffs for domestic consumption.

36. Development in the territory is specifically dealt with in two Ordinances enacted in 1946. The Ex-Enemy Lands (Cameroons) Ordinance (No. 38 of 1946) begins by reciting that it is deemed expedient that certain lands situate in the Cameroons which were vested in the Custodian of Enemy Property should be bought by the Governor in order that they may be held and administered for the use and common benefit of the inhabitants of the territory. It then authorises the Governor to buy such lands to vest in him as native lands within the meaning of the Land and Native Rights Ordinance and to lease all or any such lands to the Cameroons Development Corporation. Considerable areas of the ex-enemy lands are plantations planted with bananas, oil palms, rubber and cocoa.

The Cameroons Development Corporation Ordinance (No. 39 of 1946) establishes a Corporation, consisting of a Chairman and not more than eight or less than five members to be appointed by the Governor, with power to hold land, to enter into contracts, to borrow or invest money and to employ a staff. Its functions are set out at length. They include:

- (a) cultivation and stock raising;
- (b) the construction, maintenance and improvement of communications and the operation of transport undertakings;
- (c) dealing in merchandise and produce of all kinds as producer, manufacturer, importer or exporter;
- (d) provision for the religious, educational and general social welfare of its employees;
- (e) research and experimental work.

The accounts after auditing, together with a report on the operation of the Corporation, are to be submitted annually to the Governor and laid on the table of the Legislative Council. All profits made by the Corporation after the payment of expenses and allocation to general or special reserves are to be applied for the benefit of the inhabitants of the Trust Territory in such manner as the Governor may determine.

The Nigerian Cocoa Marketing Board Ordinance (No. 33 of 1947) is designed to control cocoa marketing and export in the interest of the producers. It provides that no cocoa may be exported except with the authority of the Board. The Board is compelled to buy, directly or through its agents, all cocoa which is offered for sale and which is suitable for export. The funds of the Board consist of the proceeds of their business operations, sums appropriated to the Board by the vote of the Legislative Council and such further sums as may accrue from moneys earned by investments or raised by loan.

The Board may apply the funds at its disposal:

- (a) to the purchase of cocoa for export;
- (b) for all or any of its functions, powers and duties under the provisions of the ordinance;
- (c) to the cost of the administration of the Board;
- (d) to the remuneration, honoraria and expenses of the members of the Board;
- (e) to the cost of the administration of the Advisory Committee and the remuneration, honoraria and expenses of its members in respect of their duties under the Ordinance;
- (f) to the payment of the salaries, gratuities or pensions of the servants of the Board;
- (g) to the interest payable in respect of any moneys borrowed under the provisions of the Ordinance.

The Board has the advice of an Advisory Committee which is representative of the producers and commercial interests in connection with price control of cocoa grown in the territory and on all matters in connection with the purchase and grading of cocoa and with the development of the cocoa industry.

The operations of the Board and the system of control will materially contribute to the stability of the industry and the prosperity of all persons concerned. The fixing of prices by the Board will prevent violent fluctuations upwards or downwards from year to year, thus eliminating unhealthy speculation and ensuring a measure of security to producers.

A sum of just over three million pounds has been paid to the funds of the Nigerian Cocoa Marketing Board by the West African Produce Control Board which prior to the establishment of the Nigerian Board had been handling the marketing of all West African cocoa exported. It is estimated that at least another four million pounds will be forthcoming from this source when the West African Produce Control Boards accounts for 1946-47 have been closed.

A ten-year plan of development for Nigeria estimated to cost over £55,000,000, and of which £23,000,000 has been allocated from the United Kingdom Colonial Development and Welfare Vote, was adopted by the Legislative Council on 7th February, 1946. The Trust Territory of the Cameroons participates in this plan and the cost of development in the territory alone over the ten years is estimated at some £1,500,000. The plan embraces a wider sphere of activities than economic development alone, though economic development necessarily occupies a very important place in the plan. Implementation of the plan is only in its second year and has been hampered by difficulties in obtaining both men and material. The greatest progress has been made in the improvement of the road system in the Cameroons Province. Prior to the recent road construction, to reach Bamenda and Mamfe by road from Victoria, it was necessary to undertake a difficult ferry crossing of the Mungo river and then to proceed through French territory. The completion of the Kumba-Mamfe road at the end of March, 1947, reduced the road mileage from Victoria to Mamfe by nearly one half and provided a direct land route for the evacuation of export products from the highlands of Bamenda to the ports of Victoria and Tiko. Details of other projects in the plan in respect of the Trust Territory are being submitted in a statement which accompanies this report.

A Development Branch under a Development Secretary has been established in the Nigerian Secretariat and associated with it is a Central Development Board consisting of the Chief Secretary as Chairman, the Chief Commissioners of each of the three regions, the Financial Secretary, the Commissioner of the Colony, the Director of Public Works, the Development

Secretary and one African unofficial representative of each of the three regions and of the Colony. This Central Board sits at Lagos and deals with the general principles of development planning and is the final deciding factor, subject to the approval of the Governor, in regard to over-all priorities and the proportionate allocations of the various development activities between one part of the country and another, year by year.

Each of the three Chief Commissioners and the Commissioner of the Colony has a similar but larger Advisory Committee. Similarly, each of the twenty-four Provinces has a Provincial Development Committee with the Resident as Chairman. The departments principally concerned with development are represented on these committees, and they also have a wide unofficial membership both African and European.

Development projects for the Trust Territory are considered by the Provincial Development Committees of the Cameroons, Bornu, Adamawa and Benue Provinces.

Of the total cost of the Development Plan for Nigeria and the Cameroons, £23,000,000, as has been already stated, is to be provided from the Colonial Development and Welfare Vote, £16,000,000 will be raised by loans and the balance will be found from Nigerian revenues. Ordinance No. 3 of 1946 authorises the floating of a loan of £8,000,000, but it has not yet been found necessary to float any part of this, necessary expenditure having been covered to date by advances from Government surplus balances in anticipation of the raising of the loan. The first instalment of a local loan amounting to £300,000 has been offered for subscription in Nigeria and the Trust Territory with the purpose of providing a means by which the inhabitants may participate in development and realise a fair return for their investment, and has been fully subscribed.

Figures are not available for the extent and source of State purchases of capital goods for development within the territory as distinct from the needs of the overall development plan for Nigeria.

37. The development of natural resources with a view to promoting the economic progress of the inhabitants of the territory in the fields of agriculture, forestry, fisheries, mining, sources of energy, irrigation and in other fields is set out in the statement of the Ten-Year Development Plan for the territory which accompanies this report. Detailed answers under the various headings listed can be found in the answers to subsequent questions below.

38. The Nigerian Cocoa Survey which is financed at present by funds at the disposal of the West African Cocoa Research Institute, though the matter of its future financing is under consideration, began work in the territory in November. The Survey aims at locating, indentifying and roughly measuring individual cocoa farms, ascertaining whether any disease, including Swollen Shoot, or parasites are present and, in addition, noting various facts regarding the age of trees and conditions of cultivation.

39. The planning and administrative machinery for economic development is set out in sub-section 36 above. There is African representation on all the Provincial Development Committees of the Provinces with which parts of the Trust Territory are administered. Two Africans, though not inhabitants of the Trust Territory, are members of the Cocoa Board, and one indigenous inhabitant of the territory is a member of the Board of the Cameroons Development Corporation. As yet, no international agencies participate in these arrangements.

40. The economic equality provisions of Article 76 (d) of the Charter are incorporated in Article 9 of the Trusteeship Agreement for the territory. No

active steps have been necessary to give effect to these provisions, as the principle of economic equality had already been accepted and implemented during the period that the territory was administered under Mandate.

41. The only activity of an economic nature carried on by nationals of members of the United Nations other than the Administering Authority is the felling of timber on local permit in the Tombel area of Kumba Division by the Société Africaine Forestière et Agricole, a company under French ownership which exports logs to the United Kingdom, France, the United States of America and Scandinavia. The logs are shipped from Duala in the Cameroons under French trusteeship. 211,039 cubic feet of timber was exported in 1946 by this company. Fellings take place on land not required or available for reservation, and form a source of revenue to the Nigerian Government and to the Native Authorities.

42. There are no non-indigenous groups which enjoy a special position in the economy of the territory.

43. The general economic policy and objectives of the Administering Authority with regard to the various ethnic groups is to do everything that is "deemed expedient in the interest of the economic advancement of the inhabitants" to quote the preamble to the Ex-Enemy Lands (Cameroons) Ordinance, 1946. The Land and Native Rights Ordinance which has been applied to the Cameroons Province since shortly after the first World War, lays it down that all lands are declared to be native lands under the control of the Governor, to "be held and administered for the use and common benefit of the natives". While, therefore, small areas of land may be acquired on lease for the purpose of trading stores or medical and educational purposes, no extensive alienation of land is possible. The one great deviation from this principle has been rectified by the acquisition by the Governor by purchase from the Custodian of Enemy Property of the plantations, previously German-owned, to the end that they may be held and administered for the common benefit of the inhabitants of the territory and their declaration to be native lands. Policy aims at raising the general standard of living while retaining equality of economic opportunity in the interest of the indigenous producer. It is the intention to retain the desirable features of control schemes, namely stable prices and orderly marketing, whilst giving the greatest possible scope compatible with the realisation of these objectives to free enterprise. It is declared policy to effect a gradual taking over by the indigenous inhabitants of the functions of non-indigenous inhabitants in the economy of the territory. In the meantime it is anticipated that more and more places will be taken on the Board of the Corporation and the other Control Boards by Africans. In due course the operations of the Cameroons Development Corporation will be taken over and carried on by the selected representatives of the people themselves. It is proposed by the establishment of stabilisation funds to prevent violent fluctuations in prices from year to year in order to secure settled trading conditions and a measure of prosperity to producers. No measures are being taken which are intended to protect economically weaker indigenous groups, but it is intended to develop a balanced economy with no discrimination between the various ethnic groups, to result in an even rise in the standard of living. Formerly in the Northern Areas the hill tribes were much weaker economically than the pastoral Fulani of the plains. The greater industry shown by these tribes in farming and the extension of ground-nut cultivation by them is rapidly levelling the economic differences between the groups.

44. No concessions have been granted within the territory.

45. Enterprises owned or operated in the territory by the Administering Authority or its nationals are of two sorts:

- (1) Ordinary trading firms, companies, etc.; incorporated or registered under the Companies Ordinance;
- (2) Corporations and bodies corporate, established by Ordinance, as the Cameroons Development Corporation and the Nigeria Cocoa Marketing Board. These are not companies in a legal sense; they are, in fact, semi-governmental statutory bodies and are non-profit making, and connected with the development of the internal resources of the country.

46. No national income estimates are available.

47. The expansion of ground-nut production and the improved prices for cocoa and palm products has had considerable social consequences, particularly for the hill tribes of the northern areas, whose superior industry in agriculture has won them rapidly increasing economic strength. Many of them have started to wear clothes of imported materials and, in general, they are becoming much more accustomed to contact with the outside world, a tendency entirely beneficial in its results both social and political. Although the danger of inflation has by no means passed, it has proved possible to offer higher prices for the main items of export produce—subject to controlled marketing—without undue misgiving as to the effect of such increases on the rising cost of living. In the Cameroons Province it is too early to appraise the social consequences of the economic developments which will be brought about by recent legislation. With the enactment of this legislation there must come a period of intense activity in the rehabilitation of the plantations themselves and in the overhaul of plant long overdue for replacement.

Public Finance, Money and Banking

48. The principal items of Government revenue and expenditure are shown in Appendix IV. They cover the financial year which ended on 31st March, 1947.

The system of accounting in Nigeria makes it impossible to extract from the general Receipts and Payments account, figures which in any real sense represent "actual" revenue or expenditure in the Cameroons.

Revenue. None of the items can be precisely ascertained. The figures given in the Appendix are made up from actual revenue collected in the Cameroons Province to which has been added the amount of direct tax retained by Government collected in :—

- (a) The portion of Adamawa Emirate within the Trust Territory of the Cameroons.
- (b) The Tigon-Ndoro-Kentu area of Benue Province.
- (c) The Dikwa Emirate of the Bornu Province.

The main difficulty in presenting a proper Statement of Revenue is connected with Customs duties. The position is that Victoria and Tiko are the sole ports of entry and that through them the bulk of exports and imports pass. At the same time a certain quantity of imports which have paid duty at Nigerian ports reach the Trust Territory overland or by the Cross and Benue rivers. Similarly, a certain amount of produce leaves the territory by the same channels and pays export duty at Nigerian ports. It has been found impossible to arrive at any estimate of this land and river-borne trade. The principal items of Native Authority Revenue and Expenditure are set out in Appendix IV.

49. No separate budget is prepared for the Trust Territory, since Government revenues accruing therein form part of the revenues detailed in the

Estimates of Nigeria. Provision is made for Government services and works within the territory in the detailed Expenditure Estimates of Nigeria. The preparation and procedure for approving the Nigerian budget are briefly summarised below. Six months before the opening of a new financial year, revenue departments and collectors of revenue generally are required to submit their estimates of collections in the forthcoming year, and these figures are collated and checked in the Secretariat as the basis of the Revenue Estimates. Similarly, all departments of Government are required to submit their proposals for expenditure during the forthcoming years with particular reference to extensions of services and new services in excess of those approved by the Legislative Council for the current year. These are collated and despatched to a selective scrutiny in the Secretariat and form the draft Expenditure Estimates.

These "Draft Estimates of the Nigerian Government" are presented to the Legislative Council at the Budget Session for adoption. Save in so far as they call for new taxation measures or involve modification in existing taxation measures the revenue estimates do not require specific legal sanction: the authority for the continued imposition of current taxes, duties and fees being included in the laws, regulations and administrative orders of Government. On the other hand, there can be no expenditure without the sanction of the Legislative Council in the form of an Appropriation Bill. The debate on the Budget precedes the second reading of the Appropriation Bill and during this debate members of the Legislative Council have the opportunity to comment on all general points of principle affecting every aspect of the public services, whether administrative, executive, financial or economic.

Thereafter the Bill is submitted to a Select Committee, which includes all the unofficial members of the Legislative Council, for consideration of the departmental estimates in detail. Heads of Departments are required to attend where necessary in order to provide any further information which may be required by members of the Committee.

In Select Committee the Financial Secretary submits his latest revised estimates of revenue and expenditure for the current year and seeks approval to any modifications in the draft estimates for the new year, the need for which has become apparent since they were drafted.

The report of the Select Committee is then submitted to the Council by resolution for adoption, and the Bill as amended in Select Committee is read a third time and passed.

A Standing Finance Committee of the Legislative Council meets every month to consider applications for expenditure supplementary to that shown in the Estimates, the need for which was unforeseen at the time of their preparation, and which could not be deferred without detriment to the public service. Its membership consists of the Chief Secretary to the Government, the Financial Secretary and all the unofficial members of the Legislative Council. Reports of the Finance Committee are later submitted to the Legislative Council for endorsement.

As the outcome of the new constitution, and with effect from the financial year 1948-49, a large measure of financial responsibility will devolve upon the regional Councils. Each will have its own regional budget, on which will be borne the cost of all Government services in the region, including the salaries of Government personnel. The only exception will be the cost within the region of services declared to be Nigerian (i.e. Central) services, such as the railway, posts and telegraphs, income tax and audit, which will continue to be carried on the Estimates of Nigeria as at present, together with the central organisation of Government, the headquarters and central staff of all Departments and such charges as interest on public debt, pensions, etc. The Northern Regional Council and the Eastern House of Assembly, both of which are concerned with

the Trust Territory, will not for the present have any legal power of appropriating revenue for regional expenditure : all such revenue will be voted to the Regions by the Legislative Council of Nigeria. The expenditure on regional services and works will appear as three one-line votes in the Estimates of Nigeria and the detailed estimates of regional expenditure, as passed by the Regional Councils, will form appendices to the Estimates of Nigeria. There will be assigned to the Regions "declared revenues" which comprise :—

- (a) The Government share of the tax collected in the Region under the Direct Taxation Ordinance, 1940 ; and
- (b) other revenues which the Governor shall from time to time have "declared regional."

These other revenues must be identifiable with the Region and locally collected by regional authorities.

The Financial Secretary will then prepare a reasoned memorandum of proposals for allocations to the Regions from non-declared revenues, after necessary provision has been made for Nigerian services and works. These allocations should approximate in strict proportion to the contribution which each Region makes to non-declared revenues. The proposals of the Financial Secretary will be considered by a Revenue Allocation Board, of which the Chief Commissioner for each Region will be a member, and this Board will frame recommendations for submission to the Governor, who will give final directions regarding the provisional allocations to Regions of non-declared revenue. The provisional allocations of non-declared revenue are subject to upwards or downwards revision with reference to changes in the financial position, first before the budget meetings of the Regional Councils and finally at the opening of the budget meeting of the Legislative Council.

When the allocations of revenue have been communicated to the Regions, the regional secretariats will draft Estimates of Expenditure for consideration by the regional councils. The Regional Councils will pass these Estimates with such amendments as they deem fit. The Estimates will then be submitted to the Governor, who has the right to amend them if he thinks this necessary in the public interest. When the Regional Estimates have been approved by the Governor, they are printed as appendices to the draft Estimates of Nigeria, and the allocations of revenue on which they are based are included in the Expenditure Estimates of Nigeria as one-line votes and accorded legislative sanction in the manner outlined above.

The Nigerian Secretariat is responsible for drafting not only the Estimates of Revenue but also the Estimates of Expenditure on purposes other than regional purposes. The draft Estimates of Nigeria, that is, the totality of estimates of the country as a whole, after they have passed through the Legislative Council are placed before the Secretary of State for his approval.

Native Administration Estimates are drawn up in draft for each Native Treasury by the District Officer and discussed by him with the Native Authority or Native Authorities concerned. The draft is then sent to the Chief Commissioner through the Resident for approval. Responsibility for the framing of their estimates will be vested in the Finance Committees appointed by the Native Authorities, so soon as they have reached the stage when they can undertake it.

Payments are made by the Native Administration Treasurer on voucher certified by him and countersigned by the District Officer. Expenditure shown on vouchers is brought to account under each head and item in a vote service ledger, and entered daily in a cash book which is balanced monthly.

Revenue is similarly brought to account on vouchers in the revenue ledger and cash book. Receipts are issued for all revenue. In the case of tax each individual taxpayer is given a receipt by the tax collector, who in turn, is given

a receipt by the Treasurer. Native court fees and fines are received by the clerk of the Native Court who keeps his own cash book, and issues individual receipts to the payers. The cash book is checked with the counterfoils, with the scale of fees (in the case of fees) and with the court orders (in the case of fines) at the end of each month by the native treasurer, who gives the court clerk a receipt for the total. Other revenue such as forestry fees, market fees, dog licence fees, etc., are similarly checked monthly with the counterfoils and cash books.

The native administration treasurer is in general control of accounting procedure subject to the supervision of the District Officer. A supervisor of native treasuries, paid by the native authorities, assists the District Officer by checking all native treasury and native court accounts, and all revenue-earning receipt books.

50. The ordinary and extraordinary expenditure in the territory is met from the Nigerian budgetary revenue, with the exception of grants made from the United Kingdom Colonial Development and Welfare Vote. No terms and conditions are attached to these grants, except that the sums voted must be expended on particular projects which have received the approval of the Secretary of State for the Colonies.

51. The estimated total of grants from United Kingdom Colonial Development and Welfare funds to be expended in the territory during the financial year 1946-47 amounted to £35,405. This sum was allocated for schemes for developing the production of electrical power, road development, and agricultural, veterinary and medical development projects. For the year 1947-48, the total estimated to be expended is £87,162, to be used in continuation and extension of the development projects on which funds were spent in 1946-47 and also on forestry development, the installation of rural water supplies and the construction of buildings.

52. There are no specific loans, debts or reserves allocated to the Trust Territory.

53. West African currency is managed by the West African Currency Board, London, and is interchangeable with sterling at par.

Barclays Bank (D.C. & O.) maintain a branch at Victoria. There are no other banks in the territory.

54. The laws and regulations governing the issue and circulation of currency are Nigerian Ordinance No. 11 of 1916, and the West African Coinage Order, 1938.

Total circulation of West African currency in Nigeria and the Trust Territory at 30th June, 1947, was £23,409,139. It is impossible to state how much of this amount relates to the Trust Territory.

The backing of the above issue is represented by investments and cash holdings of the West African Currency Board representing a total cover of 111·7 per cent.

The West African Currency Board is the sole issuing authority in the territory, and is represented by a Currency Officer in Nigeria.

55. The figures for the amounts of currency in circulation and of savings and bank deposits are not available.

There is one branch of Barclays Bank (D.C. & O.) registered in Great Britain in the territory. The capital is £10,000,000.

56. Small depositors can use the Post Office Savings Bank which pays interest at 2½ per cent per annum, or may avail themselves of the facilities afforded by Barclays Bank Deposit Savings Scheme.

57. The Nigeria Local Development Board established by Ordinance No. 2 of 1946 may out of its funds and resources make loans or grants, with the approval of the Governor, to any native authority, co-operative society, planning authority or body or class of authority or body approved by the Governor-in-Council for schemes :—

- (i) connected with public works, public utilities, town, urban and village planning and other similar projects ;
- (ii) for the promotion and development of village crafts and industries and the industrial development of the products of Nigeria ;
- (iii) for colonisation and land settlement, land utilisation, forest and firewood plantations and other similar projects ;
- (iv) for the setting up and operation of any experimental undertaking by any public body, authority or public service for the purpose of testing industrial or processing development of any product of Nigeria ;
- (v) of such other nature as are of public value as may be from time to time authorised by the Governor.

The Legislative Council has agreed to an allocation to the Board of £1,250,000, advanced against loan funds authorised but not yet raised, for five years period from 1946, at the rate of £250,000 a year. As from 1st January, 1948, the Governor-in-Council has approved the addition to those bodies to which the Board is authorised to make loans, of companies registered in Nigeria and groups of persons working in partnership in Nigeria.

58. Exchange control procedure in the Trust Territory is similar to that obtaining in the United Kingdom, the restrictions on the transfer of funds outside the Scheduled Territories (as defined in the United Kingdom exchange control legislation) being generally designed to allow current payments but to restrict transfers of a capital nature.

Taxation

59. Taxes are levied under two Ordinances—the Direct Taxation Ordinance and the Income Tax Ordinance. Natives of the Trust Territory in common with all natives of Nigeria elsewhere than in the township of Lagos, pay tax under the former Ordinance. The Income Tax Ordinance applies to all persons not subject to tax under the Direct Taxation Ordinance and includes non-natives, bodies of persons, companies and natives within the township of Lagos. The fundamental distinction between the two Ordinances is that the Income Tax Ordinance aims at individual assessments based on written returns of income, while the basis of tax imposed under the Direct Taxation Ordinance is an enquiry by administrative officers into the wealth of each community and an assessment of tax based on a percentage of estimated annual income.

The provisions of the Income Tax Ordinance are administered, and the tax is collected by, a Deputy Commissioner and Assistant Commissioners of Income Tax. The Inland Revenue Department is organised on a West African basis, and a Commissioner of Income Tax, stationed at Accra, Gold Coast, co-ordinates income tax policy in all four British West African Dependencies. Accurate individual assessment is made of each person except in the lower income groups among the natives of Lagos township, where it is as yet uneconomic to make the necessary enquiries to establish accurate assessments. In such cases a system of estimated assessment is based on parochial information. The rate of tax in such cases approximates to 4½d. in the pound, but the rate increases in the higher income groups. Declarations of income are demanded from all persons judged to be in receipt of income exceeding £150 per annum. Reliefs are given in respect of ordinary human obligations, but they never serve

to reduce the tax payable beyond a minimum reckoned at 4½d. in every pound of income. The tax on companies is at 7s. 6d. in the pound (an average rate which is reached by individuals only in the highest income groups), but local inhabitants in receipt of dividends from local companies may recover from the revenue the difference if any between the rate of individual tax for which they are liable, and the company rate. The first £200 yearly of a woman's income is free of tax. It is a criminal offence to default in the payment of income tax. Among persons assessed on an income of not more than £150 there is a final right of appeal to the Commissioner of Income Tax; other persons may appeal to an independent Board of Commissioners or to the Supreme Court and thence to the West African Court of Appeal.

In accordance with the provisions of the Direct Taxation Ordinance, the annual income of each native community or native is assessed by the Resident acting in co-operation with the chiefs or elders or other persons of influence in each district, in accordance with custom as far as circumstances permit. Supervision of the collection of tax is carried out by tax collection authorities appointed by the Resident. These may be native authorities, district headmen or other suitable persons. They in their turn may appoint village councils, district heads or other suitable persons to be tax collectors. The tax collection authorities receive the tax from the tax collectors and deposit it in the native treasury. The native authority then pays to the Government treasury a sum representing an amount collected from the tax-payers at a prescribed per capita rate. Any person who objects to the amount he has to pay as tax has a right of appeal to the district headman or to the subordinate or other native authority who may vary, cancel or confirm the assessment against which appeal is made. A final appeal may be made to the Resident.

Indirect taxation includes import and export duties at rates imposed by the Legislative Council of Nigeria by resolution, excise duties and licences. Disputes as to the proper rate or amount of duty payable on goods imported into or exported from the territory may be referred to the courts for decision, or the importer may request the Governor-in-Council to decide the dispute on such terms as are deemed equitable. In the latter event the decision of the Governor-in-Council is final.

Foreign individuals or companies are not subject to tax measures other than those applicable to the nationals of the administering authority.

The principles underlying the imposition of direct taxation on natives of the Trust Territory are in accordance with the policy laid down by the late Lord Lugard. A hut tax had been introduced into certain areas of Kamerun by the German Government in 1907, which was changed on 1st April, 1931 to a capitation tax of 10 marks per head, per year, imposed on all male adults. The tax was commutable for labour service. No attempt was made to set up native treasuries, but chiefs entrusted with the collection of tax might, with the consent of the Governor, be paid up to 10 per cent of the amount of tax collected. It is of interest to note, however, that Dr. Solf, as Minister of the Colonies, had determined about 1913 to introduce into Kamerun some of the features of indirect rule as practised in Northern Nigeria. The dominating principle of Lord Lugard's conception of administration was the recognition and support of traditional African authorities. The immediate financial problem which presented itself to him was the provision of a revenue which, being collected through the medium of the traditional authorities and in accordance with native custom, could be shared with them. There was already in existence in Northern Nigeria at the time of its pacification an organised and complicated revenue system to which the people had long been accustomed. This system, simplified and cleansed of a bewildering multiplicity of taxes and numerous abuses, was retained by him with the fundamental difference that the tax was levied by the Government and not by the

traditional authority. The High Commissioner laid down that the revenue of a Native Administration consisted, not of an arbitrary sum fixed by the Government, but of a fixed proportion of the statutory general and direct tax collected by its agency, together with fees and fines from native courts, market dues and similar receipts. The proceeds of the statutory tax were subject to a division at source between the Government and the Native Administration, and the High Commissioner attached great importance to the principle of initial participation in proceeds which, indeed, is the most significant characteristic of the direct tax in Nigeria. This procedure provided the traditional rulers, cut off from wealth formerly derived from slave trading and slave labour, with a revenue collected in accordance with custom, and received, not as a dole from the Government, but as their proper due from their own people in return for their work as rulers and judges. It provided for their maintenance and went far to do away with such obvious abuses as forced labour, heavy and capricious taxes on traders, arbitrary exactions of all kinds from the peasantry, and perversion of justice by means of bribes and unjust fines. This policy was extended to areas where there were no traditional rulers and where direct taxation was an innovation, as it was manifest that no progress could be made in educating tribes in these areas in the art of self-government unless funds, in the shape of direct taxation, to establish Native Administrations and to develop native treasuries were forthcoming. It was also considered that the responsibilities of the Native Authorities in the task of computing the assessment of tax in co-operation with the Resident constituted a valuable part of their training and development.

Go. A tax assessed upon the ascertained annual income of a native community or native is levied under the Direct Taxation Ordinance, and no other land or house taxes are imposed. One only of the old Muslim taxes still retains its separate identity. This is "jangali", which is a capitation tax on cattle belonging to nomad herdsmen, being thus, in effect, a rough income tax. In the parts of the Trust Territory administered with the Northern Provinces of Nigeria the tax system in most general use is a locally distributed income tax. The unit of assessment is the village. Administrative Officers prepare detailed assessment reports based on a close investigation of selected areas in respect of the average yield per acre cultivated, market price of produce, annual value of livestock and earning capacity of tradesmen and craftsmen. A total income for the unit is computed from these statistics, and a certain percentage (not exceeding 10 per cent) is fixed as the total tax payable by a unit. The village head is informed of the total tax assessment of his area, and apportions it in consultation with his Council of elders in accordance with the ability to pay of individual tax-payers.

In some backward areas where the village headman is not equal to the responsible task of apportioning a total as between individual tax-payers, and where the differences in individual wealth are small, the total tax assessment of the village is divided by the number of tax-payers and what is, in effect, a poll tax is paid by every tax-payer.

Employees of Government, of Native Authorities and commercial firms who have definitely ascertainable incomes are assessed individually on their incomes. Where such persons have sources of income other than their salaries they may also be required to pay tax under the method described as locally distributed income tax in respect of that part of their income. A number of wealthy traders are excluded from the ordinary census made for the purpose of assessing tax. Examination is made of the wealth of these individuals from year to year, and their tax is individually assessed.

In the Cameroons Province, which is administered with the Eastern Provinces of Nigeria, there are no community assessments, and tax is paid

individually, although among the peasant communities, where there is little variation in wealth, it is usually paid at a flat rate within particular areas. Jangali is paid in Bamenda Division. These are the only methods by which the Direct Taxation Ordinance is applied. The principle of direct taxation which had been introduced by the German Government was continued under the British Administration, although at that time there was no direct taxation in the adjacent Provinces of South-Eastern Nigeria. In the early years, methods of assessment were coloured by experience gained in the Northern Provinces of Nigeria. Since direct taxation was introduced into the Eastern Provinces in 1928, procedure in the Cameroons Province has come more and more into line with Eastern Province methods, and the system of lump sum assessment has gradually given way to that of a flat rate which appears to be considered preferable by the people themselves. When the general level of income in any community has been ascertained, tax is imposed in that community at the rate of $2\frac{1}{2}$ per cent of that income. This divided by the number of tax-payers in each area is the flat rate tax. Rates have been raised or lowered as the price of agricultural products has risen and fallen. Considerable accretions of income to a particular area are taken into account, and regard is also had to the success or failure of agricultural seasons. The vast majority of tax-payers pay flat rate. In recent years, however, increasing emphasis has been laid on the need for a progressive increase in the number and accuracy of assessments of the wealthier classes of the community. These persons, in addition to salaried workers whose incomes are readily ascertainable, include traders and craftsmen who keep no written records of their business transactions. In making individual assessments in respect of the latter, the general practice is for Assessment Committees of the Native Authorities to furnish to the District Officer a list of persons whom they consider to be in receipt of incomes on which tax at the approved rate would exceed the flat rate, and to indicate the amount that they consider it would be equitable for these persons to pay. Only in rare cases has it become the practice to call for written returns of income, and the ascertainment of income and assessment proceed in accordance with such methods as commend themselves to the tax collection authorities or their Assessment Committees.

An interesting experiment is being made in certain areas with the object of relating the tax payable more closely to the means of individual tax-payers. It is based on the assumption that there is a large number of tax-payers whose incomes, though unascertainable on a strictly individual basis, would enable them to pay more than the basic rates assessed for their communities. The intention is to apply a scale which will proceed by intervals of, say, 15., to a maximum above which there would be individual assessments, and to group the tax-payers accordingly. This places on the Native Authority the important responsibility of distinguishing between the various levels of prosperity among those who at present pay a uniform flat rate.

As has been already stated, native communities and natives pay tax under the provisions of the Direct Taxation Ordinance: persons or companies not subject to tax under this Ordinance pay under the Income Tax Ordinance. A "native" is defined as a native of the Trust Territory or Nigeria, or a native foreigner, that is to say any person (not being a native of Nigeria) whose parents, or one of them, were members of a tribe or tribes indigenous to some part of Africa and the descendants of such persons.

61. Tax is payable under the Direct Taxation Ordinance only by able-bodied adult males. The rate of tax varies in different districts of the territory; the rates being set out at Section V of the Statistical Appendix. Taxes are collected in cash, and cannot be paid in kind or commuted for labour or other types of service. Any person who without lawful justification or excuse,

the proof of which lies on the person charged, refuses or neglects to pay any tax payable by him under the Ordinance, is liable to a fine of £100 or to imprisonment for one year, or both. The very great majority of prosecutions for offences against the Direct Taxation Ordinance are tried in the native courts.

62. Compulsory labour is not exacted in default of the payment of taxes in cash. As has already been observed, taxes are not paid in kind.

63. The policy in accordance with which Native Authorities retain a portion of direct tax has already been discussed. The problem of apportionment of direct tax between Government and the Native Administrations has recently been the subject of a comprehensive survey by Mr. S. Phillipson, C.M.G., the late Financial Secretary. The present method is that the proceeds of direct tax are apportioned by direction of the Governor and by an *ad hoc* decision almost entirely attributable to a series of measures taken by Government relative to the terms of service of Native Administration employees (these measures being, in turn, caused by the rise in the cost of living during the war). Native Administrations are authorised to retain the proceeds of the tax, less the amount which they paid to the Government in 1943-44; this latter amount in the northern region being subject, if necessary, to reduction to enable the Native Authorities to pay cost of living allowances to their employees. Mr. Phillipson has recommended that the present method of apportioning the proceeds of direct tax should be replaced by a method of apportionment by law to provide that, of the sum payable as direct tax by each tax-payer, there shall be a fixed or capitation payment to Government revenue uniform throughout particular areas. This recommendation has received the approval of Government and it is anticipated will become law early in 1948. The rates of capitation tax proposed to be paid to Government throughout the different areas of the Trust Territory are 1s. per adult male tax-payer in Dikwa Division, and those portions of the Trust Territory administered with Adamawa Province; 9d. per adult male tax-payer for that part of the Trust Territory administered with Benue Province; and 3d. per adult male tax-payer in the Cameroons Province.

64. A number of Chiefs receive salaries from Native Authority revenue, the major part of which comes from tax. These salaries include:

The Lamido of Adamawa	£2,500
The Emir of Dikwa	£1,800
The President, Victoria Federated Council ..	£300
The Fon of Nsaw	£200
The Fon of Bafut	£78

All Native Authority staff, including district heads, are paid regular salaries, as are also some of the larger village heads. The smaller village heads and hamlet heads are paid a percentage not exceeding 10 per cent of the amount of tax collected by them.

65. Arms and ammunition licences, game, goldsmiths and gold dealers, liquor, motor vehicle, petroleum storage and wireless licences, stamp duties and harbour dues, are payable in the Trust Territory. In addition to these dues, indirect taxation is confined to import, export and excise duties. Excise duties are imposed only on cigarettes manufactured in Nigeria of tobacco part of which is imported and part locally grown.

Commerce and Trade

66. No international agreements with respect to trade have been entered into by the Administering Authority applying to the territory during the year.

67. The territory is administered as an integral part of Nigeria. Nigeria does not form part of a Customs Union with the United Kingdom or with neighbouring Colonies and Dependencies of the United Kingdom.

68. No Customs agreements with neighbouring territories are in effect.

69. The vast majority of the inhabitants of the territory are farmers and herdsmen, and its commercial life is entirely conditioned thereby. They sell their surplus products such as guinea-corn, millet, yams, milk, butter, sheep, goats and cattle in the numerous village markets (few of any considerable size), and buy therein their simple requirements in the shape of salt, cloth, finished garments, ornaments of various kinds, household utensils, whether locally made or imported, cooked foods and kola-nuts. The commodities for export such as cocoa, palm products, castor seed, ground-nuts, hides and skins, gutta-percha and shea-nuts, are usually taken direct to one of the trading stations operated by the commercial firms.

The commercial houses sell imported goods in bulk to middlemen who act as distributors to petty traders. These middlemen are also the agents of the firms in buying produce for export, though not to the same extent as in Nigeria, as the sum of exports other than those of the Cameroons Development Corporation is small and in some areas the middlemen are displaced by Co-operative Unions.

There is also a considerable number of prosperous native traders dealing in cattle, native salt, cloth, kola-nuts and ornaments. They obtain these in bulk often from far afield (kola-nuts and ornaments from the Western Provinces of Nigeria, and cattle often from Bornu or French Trust Territory) and sell their stock to smaller middlemen or retailers who perambulate the various markets and sell to the public therein.

The native traders, large and small, form the link between the firms and village markets and are a very prominent feature of the commercial life of the country.

Comparative statistics for undertakings by indigenous and non-indigenous peoples are not available.

70. The methods used to promote external trade in the interest of the indigenous inhabitants include the control of cocoa marketing and export, and payment of prices for primary products which allow the farmer a proper remuneration for his labours and secure him a reasonable standard of living. Violent fluctuations in price from year to year are prevented by the establishment of stabilisation funds. Communications are being improved by the construction of new roads with the aid of Colonial Development and Welfare grants. Produce inspection and instruction in improved methods of flaying and drying hides and skins is of assistance in improving the quality of this very important export from the northern areas of the territory.

Co-operative Societies are being encouraged and as soon as they are sufficiently stable and experienced it is hoped that they will be able to enter the export trade. The shipment of green bananas to the United Kingdom by the Cameroons Development Corporation has been reinstituted.

71. This question has been answered in sub-section 69. Apart from a few items of household use such as pots, internal trade is confined to foodstuffs and livestock, with such imported goods as become available.

In the northern areas the salient feature of domestic trade is the local exchange of goods between the plains-men and towns-men (chiefly Fulani or Hausa) and the hill pagan. The hill tribes, who are usually very industrious farmers, produce guinea-corn, millet, peppers, raw cotton, thread, some narrow weave cloth, indigo, crude iron, okra, yams and sweet potatoes, honey, beans, baobab and tamarind leaves. The Fulani and Hausas, in their turn,

provide milk and milk products, prepared foods, salt, ornaments, calabashes, broad weave cloth, leatherwork, sandals, mats, sugar cane, domestic utensils, ornamental swords and knives, clothing, horses, cattle, sheep, goats and chickens. There is a very large import of native salt, potash and dried fish from the Lake Chad area, and of kola-nuts both from Bamenda and the West. Cattle control posts, where free inoculations are given to all trade cattle being exported to the South and West, have been established, and this has proved of great assistance to the considerable trade in cattle from the grazing areas to southern parts of the territory and west to Nigeria. A survey of alternative drovers' routes, to avoid tsetse-infected areas, is also in progress. Intensive annual inoculation campaigns against rinderpest are carried out by the Veterinary Department with great success in all grazing areas of the territory.

72. The internal distribution of domestic and imported products is effected almost entirely through the medium of the numerous town and village markets. As mentioned in sub-section 69 above, the link between these markets and the trading stations is the middleman. The richer of these use lorries to reach the larger centres, and thence head loading or donkey transport is used to carry goods to the smaller markets: traders make a regular round of these, visiting three or four every week. Imported goods arrive in some cases by river and by road; in others, where the road system is undeveloped, by well-recognised bridle-paths. This system of distribution is effective, but improvements are contemplated chiefly by the provision of more and better roads, and permanent market stalls in the larger centres.

73. The only trading agencies or entities in which Government has a controlling interest are the Cameroons Development Corporation and the Nigerian Cocoa Marketing Board, whose scope, operation and organisation have been described in the replies to earlier questions. No figures are available to show the proportion of total trade, foreign and domestic, of the territory controlled by these agencies and entities.

74. The Cameroons Development Corporation is a Nigerian Corporation created by Ordinance. It pays all normal rates and taxes to the Nigerian Government and receives no special concessions in this respect.

The United Africa Company Limited, John Holts and Company (Liverpool) Limited, Messrs. Paterson Zochonis & Company Limited and the London and Kano Trading Company Limited operate trading stations in the territory. They are registered in Nigeria in accordance with the Companies Ordinance as well as in the United Kingdom. They are liable to Nigerian taxation both in respect of their profits as limited companies and in respect of the salaries of individual non-natives employed by them, under the Income Tax Ordinance, No. 3 of 1940. They receive no special concessions in this respect.

75. Export industries sell their products through normal trade channels except where the Nigerian and United Kingdom Governments have special marketing schemes, e.g. for cocoa, palm products, etc. Some products are sold direct to the Ministry of Food in the United Kingdom. Importers sell their goods in the normal trading and competitive manner, subject in some instances to rationing or regulation of supplies where there is shortage, and subject in some instances to price control.

76. At present there are two Co-operative Marketing Unions in the Kumba Division, concerned principally with cocoa but also interested in coffee. One of these unions embraces 17 societies and the other 11 societies. In the Mamfe Division there are 7 societies marketing cocoa. The native authorities of Mamfe employ a Co-operative Inspector to guide and assist them. He works under the control of a Government Co-operative Inspector at Kumba who

advises the societies in the Kumba Division. Every effort has been made to spread the idea of co-operative societies throughout the Cameroons Province, but the response is slow.

No co-operative marketing has been undertaken in the northern area but a native of Adamawa Province is being trained with a view to organising the co-operative marketing of peppers and possibly other crops.

77. In accordance with Article 6 of the Mandate accepted by His Britannic Majesty for the Cameroons and exercised on behalf of the League of Nations no preferential treatment was accorded to imports from or exports to the United Kingdom of Great Britain and Northern Ireland, its Colonies or other Dependencies. No modification of this principle in accordance with Article 10 of the Trusteeship Agreement has yet been found to be necessary. Hides and skins and palm products exported direct across the frontier between the territory and the Cameroons under French Trusteeship are exempt from import duty. African foodstuffs produced in any territory adjoining Nigeria are exempt from import duty.

The Customs tariff is purely a revenue tariff. The only change effected during the year was the abolition of an export duty of 2d. per pound on raw rubber. There are no other taxes on imports and exports in addition to Customs duties.

The system of import and export duties and quotas is in harmony with that obtaining in the United Kingdom and comes within the terms of the draft International Trade Organisation Charter which emerged from the Geneva Tariffs negotiations and of the general agreement on tariffs and trade reached at those negotiations.

No subsidies have been granted in respect of goods imported into or exported from the territory.

78. The fixing of prices by the Nigeria Cocoa Marketing Board will prevent violent fluctuations upwards or downwards from year to year. The Board's initial finances have been provided from the surplus funds arising from the cocoa operations of the West African Produce Control Board. The primary purpose for which it is proposed that these funds should be issued is to serve as a cushion against short and intermediate term price fluctuations in the world's market price of cocoa. Preliminary proposals to establish similar organisations in respect of other primary products are under consideration.

Monopolies

79. No fiscal or administrative monopolies have been established in the territory.

80. No private monopolies or private undertakings having in them an element of monopoly operate in the territory.

Land and Natural Resources

81. No geological survey has been undertaken of the territory.

82. The main object of the forest policy of the Government of Nigeria is the production of the maximum benefit to the greatest number from the minimum amount of forest which is essential for the general well-being of the country.

To achieve this object, two main principles are observed :—

- (a) The climatic and physical condition of the country must be preserved by the control, by maintenance or rehabilitation of vegetation, of the rainwater run-off in those areas where lack of control would cause

damage to other lands or waterways and endanger the water supplies and soil fertility.

- (b) The supply in perpetuity of all forms of forest produce to satisfy the wants of the people must be assured by the acquisition and preservation of an adequate forest estate.

These two primary principles having been accepted, the following additional principles are natural corollaries :—

- (a) Agriculture must take priority over forestry ;
- (b) The satisfaction of the needs of the people at the lowest possible rates must take precedence over revenue ;
- (c) After (a) and (b) are satisfied the aim should be the production of the greatest revenue compatible with a sustained yield.

The approved Nigerian Forest Policy lays down that 25 per cent of the land area of each Province should be dedicated to forests under planned management. It is not of course possible to adhere rigidly to this figure which must be qualified by the density of population, agricultural requirements and the disposition of forest resources.

Mineral resources are controlled under the Minerals Ordinance which lays it down that all property in and control of all minerals is vested in the Crown.

There are no schemes for land reclamation, but the question of erosion in the grazing lands of Bamenda Division is about to receive attention. A start has been made in controlling the numbers of cattle allowed to graze on the grasslands in Bamenda Division. Contour farming is practised at the Agricultural Station which demonstrates erosion control and farmers are encouraged to adopt control measures in suitable areas.

83. The laws and customs affecting land tenure among the indigenous inhabitants are not uniform. In Dikwa Division briefly, it may be said that three forms of land tenure are prevalent, the first, the most primitive and prevalent among the aboriginal inhabitants, is property in land as vested in the chief of the clan community as trustee ; the second, which regards all land as vested in the Emir, as paramount lord and landowner, and recognises only right of occupancy or lease at the discretion of the Emir ; and the third applies practically only to particular types of soil and which, while recognising the sovereign title of the Emir, insists on the fruits of labour spent in improving the land being secured to the occupier by the right of transfer, lease and descent to heirs.

In the Bamenda Division, in the chieftainship areas, native custom holds that the Fon (or clan head) disposes of all land within the clan area, but subject to good behaviour every member of the clan is secure in the enjoyment of a share of the area.

Over the greater part of the territory native custom with regard to land tenure is that within the recognised limits of a community (generally a village) each family cultivates its own separate holding. If there is waste land at the disposal of the community, these holdings can be extended or fresh holdings created ; the individual who first clears and cultivates a part of the forest has an undisputed claim to it provided the forest is within the sphere of the community of which he is a member. Such an individual can cultivate his holding without restriction or sanction, and such holding becomes his individual property so long as he remains in occupation of it. On his death his heir inherits it. If, however, the holding is left unoccupied or expressly surrendered or pawned, it can be taken over by any other member of the same community. As a general rule the new occupier cannot, however, interfere with permanent crops such as palm or cocoa trees actually planted by the original owner, the

produce of such trees remaining the property of the person who planted them, and the new occupier having the right to cultivate only the land between the trees. Should the newcomer be a stranger the consent whether formal or implied of the village as a whole is necessary. All unoccupied land is the property of the village community as against all other communities or members of other communities. It is doubtful, however, if its control is vested particularly in the village head or elders, provided a stranger is not involved; it would seem, rather, that no one cares whether it is cultivated or not, or who cultivates it, always providing that no stranger trespasses on it. If another community or a member of another community, however, seeks to establish rights over any portion of the village lands, the whole village will protect the threatened interests of any of its members, and from the communal protection of village land against the trespassing stranger, or the improvident individual who seeks to give a stranger rights over his own holding without permission, originates the inexact use of the word "communal" in regard to local land tenure. Such tenure can perhaps be more accurately described as individual occupation within the boundaries of the lands of the village community.

The traditional system of land tenure and inheritance customs does not at present impede the adoption of improved methods of cultivation or soil conservation in cases where farmers are natives of the territory, but immigrant farmers are not allowed to plant permanent crops. In Kumbá and especially in Victoria Division of the Cameroons Province there is reluctance to allow strangers to plant cocoa on land assigned to their use, for their claim to property in the trees would render recovery of the land difficult unless the original holder were prepared to pay the value of the plantation. Moreover, the latter might be sold to another stranger, or to a local native, and after one or two such transactions the original right over the land might become obscured. On the other hand the Native Authorities realise that the economic development of their territory is being retarded by this discouragement of the planting of permanent crops and are seeking a compromise by which Native Courts should register the exact terms of agreements under which the user of land is assigned. One of their difficulties is the risk of stranger assignees contending that permission to farm amounts to a freehold sale, the price being the present given to the head of the "host" community or the compensation paid for a previous holder's improvements, while the assignors assume that their grant is subject to their own unwritten law and custom.

84. All rights to land in the Trust Territory are, with certain exceptions mentioned below, governed by the Land and Native Rights Ordinance. A copy of the Ordinance was printed as Appendix VI of the 1928 Report to the Council of the League of Nations.

All land in the Trust Territory (excepting areas over which title had been granted before the Ordinance was applied or, in the case of natives, prior to March, 1916), was declared by the Ordinance to be native land under the control and subject to the disposition of the Governor, without whose consent no title to occupation and use is valid. The Ordinance directs that the Governor shall hold and administer the land for the use and common benefit of the natives and that, in the exercise of his powers he shall have regard to their laws and customs.

Natives are defined as persons one or both of whose parents belong to a tribe indigenous to the Trust Territory or any African who has obtained the consent of the native community to make his permanent domicile there and obtained a certificate to that end from the Governor. Any native or native community lawfully using and occupying land in accordance with native law and custom holds a right of occupancy protected by the Ordinance. No rent is paid in respect of such rights.

In the case of all other persons, no title is valid which has not been conferred by the Governor, who is empowered to grant rights of occupancy for definite or indefinite terms, to impose conditions, and to charge a rent. The Ordinance lays down maxima of 1,200 acres in the case of an agricultural grant and 12,500 for grazing purposes. None of the latter type has in fact ever been made in the territory.

The Ordinance confers on the Governor power to fix compensation payable by the holder for damage done to native interests in the exercise of the rights granted to him : enables the Governor to revise the rents from time to time : and reserves the power to revoke a grant in the event of breach by the holder of the terms and conditions of his title or if the land is required for public purposes. In the latter event compensation is paid to the holder.

The grant of a right of occupancy under the Ordinance is now the only method whereby non-natives may acquire a legal interest in land ; but there are in addition certain areas already mentioned to which an absolute title was granted by the Imperial German Administration prior to the 1914 war. These titles, after proof, were recognised as conferring rights similar to English freehold under English law and may in general be transferred absolutely or on lease without restriction. The bulk of these, as explained in sub-section 87 below, have been reacquired by the Governor.

There is, strictly speaking, no system of the registration of title to land. Registration of instruments affecting land is, however, obligatory. Transfer of title, whether right of occupancy, freehold or leasehold, is in the case of non-natives by written instrument following the form of English law and conferring similar rights. Control over disposition of rights of occupancy is assured by a provision that no dealings in or under such titles shall be valid without the prior consent of the Governor.

85. There is no population pressure on the land in any part of the territory with the possible exception of Victoria Division where land had been alienated to German-owned plantation companies before the first world war. As stated in the 1932 report to the Council of the League of Nations 14,851 acres were purchased from the then owners with the object of securing to each village community an area equal to nine acres per adult male. It was then thought that further acquisitions would not be necessary. These enemy plantations have been acquired by the Governor, declared to be native lands and leased to the Cameroons Development Corporation. During the debate in the Legislative Council on the Ordinance setting up the Cameroons Development Corporation an undertaking was given by the Nigerian Government to conduct an investigation into allegations that the peoples of the Cameroons residing in and around the plantations were short of land and if such investigations show that farming land is insufficient to meet genuine needs the native reserves around villages will be increased where it is considered necessary. A senior Administrative Officer has already been posted to the territory to carry out these investigations.

86. The Land and Native Rights Ordinance (see sub-section 84) provides that rights of occupancy granted by the Governor may be determined if the land is required for public purposes. These are defined as being exclusive Government or general public use, the carrying out of reclamations or sanitary improvements, the laying out of Government stations, the planning of rural development or settlement schemes, the control of land contiguous to a port or to a railway, road or other public work provided from public funds the expenditure of which will enhance the value of such land, and requirement of the land for mining purposes.

In the case of rights of a customary nature not held under formal grant from the Governor, power to revoke derives from the general control vested in him by the Ordinance whereunder the use and occupation of all land is regulated according to the common benefit. The same control is exercised when waste or virgin land not being in the occupation of any native or native community, and over which therefore no right of occupancy exists, is set aside for public purposes.

When rights of whatever kind are revoked, the Ordinance specifies that compensation shall be paid for unexhausted improvements and for disturbance. During 1947 the following areas were so acquired :—

- (a) 113 acres at Bambui, Bamenda Division, for an Elementary Teacher Training Centre.
- (b) 25 acres in the same region for an experimental farm.
- (c) 22 acres at Santa, also in Bamenda Division, for a Customs Preventive Station.

For the small areas in the Trust Territory to which the Land and Native Rights Ordinance does not apply, i.e. those held under freehold or leasehold tenure mentioned above, acquisition can be effected under the Public Lands Acquisition Ordinance. By it, the Governor is empowered to acquire land absolutely or on lease for purposes identical with those mentioned above upon giving due notice and upon payment of compensation, the basis of assessment being the value of the land or interest in the open market. No land has been acquired under this Ordinance in the past year.

87. No data exists of the areas held under customary tenure described in sub-section 83. The total area of the territory is 34,081 square miles. Reasonably accurate figures are available of land held by Government and non-indigenous inhabitants and no more accurate information can be given than that all lands not so held are native lands.

Equally, no information exists on the types of indigenous tenure which obtain in each area as would enable an estimate to be made of the predominance of individual, "family," extended kinship, or village-group rights. Throughout the greater part of the territory, holdings are principally in the hands of "extended families."

The following table gives in acres the area occupied by Government in each of the administrative divisions. The figures cannot, for lack of survey in certain instances, be guaranteed as entirely accurate.

CAMEROONS PROVINCE

<i>Division</i>	<i>Govt. Stations</i>	<i>Customs Purposes</i>	<i>Aero- dromes</i>	<i>Hospitals</i>	<i>Agricultural and Educa- tional Institutions</i>	<i>Miscel- laneous</i>	<i>Total in acres</i>
Bamenda	714	35	—	5	2,251	—	3,005
Mamfe	348	—	212	—	—	—	560
Kumba	608	39	—	—	—	—	647
Victoria	840	—	49	27	299	57	1,272
	2,510	74	261	32	2,550	57	5,484

NORTHERN AREAS

Tigon-Ndoro-Kentu	Nil
Area administered with Adamawa Province	Purpose Unspecified .. 320 acres
Dikwa Division	Purpose Unspecified .. 339 acres

This total of 9.6 square miles does not give a wholly exact picture of the true position, since hospitals and educational institutions also occupy areas of which details are not available inside certain of the stations listed in Column 2.

As stated in sub-section 84, "natives" for the purpose of land-rights are defined as persons indigenous to the Trust Territory. Other Africans rank, legally, as non-natives: that is to say, they are on the same footing as Europeans or Asiatics. In practice they are not treated as such and their position is dealt with at some length in sub-section 83. No figures are available of the land occupied by these "stranger natives", but it seems likely that in areas where pressure is developing steps may become necessary to regularise and control their holdings.

Before the war 460 square miles of land, for the most part in Victoria and Kumba Divisions, had been alienated to Europeans. The position was fundamentally changed by the war which caused all titles held by enemy firms or individuals to be vested in the Custodian of Enemy Property. These formed outstandingly the greater portion of the areas alienated. By the Ex-Enemy Lands (Cameroons) Ordinance, 1946, the Governor was empowered to acquire these holdings from the Custodian and lease them to a statutory public body, the Cameroons Development Corporation, which was established to exploit them. The Corporation now holds and will in future develop these lands for the benefit of the people of the Cameroons in accordance with the principles set out in the Ordinance creating it. In the table which follows, the Corporation holdings are shown separately.

<i>Holder</i>	<i>Freehold</i>	<i>Leasehold*</i>	<i>Total in acres</i>
Cameroons Development Corporation ..	—	252,761	252,761
Trading Companies	33,906	365	34,271
Individuals	3,820	—	3,820
Missions	2,671	967	3,638
	40,397	254,093	294,490

* Includes areas held under right of occupancy of the standard type.

Thus of the 460 square miles previously alienated, 395 square miles are now leased to the Cameroons Development Corporation. The individuals in question are all British, and the trading companies are registered in Great Britain. The bulk of the Mission holdings (2,780 acres) are in the hands of the Roman Catholic Church, 770 in those of a Swiss Evangelical Mission, and the remainder occupied by a Baptist Mission registered in the United States. The total of 460 square miles is considerably less than the figure quoted in the 1938 League Report. Certain of the areas given are open to doubt, but those relating to Cameroons Development Corporation holdings have recently been subjected to close scrutiny and checking. They are less by 43,000 acres than figures which have been cited in earlier reports; and, indeed, considerable margins existed for error since titles granted by the German Government were seldom based on accurate survey. It is thought that the figures now given are correct to within between 5 per cent and 10 per cent.

No details are on record of later date than those set out in Paragraph 318 of the 1928 Report to the League Council, showing what percentage of the lands in non-indigenous occupation have been productively developed.

Forms of leasehold tenancy exist in most African communities, but just as it is not possible to make any estimate of the total acreage held by indigenous communities, so none can be given of the area which individuals or communities may be renting from each other.

As regards European occupiers, the above table differentiates between land under freehold and land held on lease or right of occupancy.

88. The table below which is an approximate estimate only shows the distribution of land in the territory under the headings of arable, forest, pastures and meadows, mineral areas under development and waste land. In the absence of a detailed survey it is not possible to obtain more accurate figures.

	(a) <i>Arable</i>	(b) <i>Forest</i>	(c) <i>Pasture</i>	(d) <i>Mineral</i>	(e) <i>Waste</i>	<i>Total</i> <i>sq. m.</i>
Victoria.. .. .	430 ¹	720	—	—	16 ²	1,166
Kumba	2,140 ¹	2,000	10 ³	—	12 ²	4,162
Mamfe	2,021	2,300	—	—	—	4,321
Bamenda	3,000 ¹	2,500	1,432 ⁴	—	—	6,932
Tigon-Ndoro-Kentu	383 ⁴	620	383 ⁴	—	—	1,386
Adamawa Areas	4,300 ¹	1,250	5,400 ¹	—	15 ²	10,965
Dikwa Division	1,120 ¹	15	4,000 ¹	—	14 ²	5,149
	13,394	9,405	11,225	—	57	34,081

¹ Includes cocoa, rubber, oil-palm and banana plantations.

² Includes water and upper slopes of mountain which might be "pasture" were water available.

³ Includes areas in north-east on upper slopes of Manenguba.

⁴ Over a large area it is quite impossible to differentiate between arable and pasture as the hillsides can be, and are, devoted to either at will.

89. Rural indebtedness is not a serious problem.

Forests and Mines

90. The forest law consists of the Forestry Ordinance, 1937, and rules and regulations made thereunder. The Ordinance provides for the protection of forest by the creation of forest reserves, protected forests and communal forestry areas, and it empowers the Governor to make regulations or Native Authorities to make rules controlling the taking, sale and transport of forest produce, the issue of licences and permits, the fixing of fees and royalties on trees, providing for the afforestation of lands and kindred matters.

91. The following quantities of timber and firewood were produced during the year ended 31st March, 1947:

Logs	128,271 cubic feet
Lumber	29,323 " "
Hewn wood	2,145 " "
Split wood	6,825 " "
Round wood	68,004 " "
Firewood	91,814 " "

The total equivalent of all this in round timber removed from the forest is 467,918 cubic feet and its value is estimated at £10,223.

The sawmills attached to the Likumba and African Fruit Company plantations were responsible for producing 25,598 cubic feet of lumber valued at £5,760, and gave 21,422 man-days employment. Pit-sawyers cut 1,007 trees; 401 trees were removed from the stump in log form for export to the Cameroons under French Mandate.

As a source of numerous minor forest products, the forests are of vast importance to the inhabitants, but no accurate data regarding quantities or values can be given.

92. There are indications of mineralisation in the territory, but so far in quantities of scientific interest only. A licence was granted to the D'Arcy Exploration Company Limited and the Shell Overseas Exploration Company Limited, jointly, for a term of two years as from 1st September, 1946, to explore and search the surface of the lands of the territory for petroleum. The licence is subject at the discretion of the Governor to renewal for a further term of twelve months. The Companies have not yet carried out any explorations for petroleum in the territory. Arrangements have been completed for the formation of the Cameroons Mining Corporation Limited for the purpose of carrying out mineral prospecting operations in the Cameroons. The initial capital of the Corporation is £60,000, half of which is being provided for the Government of Nigeria and the other half by the London Tin Corporation Limited. The voting control will rest with Government, which will appoint the Chairman and 50 per cent of the other Directors. It is likely that the technical management will be undertaken by Anglo-Oriental Nigeria Limited. Arrangements for preliminary prospecting operations have been made.

93. All mineral resources are, by Section 3 of the Minerals Ordinance, 1945, vested in the Crown. As no mining has yet been undertaken in the territory, it has not yet become necessary to consider what steps should be taken to obtain for the inhabitants the benefits of such resources, but it is the policy of the Government to ensure that the mineral resources are developed in the interests of the territory.

94. Legislation relating to mines is contained in the Minerals Ordinance, No. 55 of 1945, the Minerals Regulations, No. 4 of 1946, the Safe Mining Regulations, No. 5 of 1946, and the Explosives Regulations, No. 6 of 1946, the Mineral Oils Ordinance, Cap. 94, and the Radio-Active Minerals Ordinance, No. 37 of 1947. This legislation provides for the search for, working and acquisition of minerals, and regulates the grant of prospecting licences and mining leases, provisions regarding water, surveys, possession and purchase of minerals, compensation for any disturbance of the surface rights of occupiers, and damage to or destruction of any crops, economic trees or buildings, and inquiry into accidents.

95. As no mining operations have been undertaken in the territory no steps have been taken to resoil damaged land. Provision is included in the Minerals Ordinance for the restoration of areas which have been worked for mining so that they may as soon as possible become available for ordinary purposes of cultivation. This is effected by individual covenants attached to each mining right or mining lease.

Agriculture, Fisheries and Animal Husbandry

96. Overall supervision of public services in agriculture and animal husbandry is carried out by the Deputy Directors of Agriculture and Assistant Directors of Veterinary Services, Eastern and Northern Regions, who are stationed outside the territory. In the Northern Areas more direct control is carried out by Agricultural and Veterinary Officers stationed at the Provincial

Headquarters of Bornu and Adamawa Provinces, Maiduguri and Yola, assisted within the territory by a staff of trained African assistants employed both by Government and the Native Authorities. In the Cameroons Province an Agricultural Officer is stationed in Bamenda at an agricultural experimental station. He is assisted by trained African agricultural assistants and field overseers. There are two demonstration farms in Bamenda Division staffed with agricultural assistants employed by the Native Authorities. Six agricultural assistants are employed solely on extension work in Bamenda Division, and their duties entail collection of information on farming matters and giving advice and assistance to farmers. Farmers are encouraged to visit the demonstration farms and the main experimental station to obtain knowledge of improved methods of agriculture and to obtain planting material of new crops considered suitable for their areas. Two field overseers are stationed in Kumba Division and one Native Administration agricultural assistant in Mamfe Division. These are also supervised by the Agricultural Officer at Bamenda.

Animal husbandry is carried out at the agricultural station with the object of providing improved bulls and pigs for distribution to local breeders. A livestock improvement centre financed from Colonial Development and Welfare Funds, in charge of a Development Officer, is situated at Jakiri in Bamenda Division. There is no fisheries service in the territory.

97. No significant changes have taken place during the year in the acreages devoted to the principal agricultural products. In addition to palm kernels, small amounts of castor seed and coffee are exported from the Bamenda Division, and though the latter cannot be classified as a principal agricultural product the acreage devoted to the crop has increased by about 20 per cent during the year.

98. No accurate figures of the proportion of arable land devoted to non-export crops are available. Outside Victoria Division, where the existence of plantations gives rise to special conditions, it is estimated that some 75 per cent to 90 per cent of the arable land is used for this purpose.

99. Modern methods of cultivation have not been adopted on any scale. Farming with ploughs and cattle, and the production and use of farmyard manure by the proper folding of farm cattle, known as mixed farming, has been introduced. Ploughs are being imported for sale to farmers but, unfortunately, remain exceedingly difficult to obtain. Propaganda at present in progress has as its object the practising of contour farming on the hills, and if collective or co-operative farming were to be adopted by the people mechanical cultivation could be used to advantage in parts of the highland areas and large scale irrigation schemes in the black cotton soil country of Dikwa Division.

100. The territory is not deficient in its supply of food, except in Victoria Division, where the existence of the ports at Tiko and Victoria, and the requirements of ships and a considerable labour force on the plantations who do not produce all their own food, result in shortages of fowls, beans, green foods, maize and cassava flour. Supplies of these foodstuffs are brought in canoes from Calabar in Nigeria. The coco yam and the plantain, the staple diet of the indigenous inhabitants of this area, are in plentiful supply.

101. The indigenous people are not compelled by law to plant food or economic crops for their own benefit. Native Authorities have power under the Native Authority Ordinance to make orders requiring the growing of food crops, but it has not been found necessary to apply such compulsion.

102. The chief plant pests are Ground-nut Worm (*Pacherymerus longus*), the Rosette disease of ground-nuts (Strige species), *Acanthospermum Hispidum*, a

rapidly multiplying weed on farmlands, and the Red Migratory Locust. The plant diseases are controlled by orders made by Native Authorities under the Native Authority Ordinance, specifying the particular measures by which the disease can be eradicated, and the necessary measures are carried out under the supervision of the district and village heads with the assistance of departmental staff: control in the case of the first two has been notably successful. Research is in progress to produce a chemical exterminator for *Acanthospermum Hispidum*. There is a large organisation to deal with locust infestations. Locally, it is based on the District Administration, and includes mobile extermination teams of villagers, sometimes using poison bait or, in the case of "hoppers", burning. There is a watcher service, a central research service, co-ordinating machinery for mutual information and action throughout Nigeria and international co-ordinating machinery. The closest co-operation is maintained with French Trust Territory in this matter.

The control and eradication of animal diseases is locally in the hands of Veterinary Officers, together with Government and Native Authority Veterinary staff. There is a Government Veterinary Assistant permanently in Trust Territory. The chief diseases are rinderpest, haemorrhagic septicaemia, bovine pleuro-pneumonia and anthrax, and trypanosomiasis also occurs. A very large degree of control of all except trypanosomiasis has been obtained by the regular use of preventive inoculation all over the area, as also immediate emergency measures when outbreaks are reported. Results are often dramatically successful and problems of overstocking are beginning to appear in some areas. Constant liaison is maintained with the French Veterinary Staff and is effective.

103. Fisheries do not constitute an important source of supply. Deep-sea fishing has not been developed nor does it appear that much development is possible of existing methods with the tackle and canoes at present employed. The principal coastal fisheries are concentrated in the Rio-del-Rey estuary and fishing is carried out there almost exclusively by immigrant fisherman from Nigeria. Inshore cast netting for *ethalmosa fimbriata*, a type of shad, is the chief activity, though some lining is carried out, and in the shallower parts numerous basket-traps and weirs are used. The fish is smoke-dried and much is carried to Nigeria in canoes for sale. The portion of Lake Chad, an important fishery, in the Dikwa Division is small, but there is a large transit trade in its fish through the division. All the fish undergoes a primitive open-air drying process, which is sufficient to preserve it in a state fit for human consumption at its ultimate destination, often nowadays as far as the southern provinces of Nigeria. The distribution is entirely in the hands of traders indigenous to Nigeria and by lorry from the division to railhead in Jos. It is considered that the coastal fisheries are capable of considerable development as the result of the use of boats, preferably with power auxiliary to sail, 30 to 50 feet long, of European design, capable of carrying much more net and fish than the canoes in present use, of greater cruising range and weather-resisting qualities, combined with much larger nets of the drift and pursuing types than the present primitive cast nets. The Cameroons fisheries will benefit from the experimental work now being carried out by the Department of Commerce and Industries in relation to fisheries development.

104. Nothing is being done at present in the territory to develop seafood industries. In Nigeria two master fishermen are at present fishing with small craft and a variety of introduced nets; improved methods of curing fish are being investigated and a fund of information has been built up about the fish and fisheries of this part of West Africa which in due course will be applied to the territory for the benefit of the indigenous inhabitants.

105. The domestic animals raised are cattle, sheep, goats, horses, donkeys and pigs. Horses are raised for personal transport, donkeys and oxen for transport of produce, while the remainder are part of the natural resources or wealth of the inhabitants, which is realisable at will by sale either dead or alive. Milk and meat are plentiful in the northern areas and are sold locally while hides and skins are mostly sold for export to the trading companies at Maiduguri.

The well-being of this livestock is very important and all efforts of the Veterinary Department have so far been concentrated on the prevention and elimination of diseases amongst it, with major reference to cattle. The results have been very satisfactory. Overgrazing has been tackled by introducing grazing under permit, and by improving distribution and herding.

As regards quality it is not strictly correct to say that these animals are raised as there is little attempt by the people themselves at selective breeding. It would be more correct to say that each species perpetuates itself. The large cattle population is not nearly as productive as it should be. A livestock improvement centre has been opened at Jakiri. One of its objects is to stabilise improved breeds and to distribute suitable stock to local owners. Artificial insemination will be considered to speed up the substitution of more productive breeds. Improvement in the breeding of pigs is also receiving Government's attention.

Chickens in large numbers are raised throughout the territory : their size and quality are poor and efforts are being made to improve them by the introduction of Rhode Island Red cockerels into some parts.

106. Meat processing plant does not exist and for the present at least it is considered inadvisable to process meat owing to the type of terrain, lack of good all-weather road and rail communications and the nomadic habits of the majority of stock producers. It is felt that material advantage to the producer lies more in the organising and perfecting of trade routes along which stock move on the hoof to the consuming areas of the Southern Provinces of Nigeria and where stock is retailed at very satisfactory prices than in the processing and canning of meat, which entails a high cost and consequent low prices being paid to the stock raiser, a system justifiable only where large numbers of surplus stock unabsorbable in local markets as fresh meat are regularly available and must be disposed of even at low prices.

Industry

107. There are no manufacturing industries and establishments in the territory.

108. In the Northern Areas the local handicrafts are on a " cottage industry " basis : they are not on a large scale, but are pursued (usually in the dry season, with farming during the rains) by a householder and his family, with possibly a few friends or relatives but no paid employees as such, though the craftsman will take in learners.

These local handicrafts include spinning and weaving locally grown cotton into widths of up to 24 inches (though usually narrower) ; indigo dyeing, using the local indigo ; the making of clothes and ornaments ; tanning and dyeing of local skins and working them up into harness, shoes, cushions and other useful or ornamental objects ; working local iron ore or scrap iron into hoes, bits, swords and knives ; casting imported brass and copper into small ornamental objects (Higi and Fali tribes only) ; making iron arrow heads and various types of utilitarian pottery ; making mats from grasses and raffia and the production of often beautifully decorated calabashes. The products of these crafts are almost entirely locally absorbed.

The manufacture of cloth, pots and calabashes, has experienced a boom during the war years which still continues owing to the shortage of imported textiles and hardware.

In the Cameroons Province there are few immediate possibilities for the development of local handicrafts and industries because staff to train the people in improved methods is not available and there would be little local market for such industries on account of the smallness of the population and lack of wealth. Attempts are being made to encourage the use of bricks and tiles locally made but suitable materials are not found everywhere, transport costs are heavy, and few can afford the first cost of building in brick. There has, however, been some success in developing this industry, which was started at three of the divisional headquarters on the initiative of the District Officers, funds being supplied by the Native Authorities. In each case the industry has now been handed over as a going concern to private African enterprise. A similar venture in leather manufacture and the making of leather articles at Kumba has not been so successful as difficulty has been experienced in finding a suitable African willing to take over the business. The quality of leather produced was not, moreover, very high and it is generally found that local opinion scorns local production unless it can compete in quality and price with the machine-made imported article. Raffia handicrafts, basket work and pottery have possibilities but unless an improved article at the same price as the unimproved one can be produced there would be little local market for it.

There is little private capital except among a few of the wealthier traders and transport owners and these prefer to return such capital as they can spare to their own businesses. There is, however, sufficient capital available for small-scale development as the Native Authorities are willing to make loans where there is reasonable security.

109. No developments in industrial enterprises generally are in existence or planned for the indigenous inhabitants with the exception of the successful introduction of a sugar crusher at Mubi in the Northern Area. Expansion of the sugar crushing industry will begin when more crushers, which are on order on the account of the Native Authority, have been received and sold to those who wish to engage in this enterprise. The Department of Commerce and Industries is anxious to give guidance on any industrial project both from an economic and technical point of view to local businessmen and it is the Government of Nigeria's wish to do everything it possibly can, within the economic means of the country, to encourage industrial projects. The Nigeria Local Development Board may make loans or grants to any Native Authority, Co-operative Society or Planning Authority for the promotion and development of village crafts and industries and the industrial development of the products of the territory. As from 1st January, 1948, the Governor extended the classes to which loans may be made to include companies registered in Nigeria and groups of persons working in partnership in Nigeria (including the Trust Territory).

To date the businessmen of the territory have failed to make as full use of the Department of Commerce and Industries as they might and no applications for loans or grants have been made from the territory to the Nigeria Local Development Board.

110. In existing conditions tourist traffic is incapable of development. There are no hotels and the few roads are rough. Moreover, over a large proportion of the Province there is nothing of scenic or historic value to attract tourists. There are, however, areas which would have considerable attraction from the scenic point of view. The Cameroon Mountain, the Kumba drowned crater lakes, the Manenguba plateau and the Bamenda Highlands provide scenery possibly as grand as anything outside the Himalayas, but only those

accustomed to roughing it would at present enjoy the effort of reaching these scenes and putting up with the bare resthouse accommodation available to travellers.

Investments

111. Figures are not available for the amount of private capital invested in the territory by the German owners of plantations prior to the 3rd September, 1939, when their enterprises passed to the control of the Custodian of Enemy Property. Excluding these investments, the total outside private capital invested in the territory up to the beginning of the year is estimated at £100,000. During the year, the sum of £850,000 has been made available by the Government of Nigeria to the Cameroons Development Corporation for the acquisition by purchase of the enemy assets. No accretions of outside private capital invested are known to have occurred during the year.

112. The only foreign investments in the territory are those of four British companies engaged in general trade and of one British banking organisation. The investments of the British trading and banking organisations are estimated to total £100,000, and these organisations are registered in the United Kingdom. The ownership of one of the ex-enemy plantations is at present in dispute between the Cameroons Development Corporation and a British trading concern registered in the United Kingdom.

Transport and Communications

113. (a) *Posts.* There are six Post Offices with full public facilities and five postal agencies for the sale of stamps and postal orders and the receipt and despatch of ordinary and registered letters. Internal mails are exchanged bi-weekly between the chief towns and weekly between others. External mails are exchanged in both directions with Great Britain and Nigeria and include :—

United Kingdom : surface mail from Tiko ;

United Kingdom : air mail *via* Lagos ;

Nigeria : despatch and delivery weekly by surface mail *via* Calabar ;

Nigeria : despatch and delivery weekly by air mail *via* Port Harcourt, Benin and Lagos.

(b) *Telephone and radio-telephones.* There are public telephone exchanges at Victoria, Buca, Tiko. These telephone exchanges are connected by means of telephone trunks. The number of telephone sets in each of these exchange areas is as shown below :

Victoria	..	..	..	..	70 sets
Buca	..	..	..	..	55 sets
Tiko	..	..	..	..	40 sets

There is no radio-telephone.

(c) *Telegraphs, cables and wireless telegraphs.* There are telegraph offices at Victoria, Buca, Tiko, Kumbo, Mamfe and Bamenda with the following telegraph circuit :

Victoria—Buca	..	..	..	} Land Lines
Buca—Tiko	..	..	..	
Buca—Kumba	..	..	..	
Buca—Duala	..	..	..	
(Cameroons under French Trusteeship.)				
Buca—Lagos	..	..	..	} Wireless Telegraphs
Mamfe—Lagos	..	..	..	
Bamenda—Lagos	..	..	..	

There is no telegraph or telephone circuit carried in cables.

(d) *Broadcasting, radio receiving and radio distribution.* None of these services is provided within the territory.

(e) *Roads, bridle paths and tracks.* The total mileage of roads in the territory is 1,160 of which the Public Works Department maintains 434½ miles, the remainder being maintained by the Native Authorities. There are 669 miles of all-season and 491 miles of roads open only in the dry season. All-season roads are confined mostly to the Cameroons Province. The road surface is chiefly broken stone in the southern area and sandy tracks in the northern plains. Where the intensity of traffic has justified it bituminous surfacing is used and the mileage so treated is now thirty-two. The direct north-south road in the Cameroons Province is now completed from Victoria to 110 miles north of Bamenda.

Links with French Trusteeship Territory exist by ferry across the Mungo river at Tombel and Mundame in Kumba Division and *via* Santa in Bamenda Division. The Ikom-Mamfe road, soon to be completed, will provide the first road link between the Cameroons Province and Nigeria.

There is no direct road link between the Cameroons Province and the areas of the territory administered as though they formed part of the Northern Provinces of Nigeria. The Trust Territory north of the Benue is connected with Maiduguri and Yola in Nigeria by dry season road, and there is a link with French territory near Mora, between Bama and Marua, in Dikwa Division. Thirty-eight and a half miles of the trans-African route from Kano and Maiduguri to Fort Lamy and Khartoum run through Dikwa Division in the extreme north of the territory. The road is constructed of clay and sand, and is embanked for nearly the whole distance to raise it above the wet season level of the surrounding swamps. Vehicles on it are restricted to a weight limit of 3½ tons owing to the light construction of the bridges.

Roads at present under construction between Mamfe and Calabar, and between Bamenda and Ogoja via Bafut and Modele, will provide further road links with Nigeria, while projected roads between Makurdi to the Mambila Plateau will connect the area administered with Adamawa Province south of the Benue with Nigeria, and the projected Tali-Chang road will provide a further road link with French territory.

The Kumba-Mamfe road and the Meta-Mbengwe-Tudig road in Bamenda Division were completed during 1947.

The main means of communication for the indigenous population are numerous bridle-paths and tracks leading from village to village.

(f) *Railroads.* There are no railways except the light decauville track line built by the Germans and now belonging to the Cameroons Development Corporation which serves the plantations only.

(g) *Air Transport.* A weekly passenger and mail service between Lagos and Tiko was inaugurated during December, 1947, by West African Airways Corporation.

(h) *Civil Airfields.* There are two airfields at Tiko and Mamfe. The runway at Tiko is 1,200 yards, but it is now being extended to 1,500 yards. Plans have been approved for the installation of the usual navigational aids at Tiko.

The airfield at Mamfe has two runways of 1,000 yards in length. This airfield is little used as it is not on the route of the Nigerian internal air service. Proposals are being considered for the construction of an airfield at Bamenda.

There are also airfields at Yola and Maiduguri in Nigeria, adjacent to but outside the northern areas of the Trust Territory.

(i) *Meteorological Services.* Meteorological records are kept at Victoria and Bamenda, and in addition rainfall is measured at Buea, Bansa, Debunscha, Kumba, Mamfe and Bamenda.

(j) *Shipping Facilities.* Messrs. Elders & Fyffes maintain a steamship service between Tiko and the United Kingdom at approximately ten-day intervals for the shipping of bananas and mail.

The Nigerian Marine vessel, S.S. *Pathfinder*, and Messrs. Samuel Hough & Company's steamer, S.S. *Poldhu*, both maintain a bi-monthly service with Nigerian ports. In addition, there is a weekly mail service with Calabar by the Cameroons Development Corporation's motor barge.

Vessels of Messrs. Elder, Dempster Lines, Messrs. United Africa Company and Messrs. John Holt & Company Limited occasionally visit Victoria to and from the United Kingdom, via Nigerian ports.

(k) *Ports.* At Victoria there is anchorage for large vessels in Amba Bay, with lighterage for cargo and passengers. The pier at Victoria is condemned, but there is a 200-foot launch pier at Beta erected by a German plantation company and a 5-ton crane.

At Tiko there is a light construction wharf for one vessel, 400 feet long, with a maximum draught of 19 feet spring tides and 17 feet neap tides. There is a 2-ton crane on the wharf.

At Rio del Rey there is a river anchorage with a maximum draught of 21 feet 6 inches spring and 20 feet neap tides.

Lighthouses are placed at Debunsha and Nachtigal. It is proposed to establish beacons at each.

(m) *Inland Waterways.* The Mungo and Memo rivers are navigable up river from Tiko and Rio del Rey by shallow draught craft only, and for launches only at the high river season.

The Cross river from Mamfe to Calabar is navigable at the height of the rains by small paddle steamers or coasters, and by 4-ton lighters for the greater part of the rest of the year except during February and March when cargoes have to be loaded into canoes to pass the rapids eight miles below Mamfe.

Messrs. Elders & Fyffes have established their regular steamship service and Messrs. Samuel Hough & Company their service with Nigerian ports and Fernando Po during the year.

114. No distinctions are made between indigenous and non-indigenous inhabitants in the use, ownership and operation of existing transport or communications.

115. The road links which have been established or are contemplated between the territory and external points are set out in sub-section 113 above. No laws or regulations exist with regard to these territorial communications in addition to the usual Customs formalities.

The following external telecommunication connections are established:

Telegraph: Buea-Duala (Cameroons under French Trusteeship).

Telephone: Buea-Duala (Cameroons under French Trusteeship).

Wireless Telegraph: Buea-Lagos (Nigeria).

Mamfe-Lagos (Nigeria).

Bamenda-Lagos (Nigeria).

Further telegraph circuits between the territory and the Cameroons under French trusteeship and a radio-telephone channel, Buea-Lagos (Nigeria) are contemplated.

External telecommunication services are the subject of local agreement between the territory and the Cameroons under French Trusteeship which limits exchange of traffic to that originating in Nigeria, the territory and the Cameroons under French Trusteeship, respectively, does not admit of a reply paid service and allows each administration to retain its own charges.

Public Works

116. The following public work projects were undertaken, completed or planned during the year :

- (1) A ninety bed General Hospital at Victoria was completed at a cost of £58,000.
- (2) A store for the projected Electricity Scheme was built in Victoria.
- (3) A Forestry Office was constructed at Bamenda.
- (4) A reading-room, dispensary, elementary school and a brick kiln were built in the Dikwa Emirate.
- (5) Domestic Science Centres are planned for Victoria, Buea and Kumba.
- (6) Modern mechanical workshops are to be built at Victoria.
- (7) Offices for the Provincial Forestry Officer are to be constructed at Kumba.
- (8) Offices for the Co-operative Societies are planned for Kumba in connection with the Cocoa Marketing Scheme in this area.
- (9) A new layout for Jada, a growing settlement of some 2,000 inhabitants, has been prepared.
- (10) Elementary school class-rooms are to be built at Jada, Madagali Michika and Toundou.
- (11) A new layout is being prepared for Bama, and there is a proposed Rural Development Plan for Gudof and Ngala.
- (12) A housing scheme for African staff is being provided at Buea. The first part of the scheme, costing £21,500, is now nearing completion. The second stage to accommodate the police is about to be started.
- (13) Suitable accommodation for the police is being provided at Victoria by adaptation of the barracks built during the war for the Royal West African Frontier Force.
- (14) A dispensary is to be built at Toundou.
- (15) A layout for the extension of the Settlement at Mubi has been prepared.
- (16) An Elementary Teachers' Training Centre is being built at Kumba at a cost of £11,427.
- (17) A laboratory for a Medical Field Unit is being built at Kumba at an estimated cost of £800.
- (18) A Catering Resthouse to provide accommodation for ten persons is being built at Victoria at a cost of £5,376.
- (19) A piped water supply is being provided at Bamenda.

G. SOCIAL ADVANCEMENT

General

117. As regards the wider aspect of social welfare, all the activities of Government, the Native Administrations and the Missionary voluntary agencies in the educational, medical and health, agricultural, forestry and veterinary fields can be described as measures towards the social welfare of the indigenous inhabitants of the territory. In its narrower sense, however, restricting the scope of social welfare to measures undertaken for classes of the community who specially require care—e.g. the destitute, the aged, the physically or mentally defective, handicapped or delinquent children and adolescents—no special Government organisation exists and there are no social welfare workers employed in the territory. There are no considerable concentrations of population resulting in the problems associated with urban conditions, and the sense of communal obligation common to people living in closely organised

groups linked by kinship and accepting obligations of mutual support still obtains. Supernatural sanctions which enforce traditional moral rules have not yet generally ceased to be effective over wide areas of the territory. Moreover, there is always present in the provincial and district administrative staff a body of officers who are in intimate contact with the people and are responsible for their welfare and whose duty it is to co-ordinate the activities of specialist departmental staff within their province or district.

Missions exert influences favourable to social welfare, but do not enforce or administer specific measures.

One of the functions of the Cameroons Development Corporation is to provide for the religious, educational and general social welfare of the persons employed by the Corporation by building, establishing, making or supporting houses, factories, stores, buildings, churches, hospitals, dispensaries, schools, reading-rooms, baths, parks, places of recreation and other institutions, and water, lighting, drainage and improvement works.

Chapter VIII of the Children and Young Persons' Ordinance, No. 41 of 1943, has been made applicable to the eastern provinces of Nigeria, which includes the territory. This legislative measure relates to the possession and custody of children and young persons, and is designed to protect them from clandestine sale and bartering and from moral danger. The police and the courts are the organisations concerned in the enforcement of this measure. Similarly, they act in connection with the Native Children Custody and Reformation Ordinance and with the sections of the Criminal Procedure Ordinance dealing with probation of juvenile offenders.

Native Authorities also have powers under the Native Authority Ordinance to issue orders regulating child betrothals and prescribing safeguards, but, so far, no such orders have been made, as the Native Authorities have not considered them necessary.

118. The principal target in the interest of the social welfare of the inhabitants of the territory, at present, must be improvement in the status of women, without which there can be no real social advancement. Research designed to achieve this, and the question generally, are dealt with in sub-sections 132 to 135 below.

Other targets of social welfare are the raising of the standards of health, education and living of the people, as far as possible by their own initiative and efforts. This can only be achieved by patient guidance and example, and continual propaganda. It is difficult to note milestones on so broad and slowly covered a route to advancement as this must necessarily be, but progress was instanced during 1947 by new dispensaries, an extensive vaccination campaign, further town planning and amenity planting of trees, the building or rebuilding of schools, the completion of reading-rooms, large increases in the numbers of cattle immunised against disease and, finally, the sustained prosperity due to the stable market and high price of primary products.

119. It is not possible to state what percentage of total revenue is currently spent on the welfare of the indigenous inhabitants. Figures are given in the statistical appendix showing expenditure on medical, health, educational, agriculture and other welfare services, to which must be added the expenditure of the missions. No social legislation has been enacted during the year.

As already indicated elsewhere, the raising of wages among wage-earners has led to an increase in food prices, and the rural population, at any rate in the neighbourhood of larger centres, has therefore benefited financially and has been helped towards an improved standard of living. Other factors, however, enter into the question, such as growth of the desire for better housing and a better diet, before there can be a general improvement in the standard of living.

120. No special problems have been created by the return of ex-servicemen to the territory. In common with Nigeria the possibilities of unemployment, and in certain cases of special distress and need, were anticipated by the enactment of the Employment of Ex-Servicemen Ordinance (No. 48 of 1945) and of the Nigerian Ex-Servicemen's Welfare Association Ordinance, 1946. The former measure ensures that the claims of ex-servicemen receive first consideration by employers and imposes quotas on the relative numbers of ex-servicemen and others who may be employed in certain categories of work. The latter measure authorises the establishment of the Nigerian Ex-Servicemen's Welfare Association with the following objects: (a) to promote comradeship between ex-servicemen; (b) to raise and administer funds for the benefit of ex-servicemen; (c) to assist necessitous ex-servicemen whether by grants of money or otherwise; (d) to establish and maintain such welfare bureaux as it may think fit; (e) to establish and maintain such hostels as it may think fit, for aged or infirm ex-servicemen and their families; and (f) generally to further the interests and welfare of ex-servicemen.

In fact the opportunities for employment in this province are more than enough for the ex-servicemen seeking them. The creation of the Nigerian Ex-Servicemen's Welfare Association has not been immediately applicable to any special need which has yet appeared.

Social Conditions

121. The general social and religious structure of the various indigenous groups in the territory has been summarised in sub-section 3, which stressed the complete cultural cleavage between the Moslems of the plains and the pagans of the hills in the northern areas.

The various races that inhabit the plains have all been unified into a superficial similarity of social structure by the influence of Islam, which in its local form countenances sufficient breaches of its strictly religious aspects to be able to absorb without difficulty into its political and social embrace many who still remain pagan at heart. The outward signs of the Moslem faith in fact are everywhere to be found, but its inward meaning is honoured by comparatively few. In the past the Moslems of the plains regarded the pagans as inferior beings mainly useful as a source of slave labour. This great social and religious cleavage between the Moslem of the plains and the more primitive animist of the hills is, with the constant supervision of the administration and more frequent contact through improved communications, tending to disappear, and will continue to do so as more pagans obtain the benefits of education and a less parochial outlook. Moslems and pagans stand equal in the eyes of the law, but an increasing number of District or Kindred Group Courts, administering the local native law and custom, is being set up, with entirely beneficial results to the more backward communities who thus gain confidence in the management of their own affairs. The Fulani, having received the first benefits of their own educational system and then of modern education, still retain most of the higher posts in the Native Administration, though an increasing number of pagans are now entering it. The present practice is that the people of a hamlet choose their own Head, who represents them in choosing a Village Area Head, while no District Head, who is appointed by the Emir, can long remain in office unless he establishes and maintains cordial relations with the Village Heads. The District Heads, and for that matter the Emir, come in most cases from old-established ruling families, and to this extent only can there be said to be a privileged class. Equally, no group is restricted in its activities, personal qualities are the only distinctions in all walks of life and one law applies to all.

The hill pagans, on the other hand, have enjoyed no such unifying element as Islam and, although they exhibit throughout a striking similarity of

language, customs, social organisation and religious beliefs, each clan asserts that it is separate and independent, and that each group has no connection with any other.

The kindred groups in the area acknowledge a common cult of their founder to whom annual celebrations are made by the members of the whole group and at which the chief of the senior kindred group takes precedence as the religious head. As ancestor worship and fetishism are inseparable from their temporal life this religious head is *ipso facto* temporal clan chief, even though in practice he cannot exercise much power over the peoples of other kindred groups owing to their inherently independent character and the limited allegiance to him of their strongly patriarchal society.

Their customs do not appear to recognise any political organisation wider than the exogamous kindred, and the formation of councils and courts where representatives of different tribes meet and work together with their alien District Head are developments new to them and consequently ones in which progress cannot be hastened. As education spreads amongst them, however, and peace gives them greater opportunities of visiting and learning from other peoples, their outlook is broadening and more and more individuals are making openings for themselves outside the narrow confines of their hills. This rugged individuality of the pagan brings, of course, in its train its own safeguards against privilege and restrictive practices, and the only extent to which a legal distinction exists for them is when the Emir's Court experiences difficulty over accepting the evidence of a pagan unsupported by an oath on the Koran. The courts established in the hills, however, administer their own law and custom in civil cases, while in serious criminal cases the Magistrate's and Supreme Courts, where no religious distinctions are recognised, are available.

In the greater part of the Cameroons Province the social organisation is based on the family and there are no social or religious groups. There is a tendency for converts to Christianity to associate with one another, due to the bond of a common belief and to the fact that in general the Christian element is the educated element, but this has not led to any general cleavage between Christians and pagans within the family, clan or tribe.

In the "Chieftainship" areas the chiefs and their families receive from their people the personal respect and the duty due to their offices.

The common or criminal law does not recognize social or religious distinctions of any kind and accords to all equal rights.

122. Slavery practices have existed in the past but there are none now. The Criminal Code of Nigeria, which is applied to the territory, provides in Sections 364-369 for offences against liberty: any person convicted of slave dealing is liable to fourteen years' imprisonment.

There is no problem of freed slaves or their descendants but occasionally a case comes to notice. The last was in 1938 in the Mamfe Division when two men whose father had been brought to Kembong from Bangwa as a slave wished to return to Bangwa. They went there, but were not favourably received, and soon returned to Kembong where they had been accepted and felt more at home. The reason for this is probably that if a man committed a grave misdeed in his own clan the custom was to kill him if he came from a lesser family, or sell him as a slave if he came from a higher one. The father of these men had probably been sold for such an offence; as he was no longer regarded as one of the clan, his children would not be welcome to them.

123. In the northern areas there is no evidence of the purchase of children or pledging them for debt. Negotiations for a marriage may start before a girl has reached puberty, but she can and frequently does refuse her suitor after reaching puberty. In general, girls and women in the pagan areas are freer

to follow their own inclinations in matters of betrothal and marriage than are their sisters of the Moslem faith and society where the general position of women, particularly in the richer and more important families, is more circumscribed than among the more independent and individualistic pagan tribes.

There have been no such cases in the south of the Cameroons Province. In the outlying districts of the Mamfe and Bamenda Divisions, however, cases have been known of children being pledged for debt. No such cases have come to the notice of District Officers or the Police during the year. It is sometimes customary for children of tender age to become "engaged" and for dowry to be paid on them, but they remain with their parents until puberty. The greater feeling of emancipation among the women and education among the men, and the knowledge that there will be swift reaction in the event of any attempt at compulsion, is having its effect.

124. There are no restrictions on the movement of the population within the territory or between the territory and Nigeria, and a good deal of seasonal movement does take place, usually either with the object of seeking better farmland or grazing areas. The only prohibition is that no non-native who is not a public officer may enter certain districts scheduled as "Unsettled," under Cap. 77 of the Laws of Nigeria, without a permit. (Mention has been made of these areas in the first paragraph of the report.) Persons wishing to travel into the French Cameroons are required to possess *laissez passers*, or passports, and these requirements apply to European and Africans alike.

125. The influx of Fulani cattle owners into the grasslands of Bamenda Division has had certain economic consequences. The herds at present grazing are estimated to have an aggregate value of £800,000 at present prices. There has been a tendency for land to be overgrazed and for the indigenous inhabitants to be restricted in their farming operations. On the other hand cases have been known where the native landowners have started farms in the grazing areas in order to claim compensation for the inevitable damage. On the whole, however, the two interests have lived side by side for many years in amity and mutual respect. Both sides are coming to realise that their interests are mutual. The agriculturist needs meat and manure for his soil while the Fulani needs grazing and this depends on retaining the goodwill of the landowners.

In the rest of the Cameroons Province, outside the Victoria Division, there is a general coming and going between the province and Nigeria on the one side, and the French Cameroons on the other. Some stay a few years and then return to their homes but few settle permanently. Those who do are mainly petty traders. In so far as they bring in fresh ideas from outside they probably benefit the people of the Cameroons but petty trading is very largely in the hands of these outsiders and their greater energy and resource is apt to be regarded as aggressiveness by the less energetic indigenous inhabitants of the forest country.

In the Victoria Division there is a labour force of 16,000, approximately, on the plantations. As already stated earlier, this has contributed to a general shortage of foodstuffs and there is a tendency to resent the presence of "foreigners." The social consequences of this concentration of labour have already been hinted at above, and there is a certain amount of prostitution. It is hoped that in time the Cameroons Development Corporation will be able to provide more accommodation for wives of labourers. This should go a long way to combating the evil.

In the northern areas no appreciable changes and movements of the population of the plains are taking place, but there is a steady drift of pagans down from the hills mainly for farming purposes. This has little social consequence except perhaps to increase the pagans' chances of contact with the

outside world, but the economic results are twofold ; firstly, the increased area brought under cultivation should lead to an increase in food production and prosperity, but, secondly, this may be at a considerable cost, for there will be no apparent necessity to conserve the soil on the plains and the soil on the hills is subject to swift erosion as soon as the upkeep of the terraces is neglected. The position is not yet serious, however, and can probably be dealt with by a policy of afforestation shortly to be developed.

126. There is a small but steady influx of Nigerians and natives of the French Cameroons but it is not possible to give figures as there are no restrictions on free movements between Nigeria and the Cameroons. Should the indigenous inhabitants of the territory regard the immigration of any individuals or groups as undesirable, they would inform the Native Authority. An Administrative Officer would then visit the area concerned, ascertain the facts and discuss with the local people what course of action was most desirable in the particular circumstances.

In those parts of the territory where land is plentiful the immigrant stranger is welcome in most native societies, and if he proves himself a good citizen and amenable to local law and custom he may be assigned the use of uncleared land or allowed to purchase that of cleared land on exactly the same terms as apply to a native of the community who wishes to supplement his hereditary holding. A small present is usually given to the head of the community who ratifies the grant ; this is in effect a registration fee and in no sense represents the value of the land or its user. Payment to a previous holder of cleared land is compensation for the improvements which he has completed and for disturbance, and may be regarded as the purchase price of the user.

On arrival a solitary stranger usually seeks the protection of an established resident who lodges and feeds him for one season in return for help on his farm and will expect a tithe from his guest's first harvest. Often the latter will marry a local girl and be adopted by her kindred, to which their children will belong, although the kindred be otherwise patrilineal.

A stranger who comes with a following—possibly a kindred in itself—would be assigned sufficient uncleared land to provide for a complete hamlet, and the new settlement might eventually rank as a component of the "kindred group" which it had joined, its hereditary head being recognised as a member of the group council and contributing to the common stock the services of the special cult or mystical aptitude which his party had brought from its former home.

This is an outline of the manner in which most of the older non-Moslem villages and states in the northern areas have grown up, and intelligence reports from widely separated regions of Nigeria give ground for believing that it was a common process in all parts of the country at the stage in which cultivable land was plentiful : moreover, it can still be found in operation where that state has not passed. The basic attitude is therefore to welcome and adopt the stranger, especially one whose advent strengthens the community, whether by the number of his followers, or by his own skill and industry, or by the knowledge of new arts or mysteries which he brings with him.

Where, however, cultivable land no longer greatly exceeds the requirements of the inhabitants and communal or family rights have become closely defined, this attitude gives place to one of suspicion lest the stranger or his descendants claim full rights over land assigned to his use, at the expense of the original members of the community. This is the condition to-day in most of the Victoria Division and in parts of Kumba, and it is accentuated by a relatively new factor—cocoa. It is a long-established and widespread custom that property in economic trees is distinct from the user of the land on which they grow, but in the past such trees were either self-sown or planted singly and in small numbers, while the crops to which most of the available land was devoted

were such as are harvested and replanted annually. Cocoa, however, is a permanent crop which requires the expenditure of considerable labour and after the first few years absorbs the entire user of the land, creating a strong vested interest against disturbance.

Accurate figures for the proportion of "strangers" to the total population of the Victoria Division are not available, but it may be estimated at one-third, exclusive of plantation labour, and in the Balong area they outnumber the indigenous inhabitants by about three to one. The ratio is considerably lower in Bakweri, where few strangers are found outside the environs of Buca and certain villages situated on main roads; it is high in the suburban areas of Victoria and Tiko, while in the Bakole country there is a large floating population of fishermen who come from other parts of the coast but do not make permanent settlements.

The people of the Victoria Division as a whole are sophisticated, by reason of long contact with Europeans; Christianity is widespread, and sea-borne trade and the plantations have accustomed the native inhabitants to intercourse with a wide variety of strangers. Most of those who settle come from areas politically similar to Victoria Division, and only the land question has impaired the traditional welcome of the local chiefs, who are otherwise glad to augment the population of their villages and to receive the immigrant's gift on assigning him space for house or farm.

127. Immigration into the territory is controlled by the Immigration Ordinance (No. 30, of 1945). Its provisions apply to the immigration of all persons including nationals of the United Kingdom.

No non-native may enter the territory except upon such conditions relating to security to be furnished, duration and place of residence, occupation or business as may be prescribed. This measure is to prevent undesirables entering the territory and to exclude individuals likely to become a charge on the Government. The staff of established firms and missions are permitted to enter the territory conditional on employment and repatriation being guaranteed by their employers. Other individuals must deposit £120 or furnish a bond in this amount before they are allowed to enter the territory.

The only case of illegal immigration during the year 1947 concerned two Germans and one German woman who landed at Victoria from Fernando Po and were subsequently sent back to Fernando Po.

128. Vagrancy is not a penal offence, unless it is accompanied by disorderly behaviour, begging, soliciting for immoral purposes, or exposure of deformities, when it becomes an offence under the Criminal Code.

Standards of Living

129. No family living studies or other surveys of cost of living have been carried out. One of the terms of reference of the Salaries Commission which recently visited Nigeria required that Commission to consider the machinery for adjusting remuneration to variations in the cost of living. The Commission has made recommendations in this regard and it is hoped that such surveys will shortly be undertaken with a view to the regular preparation of statistical information.

130. No investigations have been carried out in regard to changes that may have taken place in the consumption of the principal groups of the population, but there have been considerable improvements in wage rates and these have in turn resulted in improved living standards. For example, the basic daily rates of pay for unskilled labour employed by Government, Local and Native Authorities and principal firms were raised to 9d.—1s. 1d. in 1942 and 1s. 3d.—1s. 7d. in 1947.

131. Increased spending power, the outcome of higher prices for primary products, higher wages and the large-scale cultivation of ground-nuts has resulted in the hill tribes of the northern areas adopting a more varied diet containing a greater proportion of meat. A considerably greater quantity of imported cloth is also being bought by them.

In the southern areas a rise in the standard of living has been halted by the shortage of imported goods—textiles, salt and stockfish, kerosene and building materials, but there has been some slight improvement in the standard of housing due to the use of bricks and dried mud blocks. Generally also there has been a marked improvement in housing facilities for labour.

Status of Women

132. The position of women in the territory is similar to that obtaining in those parts of Africa where polygamy is an accepted custom and where the legality of a marriage is evidenced by the acceptance of bride price, presents, labour service or some other obligation by the family of the bride from the suitor or from his family. This transaction is regarded as resulting in the transfer of the bride from her own group to that of her husband and it is customary that when her husband dies she remains in his group and becomes the wife of some other male member of it. In some of the northern areas of the territory this obligation is considered to be cancelled after the woman has given birth to one child or to two children when she is at liberty to return to her own family, choose her own mate and any children that she may bear thereafter belong to her and her family. So long as a woman remains with her husband's family, it is their duty to maintain her. It is customary for a widow to choose which of the members of her late husband's family she will marry, and if there is a person outside the family sufficiently anxious to marry a widow as to be prepared to refund the bride price to the family no difficulty is usually placed in his way in so doing. The custom of bride price does not extend to peoples who have embraced the Islamic faith in which case inheritance is in accordance with Mohammedan law and wives inherit shares in their husband's property. In the pagan areas a suitor will begin to pay bride price on a child but she will remain in her own family until she has reached puberty, paying occasional visits to her future husband's compound where, in addition to her own behaviour being assessed by his relatives, she is provided with an opportunity of estimating his character. Should she express marked dislike of her betrothed neither the parents nor the proposed husband are likely to be too insistent about the marriage. Her refusal to accept the husband chosen for her by her parents will be unpopular, however, as it involves them in a refund of the money received and for this reason a certain amount of moral pressure will be brought to bear upon her to accept the existing arrangement. The fact, however, that the parents are aware that they will be compelled to refund the bride price if their daughter deserts her husband after marriage has a steadying effect on their choice, and they realise that parental control over grown-up girls is no longer strong enough to ensure the permanence of an ill-assorted marriage. Every tribe, primitive or otherwise, must, indeed, be given credit for some delicacy of feeling about such matters and for a great deal of natural affection between parents and children.

In Moslem areas the law permits coercion into marriage by a parent but only in the case of a girl who has never been married. Marriage is a civil contract between the two families and although custom permits a parent to cause the marriage ceremony to be performed, annulment is in all cases possible previous to consummation and many Moslem parents, notably among the Fulani, would not force on a daughter a union which was distasteful, recognising that she would not long remain faithful in such circumstances. Though physical coercion may be resorted to in very rare instances, anxiety

lest a girl should run away to seek a less permanent form of union generally restricts coercion to moral suasion and such discomforts as result from acute parental disapproval.

A Native Court will always make an order for an adult woman to return to her family or husband as the case may be, but no court to-day would endeavour to enforce such an order, and if it were disobeyed would substitute for it an order for payment of bride price or bride price equivalent. Such an order would be made against the male responsible for the woman's breach of custom, not against the woman herself. Administrative Officers exercise constant supervision of all Native Court cases and invariably hold that an adult woman is bound only by such agreements as she herself has voluntarily made. Great discretion is necessary in the application of these principles in order to avoid too rapid a disintegration of customary marriage.

Throughout the territory women perform the bulk of the agricultural work leaving the men to specialise in trade and to occupy themselves largely with hunting. Though their work is hard it is in accordance with custom and it must be remembered, in many areas, that the crops are regarded as belonging to the women. Though at the present time women appear to be doing more than their fair share of work, in the past, when the territory was in a constant state of tribal war and minor feuds, additional demands were made on the time of the men.

The position of women may be defined in terms of the importance of their functions and their rights and duties. For instance, it is sometimes said that the position of women is "low" because their status is inferior to that of the men although they enjoy considerable privileges and authority in certain matters. In the first place, though a woman is subordinate as a wife to her husband and is expected to render him obedience, she is also under his care. Secondly, she shares with him a common interest in the welfare of their children. Together they work for a common end and make decisions in their respective fields of activity on behalf of the members of the household: she, in matters pertaining to the home, the care and discipline of children and the growing of crops and food; he, in rendering assistance in the heavier farm work and in the provision of necessities such as salt, oil, medicine, tools and clothes.

It has been suggested that the status of women can be improved by legislative action in the direction of registration of marriage and the limitation or abolition of bride price but it is felt that it is erroneous to believe that inequalities and anomalies will yield to legislation. The moral pressure brought to bear on a girl in her own family, the long tradition of humble acceptance of her position by the African woman are things which will yield to education and social contacts, not to legislation. Mission teachings, the operation of British law, schools, the increase in the use of money, are some of the factors which are exercising a direct or indirect effect on the position of women. The influence of the educated wives of Government employees, of Christians and of the more enlightened traders, as well as that of such men themselves, is an all-pervasive element in social life and is suggesting to other women the possibility of a better standard of living, new wants and more independence in certain matters. On the other hand in claiming the right to select a spouse in marriage or in attempting to enjoy a better standard of living, individuals threaten to some degree the solidarity of the social group and the rights and authority of its head, and so undoubtedly undermine the social organisation which has a marked reaction on the economic, kinship and political structure. This reveals something of the delicacy and complexity of the position, the danger of change imposed from without and the need for great caution in regard to administrative action until public opinion has been educated to desire change.

Women's Domestic Science Centres have been established in Buea and Victoria and are to be established in Kumba and Banso during 1948. There

are also domestic science classes at the Mamfe Government School. In them instruction is given in housecraft, cooking, dressmaking as well as infant welfare. Female education is dealt with in later sub-sections.

133. A woman may sue and be sued in the Courts as though she was a man. Under the law administered by the Supreme and Magistrates' Courts since the Married Women's Property Acts a married woman is in this respect in the same position as a single woman.

The status of single women has never been essentially different from that of a man in any branch of the law of property. A married woman is now capable of acquiring, holding and disposing of by will or otherwise any real or personal property as if she were a single woman and any earnings and property acquired by her are her separate property. This is the result of a series of Married Women's Property Acts, the last of which was passed in 1882.

Similarly, under the law administered in the Supreme and Magistrates' Courts a husband is liable for debts contracted by, for all contracts entered into and wrongs done by his wife before marriage to the extent of any property he acquired from her by reason of the marriage. A husband is liable for the contracts of his wife for necessities suitable for her condition of life as she is presumed to be his agent. A wife is not liable for the contracts of her husband nor the husband for those of his wife otherwise than as referred to above.

134. There are no occupations from which women are debarred by law. By custom the occupations in which women indulge, or from which they are debarred vary considerably from tribe to tribe. For example, the great bulk of Moslem women do no farm work, though among the lower classes a little rice, ground-nuts, guinea-corn and benniseed may be cultivated for pin-money: among the pagans, however, all or nearly all the farming is done by women. Crafts are variously apportioned between the sexes, both among Moslems and pagans, men generally weaving narrow cloth, tanning leather and dyeing, while women spin cotton, weave broad cloth, make pots and do all the cooking.

135. Women avail themselves of the opportunity to enter and train for Government service as far as their educational and other qualifications allow. The professions which at present attract them most are nursing, midwifery, teaching and clerical work. Indigenous public opinion has in the past been opposed to the education of women and this opinion is only now beginning to change. In the northern areas there are only two women in paid employment as teachers and in the Cameroons Province only a few have been able to qualify as Government or Mission teachers, midwives or nurses.

Human Rights and Fundamental Freedoms

136. Subject to the reservations made in sub-section 132 the law secures to all full human rights and fundamental freedoms.

137. The Public Relations Department provides an outlet for the expression of public opinion in its publication, *The Nigeria Review*, and encourages contributions from the public with subject-matter of the widest possible interest. The Native Authorities, who are in continuous contact with Administrative Officers, provide the principal official agency for the free expression of public opinion. But for the large bulk of the people who are illiterate and whose voices would not otherwise be heard the principal outlet is found in the time set aside daily by Administrative Officers whether at their headquarters or on tour for the hearing of "complaints." These are usually of a personal nature but often bring to light matters which are affecting or disturbing a whole community. The National Council of Nigeria and the Cameroons is the only

political organisation which is active in the territory. Its principal object is the very early achievement of self-government. Tribal Unions and Improvement Unions are accustomed to express their needs, aspirations and points of view principally by means of petitions to Government and by articles in the African-operated press.

138. The press is free to express its views and there are no laws forbidding freedom of expression except those common to all countries, namely sedition and libel. The Newspaper Ordinance provides for the signing of a bond by the proprietor, printer and publisher of a newspaper in the sum of £250 to ensure that any claim for libel will be met, but forbids any criminal prosecution for libel without the consent of the Attorney General. No newspapers are published in the territory but the principal newspapers which circulate in the territory are :

<i>Paper</i>	<i>Where published</i>					<i>Proprietors</i>
DAILY						
<i>West African Pilot</i>	..	..	Lagos	..	..	} Owned by Zik's Press, Limited
<i>Daily Comet</i>	..	..	Lagos	..	..	
<i>Nigerian Spokesman</i>	..	..	Onitsha	..	..	
<i>Eastern Nigeria Guardian</i>	..	..	Port Harcourt	..	..	
<i>Daily Service</i>	..	..	Lagos	..	..	Organ of Nigerian Youth Movement
WEEKLY						
<i>Nigerian Observer</i>	..	..	Port Harcourt and Aba			Enitonna Educational Stores
<i>Nigerian Eastern Mail</i>	..	..	Calabar	..	..	Mr. J. V. Clinton, B.A. (Cantab)
<i>Nigerian Review</i>	..	..	Lagos	..	..	Public Relations Office
<i>Gaskiya Ta Fi Kwabo</i>	..	..	Zaria	..	..	Gaskiya Corporation
MONTHLY						
<i>Nigerian Children's Own Paper</i>	Lagos	..	..	..		Public Relations Office

139. The *Nigerian Review*, already referred to, endeavours to promote an understanding of developments of local and international significance. The Press is also provided by the Public Relations Officer with explanations of Government policy, but does not invariably make use of them. A mobile cinema owned and operated by the Nigerian Public Relations Department toured the Dikwa Division towards the end of 1947, and showed films designed to acquaint the people with current developments both within Nigeria and in the outside world. The study of comparative African geography and the affairs of other African territories is now being stressed in the schools. District Officers habitually explain local developments at every meeting with the Native Authorities. The bulk of the people are not at present generally interested in international affairs. There are reading-rooms at Mubi and Jada, and a public reading-room at Bama was built during 1947.

140. The outstanding organisations of a voluntary nature are :

- The Roman Catholic Mission.
- The Cameroons Baptist Mission.
- The Basel Mission.
- The Sudan United Mission.
- The Boy Scouts Association.

141. Full freedom of thought and conscience and free exercise of religious worship and instruction are ensured to all inhabitants.

142. Missionaries are not permitted, for reasons relating to the maintenance of public order, to operate within the "Unsettled Areas" of the territory. Otherwise they may operate wherever their activities are welcome

to the inhabitants, save that in Moslem areas, when they are granted land, there is a clause by which they undertake not to preach in public places and not to carry out house to house visiting among Moslems for missionary propaganda except on the invitation of householders. Grants in aid to schools and teachers' training centres conducted by missionary societies in the Cameroons Province amounted to £8,554. The Adamawa Native Authority gives an annual grant of £100 to the Church of the Brethren Mission Hospital at Lassa, near the boundary of the northern area of the territory which serves the area. The number, denominations and distribution of missionaries, and the estimated number of converts claimed by Missions in the Trust Territory are as follows:

<i>Mission</i>	<i>Place</i>	<i>Missionaries</i>	<i>Nationality</i>	<i>Converts</i>
<i>Roman Catholic Mission ..</i>	Victoria Division ..	10	English	387
		1	Irish	
		7	Dutch	
		1	Italian	
	Kumba Division ..	3	English	12,000
	Mamfe Division ..	7	Dutch	300
		1	English	
	Bamenda Division ..	1	Irish	23,800
		2	Dutch	
		5	English	
<i>Cameroons Baptist Mission</i>	Victoria Division ..	9	Dutch	18
		5 (Sisters)	Italian	
		4	Irish	
		4	Irish	
	Area administered with Adamawa Province	4	Irish	18
		4	Irish	
	Victoria Division ..	8	American	2,078
		1	Canadian	
	Bamenda Division ..	9	American	4,762
		2	Canadian	
<i>Basel Mission in Cameroons</i>	Area administered with Adamawa Province	2	American	120
		2	American	
	Victoria Division ..	9	Swiss	6,639
		6	Swiss	
	Kumba Division ..	6	Swiss	10,977
		2	Swiss	
	Mamfe Division ..	2	Swiss	1,467
		18	Swiss	
	Bamenda Division ..	18	Swiss	16,481
		2	Swiss	
<i>Sudan United Mission ..</i>	Area administered with Adamawa Province	2	British	150
		2	British	

143. Indigenous religions which are animist and Mohammedan are safeguarded by Sections 204 and 206 of the Criminal Code, which forbid insults to religion or the disturbing of religious worship. Converts to Christianity are in a substantial minority, and the majority of the Native Authorities are Mohammedans or animists. A Mission which transgressed the bounds of correct behaviour would soon find itself in conflict to its detriment with the Native Authority. Indigenous religions are similarly controlled by Section 207 to 213 of the Code, which prohibit trials by ordeal and specify offences in relation to witchcraft, juju and criminal charms. The Governor may, by Order in Council, prohibit the worship or invocation of any juju which may appear to him to involve or tend towards the commission of any crime or breach of peace, or to the spread of any infectious or contagious disease. It has not been found necessary to prohibit the invocation of any juju within the Trust Territory. No indigenous religious movements have arisen.

144. The laws governing the power of arrest are set out in Sections 3 to 30 of the Criminal Procedure Ordinance. These sections specify persons who may be arrested by a police officer without a warrant; conditions of arrest by private persons, the form and requisitions of warrants of arrest to be issued on a complaint on oath and conditions of release on bail. Section 130 of the Criminal Code makes it a misdemeanour punishable by imprisonment for two

years for a person who has arrested another upon a charge of an offence wilfully to delay to take him before a Court to be dealt with according to law.

No person may be held awaiting trial for a longer period than is sufficient to ensure the attendance of witnesses and the bailing of accused persons is freely employed in the Supreme, Magistrate's, and Native Courts. Visiting Committees are appointed to the prisons in the Cameroons Province, and the Native Authority lock-ups in the north are inspected weekly by an Administrative Officer who ensures that no accused person is held for an unnecessarily long time awaiting trial.

145. No special guarantees are considered necessary for the exercise of the right to petition, which may be freely exercised by all members of the community in the territory. The rules of procedure for the Trusteeship Council, including Rules 76 to 93 on the subject of petitions, were published as *Nigeria Gazette Extraordinary*, No. 50, of 2nd September, 1947. Rules regarding petitions from Government servants on matters concerned with Government service are set out as Appendix E to Nigeria General Orders, and petitions from the general public are regulated by Government Notice No. 1235 in *Nigeria Gazette*, No. 53, of 21st October, 1943. These last are annexed as attachment E.

146. All elements of the population are subject to the same laws with regard to the safety of their persons and their property.

147. In one case only has any restriction been imposed. As a result of activities which included styling himself "Hitler Ntailon" (the latter the name of his village), prophesying German victory and generally using his influence to promote disaffection, one Sama Fokum of Bali in the Bamenda Division (an ex-soldier in German service before 1914) was made the subject of a restriction order under the Nigeria Defence Regulations in 1942, and was removed to Onitsha in the Eastern Provinces of Nigeria. With the revocation of these Regulations in May, 1945, Sama Fokum returned to Bamenda Division.

In September, 1947, Sama Fokum took a civil action in the Supreme Court for the recovery of certain lands situated at Bali which he alleged had been taken from him by the Fon of Bali in 1941. Without waiting for the case to come to trial, he instructed, as he subsequently admitted to the police, two of his wives to enter upon the land by force. In order to prevent further breaches of the peace of this kind, the Assistant Superintendent of Police applied to the Magistrate at Bamenda asking that the Magistrate should take security for good behaviour from Sama Fokum under Section 35 of the Criminal Procedure Ordinance. After hearing the arguments of the Assistant Superintendent and of Sama Fokum and other persons, the Magistrate required that Sama Fokum should enter into a recognisance in his own security of £250 and in two sureties of £250 for keeping the peace for twelve months. Sama Fokum refused to sign any recognisance, and was therefore committed to prison on 18th October. Persons were available who were willing to act as sureties and who would have been acceptable in the required amounts, but Sama Fokum refused not only to give surety himself but to allow any one else to act as surety for him. Sama Fokum died in Bamenda Prison on 31st December, 1947. The Coroner returned a verdict in accordance with the medical evidence that death was due to natural causes and the result of a cerebral haemorrhage.

148. No restrictions have been imposed during the year on the rights of nationals, corporations and associations of members of the United Nations to engage in writing, reporting, gathering and transmission of information for dissemination abroad and to publish materials on the same lines as nationals, corporations and associations of the United Kingdom.

Labour Conditions and Regulations

149. The two outstanding problems are those in connection with the shortage of consumer goods and the development of a proper trade union organisation for the plantation workers.

The payment of a large sum in increased wages, and of arrears of wages due to this increase, caused an immediate rise in the price of foodstuffs and certain imported commodities which were in short supply. Consequently, a large proportion of the payments fell into the hands of profiteers with the result that the workers have demanded further payments to meet the increased costs of food and consumer goods.

The main difficulty in the development of a proper trade union has been due to the distrust of the clerical staff by labourers, the great majority of whom are illiterates who cannot hold responsible positions in their trade union.

Full encouragement to the formation of a union properly representative of labour workers is given by the Labour Department.

150. The latest annual returns rendered to the Secretary of State for the Colonies, annexed as Attachment B, show the position in regard to the extent to which conventions and recommendations of the International Labour Organisation have been applied to the territory.

151. (a) *Contracts and Sanction.* Chapter III of the Labour Code Ordinance (No. 54 of 1945) deals with Oral Contracts. It provides expressly for all aspects of contracts which do not need to be in writing. Provision is also made with regard to the transport and accommodation of a worker who is so far away from his employment that he cannot reasonably be expected to return home at night, the duty of an employer to provide work, the payment of wages, and the determination of a contract by notice or otherwise.

Chapter IV of the Ordinance which deals with written contracts, implements the provisions of Employment (Indigenous Workers) Convention, 1939. Generally speaking, this chapter provides what contracts are to be written, what the contracts are to contain, their attestation, the medical examination of workers, contracting age, termination of contracts, repatriation, transport, transfer and contracts for service without Nigeria.

As regards sanctions, the Court may, under the provisions of Chapter XV of the Ordinance direct the payment of such sum as it finds due by one party to the other; award costs or damages, direct fulfilment of the contract or rescind it in such respect as may be desirable. The principle aimed at is ease of redress for both parties and avoidance of undue expense.

(b) *Industrial Relations, including freedom of association, conciliation and arbitration.* The Trade Union Ordinance (No. 44 of 1938) legalises any Trade Union formed and registered under its provisions. A Trade Union is defined in the Ordinance as any combination whether temporary or permanent, the principal purposes of which are the regulation of the relations between workmen and masters, or between workmen and workmen, or between masters and masters.

Any five or more members of a Trade Union may apply for their union to be registered under the Ordinance. The benefits of such registration include the right to peaceful picketing, protection against civil actions for breach of contract and for tort in respect of acts done in contemplation or furtherance of a trade dispute.

Provisions exist under the Trade Disputes Ordinance (No. 32 of 1941) for the settlement of trade disputes either by conciliation or by arbitration. The Ordinance provides *inter alia* that the Commissioner of Labour may enquire into the causes and circumstances of the difference, appoint a Conciliator, or

take such other action as may be expedient with the object of promoting settlement by conciliation.

If necessary, the Governor may, with the consent of both parties, refer the dispute for settlement by arbitration. The findings of the Arbitrator are, however, not legally binding.

(c) *Remuneration, including payments in kind.* Chapter II of the Labour Code Ordinance (No. 54 of 1945) ensures generally that a worker gets his wages in currency and not in kind.

(d) *Hours of work, rest periods, holidays and facilities for recreation available to workers.* The Governor may appoint Labour Advisory Boards which as and when directed by the Chief Secretary to do so enquire into the rates of wages and the conditions of employment in any occupation in respect of which it is proposed to fix a minimum wage. Such enquiry may be directed to be made in connection with any or all classes of persons employed in such occupation and at its conclusion the Board formulates recommendations and forwards them to the Chief Secretary for consideration by the Governor-in-Council.

Section 166 of the Labour Code Ordinance provides that no juvenile may be required to work for a longer period than four consecutive hours or permitted to work more than eight hours a day.

(e) *Housing and sanitary conditions in the places of employment.* No special legislation exists except in regard to some thirty-six places in the territory which include the plantations leased to the Cameroons Development Corporation, known as Labour Health Areas. Regulations 33 and 38 of Regulation 6 of 1929 provide that if an employer in such an area is providing housing for more than twenty-five labourers in one place he must furnish the Administrative Officer with plans and comply with any reasonable directions given by him, and subsequently no new building may be erected until the Administrative Officer has approved them in writing. If houses are built without authorisation, the Administrative Officer may cause them to be demolished.

(f) *Inspection of conditions affecting labour in places of employment.* Section 5 of the Labour Code Ordinance provides *inter alia* that an authorised Labour Officer may enter, inspect and examine at all reasonable times by day and night any labour encampment or any farm or holding or other land whatsoever where any worker is employed.

(g) *Medical inspection before, during and on completion of employment, and medical assistance to workers.* Section 46 of the same Ordinance requires that a worker be medically examined, as a rule, before he enters into a written contract. Under the provisions of Section 82 the Commissioner of Labour may require recruited workers to be medically examined both before departure and after arrival at the place of employment.

No legislation exists at present in regard to medical examination on completion of employment. Under Regulation 6 of 1929 provisions are made for medical assistance to labourers.

(h) *Workers' compensation and rehabilitation.* The Workmen's Compensation Ordinance (No. 51 of 1941) provides for the payment of compensation to specified classes of workmen for injuries suffered by accident arising out of, and in the course of, their employment. The compensation payable in fatal cases is a sum equal to the thirty months' earnings of the workman involved or £600, whichever is less. In the case of total permanent incapacity, the compensation is a sum equal to his forty-two months' earnings or £750, whichever is less. The amount payable in the case of permanent partial incapacity is calculated on the basis of the compensation payable for total permanent disability and varies according to the nature and extent of the injury. In addition, the Ordinance makes provision for periodical payments in

cases of temporary incapacity. No legislation has been made expressly with regard to rehabilitation.

(i) *Employment of women, young persons and children.* Chapter IX of the Labour Code Ordinance deals with the employment of women. This law makes restrictions in regard to place of employment, and prohibits the employment of women on night or underground work.

Chapter X of the same Ordinance deals with the employment of children and young persons. A "child" is defined as a young person under the age of 12 years, a "young person" being a person under the age of 18, while a "juvenile" means a young person under the age of 16 but over the age of 12 years.

The law prohibits child labour. A general prohibition is also made against the employment, in industrial undertakings, of juveniles under the age of 14 years. The law provides that no juveniles may be employed except on a daily wage and on a day-to-day basis.

The contract must be in writing and a juvenile must not be employed :—

- (a) to work underground,
- (b) on machine work, and
- (c) on any statutory public holidays.

Provision is made in regard to maximum working hours and to the effect that no person can continue to employ a juvenile against the wishes of the parent or guardian.

Night work for young persons is prohibited except in the case of those over 16 years of age who may be employed during the night in specified industrial undertakings or in cases of emergency.

(j) *Recruitment of workers for service within or outside the territory and measures for the protection of such workers.* Chapter V of the Labour Code Ordinance deals with the question of recruitment of labour for employment both within and without Nigeria, and conforms as closely as possible to the Recruitment of Indigenous Workers Convention, 1936. The chapter on Written Contracts is linked with contracts for the recruitment of labour.

The law prohibits recruiting save under licence and lays down the procedure by which any person may be permitted to recruit any native for work within Nigeria. Provisions exist in regard to suspension or withdrawal of licences, records, age for recruitment, advance of wages, families of recruited workers, medical examination, measures for acclimatisation, and adaptation, transport, expenses of the journey to place of employment, and repatriation of recruited workers and their families.

Under the special provisions relating to recruiting for employment in Nigeria, a recruit cannot be engaged until he has been medically examined and passed fit to perform the work for which he is to be employed, and until an authorised Labour Officer can satisfy himself that the recruit understands and agrees to the terms of employment offered and has not been subjected to illegal pressure and that the requirements of the law have been fully complied with.

Under the special provisions relating to recruiting for employment outside Nigeria the contract of employment is required to include the following terms and conditions :—

- (a) Workers shall have one work-free day to each week ;
 - (b) the daily ration of food to be provided free ;
 - (c) rations and half pay to be given from the date of recruitment to the date of departure from Nigeria and full pay and rations thereafter.
- On the return journey, full pay and rations to be given up to the

disembarkation in Nigeria and rations and half pay to be given from the point of disembarkation to the place of recruitment ;

- (d) one-half of the wages to be paid to the worker in lawful currency, the other half being deposited on his behalf with the Labour Officer of the area in which the worker was recruited ;
- (e) particulars of clothing, blankets, cooking utensils, fuel and housing accommodation to be furnished by the employer free of charge ;
- (f) particulars as to the free medical attention and transport to be provided ; and
- (g) particulars as to the procedure in the case of the death or desertion of or other casualty to the worker.

Provisions are also made in regard to duration of the contract, and the medical examination of recruits prior to their engagement. The contract is subject to attestation by an Authorised Labour Officer who is to ensure that the provisions of the law have been fully complied with.

- (k) *Restrictions on the movement of workers within the territory.* No restrictions.
- (l) *Labour passes or work-books.* No legislation.
- (m) *Training of workers including technical training and apprenticeship.* Chapter VIII of the Labour Code Ordinance deals with contracts of apprenticeship and conforms with the Apprenticeship Recommendation of 1939, made at the International Labour Conference. The law makes provisions in regard to contracts of apprenticeship of persons over 12 and under 16 years of age where such persons have relatives and where they have none, contracts of apprenticeship of persons above 16 years, and attestation of contracts by an Authorised Labour Officer who before attesting any contract must satisfy himself
- (a) that the apprentice has been medically examined and found fit for employment ;
- (b) that the parties fully understand the terms of the contract ;
- (c) that provision is made in the contract in regard to the scale of wages to be paid, sick pay, and, in any case where the apprentice is unable by reason of his apprenticeship to return to his home at the end of each day, that the contract contains adequate provision to ensure that he is supplied with food, clothing, accommodation and medical attention ; and
- (d) that the provisions of the law have been observed in all other respects.
- (n) *Industrial homework.* No legislation.

152. From an old branch of the Nigerian Secretariat known as the Labour Inspectorate, a separate Department of Labour was formed towards the close of 1942 to deal with Nigeria's labour problems whose importance and ramifications had become recognised.

The Department has powers to perform the following functions :—

- (a) carry out regular and systematic inspections of all work-places with a view to establishing healthy and decent conditions as well as enforcing the observance of labour laws ;
- (b) improve industrial relations by the maintenance of constant contacts with both employers and workers, and provide all possible assistance in matters of negotiation and conciliation ;
- (c) assist and guide the organisation of trade unions on sound lines ;
- (d) introduce and maintain offices for the control and registration of labour ;
- (e) compile and publish reports and statistical information covering all aspects of labour conditions ;

- (f) protect women and juvenile workers ;
- (g) study existing labour organisation and, as much as possible, regularise conditions generally.

Separate branches of the department are established to deal with, and specialise in, particular aspects of its work, the existing ones being :—

- (1) *Administration*, which deals with general correspondence, publication and establishment matters, as well as with the preparation of estimates and control of expenditure.
- (2) *Staff Training*, which is at present principally concerned with the training of staff for the Department.
- (3) *Statistics*, which deals with returns and statistics in connection with labour conditions and cost of living.
- (4) *Industrial Relations*, which deals with trade disputes and joint negotiations.
- (5) *Trade Unions*, which has the responsibility of educating workers in the principles of sound trade unionism and of encouraging voluntary associations, such as consultative Committees and Whitley Councils.
- (6) *Labour Advisory Board*, which collects such evidence and compiles such reports as may be necessary for the determination of minimum wages and other labour conditions.
- (7) *Labour Inspection*, which is devoted exclusively to inspecting establishments where the Minimum Wages law operates.
- (8) *Labour Supply and Registration*, which operates the system of industrial registration and employment exchanges.
- (9) *Trade Testing*, which sets trade tests with a view to classifying skilled workers on a uniform basis according to proficiency.

It is proposed to establish, as soon as circumstances permit, two additional branches—one to deal with Industrial Welfare and Factory Inspection, and the other to deal with Legal matters.

Outstation offices of the Department are gradually being established in various parts of Nigeria and the Cameroons as the need arises and as staff permits. There are at present four such offices dealing with industrial registration and labour supply, while there are six dealing with general labour matters with particular reference to the enforcement of labour legislation. One of the latter functions in the Trust Territory.

The existing staff of the Department, analysed functionally, consists of:—

Headquarters

- 1 Commissioner of Labour.
- 1 Deputy Commissioner of Labour.
- 1 Senior Labour Officer.
- 5 Labour Officers.
- 1 Trade Unions Officer.
- 1 Staff Instructor.
- 3 Trade Testers.
- 6 Assistant Labour Officers.

Outstations

- | | |
|----------------------|---|
| Colony | 1 Labour Officer. |
| | 2 Assistant Employment Exchange Managers. |
| Eastern Provinces .. | 1 Labour Officer. |
| | 3 Assistant Labour Officers. |
| | 1 Assistant Exchange Manager. |

Western Provinces	..	2 Labour Officers. 2 Employment Exchange Managers. 3 Assistant Exchange Managers.
Northern Provinces	..	1 Labour Officer.

The above represents the actual complement and not the approved staff establishment, clerical workers and trainees being excluded.

The total financial provision approved for the Department for the financial year 1947-48 amounted to £73,110.

153. No employer or employee was charged or convicted for offences against labour laws and regulations during the year.

154. The methods other than legislation used to deal with labour problems are, first, by visits of inspection by Labour Officers, who in this way maintain contacts with employers and workers, assisting to settle complaints on the spot, and giving any necessary advice and suggestions for improving labour conditions and industrial relations.

Second, by entertaining in all offices of the Department any genuine complaints by workers or employers, and helping to settle them amicably.

Third, assistance is given in connection with the formation and organisation of consultative Committees and Whitley Councils. Such associations are now in existence in various industrial establishments.

Fourth, the appointment of Labour and Personnel Managers by large employers of labour is encouraged. There are at present four such managers, appointed by Government Departments and private employers.

Fifth, Government's policy in regard to the treatment of its employees influences the policy of private employers in the matter of their own labour conditions. For example, the Commissions of Enquiry which recently visited Nigeria, though they only dealt with rates of pay and other conditions of Government employees, have had by their findings a marked effect on the minimum wage figure offered by outside employers since Government is the largest employer of labour.

Sixth, as a result of the adoption by Government of a Fair Wages Clause in its contracts, steps have been taken to ensure that fair wages, hours and conditions are observed in contracts entered into by, or on behalf of, the Government of Nigeria, and in contracts entered into with assistance from Government by way of grant, loans, subsidy, licence guarantee or other form of assistance.

155. The industrial situation remained calm during the first six months of the year. A change occurred after the acceptance by Government of the recommendations of the Harragin Salaries Commission which require the payment of increased rates of pay to Government servants. The Cameroons Development Corporation—the largest employer of labour in the territory, employing about 16,000 workers—followed Government's example. As payment was to be made retrospective from 1st January, 1946, some time was required for the calculation of the arrears of individual workers, some of whom were daily paid employees with broken periods of service. The men, however, pressed for payments to be made immediately, and some groups of them resorted to strike action to enforce their demands.

About 300 employees of the Corporation staged a one day strike in July; 1,500 other employees of the Corporation struck in October; and 350 labourers employed by a French timber company also struck during the following month. Both strikes lasted a few days, the men returning to work after being assured of early payment of their arrears of wages. Two minor stoppages of work occurred at the United Africa Company Estate at Bwinga in July and November. The first was staged by 350 labourers, while the second involved

22 carpenters employed on that estate. These two strikes were the result of an increase in task work and were settled after some adjustment had been made in the tasks.

Some 150 daily paid workers of the Public Works Department at Victoria struck work on 22nd November as the result of the "standing off" of their trade union Secretary. The "standing off" was regarded as an act of victimisation and the men returned to work on 26th November after having been assured that their Secretary would be re-engaged; 130 other road labourers of the same Department struck work for a day in sympathy.

Two trade unions have been registered in the territory, the Cameroons Development Corporation Workers' Union, representing about 16,000 Corporation employees, and the Tiko Workers' Union, which embraces employees of the Corporation and those of the United Africa Company, Bwanga Estate. There are other branch unions with Headquarters in Nigeria.

The development of trade unions is still in the most elementary stage and the majority of the workers have no conception of the proper functions of a trade union. The labourers are very distrustful of the clerks, and the high percentage of illiteracy among them constitutes a serious handicap to the understanding of sound trade union principles. They have little faith in collective bargaining and, in times of unrest, have often repudiated their union's leadership, which is composed mainly of clerks, and resorted to strikes and acts of violence which seem to them to be the only means of enforcing their demands.

The Labour Department gives advice and guidance in the proper organisation of trade unions. It encourages collective bargaining and provides all possible assistance in matters of negotiation and conciliation.

The Trades Disputes (Arbitration and Inquiry) Ordinance (No. 32 of 1941) provides statutory machinery for the settlement of trade disputes. Under the provisions of this Ordinance the Commissioner of Labour may, as often as the need arises, inquire into the causes and circumstances of a trade dispute, appoint a conciliator or take such action as may be expedient with the object of promoting settlement by conciliation.

If necessary, the Governor may, with the consent of both parties, refer the dispute for settlement by arbitration. He may also appoint a Board of Enquiry to inquire into and report on any matter connected with or relevant to a trade dispute.

The right to strike is recognised, subject only to the *suprema lex*—the safety of the people. In view of this, the Criminal Code (Amendment) Ordinance, 1947, makes the malicious breach of a contract of service a criminal offence in certain circumstances such as where an employee to whom the Ordinance applies has reasonable cause to believe that the probable consequence of his leaving his employment will be to endanger human life or seriously to endanger public health. Under the provisions of this Ordinance, workers are required to give seven days' notice of their intention to strike.

156. All the labourers employed in the territory have presented themselves freely, and in sufficient numbers, at the places where they were required for employment. No special measures have been taken to encourage the spontaneous offer of labour.

157. No recruiting is carried out in the territory either by the administration or by private organisation; the offer of labour is spontaneous.

158. No record is kept of movements of labourers from their villages, but there are reasons to believe that village life is little affected, as only a negligible number of labourers seek work at any considerable distance from their own villages. They are thus able to return to their homes at frequent intervals and no special problems arise.

159. There is provision in the Labour Code Ordinance for the Governor to authorise the exaction of forced labour in order to provide carriers for the purposes of transport. This provision may be applied by Order in Council to the whole of Nigeria or to such parts thereof as may be specified in the Order. It has not been found necessary for the Governor to make use of these powers.

Part III of Chapter VI of the Labour Code Ordinance (No. 54 of 1945) provides for the exaction of labour which is not forced labour within the meaning of the Forced Labour Convention, 1930, and makes it lawful for any Native Authority or member thereof empowered by native law and custom irrespective of statutory provisions to exact services from the inhabitants of any town or village, to exact from such inhabitants :

(a) Labour for :

- (i) the maintenance of native buildings used for communal purposes, including markets, but excluding juju houses and places of worship;
- (ii) sanitary measures;
- (iii) the maintenance and cleaning of local roads and paths;
- (iv) repairing town or village fences; and
- (v) the digging and construction of wells;

b) labour for such minor communal services in the direct interest of the inhabitants of the town or village as may be prescribed :

Provided that :

- (i) it shall be a condition of the exaction of such labour that the inhabitants of the town or village, or their direct representatives, are previously consulted by the Native Authority in regard to the need for the exaction of the class of services in this section mentioned;
- ii) any person who does not wish to execute his share of any labour exacted under the provisions of this section may be excused therefrom on payment of such sum per day, while such labour is being done, as represents the current daily wages for labour;
- iii) compulsory labour shall not, in the case of the communal service mentioned in Paragraph (a) (iii) hereof, be exacted by a Native Authority or a member thereof except with the sanction of the Governor.

By Section 121 of the Labour Code, the Governor may exact labour from any persons in the event of war, famine, earthquake, violent epidemic or epizootic disease, invasion by animal, insect or vegetable pests, flood or fire, or in the event of any such calamity being threatened, or in any other circumstances that would endanger the existence or the well-being of the whole or part of the population of Nigeria. By Section 123 of the Labour Code, the Governor in Council is empowered to make regulations for purpose or regulating the forms in which services and labour may be exacted, but the need for such regulations has not yet appeared.

160. No workers have been recruited from outside the territory.

161. The opportunities for employment in the territory are adequate for the utilisation of the services and skills of all persons seeking employment.

162. Arrangements are being made by the Cameroons Development Corporation for an apprenticeship scheme of training in electrical, mechanical and marine engineering, in consultation with the Education Department. The Corporation also proposes to initiate training schemes for nurses and other subordinate medical personnel.

Ex-service tradesmen are selected for training at the Trade Training School in Nigeria in order that they may be better qualified to play a full and useful part in development work.

163. No assistance is provided in finding suitable employment for manual and non-manual workers, except for ex-servicemen who are offered such assistance by the Area Resettlement Officer. There is generally sufficient employment for all genuinely seeking work.

164. There is no record to show the extent that workers leave the territory in search of employment, but it is believed that comparatively few do so. If they do, they do so on their own accord and under no special conditions. No problems are known to have been caused by this movement.

165. The question of equal remuneration for work of equal value has not yet arisen as a problem in the Cameroons. Broadly, however, it may be said that the policy is generally accepted, and that the rate of pay depends on the type of work and the qualification of the individual concerned.

166. Equal opportunities for employment are afforded to all irrespective of race, nationality, religion or tribal association. Generally, junior service posts are filled by Africans, and the senior posts by Africans and Europeans. The primary consideration is the qualification of the individual. An increasing number of Africans are being appointed to senior posts and it is Government's policy to encourage the appointment of Africans to all posts hitherto filled by Europeans.

In the Government Service, the only difference in the earnings of Africans and Europeans doing the same work is the expatriation allowances paid to European officials recruited from overseas.

167. Indebtedness is not prevalent to a serious extent among wage-earners and salaried workers, but some labourers are indebted to petty traders who charge exorbitant prices for those imported commodities which are in short supply.

168. There are two large Cocoa Marketing Unions functioning in the Cameroons Province with a total membership of about 1,000.

In addition, there exist small thrift and loan societies promoted and supervised by officers of the Government Co-operative Department. The question of organising a consumer society for the employees of the Cameroons Development Corporation is at present under consideration. (See also sub-section 76.)

Public Health

169. The medical services in the territory are under the general control of the Director of Medical Services, Nigeria, with regional Deputy Directors at the headquarters of the Eastern and Northern Provinces. The Medical Department is organised in two main sections, medical or curative and health or preventive. Senior Health Officers are on the staff of the Regional Deputy Directors. In the northern areas no Government medical or health personnel are permanently stationed in the territory but Dikwa Division and the portions of the territory administered as though they formed part of Adamawa Province and Benue Province come under the supervision of the Medical Officers Maiduguri, Yola and Wukari respectively, who supervise and advise the Native Authority medical and health staff working in the territory.

The Dikwa Native Authority health department is supervised directly by a member of the Emir's Council and consists of a permanent staff of five dispensary attendants, one female dresser, two sanitary inspectors and four

vaccinators, two of whom are female. This staff is locally recruited and has been educated and trained within Bornu Province.

The curative service consists of five dispensaries well spaced throughout the area each under its own attendant, who procures drugs from a central store at Bama, replenished by indents prepared by the Medical Officer, Maiduguri. These attendants are not qualified to do more than apply dressings and issue standard mixtures of medicines for all the common ailments. More serious cases or those involving surgical treatment are transported to the General Hospital at Maiduguri.

The preventive service is still chiefly concentrated on anti-smallpox measures which have met with considerable success. For the rest all opportunities are taken for spreading general propaganda on the basic principles of the preservation of health, while in Bama concentrated attempts by individual teaching are made to the same end.

The Native Authority medical and health services in the part of the territory administered with Adamawa Province consist of four dispensaries at Mubi, Uba (on the border), Jada and Mayo Daga which serve as treatment centres for the more simple diseases which do not require hospital treatment. Patients requiring the latter are sent to Yola General Hospital, or the Mission Hospital at Lassa, situated on the border of the northern area of Trust Territory.

Each dispensary is staffed by one African attendant and one labourer. Dispensary attendants undergo a three-year course of training before taking charge of a dispensary.

For the purposes of preventive medicine the territory is divided up into five areas each of which has its own sanitary inspector. Each sanitary inspector has his headquarters in the main town of his area and carries out vaccination programmes and sanitary inspections in the village under his supervision.

Two epidemic sanitary inspectors (Epidemic Mallams) are held in reserve at headquarters at Yola and can be sent out to the territory on the outbreak of disease in epidemic proportions. Further medical field units can be called for from the Health Department headquarters at Kaduna.

The area administered as though it formed part of Benue Province shares the services of the Government Medical Officer stationed at Wukari and the services of a Native Authority vaccinator.

In the Cameroons Province, a senior medical officer is stationed at Victoria as is also a medical officer in charge of the General Hospital staffed with nurses both male and female. A senior service nursing sister is posted to the Albert Nursing Home which provides hospital accommodation for the culturally more advanced classes. There are general hospitals also at Kumba, Mamfe, Bamenda and Bansa in charge of medical or assistant medical officers, and an assistant medical officer is posted to Tiko. There are sixteen Native Administration dispensaries in the province in the charge of African attendants.

Health work in Cameroons Province is in the charge of a medical officer of health stationed at Buea. The staff consists of a sanitary superintendent and six sanitary inspectors. There are also twenty Native Administration sanitary inspectors under the control of the Medical Officer of Health who work more specifically under the Medical and District Officers in the outstations. A small staff of trained hygiene personnel is maintained by the Cameroons Development Corporation for work in their own labourers' camps. These camps are also supervised by the Medical Officer of Health and his staff. The health staff carries out general sanitary supervision, epidemic control and malaria control throughout the Province.

The financial provision for medical and health services throughout the territory is estimated at £21,190 from Government and £3,728 from Native Administrations for medical services and £8,140 from Government and £3,344 from Native Administrations for health services.

170. Advances made or planned during the year in public health, health education, nutrition and sanitation have included provision for the construction of twenty-one rural water points and a piped water supply for Bamenda, the replanning and reconstruction of markets including the construction of market stalls and concrete slaughter slabs, constructions of incinerators and public latrines and the conversion of public latrines at Victoria to a water-borne type ; construction of Native Authority dispensaries, formulation of Native Authority building rules, lectures on sanitation at teachers' refresher courses, examination of school children for signs of sub-nutrition and experiments in the provision of balanced meals and a new nutritional plan for schools in Dikwa Division.

171. A Medical Field Unit financed from Colonial Development and Welfare funds was posted to Cameroons Province during the year. Preliminary investigations are being undertaken on the incidence of filariasis, onchocerciasis and paragonimiasis. At the end of the year a survey team from the Rockefeller Yellow Fever Research Institute at Yaba, in Nigeria, was operating in the territory.

The Medical Practitioners and Dentists (Amendment) Ordinance was enacted during the year. It was designed to amend the principal Ordinance (No. 20 of 1934) by establishing a disciplinary committee to enquire into allegations of professional misconduct against medical practitioners or dentists.

172. The International Conventions on the subject of preventing and combating diseases which have been applied to the territory are set out at Attachment C and the general relations and co-operation established with neighbouring Governments are stated in sub-section 16. New International Sanitary Conventions dealing with quarantine arrangements and more particularly with the control of yellow fever were concluded in 1944. As the outcome of a Medical Conference held at Accra in 1946 the recommendations adopted for establishing a system of practical co-operation between neighbouring territories in many aspects of public health and medical work were accepted by the British and French representatives and also by experts from the Belgian Congo, Portuguese Guinea and Liberia.

No notification has been received that the constitution of the World Health Organisation has come into force, but the reports of the Interim Commission setting out the decisions that it has taken have aroused the greatest interest. When the organisation has been constituted steps will be taken to ensure that the territory plays its full part in its activities in respect of such conventions or regulations as may be applied to it. In the meantime it is considered that the present system of disseminating epidemiological information in West Africa is satisfactory and adequate including, as it does, the use of wireless or cable signals to disseminate intelligence in the case of plague or yellow fever.

173. As it is not yet practicable to make compulsory the registration of births and deaths, vital statistics are not available. A considerable development of communications and medical facilities must take place before reliable health and epidemiological information can be obtained.

174. The maintenance and further expansion of the medical and health services is limited entirely by the rate of supply of qualified medical staff and trained auxiliary personnel. Shortage of qualified staff continues to retard progress in medical work and unless improvement in recruitment takes place it will prove impossible to carry out the development programme as it was originally planned and it may be necessary to defer opening up new medical centres. From every point of view it is preferable that training should be provided in Africa as the major portion of the work of the expanded services must be carried out by Africans themselves if development is to achieve any

permanency. A pressing need is the development of the School of Medicine of Nigeria and there is little doubt that Nigeria can absorb the eighty graduates a year to be trained at the proposed new University College Medical School at Ibadan. Schemes are also afoot for the enlargement and expansion of pharmacy schools and training schools for nurses, midwives and sanitary inspectors. Doctors, nursing sisters, laboratory technicians and sanitary experts are also, of course, recruited from abroad.

175. No facilities are available for training medical personnel within the territory. As stated in the above paragraph training is available in Nigeria for doctors at the School of Medicine of Nigeria, for dispensers at the pharmacy schools and for nurses, midwives, health visitors and sanitary inspectors at their respective training centres. These facilities are available without discrimination to all the inhabitants of the territory who possess the requisite educational standards. The Cameroons Development Corporation intend to institute their own school of nursing and classes for training dispensary attendants and sanitary inspectors in the rudiments of hygiene and care of the sick, when their medical service goes into operation.

176. Non-qualified indigenous practitioners are very active. They are allowed to practise subject to good faith in their belief and the non-usage of any poisonous material in their medicines. Their influence varies according to the distance from a qualified medical practitioner and hospital or dispensary facilities : in the more primitive areas it is still considerable. Their activities—in common with all persons subject to the jurisdiction of the Courts—are regulated by those provisions of the Criminal Code which relate to the preservation of human life, the prevention of injurious acts and the administration of noxious drugs.

177. Principal diseases.

1. Epidemic : cerebro-spinal meningitis and smallpox.

2. Endemic : yaws, leprosy, malaria, trypanosomiasis, miasis, filariasis (loa loa), onchocerciasis, dracontiasis, paragonimiasis ; skin diseases (especially scabies, impetigo, tinea) ; helminthiasis (ascariasis, ankylostomiasis, trichuris, taenia). Tuberculosis is not prevalent in the Cameroons. The incidence of bronchitic diseases appears to be high. Tropical ulcers are prevalent. Quite a large group of patients complain of rheumatism but this may be due to yaws and other specific diseases. The incidence of venereal diseases does not appear to be unduly high. There are no figures available as to the incidence of disease in the Cameroons as apart from Nigeria as a whole.

During the past year there have only been two small epidemics of cerebro-spinal meningitis in scattered areas of the territory and there were twenty-three deaths.

Bilharzia is an almost universal disease in some villages in the northern area but the mortality is not high and the disease appears to die out in a large proportion of the cases.

178. There are no official leper settlements in the territory but at Banso, Bamenda and Mamfe, the Native Authorities, under the direction of the District Officers, maintain small settlements housing 100 to 200 persons. These are, however, in the nature of charitable institutions rather than treatment centres. The Mamfe Native Administration supports thirty leper patients at the Church of Scotland mission settlement at Itu in Nigeria. There is a large leper colony situated close to the territory which serves the northern area. This is the Church of Brethren mission leper colony at Garkida, with approximately 1,100 in-patients at the colony, of whom 100 come from the Trust Territory.

Leprosy treatment centres are also at Gurum (Trust Territory) and Lassa (one mile from territory border). These are mission institutions where injections are given weekly to lepers.

179. Prostitution is not a general problem in a territory where native institutions still retain much of their influence and urban or industrial conditions hardly exist. There is a certain amount of prostitution in the neighbourhood of labourers' camps in the plantations and the question is being investigated by the epidemiological team referred to in sub-section 171.

180. One of the principal duties of the health staff is to further the education of the community in health matters and to induce them to accept sanitary reforms, while Administrative Officers, when touring, continually stress these points in their meetings with the villagers. Hygiene is a subject in the curriculum of all Government and Native Authority schools which are required to adopt measures of sanitation approved by the medical authorities and these schools are inspected as a matter of routine. The missions adopt a similar procedure. Native Authority public health rules are enforced as far as the limitations of staff permit. It is felt, however, that the adoption of sanitary reforms is a matter for educative rather than for coercive action. Progress is slow. Ignorance, apathy and illiteracy combine to make it so.

Sustained efforts continue to be made in the more remote areas to increase the confidence of the indigenous inhabitants in the medical services provided, by precept and propaganda, on every suitable occasion, by Administrative and Medical Officers. Such measures are, however, not necessary in the southern areas of the Cameroons Province where the facilities provided by hospitals are very popular and there is a constant demand for their extension. Indigenous practices are not considered to be sufficiently dangerous or injurious to warrant taking any steps towards their eradication other than the demonstration of the superiority of modern methods of treatment. Legislation has also been passed to prevent case to case inoculation in smallpox cases.

181. Continuous successful vaccination campaigns against smallpox have been carried out in all parts of the territory. Vaccination against smallpox and inoculations are free to all as circumstances demand. Teams of vaccinators work in the villages; a team is now operating in the Bansa area, complementary to the French mobile field unit vaccinating villages on its own frontier. In Dikwa Division, during three months in 1947, an intensive simultaneous campaign was carried out in conjunction with the health authorities of the French Cameroons throughout the districts on either side of the common frontier, in the course of which a total of 3,993 vaccinations were performed in the division.

All dispensary attendants are licensed to give standard injections for the treatment of syphilis, schistosomiasis and amoebic dysentery, but no preventive inoculations are given.

The giving of advice on mosquito control in compounds and its supervision is part of the duties of the sanitary inspectors in the larger centres, but it has not yet proved possible to instigate any wider measures for the elimination of malaria.

There are no private practitioners in the territory and no qualified mission doctors so the question of co-ordination in curative medicine does not arise. Missions and the Cameroons Development Corporation are assisting in fostering sanitation and preventive and curative medicine in their own respective areas.

182. There is an ever-increasing demand for the establishment of maternity homes and ante-natal clinics, but such a demand has to be watched with care owing to lack of supervision. There is also a great demand for the personal attention of doctors and midwives at childbirth, but the lack of accommodation

in the institutions and the small staff available preclude the development of this very important work. The practice of midwifery is controlled under the Midwives Ordinance. Pre-natal clinics do not exist. Child health clinics have not been instituted and what work is done depends on the individual medical officers. Medical facilities for children are available in the Government hospitals and Native Authority dispensaries. Where no hospital or dispensary exists the school teachers have been instructed in the use of simple remedies. There are Government ante-natal and maternity centres at Victoria, Kumba, Bamenda, Bansa and Mamfe. A certain amount of work is also carried on by the missions at five centres in the Bamenda Division and at Nyassoso in the Kumba Division.

183. Only one school in the Dikwa Division, that at Bama, accommodates boarders and a special diet sheet has been introduced for them prepared by the Medical Officer, Maiduguri, from the scales recommended by the Nutrition Officer in Lagos. All schools maintain vegetable gardens and fruit trees to supplement the children's diet and to teach them the value of such protective foodstuffs. A morning meal is provided for the school children at the pagan schools in order to allow children from further afield to attend as day pupils.

Similar experiments in the supplementary feeding of school children have been started by Adamawa Native Authority, and as experience is gained it is intended to extend supplementary feeding to all schools. Recently, the Medical Field Unit working in the Tiko Area of the Cameroons Province has made a small survey in relation to nutrition. The average person in that area partakes of two to three meals per day, with occasional snacks. There is a general complaint that the cost of food is high. The staple diet consists of yams, cocoa yams, plantain, cassava, rice, potatoes, maize, beans, ground-nuts, okra, onions, fresh leaves, native fruits, sugar cane, palm oil, ground-nut oil, fish, beef, pork, poultry, and occasionally game, snails, mushrooms and various peppers. Cooking is usually done once a day and the food prepared lasts two days, being reheated as required; this may be repeated three or four times. Meat and fresh fruit are eaten as snacks. Fish is cooked in oil. There has been no supplementary feeding of children and no nutritional measures have been introduced.

184. In the territory almost all living animals are used as food by the inhabitants. Apart from domestic animals, antelope of various kinds, wild pig, rodents, monkeys, snakes, iguana, birds, crickets and grubs are eaten. The numbers available do not appear to be large and endeavours to form game reserves in parts of Nigeria have met with strenuous opposition from the hunters, and little attempt has been made to preserve wild animals as far as the indigenous inhabitants are concerned. Control is only exercised over the activities of non-indigenous hunters by the Wild Animals Preservation Ordinance.

Hunting by the indigenous inhabitants is however restricted in effect by the Arms Ordinance, which very severely limits the use by hunters of arms of precision.

Fish of all kinds is eaten by those fortunate enough to live near the sea or to have rivers and lakes within their territory. It is usually dried, but is sometimes eaten fresh and contributes to the protein content of the inhabitant's diet. No measures have been found to be required for the protection of the local fisheries.

The principal wild plants whose products contribute to the diet are trees, and their resulting value is sufficient to make the inhabitants of their own accord protect them; they are the Baobab, whose leaves are used widely as an ingredient of soup; and the Desert Date, Tamarind and Jujube, of which the fruits are eaten. In addition are eaten the fruits of the wild pawpaw, tsada,

shea-nuts, ebony tree and kuka leaves and seeds. In the Cameroons Province mention might be made of mangrove seeds, heart of elephant grass and the leaves of the shrub called masango.

185. In the Cameroons Province, as stated above, there are General Hospitals at Victoria, Kumba, Mamfe, Bamenda and Bansa, which provide one bed for every 750 persons in the Province. There are also available another 250 beds for labourers and others in the plantations which employ 16,000 labourers. The Northern Areas are served by the General Hospitals at Maiduguri, Yola and Wukari, which are sited outside the territory and are equipped to deal with all tropical and venereal diseases.

186. All the hospitals are the centre of a circle of dispensaries which are visited by Medical Officers at regular intervals. There are forty of these dispensaries in the territory which have been constructed and are maintained by the Native Administrations. There is also one Government dispensary and five small hospitals and twelve dispensaries maintained by the Cameroons Development Corporation. In addition, the Missions maintain three maternity homes and two dispensaries.

187. Methods of disposal of human and animal excreta in use are by shallow trenching, otway pits, borehole latrines and, in a few places, septic tanks. Composting processes are in use in some towns.

A fairly large proportion of towns and villages have public latrines—chiefly used by strangers—but there are few drainage facilities.

There are piped water supplies at Victoria and Buca. Smaller centres rely on wells, protected rural water-points, streams and springs.

No accurate information is available as to the number of sources and percentage of population served. Sanitary Inspectors include supervision of water supplies in their duties. No samples were sent for analysis during the year.

188. Stagnant pools are either "oiled" or, where practicable, they are drained and filled in. In Dikwa Division no arrangements for the disinfection of stagnant pools would be successful, since such vast areas of the division are covered by stagnant water between August and December each year that any attempt to deal with them would be ineffective. The control of pests dangerous to health is mostly directed against:

- (a) Mosquitoes. By elimination of their breeding-places by oiling and drainage.
- (b) Flies. By ensuring to the extent of available staff that all breeding-places are eliminated and that sources of attraction, e.g. refuse, stabling of horses in the near vicinity of households, inadequate disposal of excrement, garbage, etc., are kept properly under control.

189. In those places where there is a qualified health staff available, all animals destined for slaughter are inspected both ante-mortem and post-mortem for signs of disease, and those found unfit for human consumption are disposed of by burning either wholly or in part. Routine inspection is also carried out on markets and slaughter-houses by the sanitary staff. The commercial firms co-operate in the case of tinned foods, and if suspected goods are found to be unfit for human consumption they are destroyed. It can be stated, however, that only the fringe of this problem has been touched.

Drugs

190. The importation, exportation, external trade in, manufacture, sale and use of opium, coca leaves and Indian hemp, and also of prepared opium,

manufacture of Indian hemp, cocaine, morphine and morphine derivatives is regulated by the Dangerous Drugs Ordinance (No. 12 of 1935). The disposal of poisons, restrictions on the sale of poisons and control of patent and proprietary medicines is controlled by the Pharmacy Ordinance (No. 56 of 1945).

191. The population of the territory is not addicted to the use of narcotic drugs.

192. With the exception of small quantities administered in hospitals by Medical Officers in accordance with hospital practice, over the supply of which strict control is maintained by the Medical Department, it is believed that no opium, marijuana or other dangerous drugs were consumed in the territory during the year, and no measures have been taken to regulate traffic in the use of such drugs.

193. The Opium Convention signed at the Hague on 23rd January, 1912, and subsequent relative papers were applied to the territory on 20th July, 1922: the Convention relating to Dangerous Drugs, with a Protocol signed at Geneva on 19th February, 1925, was applied on 17th February, 1926, and the Convention for limiting the manufacture and regulating the distribution of Narcotic Drugs signed at Geneva on 24th September, 1931, was applied to the territory on 17th February, 1937.

Alcohol and Spirits

194. Methods of distilling illicit spirits are known in the southern areas of the Territory. The traffic is not large and every effort is made to obtain convictions against persons engaged in this practice.

The definition of prohibited areas is:

"Areas in which intoxicating liquor may not be sold except under a licence, and in which the sale of spirits to, and the possession of spirits by, natives is prohibited."

The Kumba and Victoria Divisions of the Cameroons Province are "licensed areas". The definition of licensed areas is:

"Areas in which intoxicating liquor may not be sold except under a licence."

The use of alcohol, imported or native-made, is forbidden by their religion to all Muslims. The pagans of the Northern Areas of the territory, on the other hand, consume large quantities of home-brewed beer made from the local guinea-corn, while the natives of the south drink palm wine made from the fermented sap of *raphia vinifera* or *elaeis guineensis*. As with most communities of agricultural labourers, this is as much a food as a drink, and palm wine is the accepted source of valuable and necessary vitamins. It is also used at marriage feasts and religious festivals. No figures of the quantity consumed are available.

The Victoria, Bakweri and Balong Native Authorities during the year made rules to control the sale of native liquor, which includes palm wine and any kind or description of fermented liquor usually made by natives of Nigeria or in the adjacent territories. The rules require all sellers of native liquor to be licensed.

The illegal distillation of spirits from palm wine may have penetrated into the southern areas of the territory from Nigeria, but no cases have come to the notice of the administration during the year.

Importation of French gin and whisky is prohibited.

Illegal importation is kept to minimum by what is called the Eastern Preventive Service—a Customs Preventive Force which operates along the land boundary.

Illegal importation of spirit along the coast is controlled by the Customs Preventive Launch M.V. *Vigilant* which is under the command of a Marine Officer who is an acting Collector of Customs whilst in command.

The importation of alcoholic liquor for five years since 1942 is set out below :

	1943 Imp. Galls.	1944 Imp. Galls.	1945 Imp. Galls.	1946 Imp. Galls. ¹	1947 Imp. Galls.
Ale, Beer, etc.	1,105	240	476	1,676	6,742
Spirits :					
Brandy	51	42	15	69	69
Gin	43	28	—	251	853
Rum	1	1	—	2	10
Whisky	448	706	516	967	756
Uncenumerated Potable	2	1	1	5	56
Wines	68	82	112	295	315

The importation of gin during the last five years classified according to the countries of export has been as follows :

	1943 Imp. Galls.	1944 Imp. Galls.	1945 Imp. Galls.	1946 Imp. Galls.	1947 Imp. Galls.
United Kingdom	43	21	—	201	769
South Africa	—	6	—	30	—
France	—	1	1	—	—
Netherlands	—	—	—	20	84
Total	43	28	—	251	853

The following table shows the quantities of gin and whisky of various strengths which were imported into the Cameroons Province during the last five years :

Strength Tralles degrees	Gin					Whisky				
	1943 Gall.	1944 Gall.	1945 Gall.	1946 Gall.	1947 Gall.	1943 Gall.	1944 Gall.	1945 Gall.	1946 Gall.	1947 Gall.
43°	—	—	—	—	—	448	706	516	967	756
44°	—	—	—	50	—	—	—	—	—	—
45°	—	—	—	45	137	—	—	—	—	—
46°	43	28	—	156	716	—	—	—	—	—
Total	43	28	—	251	853	448	706	516	967	756

The import duty on spirituous liquors, wines, beer and other fermented beverages are as under :

Brandy, Gin, Rum and Whisky, the gallon	£2 12 0
Wine :	
(1) Sparkling, the gallon	£2 10 0

(2) Still :

(a) containing not more than thirty-five per centum of proof spirit, the gallon	15 0
(b) containing more than thirty-five but not more than thirty-eight per centum of proof spirit, the gallon	£1 5 0
(c) containing more than thirty-eight per centum of proof spirit, the gallon	£1 17 6
Ale, Beer, Cider, Perry and Stout, the gallon	2 0

There is no maximum alcohol content for wines, beer and other fermented beverages. Duties are the same as in Nigeria, but higher than those in the neighbouring countries.

Population

196. Vital statistics are not recorded. Apart from the physical difficulties of doing so, there is a general and widespread suspicion among primitive people of any undue prying into such matters. The last census of the population was in 1931. The war prevented one being taken in 1941, and the next census is due in 1951. The 1931 census covered the whole of the territory. Estimates of the population are usually based on a multiple of the known taxable male figures taken from the tax rolls prepared by the Native Authorities. These figures are multiplied by 3.5 as this factor appears to be a rough approximation to the average of the proportion of old men, women and children, to taxable (or able-bodied) men. Apart from possible error due to the use of this factor there is always a risk that individuals are managing to evade tax, or that deaths are being recorded, but boys reaching taxable age are not. The nomad herdsmen are not counted at all; they do not reside in one place throughout the year and only pay tax on their cattle, so that their own numbers are irrelevant to taxation statistics.

Social Security and Welfare

197. The Convention of the International Labour Organisation concerning social policy in non-Metropolitan territories, adopted at the 30th Session of the International Labour Conference held at Geneva in June and July, 1947, has not yet been applied to Colonial and Trust Territory, and its text is at present under consideration by His Majesty's Government.

198. No services are provided or contemplated with respect to widows' pensions and old age pensions, maternity benefits, relief or other forms of protection for the inhabitants of both sexes. In the purely agricultural and pastoral society of the territory, and in the absence of those social evils which are normally associated with industrialisation, no scheme for social security appears likely to be required within the measurable future. The indigenous system of family solidarity is a safeguard against social insecurity.

199. No legislation affecting social welfare applicable to the territory was enacted during the year.

200. No immediate objectives in the social security field are contemplated nor, indeed, are considered necessary. As pointed out elsewhere, native law and custom adequately provides for such needs at present.

201. A Woman Education Officer has recently been posted to Bansa to undertake social welfare work amongst the women of the Bansa tribe along lines indicated as profitable as a result of the research work of a social anthropologist. The Fon and Council and the leading women of the tribe have

stated that they do not want their girls taught to read and write, as this only unfits them for their normal role in society, but they welcome the proposal to teach them hygiene, domestic science, infant welfare and improved methods of farming. The Woman Education Officer is assisted by a midwife trained in Nigeria. When this centre is securely established she will extend her activities to other centres.

202. Native law and custom provides as a matter of course for orphaned children. A community with the affection for its children that is common to all Africans does not, when uncontaminated by outside contacts, abandon its children, and such an occurrence is unheard of in the territory. Juvenile delinquency is also very rare, and urban conditions and social developments have not yet taken such a form as to affect the customs, habits and discipline of native society.

Housing and Town Planning

203. The type of rural housing throughout the Cameroons Province is still purely traditional and often primitive. In the urban areas it is being gradually modified, though traditional designs and materials predominate. Reference has already been made to the use of bricks and tiles and sun-dried mud blocks. There are no mining areas. On the plantations conditions vary. In some, good brick and tile houses, with proper sanitary cooking and washing facilities, have recently been made for plantation employees and labour, and the intention is to improve the remainder as early as possible. These latter are of traditional design and materials. A programme is being steadily pursued, but will take some years to complete. On the United Africa Company Estate at Ndian in the Kumba Division single line barracks are being converted into two-quarter cottages of mud blocks.

The small houses in the Northern Areas of the territory are generally round, built of mud or stone (in the hills), with thatched roofs, and are surrounded by a compound wall of mud, stone or grass mats. Each wife has a separate hut and there are huts for the master of the house, his sons, a kitchen, and small houses for hens or domestic animals in the typical compound. The larger houses in towns may have vaulted roofs of beams and mud, or of corrugated iron.

204. The only legislation affecting housing or town planning enacted during the year was the Building Lines Regulation (Amendment) Ordinance (No. 5 of 1947), which amended the definition of "road" in the principal Ordinance to include any thoroughfare under construction, and authorises an Administrative Officer or Native Authority in the case of a contravention of an order made by a Native Authority to remove any natural obstruction within 100 feet of the centre of any road to which the principal Ordinance applies.

205. There are no special services for the promotion of improvements in housing. The Native Authorities in the Cameroons Province, acting on the advice of District Officers, set an example by providing good brick and tile or mud block houses of modern design for their employees, and as has already been stated they have developed brick and tile industries which are beginning to find customers among the general public. Four Native Authorities have recently passed building rules under the power conferred on them by the Native Authority Ordinance, and these will ensure an improved standard of building and design in all the urban areas to which they relate.

In the Northern Areas, wherever practicable, the people are encouraged to improve the lay-out of their villages and towns by the provision of broad, tree-lined streets (for protection against fire), the extension of existing compounds and the provision of new compounds on a more generous scale than is the

present native custom. Model lay-outs for houses within the compound are made available. There is a Development Officer attached to the Adamawa Province engaged solely on this type of improvement.

206. *Housing and Town Planning Projects (Government) :*

- (a) *Buea.* Permanent houses are being provided for junior staff in Buea. The first section, to be built at a cost of £21,500, is nearing completion, whilst the second portion, which will accommodate the police in proper barracks, is about to be started.
- (b) *Victoria.* Suitable accommodation for the police is being provided by the adaptation of the barracks built for the Royal West African Frontier Force during the war, whilst additional houses for junior staff are being erected in the town. A house for the engineer in charge of the electricity undertaking is in hand.
- (c) *Kumba.* Houses are being erected for the Provincial Forestry Officer, Education Officer, and two Senior and one Junior Officers attached to the Medical Field Unit. A house for the Assistant Registrar of Co-operative Societies will be started shortly.
- (d) *Dikwa.* The finely conceived lay-out for the new capital of the Dikwa Division at Bama was designed by the Town Planning Officer at Lagos. It is now almost completely built up and extensions were being planned during the year. Though the trees which line the broad avenues were only planted six years ago, they have already attained a fair height, and the impressiveness of the town grows appreciably.
- (e) *Gembu.* Work was virtually completed on the lay-out approved in 1944.
- (f) *Jada.* A lay-out for Jada town was drawn up during the year and work on it will shortly begin.

Penal Organisation

207. The prisons of the Trust Territory established under the Prisons Ordinance are under the control of the Director of Prisons who is responsible to the Governor for their administration. These prisons comprise a convict prison at Buea at which all classes of prisoners may be imprisoned and prisons at Kumba, Mamfe and Bamenda limited to convicts with sentences of two years and under. The large convict prisons of Nigeria have regular prison officers in charge, but those of the Cameroons Province, like all minor prisons throughout the Southern Provinces of Nigeria, are under the immediate supervision of District Officers, who are guided by the Prisons Ordinance, and Prison Regulations and orders from the Director of Prisons, and generally depute their duties to an Assistant District Officer. The daily average population of these prisons is 400. The staff establishments for the four prisons are shown in Appendix III. Warders are normally recruited and trained at a special school at Enugu, in the Eastern Provinces of Nigeria, before being posted to out-station prisons. Recruiting is confined at present to ex-servicemen of the requisite educational and physical standards. The Director of Prisons sometimes authorises recruiting at out-stations.

The occupation of the warders is supervisory ; the warder in charge is responsible for returns, and the warders supervise the cleaning of the cells, latrines and the prison buildings. A warder is on duty at the gate by day and night, and there are warders with all the gangs working outside the prison.

The warders do not carry firearms, and receive no instruction in the use of them.

There is also a prison established under the Native Authority Ordinance at Bama, the headquarters of Dikwa Division in which convicts with sentences not

exceeding two years may be imprisoned. Native Authority prisons are under the general superintendence of the Director of Prisons who advises the Native Authorities on their administration. There are also Native Authority lock-ups for short sentence prisoners at Mubi, Gembu, Jada, Gwoza and Ashigashiya.

208. Except where it is impossible or undesirable for disciplinary or medical reasons, prisoners are confined in association wards, those condemned to death being segregated. All sleep on bedboards, each with three blankets. Prison uniform consists of a white drill jumper, with a number stencilled on the back, white shorts of the same material, and a grey flannel under jumper; for condemned men, the jumper and shorts are black. Prisoners bathe daily after work, wash their uniforms once a week, and are allowed to receive visitors and write letters on Sundays; if a prisoner is illiterate, one of the warders writes at his dictation. On Sundays and other Church festivals missionaries hold services in the prison. As far as possible prisoners before trial are kept apart from convicted prisoners, juveniles from adults, first offenders from habitual offenders and debtors and other non-criminal prisoners from criminal prisoners. Structural difficulties, however, preclude the complete separation of the classes. Women prisoners are confined in an altogether separate part of the prison, in charge of a wardress. The dietary scale is set out in the statistical appendix. It has been drawn up by experts and is considered to be adequate for health. In Native Authority prisons the dietary scale must be approved by the Resident. Sanitary arrangements are, according to modern standards, primitive, but they are as good or better than those of free persons living in the villages. Bucket latrines are provided and conservancy is carried out by the prisoners.

There are no strictly educational facilities, though lately at Buca it has been possible to start vocational work in carpentry on a small scale, and in the other prisons inmates are encouraged to exercise what skill they may possess in such industries as basket making; on discharge, they receive a third of any profit from sales.

The Government Medical Officer of the station attends at the prison frequently, and is always on call. Every prison contains a sick bay, serious cases being removed to the nearest civil hospital. The sickness rate, as regards illness contracted in prison, is very low, although those who enter the prison in need of medical attention in some form are numerous. A prisoner in ordinary health almost always gains weight during his sentence. The Medical Officer advises the Officer-in-Charge in sanitary matters. The Resident to whom the Governor's powers have been delegated appoints annually prison visitors and a visiting committee for each of the prisons constituted under the Prisons Ordinance. These persons are prominent local residents not in Government service and include in respect of Victoria and Kumba Divisions in 1947, in each case, a member of the Native Authority. The Committee hears complaints, makes recommendations for improving conditions, and can order punishment within the limits of the regulations.

Juveniles are not as a rule imprisoned, although they may be under existing Ordinances. Juvenile delinquency is comparatively rare and is usually corrected by parental action. Long sentences are served in an approved institution in the Eastern Provinces where juveniles receive appropriate training. In less serious cases a sentence of whipping may be imposed. A few strokes with a light cane has been found to be a deterrent. The punishment must be administered in the presence of an Administrative or Police Officer, and a Medical Officer or qualified nurse.

No special laws applying to juveniles have been made applicable to the territory, and there are no special courts to deal with them.

210. Imprisonment may be either with or without hard labour as the Court may order and, where no specific order is made, imprisonment is with

hard labour. The Medical Officer examines prisoners under sentences of imprisonment with hard labour and makes an entry in the appropriate journal of the physical capabilities of every such prisoner. No prisoner is put to any kind of employment for which the Medical Officer shall have certified him to be unfit. Prisoners who are not ordered to be kept under hard labour are employed in some manner as may be best adapted to their skill, ability and strength.

211. Long-term prisoners who have been transferred to convict prisons in Nigeria are taught tailoring, carpentry, shoe-making and other trades and are given appropriate aid to obtain the tools of their trades on discharge. Short-term prisoners who form the great majority of those imprisoned in the Trust Territory are normally employed extra-murally on works of general station sanitation such as grass cutting and conservancy. Ordinary maintenance of prison buildings is in the hands of prisoners, as are all services within the prison, cooking, cleaning and sanitary. The ordinary working day is six and a half hours, five hours on Saturdays, and no work is done on Sundays or public holidays. Prisoners do not work for private employers, are always under a warder's supervision, and are not paid. (See sub-section 215.)

212. Prisoners of the Cameroons Province are not usually sent long distances or outside the territory for confinement. Prisoners in the areas of the Trust Territory administered as though it formed part of the Northern Provinces undergoing sentences of more than two years are sent outside the territory to Kaduna convict prison to serve their sentences. Sentences of more than three months imposed on prisoners of the area administered with Adamawa Province are served at Yola outside the territory and sentences imposed in the Nodoro-Tigon-Kentu area, administered with Benue Province, at Wukari which is also outside the territory.

213. In addition to fines and imprisonment penalties of forfeiture, whipping or deportation may be imposed under certain conditions. The use of the "cat" is illegal. Sentences of imprisonment are imposed for definite periods. Convictions for official corruption, bargaining for offices in the public service, perjury or perverting justice, extortion or receiving property to show favour by a public officer or judicial corruption by a judicial officer may, by order of the Court, result in the forfeiture of any property which has passed in connection with the commission of the offence; similarly when any person has been convicted of sending dangerous or obscene things by post or of a number of other postal offences the Court may order the forfeiture of any personal property which has been used in the commission of the offence.

Sentences of whipping may only be imposed in the Supreme and Magistrates' Courts on persons convicted of defilement or indecent treatment of girls or on a householder permitting defilement of girls on his premises, for rape, robbery with violence, disabling in order to commit a felony or misdemeanour and intentionally endangering the safety of persons travelling by railway. The Court may, however, if it thinks fit, having regard to the prevalence of a crime within its jurisdiction or to the antecedents of the offender, sentence any person convicted of an offence for which he is liable to imprisonment for a period of six months or more to whipping either in addition to or in lieu of any other punishment.

In addition, whenever a male person who in the opinion of the Court has not attained 17 years of age has been found guilty of any offence the Court may, in its discretion, order him to be whipped in addition to or in substitution for any other punishments to which he is liable.

No person may be sentenced to be whipped more than once for the same offence and where a person is convicted of one or more offences at one trial the

total number of strokes awarded may not exceed twelve. No sentence of whipping may be passed on any female, or any male who, in the opinion of the Court, has attained the age of 45.

Whipping may be imposed as a sentence for criminal cases tried in the Native Courts to the extent to which the Court imposing the sentence is authorised by its warrant, which in no instance in the Cameroons Province exceeds twelve strokes. A sentence of whipping imposed by a Native Court is inflicted in a prison in a manner and with an instrument approved by the Governor and no sentence of corporal punishment is inflicted publicly.

The Maliki Code of Moslem law which is administered in the Moslem Native Courts in the northern areas of the territory provides specifically for the award of corporal punishment of a purely formal nature for the following offences :

- (i) Homicide (in certain circumstances).
- (ii) Fornication.
- (iii) Drinking wine.

Where a person is convicted of an offence punishable by imprisonment without the option of a fine the Court may, in addition to or instead of any other punishment, recommend to the Governor that he be deported if it appears to the Court to be in the interest of peace, order and good government that an order of deportation should be made. "Deportation" in the case of a Native of Nigeria, which term includes a Native of the Trust Territory, means deportation from the place where the offence took place or where the proceedings which culminated in the recommendation for deportation were heard to any other place in Nigeria and in the case of a person not a Native of Nigeria to a place outside Nigeria or to a place in Nigeria other than that in which the offence took place. A person who has been appointed a Native Authority or a member of a Native Authority or who has been appointed a district or village headman or has exercised judicial authority under the Native Courts Ordinance and has ceased to hold office or exercise authority either by reason of the termination of his appointment, resignation or otherwise may be directed by the Governor by order under his hand to leave the area in which he was so appointed or exercised authority or such other area adjacent thereto as may be specified in the order if the Governor is satisfied that it is necessary for the re-establishment or maintenance of peace, order and good government that such person should leave such area.

Sentences of whipping, forfeiture or deportation imposed in accordance with the Criminal Code or Criminal Procedure Ordinance are applicable to both indigenous and non-indigenous inhabitants.

214. No prison legislation was passed during the year.

215. Earning schemes have been introduced and funds provided to aid deserving ex-prisoners on discharge. The question of the appointment of prison education officers is under active consideration, and funds have been provided for rehabilitation work next year.

216. Prison discipline is maintained by the deprivation of privileges and the loss of remission which is a great deterrent. Corporal punishment is restricted to mutiny, incitement to mutiny and assault upon prison officers, and is imposed but rarely.

217. By good conduct and industry, prisoners may earn remission to the extent of one-third of their sentences. Prisoners serving long terms of imprisonment may, after actually completing two years of their sentences, earn 2s. a month by performing work in excess of a fixed task. Half of the amount is placed by the prisoner himself into a saving box which is given to him on

discharge, and he is allowed to spend the balance on petty luxuries on each pay day.

218. Statutory provision for a probation system has been introduced into Nigeria but has not yet been extended to the Trust Territory.

H. EDUCATIONAL ADVANCEMENT

General

219. The main objectives of the educational policy are set out in the Memorandum on Educational Policy in Nigeria, Sessional Paper No. 20 of 1947, where education is defined as "not merely the training of the intelligence or the acquisition of the means of livelihood but also the raising of the general level of the life of the whole people and the provision of adequate facilities for their development, physical, economic, intellectual and spiritual." This paper has been approved by all three Houses of Assembly and by the House of Chiefs and will be brought before the Legislative Council for approval in March, 1948.

In a non-compulsory scheme of education, supply is largely conditioned by demand. The demand in many areas of the Trust Territory has in the past been relatively small owing to their geographical remoteness, poor communications and consequent lack of economic development. The demand has, however, rapidly increased during recent years and the measures taken to stimulate economic development, which have been described on other pages will almost certainly have an effect on education.

220. The educational system in the territory is set out below :

Cameroons Province

Government, Native Authority, and Voluntary Agency.	{	(a) Primary Schools, with eight year course.
		(b) Secondary Schools, with six year course.
		(c) Teacher Training Colleges, with courses for two years, or three years.
		(d) Domestic Subjects Centres for girls attending school and adult women.

Northern Provinces

Native Authority. Voluntary Agency.	{	(a) Primary Schools, with four year course
		(b) Middle School, with four year course
		(c) Vernacular Elementary Schools, four year course.

There are no schools managed by voluntary agencies in those parts of the territory administered as though they formed parts of Bornu and Benue Provinces. In the latter area there is only one elementary school managed by the Native Authority which was opened at Abong in the Tigon clan area in December, 1947.

For teacher training, men and women from the territory administered as though it formed parts of the Northern Provinces of Nigeria may be admitted to various training centres in the Northern Provinces.

The current educational programme is summarised below :

Schools and Curriculum

- (1) Adaptation of education to rural life.
- (2) Extension of teacher training. A rural education centre, providing courses for teachers of rural subjects, is to be opened at Bambui. Three new training centres will be opened with assistance from funds provided by the development plan.
- (3) Development of secondary education. Grants from development loan funds are to be given to expand two boys' schools. Both boys and girls

are eligible to enter secondary schools in Nigeria, and some scholarships are available.

- (4) Extension of primary schools as teachers become available under (2) above.
- (5) Encouragement of female education, both in schools and domestic science centres.
- (6) Encouragement of literacy movements amongst adults.
- (7) Work amongst women in villages and compounds.

221. In both Cameroons Province and those parts of the territory administered as though they form part of the Northern Provinces of Nigeria the Education Department is under the control of the Director of Education, Nigeria. The Regional Deputy Directors of the Northern and Eastern Regions are responsible to him for those parts of the territory in their regions.

All schools are inspected by the education officers, who maintain close contact with mission supervisors and managers. Supervisors in Cameroons Province are members of the Board of Education, Southern Provinces.

The educational personnel employed in the territory is set out below :

Government Staff :

Education Officers	4	
Supervising Teacher	1	
Teachers	37	
Clerical staff and others	6	
		48
Native Authority Teachers		255
Voluntary Agency Teachers		1,017
Total		1,320

The financial provision made for educational purposes in the territory is as under :

Allocations from Nigerian Revenue :	£	£
Education Officers' salaries	2,940	
Teachers' salaries	6,986	
Clerical salaries, etc.	662	
Maintenance of Schools, etc.	7,309	
Grants in aid to Voluntary Agencies	8,554	
		26,451
Allocations from Native Authority Revenue		16,483
Total		£42,934

222. No educational legislation has been passed during the year. A new Education Ordinance is being drafted and the Bill will probably be published in 1948.

223. In the Cameroons Province sixteen new schools were built and nine were re-built or extended ; in the northern areas eight schools were extended, one new school was completed and one begun while in the area administered with Adamawa Province four new schools are planned. Owing to the war and post-war shortages equipment is inadequate although efforts are being made to make good the deficiencies. Supplies of school books and other literature both in the vernaculars and in English are insufficient.

224. In the Cameroons Province no new school may be established unless the Director of Education is notified not less than three months before the school

is to be opened of the name and address both of the proprietor and manager, the situation of the school together with a plan of the buildings, the type of school proposed and the numbers, qualifications and nationality of the staff. The Governor on the recommendation of the Director of Education and a Committee of the Board of Education appointed for the purpose may prohibit the opening of a new school when the Director and Committee are not satisfied that the person whom it is proposed should be the manager is a suitable person to be in charge of a school and until such time as the Director and Committee are satisfied that the school will be efficiently conducted and adequately staffed. In the northern areas no new school or class for religious instruction may be established without the prior approval of the Resident of the Province in which it is desired to establish such school or class. In the Cameroons Province the manager of every school shall send annually to the Director a return showing the number of pupils on the roll and the average attendance of pupils and the numbers, qualifications and nationality of the staff; in the northern areas managers shall keep such records and furnish such returns as may be specified by the Director and the Board in a notice approved by the Chief Commissioner and published in the Gazette.

225. Grants are not made at present to private schools, as distinct from schools of which the voluntary agencies are proprietors. The question of the provision of grants for private schools is at present under review. In theory grants are made to Voluntary Agency Schools on the basis of a percentage of the staff salary bill, and are conditioned by the stability of the organisation concerned, the efficiency of the school and the arrangements made for the training and supply of teachers. Circumstances have, however, modified the practical application of these principles. Since the economic depression of the early nineteen-thirties, financial assistance given by Government to Voluntary Agency Schools has not been determined by any set of fixed principles. From time to time substantial additions have been made to the grant figures in force in 1931, not on any logical basis of control, but on the basis of helping voluntary agencies to meet rising staff costs, as this need has presented itself from time to time. The need for establishing a grants-in-aid system under which the Government, the voluntary agencies and the teachers know where they stand is patent. It is also clear that such a system must restore to its proper place the principle of control by efficiency and social usefulness. The whole question of the provision of grants-in-aid to schools is at present the subject of an inquiry by the Nigerian Government.

226. The scope of the curriculum in each type of school in the territory are set out below.

INFANT SCHOOLS OR DEPARTMENTS

(Normally, a Two-Year Course is contemplated)

Among infants and younger children all instruction should as far as possible be given in that vernacular or language, by means of which the new ideas presented to their minds are most readily explained and correlated with their limited experience of life. The free development of their minds must not be hampered by making the assimilation of ideas unnecessarily difficult by presenting them in a language not readily understood. Where staff and apparatus are available, kindergarten methods in teaching the rudiments should be encouraged and developed.

During this period pupils should be taught the simple elements of reading, writing and numbers. They should also receive suitable hand and eye training, some instruction in nature study, and guidance in personal and practical hygiene; also religious knowledge according to a scheme approved by the proprietor.

PRIMARY SCHOOLS OR DEPARTMENTS I-VI

The vernacular should be the medium of instruction where its use will aid in the thorough assimilation of the instruction given. It is important that pupils in all classes should be called upon frequently to reproduce in the vernacular the matter which they have been taught. Where English is taught or employed as the medium of instruction, it is most important that both teachers and pupils should use it correctly. Its incorrect use leads to the formation of habits of inaccuracy in thought and speech which make it difficult for the pupil to acquire a more perfect knowledge of the language in later years and retards his progress in other subjects.

The subjects of instruction during this period should be reading, writing, composition (oral and written), dictation and simple arithmetic. The object of the instruction given in arithmetic should be to make pupils capable of putting their knowledge to some practical use : to attain this object the exercise and problems should be many and varied, and as far as possible suited to the life and experience of the community. Mental exercises should as a rule precede written work, in which great stress should be laid on the importance at all times of neatness and accuracy. Also religious instruction, according to a scheme approved by the proprietor, hygiene, sanitation and personal hygiene, and physical exercises. History and geography, hand and eye training, lessons in agriculture, school gardening, singing and drawing are very desirable where a suitable staff is available, as is domestic science for girls where a suitably qualified women teacher is available. Where English is not the medium of instruction, it may be taught from Class I.

SECONDARY SCHOOLS, CLASSES I-VI

The subjects of instruction should include English, mathematics, practical mathematics, history and geography, religious knowledge, hygiene, and, for girls, domestic science. Also in the higher classes, either a second language, or elementary science, or commercial subjects.

TEACHERS' HIGHER ELEMENTARY CERTIFICATE
EXAMINATIONS

Candidates will be required to satisfy the examiners in the subjects set out below :

Men

English.
Arithmetic and simple accounts.
Hygiene and Sanitation.
History and Geography.
School Method.

Women

English.
Arithmetic and simple accounts.
Hygiene and Sanitation.
Domestic Science.
School Method.

And two other subjects selected from the following :

Men

Agriculture.
Drawing.
General Elementary Science.
Hand and Eye Training.
History (advanced).

Geography (advanced).
 Infant School Methods.
 Mathematics.
 Nature Study and Botany.
 History of Education.
 English (advanced).
 Religious Knowledge (and methods of teaching it).
 Physical Training.

Women

Domestic Science (advanced, including Child Welfare).
 Drawing.
 Geography.
 Hand and Eye Training.
 History.
 Infant School Methods.
 Nature Study and Botany.
 English (advanced).
 Religious Knowledge (and methods of teaching it).

Curricula are related to local requirements and to the basic objectives of the educational policy by a Standing Sub-Committee of the Board of Education which works out details and adjusts them from time to time to meet changing conditions. The full revision of curricula is at present under consideration.

227. The Cameroons Province contains a large number of vernaculars many of which have not been reduced to writing. Bali is used as a medium for infant teaching in some schools in the north, and Duala in some infant schools in the south. Above the infant classes, English is used as a medium wherever possible.

English is taught as a subject in all schools, except in a few vernacular schools in backward areas. By the end of the full primary course, most pupils should have a reasonable vocabulary, and ability to write and speak grammatical English.

In the Northern Areas, English is taught in all classes of middle schools and in upper classes of elementary schools where suitable teachers are available. In all schools Hausa is taught in addition to the local vernacular, except in certain pagan schools where Hausa is employed as the medium throughout.

228. Candidates from the territory are eligible for entrance to the University College, and scholarships are available for suitable candidates. They are also eligible on the same terms as Nigerian candidates for British Council, Nigerian Government, and Colonial Development and Welfare scholarships to United Kingdom universities and other institutions. Equal opportunities are provided for men and women, but the number of suitably qualified women is extremely small.

A native of the territory at present employed as an Assistant Agricultural Officer has been recommended for a scholarship provided from the Colonial Development and Welfare Fund to study for an Honours Degree in Botany at Cambridge University; another is at present in the United Kingdom having been awarded a scholarship by the British Council to qualify for the Teachers' Professional Certificate of the Colonial Institute of Education. Two women have also been awarded Government scholarships, one to take a two-year course in Domestic Science at Glasgow or Bath Domestic Science College, and one to take a one year course of instruction in English, Household Subjects, etc., at Hillcroft College. Three are natives of Victoria Division and one of Kumba Division of the Cameroons Province.

Pupils

229. The distribution of schools in the territory in relation to population density in each area is given below. The schools are all primary schools with the exception of one secondary school owned by a Roman Catholic mission at Sasse in Victoria Division.

<i>Cameroons Province</i>		<i>Population</i>	<i>Density of population per square mile</i>	<i>Number of Schools</i>	<i>Number of Pupils</i>
Victoria Division	.. ..	46,300	40	19A 18B — 37	4,524
Kumba Division	.. ..	62,300	15	17A 47B — 64	8,070
Mamfe Division	.. ..	70,000	16	9A 28B — 37	3,810
Bamenda Division	.. ..	287,000	41	25A 66B — 91	9,110

A—Government, Native Authority or Assisted Voluntary Agency Schools.

B—Unassisted Voluntary Agency Schools.

<i>Benue Province</i>		<i>Population</i>	<i>Density of population per square mile</i>	<i>Number of Schools</i>	<i>Number of Pupils</i>
Tigon-Ndoro-Kentu area	.. ..	10,900	8	1*	Nil

* Completed in 1947. No pupils enrolled in 1947.

<i>Adamawa Province</i>		<i>Population</i>	<i>Density of population per square mile</i>	<i>Number of Schools</i>	<i>Number of Pupils</i>
Mambila Area	.. ..	24,400	18	Nil	Nil
Gashaka Area	.. ..	6,300	2	Nil	Nil
Toungo Area	.. ..	10,100	5	Nil	Nil
Sugu Area	.. ..	12,400	29	1B	39
Gurumpawo Area	.. ..	10,200	48	1B	29
Nassarawo Area	.. ..	33,800	39	1B	74
Verre Area	.. ..	2,000	7	1B	54
Belel Area	.. ..	3,800	33	1A	42
Zummo Area	.. ..	2,000	18	Nil	Nil
Holma Area	.. ..	4,500	23	Nil	Nil
Maiha Area	.. ..	13,300	73	Nil	Nil
Mubi Area	.. ..	67,900	158	2A	100
Uba Area	.. ..	5,900	100	Nil	Nil
Cubunawa Area	.. ..	52,600	162	1A	48
Madagali Area	.. ..	46,100	130	1A	68

A—Native Authority Schools.

B—Voluntary Agency Schools.

Bornu Province

Plains Area	.. ..	143,000	30	7A	392
Hill Pagan Area	.. ..	76,300	232	4A	226

A—Native Authority Schools.

230. In the Cameroons Province school fees are required, but are very low, and provision is made for remission in deserving cases. Many pupils earn their own fees. Scholarships are provided in secondary schools. In some schools pupils are weekly boarders, paying no boarding fee, and bringing their own food. The only form of transport in most parts of the territory is by foot.

In the northern areas elementary education is free. Fees are charged in middle schools, but remitted in the large majority of cases. Weekly boarders are taken in some schools.

The Native Authority arranges transport for middle schools and for Bama elementary school.

Physical training and athletics form part of the curriculum in all schools. There is no school medical service as understood in the United Kingdom. A compulsory first-aid course is given in teacher training courses and schools are encouraged to run their dispensaries for simple cases and minor ailments, in districts where no Government or Native Authority dispensary is provided. Public vaccinators give particular attention to school children, as do touring medical officers. Serious cases are given free medical attention in Government hospitals.

There is no uniform system of school feeding. Free meals, as well-balanced as possible, are provided for under-nourished children in five centres in the Northern Provinces. Many schools arrange and supervise the selling of meals by local women, who are taught to conform to an approved dietary.

No scholarships are provided in the primary schools, but remission of fees is possible, and occurs in the different agencies.

There are scholarships tenable at the secondary school offered by the missions and the Native Authorities. Pupils can also compete for scholarships offered by the Nigerian secondary schools, one of which has two closed scholarships for Cameroons candidates.

Teachers

231. The professional qualifications of non-indigenous teachers are :

- (a) University degrees.
- (b) Teaching diplomas and certificates.

The professional qualifications of indigenous teachers are :

- (a) Diplomas of the Higher College, Yaba.
- (b) Higher Elementary Certificates (Nigerian).
- (c) Elementary Certificates.
- (d) Vernacular Teachers' Certificates.
- (e) Standard VI Certificates.
- (f) Various qualifications for vernacular teachers, including attendance at short courses of instruction.

Nowhere is the supply of teachers equal to the demand. Teachers are recruited from Standard VI in Cameroons Province, and from Middle II—IV in Northern Provinces. Vernacular teachers are taken from Standard IV in elementary schools.

All initial training is provided in the territory or in Nigeria. Experienced teachers may apply for scholarships offered for further training in England, notably at the Colonial Department of the London University Institute of Education.

Teachers are registered under the appropriate section of the Education Code.

232. The salary scales of the various grades of teachers employed in the territory are in the Cameroons Province :

Government Teachers

Supervising Teacher	.. .. .	£360—£450
Teachers	.. .. .	£72—£250

Native Authority Teachers

Certificated Teachers	.. .. .	£68—£250
Uncertificated Teachers	.. .. .	£36—£60
Uncertificated Teachers (with secondary education)	.. .. .	£68—£72
Probationary Teachers	.. .. .	£28 and upwards

Voluntary Agency Teachers

Graduates	.. .. .	£240—£480
Other European diplomas and Yaba Diploma	.. .. .	£170—£300
Certificated Teachers	.. .. .	£68—£250
Uncertificated Teachers	.. .. .	£36—£72
Probationary Teachers	.. .. .	£21

In the northern areas the salary scales in the Native Authority schools are :

Senior Teachers

Scale SA	.. .. .	£120—£250
Scale SB Higher Elementary Middle School Teachers	.. .. .	£84—£190
Scale SC Headmasters in large Elementary Schools	.. .. .	£72—£168
Scale SD Elementary School Certificated Teachers	.. .. .	£72—£120
Scale SE Uncertificated Elementary School Teachers	.. .. .	£60—£96
Scale SF Vernacular trained teachers	.. .. .	£42—£84
Scale SG All other Teachers	.. .. .	£24—£48

233. The Nigerian Union of Teachers, which claims a membership of some 15,000, or approximately 50 per cent of the teachers registered in Nigeria, publishes its own journal.

Adult and Community Education

234. An adult education organiser is carrying out pioneer work in adult education in the southern part of Victoria Division where there is a concentration of almost entirely illiterate labour employed by the Cameroons Development Corporation. Centres have been established and there is now a total attendance of 350. Each centre is in charge of a teacher, often a foreman or a time-keeper. Meetings are held twice weekly for two-hour periods. The work is still in an experimental stage.

The present aim is to begin to remove illiteracy by a modified Laubach method. Radio and films have not been employed as yet but it is hoped that a projector for film strips will soon be available. In the northern areas free classes for adults are taken by the headmasters of all elementary schools thrice weekly : reading, writing and arithmetic are taught. In some areas literate district heads or their scribes conduct classes. Teaching is in Hausa and attendance is voluntary for the villagers but compulsory for illiterate employees of the Native Authority. Adult classes were begun in the area administered as though it forms part of Adamawa Province thirteen years ago and some of the best adult scholars have since attended the annual course for district and village scribes and have been given temporary employment in these capacities by the Adamawa Native Authority. There are at present approximately 300 persons attending adult education classes in this area. A mobile cinema organised by the Public Relations Department visits the territory at intervals of approximately six months and copies of the Hausa newspaper *Gaskiya ta fi Kwabo* and *The Nigeria Review* are sent to teachers and district heads in the territory for distribution.

235. Future plans for combating illiteracy and for adult education campaigns throughout Nigeria and the Trust Territory are contained in a recent Nigerian Government Memorandum on Educational Policy. This recommends *inter alia* the appointment of twelve Mass Education Officers to organise the campaigns.

The percentage of illiteracy can only be guessed at. Throughout the territory it may be estimated at 95 per cent increasing to almost 100 per cent in parts of north-western Bamenda Division, the Tigon-Ndoro-Kentu area and the Mambila and Gashaka areas administered with Adamawa Province. In the Victoria Division of Cameroons Province the percentage drops perhaps to 75 per cent.

236. The Gaskiya Corporation and the mission presses publish literature in Hausa for the Northern Provinces, including a newspaper. In Cameroons Province the mission bookshops publish pamphlets and books in Duala and Bali and English.

In the northern areas the policy has been to establish Hausa as the common language ; in the Cameroons Province English, often in the form of pidgin, is tending to become the common language.

237. In the northern areas both Kanuri and Shuwa Arabic have been standardised and established in written form as have also Hausa and Fulfuldi, the language spoken by the Fulani. Dictionaries of these languages exist, produced by Government and other agencies, together with a comparatively extensive literature. Missionaries in the north have produced books in Higi and Bura, and in the south in Bali, Banyang and Duala. No steps are being taken to standardise the vernaculars spoken by numerous small village groups.

238. Intellectual and cultural activities cannot be developed until basic education has spread more widely. Steps to interest the population in the press and in current affairs have already been described. With the present level of literacy attempts to promote interest in the mass of the people in literature or scientific research are unlikely to have much effect. The people have already a developed sense of decoration as is instanced by the elaborate poker work on calabashes in the northern areas and staffs in Bamenda Division, the colourful robes and caps woven by the tribes of Tikar stock and the high standard of workmanship and decoration in basket and mat making. There is as yet little feeling of interdependence between the tribes in the territory. In fact the people of Dikwa Division look west towards their close relatives the Kanuri of Bornu and in the Benue area the Fulani look towards Yola as their centre while the pagans remain isolated and independent of each other upon their hills. Only in the Cameroons Province with the opening up of communications is there any feeling of solidarity and that only among the educated elements where the school syllabus is devised to stress inter-relationships wherever possible in geography, history, handicrafts and simple economics.

239. There are no libraries in the territory, travelling or otherwise, but there are reading rooms at Bama, Jada, Mubi and Victoria where the people are encouraged to read the limited stocks of literature available. In the Bama reading room literature in English and Hausa is made freely available, and the literate inhabitants of the Dikwa Division are at complete liberty to purchase any books or papers which appeal to them. The diversity and limited appeal of the local vernaculars has prohibited the printing of any literature in them other than some elementary text-books in Kanuri. The British Council supplies periodicals to teacher training centres and police recreation rooms.

240. There are no ex-service women.

Ex-servicemen who are suitably qualified, but there are few so qualified in

the northern areas, may enter the teaching profession, and are encouraged to help in adult education.

241. The Surveyor of Antiquities includes the preservation, fostering and encouragement of indigenous art in his activities. Music and the dance may be safely left in the hands of a people who use the dance for the natural expression of their artistic impulses when they have not been taught by culture contacts to be ashamed of this form of self-expression. There is a rich and living folklore finding its chief outlet in the art of the story-teller who includes both ancestral legends and allegorical tales which embody a pithy moral in his repertoire. Handicrafts will be encouraged by the textile development schemes inaugurated by the Department of Commerce and Industries when its activities have extended to the Trust Territory. At present eight textile centres are in process of establishment in Nigeria where indigenous methods are being investigated, research into technical problems undertaken and improved technique evolved and demonstrated. There are no theatres or cinemas in the territory. A mobile cinema unit controlled by the Public Relations Department visits the territory from time to time and gives free performance of an educative nature.

242. There are no archaeological expeditions at work in the territory but a certain amount of archaeological material, principally stone implements, found in Bamenda Division is preserved at district headquarters. The Emir of Dikwa made rules during the year for the protection and preservation of African antique works of art under Section 25 of the Native Authority Ordinance which prohibits the removal of a number of objects or the disturbance of a number of sites set out in a Schedule to the Rules. Other native authorities are being encouraged to follow suit.

Order in Council No. 21 of 1943 made under the Customs Ordinance prohibits the export without the consent of the Governor in writing from Nigeria, which term includes the Trust Territory, of any African antiquities or works of art of historical, archaeological or scientific interest made prior to the year 1918 and objects that are being or have been used in African ceremonies. A Government Archaeologist has recently been appointed in Nigeria whose duties will extend to the Trust Territory.

243. As regards the preservation and protection of fauna, the Wild Animals Preservation Ordinance applies but since native hunting is regarded as a right throughout the territory no absolute protection of wild life can be given except to a few animals of importance such as the gorilla and elephant. Hunting is forbidden in forest reserves except where the owners of the land have been accorded specified rights.

No special steps are taken to preserve the flora; indirectly much of it receives protection by its inclusion in forest reserves wherein no destruction of any kind is permitted save under the control of the Forest Department. The Botanic Gardens at Victoria originated early in the century during the German régime as an agricultural research station to test the suitability of economic exotics for plantation purposes in the Cameroons. This function has long since been abandoned and the gardens are now purely an ornamental amenity attached to the town of Victoria; their value as an educational asset to West Africa is, however, limited as they contain few plants of local value or interest.

There are no museums in the territory. A museum policy is in process of evolution by the Surveyor of Antiquities which, in addition to the provision of museums, will include the preservation of works of art on their existing sites in cases, where there are practical obstacles to their removal or prejudice exists in the minds of the indigenous inhabitants against their being placed in a museum.

I. PUBLICATIONS

244. Copies of all Ordinances enacted and Regulations made in Nigeria in 1947 have been sent separately to the Library of the United Nations Organisation together with Public Notices Nos. 125 and 177 of 1947. Copies of Ordinances Nos. 2, 3, 4, 9, 10, 16, 29, 32, 39 and 40 of 1946 were also attached as being of interest to the Trust Territory, in particular Ordinances No. 38 and No. 39 of 1946. The complete legislation for 1946 will be forwarded to the Library of the United Nations Organisation when it has been published.

Copies of the undermentioned Native Authority Legislation were also attached :

- (1) The Kumba Native Authority (Vehicle Licences) Rules, 1946. N.A. Public Notice No. 16 of 1947.
 - (2) The Kumba Native Authority (Control of Domestic Animals) Rules, 1947. N.A. Public Notice No. 19 of 1947.
 - (3) The Victoria Federated Native Authority (Native Liquor Sales) Rules, 1947. N.A. Public Notice No. 25 of 1947.
 - (4) The Victoria Federated Native Authority (Registration of Marriages) Order, 1947. N.A. Public Notice No. 27 of 1947.
 - (5) The Kumba Native Authority (Building) Rules, 1946. N.A. Public Notice No. 29 of 1947.
 - (6) The Victoria Federated Native Authority (Vehicle Licences) Rules, 1947. N.A. Public Notice No. 16 of 1948.
 - (7) The Balong Native Authority (Native Liquor Sales) Rules, 1947. N.A. Public Notice No. 19 of 1948.
 - (8) The Victoria Market (Amendment) Rules, 1947. N.A. Public Notice No. 22 of 1948.
 - (9) The Bakweri Native Authority (Native Liquor Sales) Rules, 1947. N.A. Public Notice No. 26 of 1948.
 - (10) The Dikwa Native Authority (Protection and Preservation of African Antique Works of Art) Rules.
 - (11) The Michika Market Rules, 1947.
 - (12) The Ngemba Native Authority (Control of Cattle) Order, 1947.
- N.B.—The Bansa, Kom, Fungom, Wiya, Ngie, Menemo, Ngonu, Misaje, Bum and Bafut Native Authorities, all in Bamenda Division, made Control of Cattle Orders exactly similar to that made by Ngemba Native Authority. Copies are not attached.

J. RESEARCH

245 (a) *Basic Services.*

(i) *Land Survey.* Data concerning the deflection of the plumb line and isogonic lines will be obtained during the observation of the Udi-Ogoja-Yola geodetic chain of triangulation which enters the Trust Territory of the British Cameroons in latitude 7° 30' N. and emerges south of Yola. The observation of this part of the chain awaits the filling of vacancies in the survey establishment of the Nigeria Survey Department.

The entire area of the Trust Territory south of latitude $7^{\circ} 30' N.$ is scheduled for aerial survey under the development programme. It is probable that geodetic triangulation will be established in this area to aid in the compilation of topographical maps from the aerial photographs. At the same time such triangulation will be of scientific value for purposes such as those mentioned in the previous paragraph and will also be of considerable use for the delimitation of the international boundary dividing the British and French Trust Territories. It is not yet definitely known when the aerial photography will take place, and the establishment of the necessary ground triangulation depends on a considerable improvement in the present staff position of the Survey Department.

(ii) *Geological Survey.* The Trust Territory participates on an equal footing in the geological services provided for Nigeria. The Government of Nigeria maintains a Geological Survey with an establishment of twenty scientific officers. A well-equipped mineralogical and assaying laboratory, and a geological museum exist at the geological survey headquarters in Nigeria.

Laboratory services are also provided by the Imperial Institute, London, and palaeontological work by arrangement with the Natural History Museum, London.

No geological investigations have been carried out by the Geological Survey Department in the Trust Territory.

The Cameroons Mining Corporation Limited referred to in sub-section 92 will carry out mineral prospecting operations in the territory. In addition to this work it is proposed to allocate at least one geologist for a long period to the Trust Territory early in 1948 for the preparation of a geological map. As more geologists become available, it will be possible to accelerate the work.

(iii) *Demographic Statistics.* Such demographic statistics as are available are shown in Appendix I. No special survey has been undertaken. Reference has already been made to the census.

(iv) *Meteorological Research.* There has been no meteorological research. Reference has already been made in sub-section 1 to such meteorological data as are available.

(b) *Technological Research.*

(i) *Medical.* An epidemiological team consisting of a medical officer, a sanitary superintendent and a subordinate staff of twenty-five has arrived in the Cameroons Province and started work at Tiko.

(ii) *Agricultural.* The Trust Territory benefits equally with Nigeria in various research schemes which have been undertaken outside the Cameroons. An oil palm research station has been established in Benin Province with a subsidiary station at Uyo in Calabar Province, both in Nigeria. Here a fundamental study of the oil palm as a plant is being carried out to determine the most efficient means of cultivating it, to select and breed improved seed and to arrange its production on a large scale and to conduct research into the best methods of extracting palm oil and kernels from the fruit. A five-year scheme of research into the improvement of the rice-growing industry in Nigeria has been drawn up.

The Nigerian Cocoa Survey to which reference has been made in sub-section 38 began work in the territory in November, 1947.

(iii) *Forestry.* A scheme has been approved under the Colonial Development and Welfare Act to provide for expenditure on an ecological investigation of the forests in Nigeria and the Cameroons to be undertaken by Dr. P. W. Richards.

In 1935 Dr. Richards carried out research on the ecology of the tropical rain forest in Nigeria and the Cameroons and the present proposal is to investigate one of the main problems encountered during that investigation, the nature of the regenerative process in tropical forest and its bearing on the theory of the Climatic Climax.

(iv) *Industrial.* No industrial research has been carried out in the territory and indeed, at present, there is little scope for this form of research.

(c) *Sociological Research.*

The Colonial Research Committee advised the Secretary of State in 1944 to make a grant of £3,100 to the International African Institute to finance a survey on the social and economic position of women in the Cameroons Province with particular reference to the Bamenda Division. Dr. Phyllis Kaberry, Social Anthropologist, was invited to undertake the work and arrived in the province in February, 1945, and submitted a preliminary report to the international African Institute in December, 1945, describing her work during seven months among the Nsaw tribe (Banso) when she also visited the Wiya, Tang, War, Mbem, Mbembe and Mfumte tribes which have affinities with the Nsaw. She then surveyed the Bafut and Kom tribes before submitting a further preliminary report and proceeded on leave in July, 1946. Her survey was originally intended to cover the whole Province, but she pointed out that in order to yield results of scientific validity time was essential. Piecemeal research for very limited periods throughout the Province would produce inaccurate and unreliable results. Dr. Kaberry has recently returned to Bamenda and is now at work among the tribes of the western half of the division.

As a result of her report a Domestic Science Centre is being started at Banso under a woman education officer who will profit by the contacts already made by Dr. Kaberry and by her personal advice and experience.

No department of anthropology is maintained in the territory and there is no Government anthropologist. With the exception of the work of Dr. Phyllis Kaberry referred to above no other provision has been made for continuous, systematic research of trained social scientists into the traditional and the changing social, political, religious and economic life of the indigenous inhabitants.

K. SUGGESTIONS AND RECOMMENDATIONS

246. No suggestions and recommendations have yet been received from the Trusteeship Council and the General Assembly in respect of the territory.

L. SUMMARY AND CONCLUSION

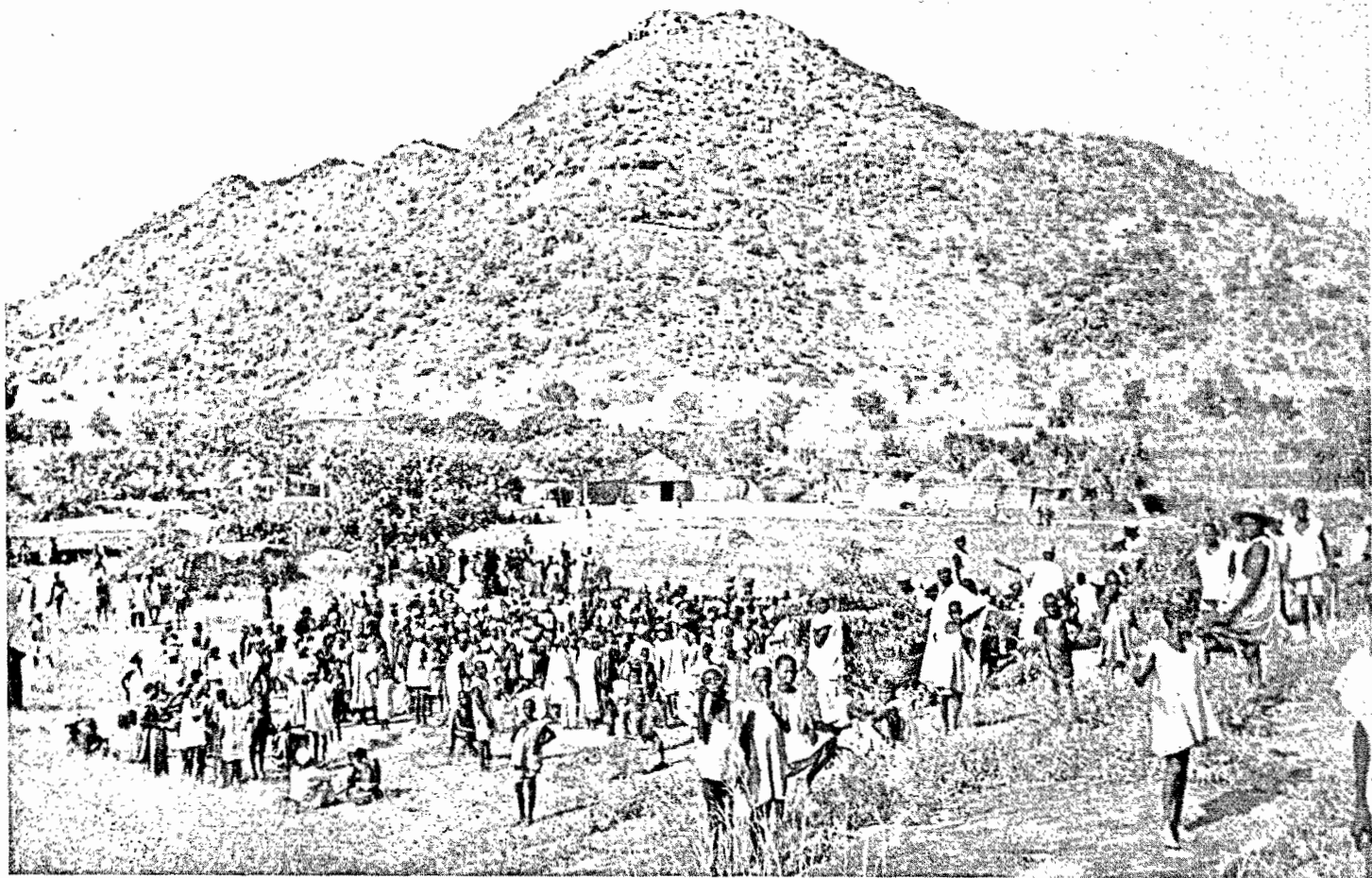
247. The slow tempo of all development, in so far as it concerns the progress of a peasant people, makes a year a very short period in which to show results worthy of being called achievements, and most of the concrete evidence of advancement may be summed up in a list of events. They are :—

- (a) The passing by the Legislative Council at the end of 1946 of a Bill for an Ordinance (No. 38 of 1946) which empowered the Governor to purchase all the ex-enemy freehold plantations in the Victoria and Kumba Divisions, and to divest himself of the freeholds, the lands thereafter

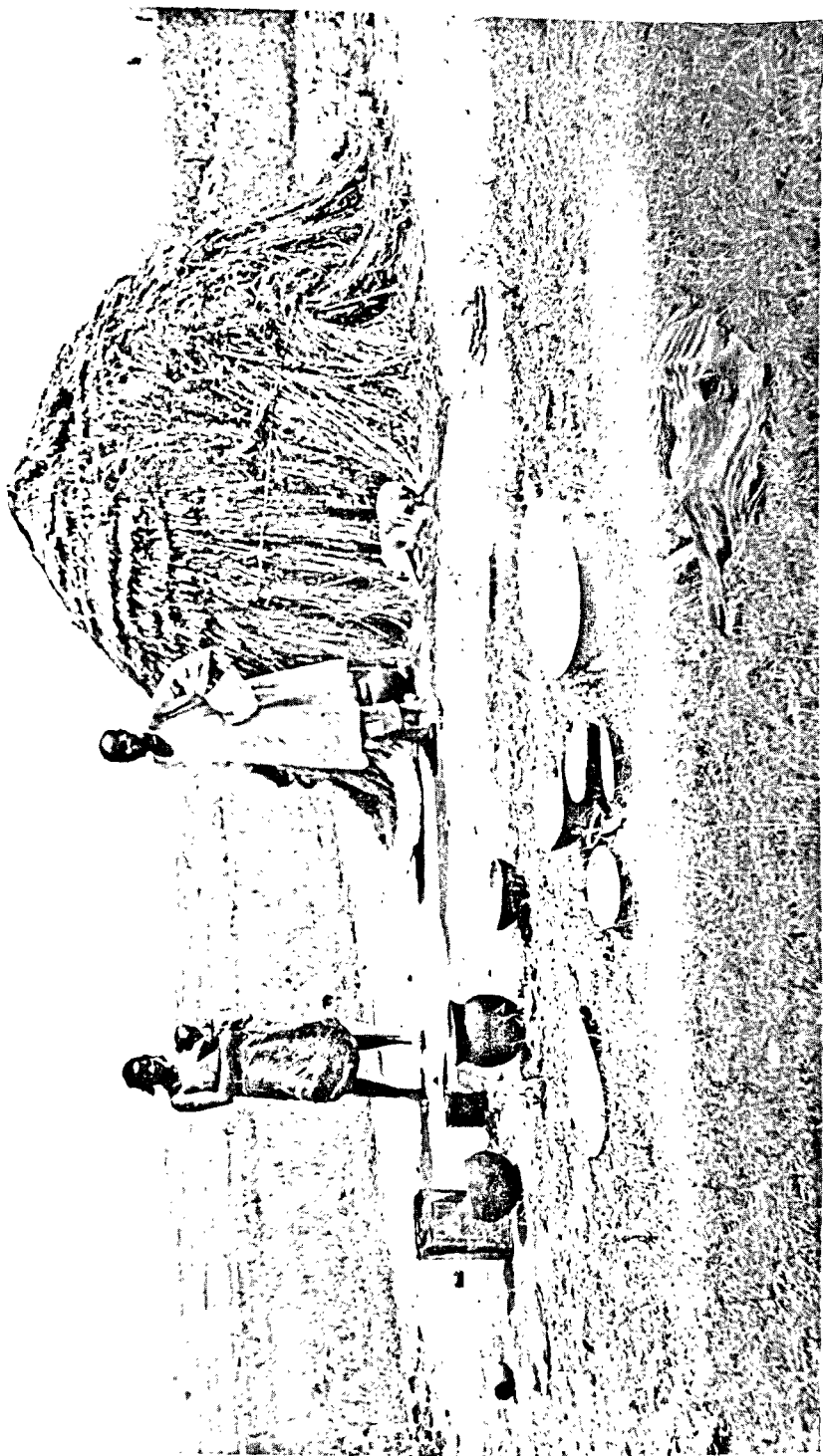
being deemed to be native lands within the meaning of the Land and Native Rights Ordinance. The Ordinance also empowered the Governor to lease all or any part of these lands to the Cameroons Development Corporation.

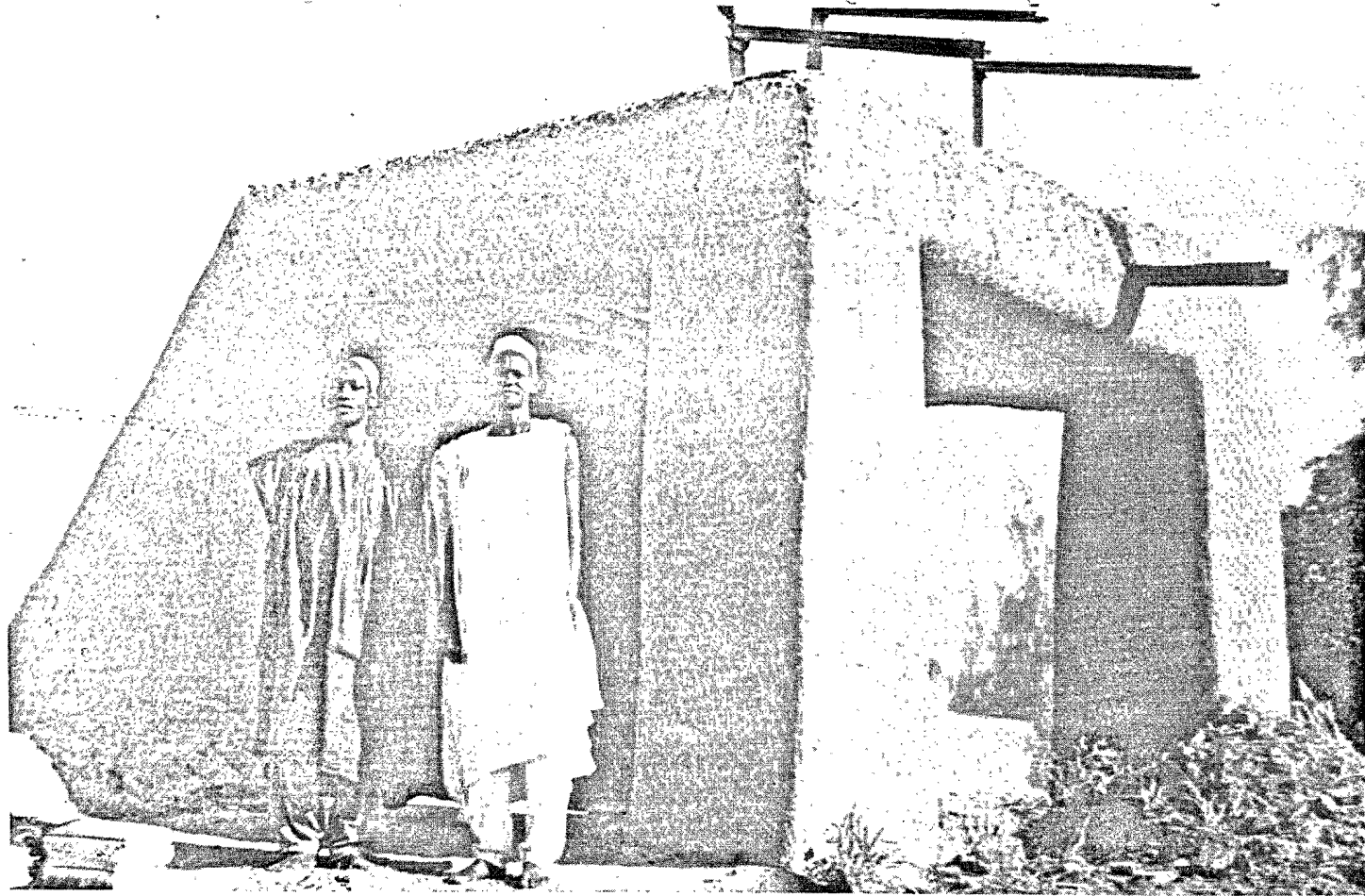
- (b) The passing by the Legislative Council of a Bill for an Ordinance (No. 39 of 1946)—the date of commencement of which is 1st January, 1947—which set up the Cameroons Development Corporation in the interest of the economic advancement of the inhabitants of the Cameroons under British Administration. Section 19 of the Ordinance provides that after meeting their obligations and setting aside such sum or sums as may be necessary by way of reserves the annual profit of the Corporation shall be applied for the benefit of the inhabitants of the Cameroons under British Administration in such manner as the Governor may determine. This may be said to be the principal event of the year, not only on account of its magnitude, but even more on account of its immense potentialities for the economic development of the territory.
- (c) The opening of a road between Kumba and Mamfe at the end of 1946. Money for this work was provided entirely out of Colonial Development and Welfare funds. Previously road contact with the north of the Cameroons Province had been maintained *via* the roads of the French Cameroons. This road was opened just in time for the first Provincial Meeting at Buca under the new Constitution of Nigeria. There is no immediate sign that the new road has yet had any noticeable effect on economic development but clearly it will be of great importance in the future.
- (d) The holding of the first Divisional and Provincial Meetings under the new Constitution, the selection of the two Provincial Members as representatives of the Cameroons Province in the Eastern House of Assembly and the Emir of Dikwa's participation in the first session of the House of Chiefs at Kaduna. At all levels these meetings were of value in breaking down the parochial attitude which is characteristic of wide areas of the territory bred in the past of poor communications, lack of education and diversity of tongues. (It is of interest to note that although one of the Provincial Members selected, Johannes Manga Williams, had been nominated by the Governor as Member for the Cameroons Province in the Legislative Council as constituted prior to 1946, the other, Galega, Fon of Bali, had never before visited Nigeria or left the territory.)
- (e) The posting to Bansa as a result of the enquiries by a social anthropologist of a woman education officer to supervise a domestic science centre and provide an opportunity for improvement in the status of women in the Bamenda Division.
- (f) The arrival of a Medical Field Epidemiological Unit to investigate the source of endemic diseases.

An immense task remains to be carried out. The outstanding problem is the remoteness of considerable areas of the territory and the lack of internal communications whose development has been hampered by the difficult and mountainous nature of much of the terrain. Further development of the road system to provide links with the existing road system in Nigeria, difficult and expensive though such road construction will be, is an urgent need in the north-west of Bamenda Division, the Tigon-Ndoro-Kentu area administered as part of Benue Province and the whole of the area administered with Adamawa Province south of the Benue, in particular the Gashaka and Mambila Districts.

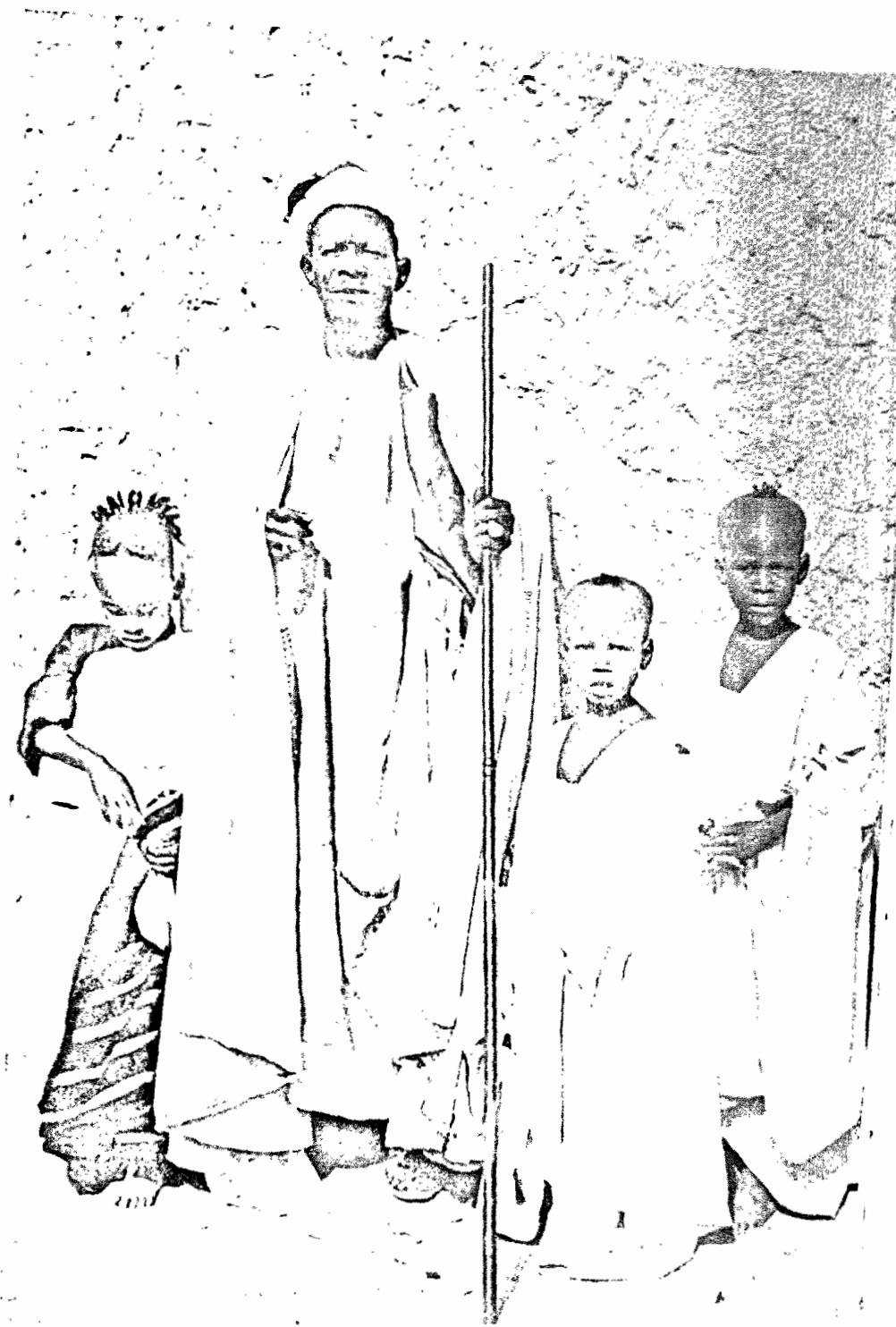


VILLAGE AND TYPICAL SCENERY, NORTHERN ADAMAWA AREA





KANURI HOUSE



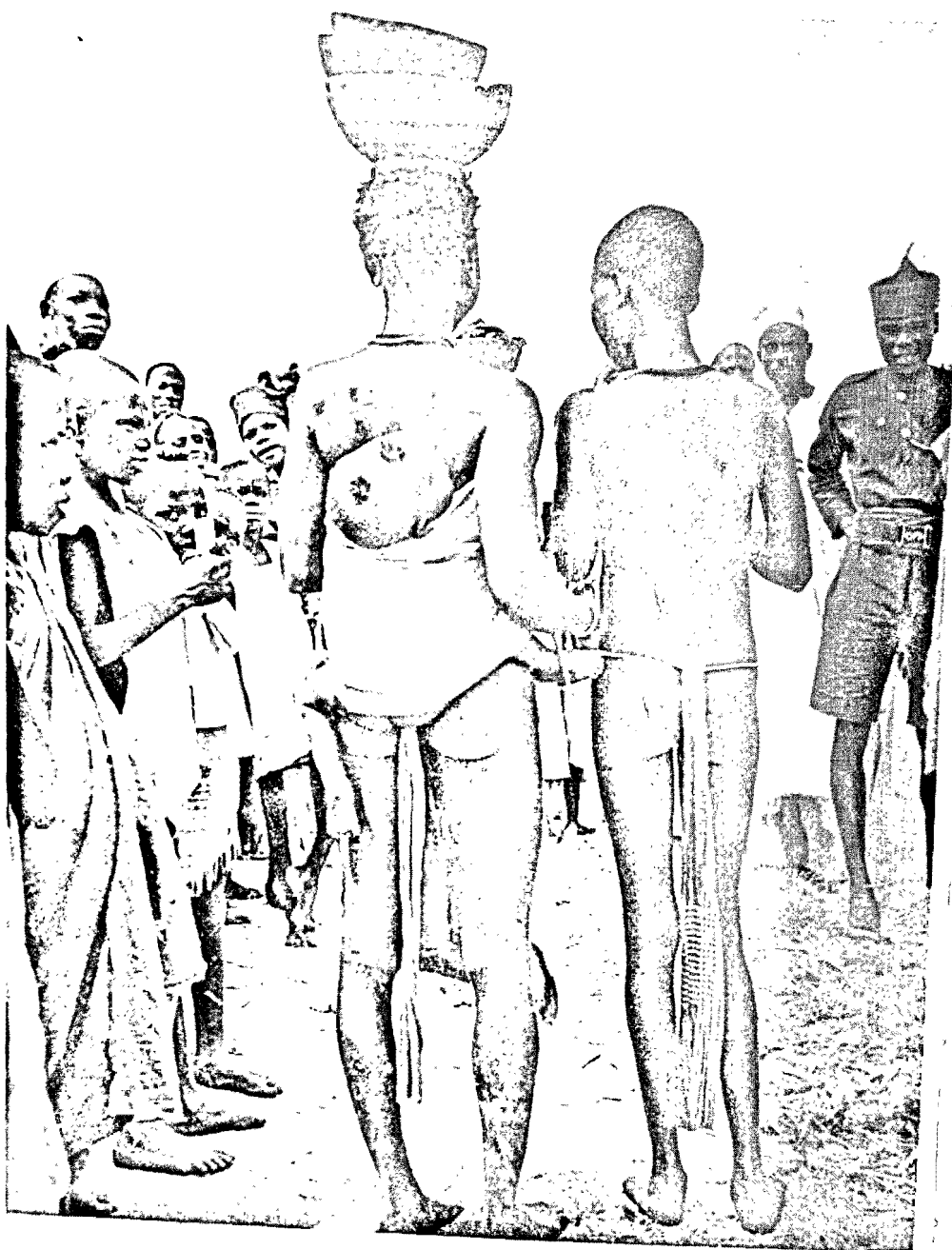
EMIR OF DIKWA AND CHILDREN



WOMAN AND CHILD OF THE HOUSEHOLD OF THE EMIR OF DIKWA



MUSLEM PEASANT, NORTHERN AREA



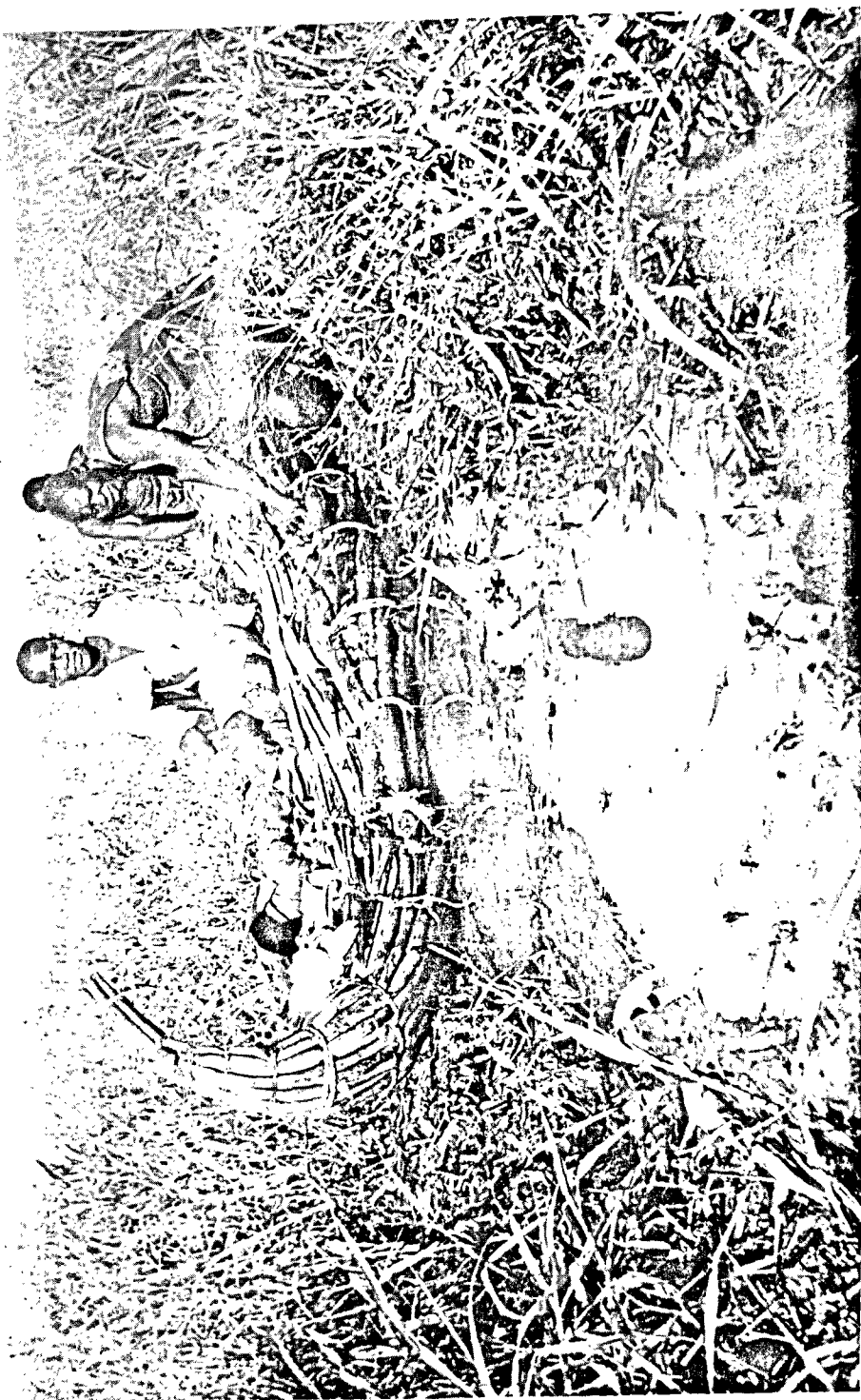
PAGAN WOMEN, NORTHERN AREA



FULANI CATTLE OWNER



ARMY STAFF INOCULATING CATTLE, NORTHERN AREA



REED CANOE ON LAKE CHAD



FISHERMAN, YEDSERAM RIVER

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In all these districts lack of roads has greatly impeded all progress, economic, educational, medical and social.

Shortage of staff and lack of materials consequent upon the disorganisation caused by the war present another problem, though these difficulties will resolve themselves as conditions return to normal and opportunities are presented for the Native Authorities to expend reserves accumulated during the war years on much-needed capital works. The expenditure of these resources together with the benefits that may be expected to accrue from projects financed under the Colonial Development and Welfare Vote and from the profits of the Cameroons Development Corporation are happy auguries for the marked material progress of the territory within the next ten years.

The main target for the future is to raise the standard of living of the inhabitants by improved methods of farming and stock raising, the encouragement of rural industries where practicable, the control of marketing and the stabilisation of prices in the interest of the producer and the encouragement of co-operation. This, coupled with an increase in medical facilities and the spread of education, will create a positive demand for the better life in all its aspects and begin to fit the inhabitants for political development leading ultimately to self-government. These are the long-term objectives. They will be fostered in the immediate future by the following developments :—

- (a) The federation of Native Authorities—one federation has been concluded during the year.
- (b) The reform of the method of appointment to Native Authority membership to accord more with the desires of the progressive elements.
- (c) The reform of the native courts and a continuation of the present programme of reducing panels and benches.
- (d) The gradual execution of the road programme as staff and funds become available.
- (e) The establishment of the forest estate.
- (f) Improvement in the training, quality and prospects of all junior staff, Government and Native Authority, to fit them to play a more prominent part in their spheres of action.
- (g) Continued encouragement of all individuals who are willing to adopt progressive measures in agriculture, local industry or other activity.
- (h) The training of teachers and the opening of more schools both by the Native Authorities and the voluntary agencies.

Over wide areas of the territory public opinion is circumscribed almost by the physical horizon ; world events are seen only in their local application of shortage or plenty and the repercussion of opinion even in respect of local events is very limited.

In the Cameroons Province the younger educated element to some extent sympathises with the nationalist views of the National Council of Nigeria and the Cameroons expressed through the medium of newspapers published in Nigeria which support that organisation. One of the problems of the Administration is to create a healthy public opinion with an objective attitude, the outcome of thought and not emotion. As yet, however, few of the people of the territory take an interest in world events. The farmer and the trader have expressed their satisfaction at the high price of produce for export, their dissatisfaction at the comparative shortage of textiles and other consumer goods and their desire for more medical and educational facilities. To the inhabitants of the territory the satisfaction of their immediate local needs is more important than the trends, developments and distempers of the outside world.

A. METEOROLOGICAL STATISTICS

Table I

Station	Pressure (M.S.L. 7.0 a.m.)	AIR TEMPERATURE				ABSOLUTE				Relative Humidity 7 a.m.	RAINFALL			Number of Rain days	
		7 a.m.	Means of		Mean (Max. & Min.)	Min.	Date	Max.	Date		Total Inches	Max. Inches	Date		
			Min.	Max.											
VICTORIA															
Latitude 4° 00' N.															
Longitude 9° 13' E.															
Height above M.S.L. 21 feet															
1943	1013.3	74.6	71.5	83.1	77.3	65	4th Jan.	91	5th Mar.	94	236.25	9.23	10th June	231	
1944	1012.7	74.3	71.5	84.8	78.2	65	28th Jan.	92	30th Mar.	94	149.65	6.06	23rd July	189	
1945	1011.6	73.1	71.6	84.5	78.4	63	30th Dec.	91	14th Mar.	95	147.84	5.81	1st July	193	
1946	1011.4	73.5	71.9	83.4	77.8	62	5th July	88	Various	95	152.77	9.72	1st June	198	
1947	1011.0	73.7	72.2	83.6	77.8	68	Various	91	9th April	95	146.80	12.28	5th July	200	
BAMENDA															
Latitude 5° 58' N.															
Longitude 10° 08' E.															
Height M.S.L. 4,725 feet															
1943	Not recorded	64.9	54.6	80.2	67.4	49	1st Feb.	92	7th Mar.	84	96.63	2.30	18th Sept.	200	
1944	"	64.5	52.3	80.4	66.4	48	Various	90	9th Feb.	86	108.34	3.06	12th Aug.	176	
1945	"	64.6	48.7	81.2	64.9	39	Various, Dec.	98	27th Mar.	80	89.95	2.80	10th Oct.	144	
1946	—	—	—	—	—	—	—	—	—	—	87.35	2.85	16th Oct.	188	
1947	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
YOLA															
Latitude 9° 13' N.															
Longitude 12° 29' E.															
Height above M.S.L. 850 feet															
1943	1012.2	76.0	70.1	94.3	82.5	54	31st Dec.	108	12th Mar.	70	50.02	2.90	30th Sept.	83	
1944	1013.0	74.7	71.1	93.0	82.6	54	2nd Feb.	107	1st April	67	28.43	1.98	29th May	59	
1945	1011.7	74.2	72.4	93.9	83.2	59	23rd Dec.	110	17th April	63	32.39	2.95	9th May	63	
1946	1011.5	74.3	72.2	94.5	83.3	61	Various	109	30th Mar.	67	37.14	3.41	14th July	67	
1947	1011.4	74.5	72.2	94.5	83.4	57	Various, Jan.	108	31st Mar.	68	34.30	2.80	5th June	66	
MAIDUGURI															
Latitude 11° 49' N.															
Longitude 13° 09' E.															
Height above M.S.L. 1,160 feet															
1943	1011.8	74.1	66.3	94.5	80.4	51	Various	108	18th Mar.	59	23.81	2.21	2nd Sept.	59	
1944	1011.7	71.9	67.0	94.7	80.8	49	Various, Feb.	108	25th April	59	20.08	2.70	28th July	58	
1945	1011.3	68.6	66.6	92.5	79.5	43	23rd Dec.	109	3rd May	63	28.53	2.73	24th Aug.	64	
1946	1010.9	68.7	66.3	93.6	79.9	47	10th Jan.	109	Various	66	30.27	2.28	3rd Aug.	65	
1947	1011.2	68.3	66.0	94.6	80.3	45	Various, Jan.	108	Various	67	25.11	3.17	12th Aug.	62	

Table II RAINFALL

STATION	1943 Inches	1944 Inches	1945 Inches	1946 Inches	1947 Inches	STATION	1943 Inches	1944 Inches	1945 Inches	1946 Inches	1947 Inches	STATION	1943 Inches	1944 Inches	1945 Inches	1946 Inches	1947 Inches
Victoria ..	236.25	149.50	147.84	152.77	146.86	Kumba ..	81.76	99.57	68.40	78.24	94.87	Banso ..	69.64	66.07	63.09	70.74	64.31
Debanacha ..	304.57	426.19	381.74	494.14	383.24	Mande ..	130.47	129.62	91.74	121.58	118.10	Yola ..	50.02	28.45	32.39	37.14	34.36
Busa ..	120.48	124.81	97.46	130.57	115.00	Bamenda ..	96.63	108.34	80.95	87.35	113.10	Maiduguri ..	23.81	20.08	29.53	30.27	25.11

B. APPLICATION OF INTERNATIONAL LABOUR CONVENTIONS**Application to Non-Metropolitan Territories of International Labour Conventions****CONVENTION No. 2.—*Concerning Unemployment***

Legislative provision has been made for the partial application in Nigeria of the provisions of this Convention, namely :—

Chapter XIV of the Labour Code Ordinance, No. 54 of 1945, The Industrial Workers (Registration Rules), 1945. (Public Notice No. 362 of 1943.)

The Convention which is based on conditions in highly organised industrial communities cannot generally be applied to Nigeria where the majority of the population are peasants engaged in agricultural pursuits on their own or their tribal land and where (as in many cases) wage-earning employment is largely supplemented by such occupations. There is accordingly no general provision for the registration of labour and the operation of employment exchanges throughout the country ; but provision has been made where necessary—in urban areas such as Lagos and in rural areas such as the Benin Province where there is congregated a large wage-earning population engaged in the rubber and timber industries.

CONVENTION No. 5.—*Fixing the Minimum Age for the Admission of Children to Industrial Employment.*

Applied by Sections 159, 160, Chapter X, of the Labour Code Ordinance, 1945.

CONVENTION No. 6.—*Concerning the Night-work of Young Persons Employed in Industry.*

Applied by Section 167, Chapter X, of the Labour Code Ordinance, No. 54 of 1945.

CONVENTION No. 7.—*Fixing the Minimum Age for Admission of Children to Employment at Sea.*

Applied by Section 171, Chapter X, of the Labour Code Ordinance, No. 54 of 1945.

CONVENTION No. 8.—*Concerning Unemployment Indemnity in Case of Loss or Foundering of the Ship.*

In operation by virtue of Order of His Majesty in Council dated 7th March, 1940, which applied the provisions of the United Kingdom Merchant Shipping (International Labour Convention) Act, 1925, to ships registered in Nigeria. (Public Notice No. 25 of 1940 refers.)

CONVENTION No. 11.—*Concerning the Rights of Association and Combination of Agricultural Workers.*

There is no legislation in Nigeria discriminating against agricultural workers in the matter of rights of association. The Convention can accordingly be regarded as applying to this territory.

CONVENTION No. 12.—*Concerning Workmen's Compensation in Agriculture.*

Article 1 of the Convention provides that each member to which this Convention applies "shall extend to all agricultural wage-earners its laws and

regulations which provide for the compensation of workers for personal injury by accident arising out of or in the course of the employment."

The only agricultural workers to whom the Workmen's Compensation Ordinance (No. 51 of 1941) has been applied are those "employed on plantations or estates maintained for the purpose of growing cocoa, bananas, citrus fruits, palm produce, rubber or other produce and on which not less than twenty-five persons are employed." (Paragraph 22 of the Schedule to Order-in-Council No. 31 of 1941 refers.) It is not practicable at present to extend the application of the Workmen's Compensation Ordinance.

There is no discrimination in principle between agricultural and other workers.

CONVENTION No. 15.—*Concerning the Minimum Age for the Admission of Young Persons to Employment as Trimmers or Stokers.*

Applied by Section 172, Chapter X, of the Labour Code Ordinance, No. 54 of 1945.

CONVENTION No. 16.—*Concerning the Medical Examination of Children and Young Persons employed at Sea.*

Applied by Section 173, Chapter X, of the Labour Code Ordinance, No. 54 of 1945.

CONVENTION No. 19.—*Concerning Equality of Treatment for National and Foreign Workers as regards Workmen's Compensation.*

Inasmuch as there is no specific discrimination in the relevant legislation between national and foreign workers, the Convention has been applied.

CONVENTION No. 22.—*Concerning Seamen's Articles of Agreement.*

The Convention does not at present affect Nigeria. No vessels coming within the definition in Article 1 are registered in Nigeria.

CONVENTIONS Nos. 24 and 25.—*Concerning Sickness Insurance:—*

(a) *for Workers in Industry and Commerce ;*

(b) *for Agricultural Workers.*

It is not practicable to apply these Conventions to Nigeria in its present stage of development.

CONVENTION No. 26.—*Concerning the Creation of Minimum Wage-Fixing Machinery.*

Applied by Part 1 of Chapter XIII of the Labour Code Ordinance, No. 54 of 1945. The machinery thereby provided has been used to fix minimum wages in the following instances :—

The Wage Fixing (Tailoring, Shirt-making and Ancillary Trades or Occupations) Order-in-Council, No. 33 of 1944.

The Wage Fixing (Industrial Workers employed in the Rubber Plantations of the Benin Province) Order-in-Council, No. 26 of 1946.

The Wage Fixing (Printing and Allied Trades or Occupations) Order-in-Council, No. 33 of 1946.

The machinery has been put into operation with regard to fixing minimum wages for minesfield labour in the Plateau Province, for persons employed in the retail trade in Lagos and for persons employed as motor drivers or mechanics in Lagos.

CONVENTION No. 32.—*Concerning the Protection against Accidents of Workers Employed in Loading or Unloading Ships (Revised 1932).*

Applied as far as practicable in existing circumstances by :

The Regulations of Docks Ordinance, No. 18 of 1937.

The General Port Regulations, No. 54 of 1917, as amended by The General Port (Amendment) Regulations No. 41 of 1939.

The General Port (Amendment) Regulations No. 19 of 1941.

The Docks (Safety of Labourers) (Amendment) Regulations, No. 18 of 1941.

The Piers Regulations No. 7 of 1917, as amended by The Piers (Amendment) Regulations No. 22 of 1941.

CONVENTIONS Nos. 35 and 36.—*Concerning Compulsory Old-Age Insurance (a) for Persons Employed in Industrial or Commercial Undertakings in the Liberal Professions and for Outworkers and Domestic Servants, (b) for Persons Employed in Agricultural Undertakings.*

It is not practicable to apply these Conventions to Nigeria in its present stage of development.

CONVENTIONS Nos. 37 and 38.—*Concerning Compulsory Invalidity Insurance (a) for Persons Employed in Industrial or Commercial Undertakings in the Liberal Professions and for Outworkers and Domestic Servants, (b) for Persons Employed in Agricultural Undertakings.*

It is not practicable to apply these Conventions to Nigeria in its present stage of development.

CONVENTIONS Nos. 39 and 40.—*Concerning Compulsory Widows' and Orphans' Pensions (a) for Persons Employed in Industrial or Commercial Undertakings, in the Liberal Professions and for Outworkers and Domestic Servants, (b) for Persons Employed in Agricultural Undertakings.*

It is not practicable to apply these Conventions to Nigeria in its present stage of development.

CONVENTION No. 41.—*Concerning Night-work (Women) (Revised 1934).*

Applied by Sections 148-150, Chapter IX, of the Labour Code Ordinance No. 54 of 1945.

CONVENTION No. 42.—*Concerning Workmen's Compensation for Occupational Diseases (Revised 1934).*

Not applied. The Select Committee appointed to consider the Bill for the Workmen's Compensation Ordinance, 1941, reported as follows :—

“ INDUSTRIAL DISEASES

The Committee considers it advisable that provision in respect of industrial diseases should not be included in the Bill in view of the very low known incidence in Nigeria, the lack of medical practitioners with the necessary specialised knowledge and experience in dealing with such cases and the complex nature of the legislative provisions involved. The Committee agrees, however, that the matter should receive the attention of the Labour Officers, who will in due course be in a position to make recommendations.”

The question of whether occupational diseases should be included in the Ordinance is presently being examined in the light of experience already gained.

CONVENTION No. 43.—*Concerning the Regulation of Hours of Work in Automatic Sheet-Glass Works.*

Not applied. There are no sheet-glass works in Nigeria.

CONVENTION No. 44.—*Ensuring Benefit or Allowance to the Involuntary Unemployed.*

It is not practicable to apply this Convention to Nigeria in its present stage of development.

CONVENTION No. 45.—*Concerning the Employment of Women on Underground Work in Mines of all kinds.*

Applied by Sections 151–153, Chapter IX, of the Labour Code Ordinance, No. 54 of 1945.

CONVENTION No. 50.—*Concerning the Regulation of Certain Special Systems of Recruiting Workers.*

Applied by Sections 60–92, Chapter V, of the Labour Code Ordinance, No. 54 of 1945.

CONVENTION No. 64.—*Concerning Contracts of Employment of Indigenous Workers.*

Applied by Sections 34–57, Chapters III–IV, of the Labour Code Ordinance, No. 54 of 1945.

C. CONVENTIONS, TREATIES, Etc.

List of Treaties, Conventions, etc., applied to Cameroons under United Kingdom Trusteeship

(A) *Multilateral Agreements and Conventions applied to Cameroons under United Kingdom Trusteeship.*

NOTE :—Article 8 of the Mandate in respect of the Cameroons under British Mandate stipulated that adherence to any general International Convention on behalf of Nigeria implied adherence on behalf of the Mandated Territory also. In the case of such Conventions, adherence to which on behalf of Nigeria was notified on or before 20th July, 1922 (date of British Mandate for the Cameroons), the adherence on behalf of the Mandated Territory may be regarded as having effect from that date. In the case of such Conventions adherence to which on behalf of Nigeria was notified after 20th July, 1922, the date of accession of Nigeria may be regarded as the date of accession of the territory.

<i>Name</i>	<i>Date of Signature</i>	<i>Date of Application</i>
General Act of the Brussels Conference relative to the African Slave Trade.	2.7.90 Brussels	20.7.22
Convention for the Publication of Customs Tariffs ..	5.7.90 Brussels	20.7.22
Convention for the Preservation of Wild Animals, Birds and Fish in Africa.	19.5.00 London	20.7.22
Agreement for the Suppression of the White Slave Traffic	18.5.04 Paris	20.7.22
Convention prohibiting the use of White (Yellow) Phosphorus in manufacture of matches.	26.9.06 Bern	20.7.22

<i>Name</i>	<i>Date of Signature</i>	<i>Date of Application</i>
Agreement regarding the Creation of an International Office of Public Health.	9.12.07 Rome	26.9.29
Convention relative to the Protection of Literary and Artistic works, revising that signed at Berne, 9.9.86.	13.11.08 Brussels	20.7.22
Agreement for the Suppression of Obscene Publications ..	4.5.10 Paris	20.7.22
Convention respecting collisions between Vessels	23.9.10 Brussels	20.7.22
Convention respecting assistance and salvage at sea ..	23.9.10	20.7.22
Opium Convention and subsequent relative papers ..	23.1.12 The Hague	20.7.22
Radio-telegraph Convention	5.7.12 London	20.7.22
Additional Protocol regarding the Convention relative to the Protection of Literary and Artistic Works.	20.3.14 Berne	20.7.22
Convention relating to Liquor Traffic in Africa and Protocol	10.9.19 St. Germain- en-laye	20.7.22
Convention revising the General Act of Berlin, 26.2.1885, and the General Act and Declaration of Brussels, 2.7.90.	10.9.19 St. Germain- en-laye	20.7.22
Convention relating to the Regulation of Aerial Navigation and additional Protocol of May, 1920. Certain provisions of this Convention are applied to Cameroons under British Mandate by the Air Navigation (Mandated Territories), Order-in-Council, 1927.	13.10.19 Paris	20.7.22
Convention and Statute on Freedom of Transit	20.4.21 Barcelona	2.8.22
Convention and Statute on the Régime of Navigable Waterways of International Concern.	20.4.21 Barcelona	2.8.22
Additional Protocol to the Convention on the Régime of Navigable Waterways of International Concern.	20.4.21 Barcelona	2.8.22
Declaration recognising the Right to a Flag of States having no Sea-Coast.	20.4.21 Barcelona	9.10.22
Declaration regarding the Convention relating to the Regulation of Aerial Navigation of 13.10.19.	1.6.22 Paris	20.7.22
Protocol regarding ditto	27.10.22 London	14.12.26
Protocol regarding ditto	30.6.23 London	14.12.26
Convention for the Suppression of the Circulation of Traffic in Obscene Publications.	12.9.25 Geneva	14.12.26
Convention relating to the Simplification of Customs Formalities.	3.11.23 Geneva	29.8.24
Convention relating to the Development of Hydraulic Power affecting more than one State, and Protocol of Signature.	9.12.23 Geneva	22.9.25
Convention and Statute on the International Régime of Railways, and Protocol of Signature.	9.12.23 Geneva	22.9.25
Convention relating to the Transmission in Transit of Electric Power, and Protocol of Signature.	9.12.23 Geneva	22.9.25
Convention and Statute on the International Régime of Maritime Ports, and Protocol of Signature.	9.12.23 Geneva	22.9.25
Convention for the Unification of Rules relating to Bills of Lading.	25.8.24 Brussels	2.6.31
Convention relating to Dangerous Drugs, with Protocol ..	19.2.25 Geneva	17.2.26

<i>Name</i>	<i>Date of Signature</i>	<i>Date of Application</i>
Convention relating to the Circulation of Motor Vehicles ..	24.4.26 Paris	14.3.35
Sanitary Convention	21.6.26 Paris	9.10.28
Slavery Convention	25.9.26 Geneva	18.6.27
Radio-telegraph Convention	25.11.27 Washington	15.8.30
Convention relative to the Protection of Literary and Artistic Works.	2.6.28 Rome	1.10.31
Convention for the Regulation of International Exhibitions	22.11.28 Paris	17.1.31
Protocol regarding the Convention relating to the Regulation of Aerial Navigation of 13.10.19.	15.6.29 Paris	17.5.33
Convention for the Unification of certain rules relating to International Carriage by Air.	12.10.29 Warsaw	3.3.35
Protocol regarding the Convention relating to the Regulation of Aerial Navigation of 13.10.19.	11.12.29 Paris	17.5.33
Protocol relating to Military Obligations in certain cases of Double Nationality.	12.4.30 The Hague	25.5.37
Protocol relating to a certain case of Statelessness	12.4.30 The Hague	1.7.37
Convention on certain questions relating to the Conflict of Nationality Laws.	12.4.30 The Hague	1.7.37
Convention regarding the Taxation of Foreign Motor Vehicles, with Protocol.	30.3.31 Geneva	11.9.36
Convention for Limiting the Manufacture and Regulating the Distributing of Narcotic Drugs.	13.7.31 Geneva	18.3.36
Convention for the Regulation of Whaling	24.9.31 Geneva	17.2.37
Convention regarding Telecommunications	9.12.32 Madrid	23.8.35
Sanitary Convention for Aerial Navigation	12.4.33 The Hague	3.4.35
Convention for the Protection of the Fauna and Flora of Africa.	8.11.33 London	14.1.36
Universal Postal Convention	20.3.34 Cairo	30.3.35
Agreement concerning Insured Letters and Boxes	20.3.34 Cairo	30.3.35
Agreement Dispensing with Bills of Health	22.12.34 Paris	31.8.38
Agreement Dispensing with Consular Visas on Bills of Health.	22.12.34 Paris	31.8.38
Convention for the Amelioration of the Conditions of the Wounded and Sick in Armies in the Field.	27.7.29 Geneva	1.5.38
International Labour Convention	See Attachment B	
International Sanitary Convention for Aerial Navigation, 1944.	5-15.1.1945 Washington	21.2.45
International Sanitary Convention, 1944	5-15.1.1945 Washington	21.2.45
Convention concerning the use of Broadcasting in the Cause of Peace.	23.9.36 Geneva	14.7.39
Convention relating to the International Status of Refugees	28.10.33 Geneva	30.5.40
Convention relating to Status of Refugees from Germany ..	10.2.38 Geneva	30.5.40

(B) *Extradition Treaties between the United Kingdom and Foreign Countries which have been applied to Cameroons under British Mandate.*

Country	Date of Signature	Date of Application (effective)
Albania	22.7.26	11.7.27
Belgium	{ 29.10.01 5.3.07 }	1.8.28
Belgian Congo	{ 3.3.11 8.8.23 }	
Ruanda-Urundi	{ 2.7.28 }	
Bolivia	22.2.92	18.2.28
Chile	26.1.97	13.1.28
Colombia	{ 27.10.88 2.12.29 }	5.12.30
Cuba	{ 3.10.04 17.4.30 }	
Czechoslovakia	{ 11.11.24 4.6.26 }	15.7.27
Denmark	{ 31.3.73 15.10.35 }	
Ecuador	{ 29.9.80 4.6.34 }	10.2.28
Estonia	18.11.25	
Finland	30.5.24	25.11.26
France	{ 14.8.76 13.2.96 17.10.08 }	
Germany	14.5.72	17.8.30
Greece	24.9.10	19.4.28
Guatemala	{ 4.7.85 30.5.14 }	11.9.29
Haiti	7.12.74	
Hungary	{ 3.12.73 26.6.01 8.9.36 }	25.4.28
Ireland	{ 31.3.73 25.10.38 }	
Iraq	2.5.32	5.5.33
Latvia	16.7.24	7.6.26
Liberia	16.12.92	16.10.28
Lithuania	18.5.26	11.6.27
Luxembourg	{ 24.11.80 23.1.37 }	28.1.28
Monaco	{ 17.12.91 27.11.30 }	
Netherlands	26.9.98	27.1.28
Nicaragua	19.4.05	12.1.28
Norway	{ 26.6.73 18.2.07 }	13.12.29
Panama	25.8.06	
Paraguay	12.9.08	16.1.28
Peru	26.1.04	16.1.28
Poland	11.1.32	12.3.34
Portugal	{ 17.10.92 30.11.92 20.1.32 }	23.6.34
Roumania	{ 21.3.93 13.3.94 }	
Salvador	23.6.81	8.8.30

Country	Date of Signature	Date of Application (effective)
San Marino	16.10.99	19.7.34
Siam	4.3.11	27.2.28
Spain	{ 4.6.78 19.2.89 }	13.2.28
Switzerland	{ 26.11.80 29.6.04 }	19.9.29
	19.12.34	6.9.35
United States of America	22.12.31	24.6.35
Yugoslavia	6.12.00	1.11.28

(C) *Commercial Treaties between the United Kingdom and Foreign Countries which have been applied to Cameroons under British Mandate.*

Country	Name	Date of Application (effective)
China	Treaty relating to the Chinese Customs Tariff, 20.12.28.	1.2.29
Czechoslovakia	Customs Duties on Printed Matter advertising British Products. Notes 1.2.26.	1.2.26
Egypt	Commercial Modus Vivendi. Notes 5-7.6.30..	11.6.30
Estonia	Treaty of Commerce and Navigation, 18.1.26, Commercial Agreement and Protocol, 11.7.34	11.7.27 8.9.34
Finland	Agreement respecting Commerce and Navigation, 29.9.33.	23.11.33
Germany	Treaty of Commerce and Navigation, 2.12.24 .. Agreements respecting Commercial Payments, 1.11.34. Agreement respecting Commercial Payments, 1.7.38.	4.3.26 1.11.34 1.7.38
Hungary	Treaty of Commerce and Navigation, 23.7.26 ..	17.4.28
Italy	Agreement and Notes respecting Commercial Exchanges and Payments, 18.3.38.	28.3.38
Lithuania	Notes respecting Commercial Relations, 6.5.22 Notes respecting Commercial Relations, 28.11.29-10.12.29. Agreement and Protocol respecting Commerce and Navigation, 6.7.34. Notes, 6.2.35.	24.4.23 10.12.29 12.8.34
Netherlands	Notes respecting Commercial Relations, 18.12.35	1.1.36
Norway	Commercial Agreement, 15.5.33	7.7.33
Panama	Treaty of Commerce and Navigation, 25.9.28 ..	10.6.30
Poland	Treaty of Commerce and Navigation, 26.11.23	22.1.25
Portugal	Notes respecting Commerce and Navigation. Flag discrimination, 14.10.33.	14.10.33
Siam	Treaty of Commerce and Navigation, 23.11.37	8.12.38
Spain	Commercial Treaty, 31.10.22 Treatment of Companies, Agreement, 27.6.24.. Convention, etc., Commerce and Navigation, 5.4.27. Notes respecting Commercial Relations, 6.2.28 Notes respecting Commercial Relations, 31.5.28	1.12.28 11.7.31 1.12.28 6.2.28 31.5.28
Turkey	Treaty of Commerce and Navigation, 1.3.30 ..	3.9.30
United States of America	Cameroons (Mandated Territory), 10.2.25 ..	8.7.26
Yemen	Friendship and Mutual Co-operation, 11.2.34 ..	4.9.34
Yugoslavia	Treaty of Commerce and Navigation, 12.5.27 ..	4.4.28

(D) *Conventions regarding Legal Proceedings in Civil and Commercial Matters between the United Kingdom and Foreign Countries which have been applied to Cameroons under British Mandate.*

Country	Date of Signature	Date of Application (effective)
Belgium	{ 21.6.22 4.11.32	23.8.25 27.6.35
Czechoslovakia Supplementary	{ 11.11.24 15.2.35	17.2.27 5.1.37
Denmark	29.11.32	27.3.34
Estonia	22.12.31	11.10.33
Finland	11.8.33	4.6.33
France	{ 2.2.22 15.4.36	27.1.24 22.9.47
Germany	20.3.28	18.5.32
Greece	27.2.36	19.1.39
Hungary	25.9.35	25.6.37
Iraq	25.7.35	26.3.38
Italy	17.12.30	25.8.32
Lithuania	24.4.34	29.6.37
Netherlands	31.5.32	23.5.34
Norway	30.1.31	14.11.31
Poland	26.8.31	3.5.33
Portugal	9.7.31	30.4.33
Spain	27.6.29	23.2.31
Sweden	28.8.30	3.9.31
Switzerland	3.12.37	17.5.40
Turkey	28.11.31	14.12.33
Yugoslavia	27.2.36	20.11.38

(E) *Arrangements regarding Documents of Identity for Aircraft Personnel which have been applied to Cameroons under British Mandate.*

Country	Date of Signature	Date of Application
Belgium	29.4.38	29.4.38
Denmark	21.7.37	21.7.37
France	15.7.38	15.7.38
Italy	13.4.31	13.4.31
Norway	11.10.37	11.10.37
Sweden	30.5.38	1.7.38
Switzerland	17.5.38	17.5.38

(F) *Agreements respecting the Tonnage Measurement of Merchant Ships which have been applied to Cameroons under British Mandate.*

Country	Date of Signature	Date of Application
Egypt	23.6.39	23.6.39
Estonia	24.6.26	24.6.26
Greece	30.11.26	30.11.26
Japan	30.11.22	30.11.22
Latvia	24.6.27	24.6.27
Poland	16.4.34	20.4.35
Portugal	20.5.26	20.5.26

(G) *Other Treaties between the United Kingdom and Foreign Countries which have been applied to Cameroons under British Mandate.*

<i>Country</i>	<i>Name</i>	<i>Date of Application (effective)</i>
Finland	Convention regarding Liquor Smuggling (with Declaration), 13.10.33. Also Exchange Notes regarding Interpretation of Article 2, 12.3.36.	13.10.33
France	Exchange of Notes regarding the Boundary between the British and French Mandated Territories of Cameroons, 9.1.31. Convention, etc., for the abolition of Capitulations in Morocco and Zanzibar, 29.7.37.	9.1.31 1.1.38
Germany	Exchange of Notes regarding the application of Treaties between the United Kingdom, Germany and Austria, 6.5.38-10.9.38.	10.9.38
United States of America..	Convention concerning Rights of the two countries and their respective Nationals in part of the former German Protectorate of Cameroons, 10.2.25. (Also under Commercial Treaties.)	8.7.26

*Resident, Adamawa Province.

*Superintendent of Police.
*Provincial Engineer.
*Provincial Veterinary Officer.
*Provincial Education Officer.
*Medical Officer.
*Provincial Agricultural Officer.
*Forestry Assistant.

*District Officer, Adamawa Division.
One Assistant District Officer,
Northern Touring Area.
*One Assistant District Officer,
Southern Touring Area.
Three Government Messengers.
One Registration Clerk.

*Resident, Bornu Province.

*Senior Assistant Superintendent of
Police.
*Provincial Engineer.
*Mechanical Inspector, P.W.D.
*Building Inspector.
*Senior Veterinary Officer.
*Medical Officer.
*Lady Medical Officer.
*Sanitary Superintendent.
*Education Officer.
*Agricultural Officer.
*Road Engineer, Grade IV.

Native Authority

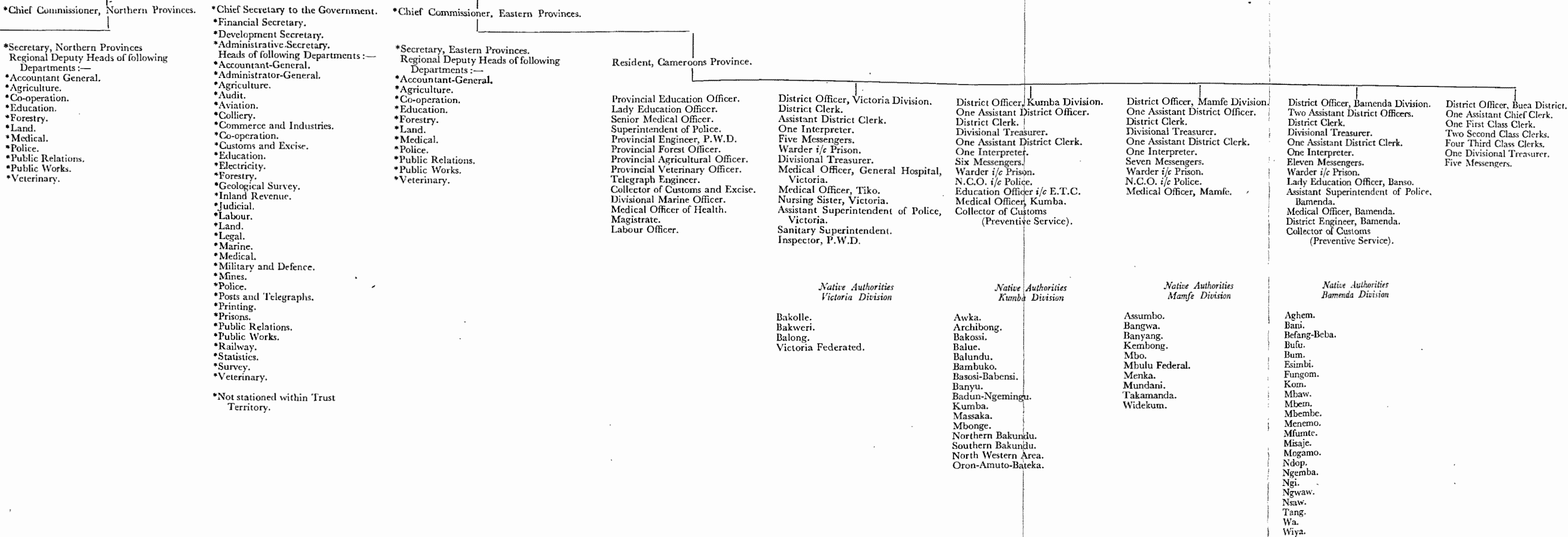
*The Lamido of Adamawa.

Native Authority

The Emir of Dikwa.

D. STRUCTURE OF TERRITORIAL ADMINISTRATION

*GOVERNOR AND COMMANDER IN CHIEF



E. PETITIONS RULES

Government Notice No. 1235 of 1943 Petitions

The following Notice in respect of petitions is issued for general information :

1. This Notice shall not apply to petitions from Government servants on matters connected with the Government service, for which Rules have been made and incorporated in General Orders, or to petitions in respect of Protectorate Court cases, which should be submitted to the Chief Registrar or to the Court concerned.

2. Petitions addressed to a Resident must be in duplicate, to a Chief Commissioner in triplicate, to the Governor (or Chief Secretary) in quadruplicate, to the Secretary of State in quintuplicate.

3. All petitions, whether addressed to the District Officer or a higher authority, should be submitted in the first instance (with the requisite number of copies) to the District Officer. This rule is based on the strongest grounds of public convenience, as well as of convenience to the petitioner, in order that all petitions to a higher authority may be duly verified and reported on before they reach the higher authority. Subject to paragraph 8, petitions in original sent direct to higher authorities will be returned to the District Officer. Copies will be ignored.

4. Petitions must bear the signature, or independently attested mark, of the petitioner. When written by a person other than the petitioner the name and address of such writer must be included.

5. The writer of a petition which exceeds in length two pages of foolscap may be called upon to include a summary stating concisely the measure of redress sought and the reason for it.

6. Where a person submits a petition above his own signature (as petitioner, not merely as letter writer) on behalf of another person or persons, he may be called upon to satisfy Government that he has been properly authorised to write on behalf of that person or persons.

7. Petitions which

(a) do not comply with the requirements of paragraphs 2 or 4 ;

(b) deal with cases in which legal remedies are still open

will be returned to the petitioner by the District Officer who will state the reason why they have been returned.

8. Petitions which

(a) invite attention to previous petitions recently presented, or repeat the substance of previous petitions without introducing new matter of relevance ;

(b) are couched in abusive or improper language ;

(c) are anonymous ;

(d) are applications for employment and are not in reply to an official notice inviting applications ;

(e) are illegible or meaningless

will not receive any reply.

9. Petitions to the Legislative Council must be submitted through a member of the Council.

F. POWERS OF NATIVE AUTHORITIES

The powers of Native Authorities are set out in the Native Authority Ordinance which empowers them to issue orders for all or any of the following purposes :—

- (a) prohibiting, restricting or regulating gambling ;
- (b) prohibiting, restricting or regulating the carrying and possession of weapons ;
- (c) prohibiting, restricting or regulating the cutting or destruction of trees growing on communal or native lands ;
- (d) prohibiting, restricting or regulating the migration of natives from or to the area of its authority.
- (e) regulating child betrothals within the area of its authority and prescribing safeguards to be taken :—
 - (i) when the child betrothed leaves the place in which her parents or guardians reside but does not leave the area of authority of the Native Authority making the order,
 - (ii) when the child betrothed leaves the area of authority of the Native Authority making the order,
 - (iii) when the child betrothed in some other area enters the area of the Native Authority making the order ;
- (f) requiring the marriage, birth or death of any persons subject to its jurisdiction to be reported to it or to such person as it may direct ;
- (g) prohibiting, restricting or regulating the movement in or through the area of its authority of livestock of any description ;
- (h) prohibiting, restricting or regulating the burning of grass or bush, and the use of fire or lights in any manner likely to ignite any grass or bush in contravention of any laws or regulation ;
- (i) requiring any native to cultivate land to such extent and with such crops as will secure an adequate supply of food for the support of such native and those dependent upon him ;
- (j) prohibiting, restricting or regulating or requiring to be done any matter or thing which the Native Authority, by virtue of any native law or custom for the time being in force and not repugnant to morality or justice, has power to prohibit, restrict, regulate or require to be done ;
- (k) prohibiting the hindrance or interruption of the free passage of any person transporting goods or produce along any path or road leading to any town or village ;
- (l) protecting vegetation along any road or path ;
- (m) specifying fees or charges to be paid in respect of any matter or act for which provision is made in any order ; and
- (n) for any other purpose, whether similar to those hereinbefore enumerated or not, which, by notice published in the *Gazette*, be sanctioned by the Governor, either generally or for any particular area or Native Authority ;

and, subject to the approval of the Governor, to make rules on the following subjects :—

- (a) for the regulating, controlling or promoting of trade or industry and regulating the carrying on of any offensive trade ;

- (b) prohibiting, restricting or regulating the manufacture, distillation, sale, transport, distribution, supply, possession and consumption of intoxicating liquors ;
- (c) for the purpose of exterminating or preventing the spread of tsetse fly ;
- (d) prohibiting or regulating the removal from any place of African antique works of art and generally for the protection and preservation thereof ;
- (e) prohibiting or regulating the capture, killing or sale of fish or any specified kind or kinds of fish ;
- (f) (i) prohibiting cruelty to animals or specified acts of cruelty to animals, and
(ii) authorising the detention for treatment of any animal suffering from the effects of cruelty ;
- (g) prohibiting any act or conduct which in the opinion of the Native Authority might cause a riot or a disturbance or a breach of the peace ;
- (h) preventing the pollution of the water in any stream, water-course or water-hole, and preventing the obstruction of any stream or water-course ;
- (i) preventing the spread of infectious or contagious disease, whether of human beings or animals, and for the care of the sick ;
- (j) requiring persons to report the presence within the area of its authority of any person who has committed an offence for which he may be arrested without a warrant or for whose arrest a warrant has been issued, or of any property stolen or believed to have been stolen within or without the area of its authority ;
- (k) declaring any area specified in any such rules to be a public burial ground, requiring the burial of all persons who die within the jurisdiction of the Native Authority making the rules in such burial ground, requiring the burial of a dead body within a specified period after death, and imposing on any person named in the rules the duty of causing any dead body to be buried ;
- (l) regulating animal traffic along highways ;
- (m) (i) requiring bicycles and vehicles other than motor vehicles to be licensed, authorising the exaction of fees for licences issued in respect of bicycles and such vehicles, and
(ii) specifying the equipment with which bicycles and such other vehicles must be fitted, and generally for regulating and controlling the riding of bicycles and the use of such other vehicles, and
(iii) generally for all purposes incidental to sub-paragraphs (i) and (ii) ;
- (n) requiring people to carry lamps during such hours and within such places or areas as may be specified in the rules ;
- (o) prohibiting or regulating the hawking of wares, or the erection of stalls on or near any street ;
- (p) declaring any land to be an open space and the purposes for which such space is to be used or occupied and regulating such use or occupation ;
- (q) (i) for the prevention of fires, and
(ii) providing for the establishment of fire brigades, and
(iii) prescribing the duties of the members of such brigades and
(iv) generally in connection with any matters relating to the extinguishing of fires and to the custody and use of appliances provided for such purpose ;

- (r) (i) for the licensing of buildings or other places for the performance of stage plays or the display of cinematograph films, and
- (ii) prescribing the building materials thereof and the mode of building, seating accommodation, entrances, exits and all other matters appertaining to the same, and
- (iii) prescribing against overcrowding and for the control and prevention of fire, and
- (iv) prescribing for the maintenance of good order therein and for the entry and inspection during any performance or display or at any time by any police officer or person authorised so to do ;
- (s) (i) for the appointment, management and control of pounds, and
- (ii) prescribing the powers and duties of pound masters, and
- (iii) for the seizing and impounding of stray animals, the recovery of expenses incurred in connection therewith, and
- (iv) for the sale of impounded animals and the disposal of the proceeds of any sale ;
- (t) (i) regulating the repairing, improving, stopping or diverting of streets, water-courses or drains, preventing obstructions thereto, and the mode of objection to the stopping or diverting thereof, and
- (ii) regulating the construction of new streets, water-courses or street drains and building lines, and
- (iii) regulating the cutting, uprooting, topping, injuring or destroying any tree growing in any street, and
- (iv) regulating traffic in any street ;
- (u) with regard to public services provided by the Native Authority in any capacity and for the imposition of general or other rates in respect of the same ;
- (v) providing for the fencing of land or any particular land and for the maintenance and repair of such fences ;
- (w) (i) providing for the demolition of dangerous buildings, and
- (ii) enabling some person or persons to carry out such demolition at the expense of the owner in default of the owner so doing, to remove and sell the materials of any building so demolished, and
- (iii) regulating the procedure by which such expenses may be recovered ;
- (x) providing for the peace, good order and welfare of the persons within the area of its authority ;
- (y) specifying fees or charges in respect of any matter or act for which provision is made in any rule ; and
- (z) imposing as penalties for the breach of any rule, a fine not exceeding £25 or imprisonment not exceeding six months or both fine and imprisonment.
- (za) relating to the use and alienation whether upon devolution by will or otherwise of any description whatever of interests in and within the area of jurisdiction of the Native Authority and without derogation from the generality of these provisions specially in respect of any or all of the following matters :—
 - (i) the control of any or all powers of alienation of land or of any interest therein to strangers or to persons other than strangers,

- (ii) the control and use of communal land and of family land either generally or specifically and with special reference to the cultivation thereof and the type of crops which may be grown thereon,
- (iii) the control of mortgaging with special reference to the approval of the mortgagee and the use to which the land may be put when mortgaged,
- (iv) making the purchaser of any sale, whether such sale is by order of any court whatsoever or not, subject to the approval of the Native Authority or of a specified individual or individuals and providing, in the case of a sale by a court, that the land shall again be sold if the vendor is not approved under the rules,
- (v) for the recording of filing of documents relating to the alienation of land or interest therein,
- (vi) for the control either generally or specifically of the size or extent of communal land or family land over which any individual or group of persons may exercise rights or be permitted to exercise rights, and
- (vii) the regulating of the allocation of communal land or family land and specifying the person or persons who may allocate such communal land subject to such special or general directions as the Native Authority may require.

STATISTICAL

APPENDIX TO THE REPORT

By His Majesty's Government in the United Kingdom of Great Britain and Northern Ireland to the Trusteeship Council of the United Nations on the Administration of the Cameroons
Under United Kingdom Trusteeship
for the year 1947

Symbols employed : . . . not available ; — = nil or negligible

Compiled by the Department of Statistics, Nigeria

February, 1948

I. POPULATION

The estimates of population which follow are based on annual taxation records and therefore, to the extent that direct taxation is evaded, the estimates are defective. Strictly speaking, the changes from year to year are based on the changes in the numbers paying tax and are not a certain indication of population change. Nevertheless, the direct taxation system has been in existence for such a long period that once a man has begun to pay tax, subsequent evasion is very difficult. It is, however, possible for a boy reaching tax-paying age to evade taxation for several years. The primitive pagan tribes of the northern areas inhabiting the hills and valleys on the border with French territory are not assessed with the precision of the remaining areas and the population figures are correspondingly less accurate.

Only adult able-bodied males pay direct taxation and therefore the figures of adult males are much more reliable than the estimates of the remaining and of the total population. In the northern areas, apart from the pagan hill tribes, old and disabled men, women and children are entered on the taxation records as one indication of the wealth of the taxpayer, but the figures are by no means reliable. In the Cameroons Province, there is no count at all and the total population has been estimated by multiplying the number of tax-paying adult able-bodied males by the arbitrarily selected factor of 3.5 with the exception of Victoria Division where the estimate has been modified to allow for plantation workers whose wives and children are not resident in Victoria Division.

No birth and mortality rates are available, nor is it possible to provide an analysis of the population figures by occupation or educational attainment. There is no control of migration to and from neighbouring territories.

The sources of the information were the Residents of the provinces concerned.

TABLE I
ESTIMATED NATIVE POPULATION, MID 1947

Area	Adult Males	Adult Females	Children	Total
CAMEROONS PROVINCE*				
Bamenda Division	82,000	..	..	287,000
Mamfe Division	20,000	..	..	70,000
Kumba Division	17,800	..	..	62,300
Victoria Division	20,000	..	..	46,300
NORTHERN AREAS				
WITHIN BENUE PROVINCE †	3,000	3,400	4,500	10,900
WITHIN ADAMAWA PROVINCE				
Madagali District	..	..	..	46,100
Cubunawa District	..	..	..	52,600
Mubi District	..	..	..	67,900
Nassarawo District	..	..	..	33,800
Mambila District	..	..	..	24,400
Other Districts	..	..	..	70,500
WITHIN BORNU PROVINCE				
Dikwa Division	..	..	..	219,300
TOTAL	..	..	..	991,100

* Estimates of Department of Statistics. † Tigon, Ndoro and Kentu Districts.

TABLE 2

ESTIMATE OF TOTAL NATIVE POPULATION, COMPARATIVE FIGURES

Area	1942	1943	1944	1945	1946	1947
CAMEROONS PROVINCE						
Bamenda Division	276,400	270,900	286,000	289,400	285,300	287,000*
Mamfe Division	60,100	60,300	62,300	66,800	67,900	70,000*
Kumba Division	58,700	56,000	55,000	58,200	59,600	62,300*
Victoria Division	45,100	46,200	46,600	47,700	46,800	46,300*
NORTHERN AREAS						
WITHIN BENUE PROVINCE †	..	9,600	9,800	10,400	9,900	10,900
WITHIN ADAMAWA PROVINCE						
Madagali District	..	35,500	45,700	45,100	45,600	46,100
Cubunawa District	..	52,400	46,900	50,100	52,800	52,600
Mubi District	..	53,500	57,300	58,900	64,200	67,900
Nassarawo District	..	32,600	32,700	32,900	33,900	33,800
Mambila District	..	17,300	18,600	20,300	22,000	24,400
Other Districts	..	74,100	72,600	67,300	71,400	70,500
WITHIN BORNU PROVINCE						
Dikwa Division	..	..	214,100	212,800	211,000	219,300
TOTAL	..	..	947,600	959,900	970,400	991,100

* Estimates of Department of Statistics. † Tigon, Ndoro and Kentu Districts.

TABLE 3

ESTIMATES OF THE DENSITY OF THE NATIVE POPULATION, MID 1947

<i>Provinces</i>	<i>Districts or Divisions</i>	<i>Average No. of persons per square mile</i>	<i>Districts or Divisions</i>	<i>Average No. of persons per square mile</i>
CAMEROONS PROVINCE*	BAMENDA (by Clan Area)			
	Bafut	60	Mfumte	23
	Bali	14	Misaje	42
	Banso	40	Mogamo	74
	Beba-Befang ..	87	Ndop	69
	Bum	14	Ndu	7
	Esimbi	23	Ngemba	47
	Fungom	20	Ngt	91
	Mbaw	10	Ngonu	60
	Mbcm	44	Nkom	62
	Mbwat	68	Tang	40
	Meta	100	Wum	17
	MAMFE DIVISION (by Clan Area)			
	Bangwa	77	Kembong	13
	Mbo	17	Takamanda ..	7
	Banyang	12	Assumbo	12
	Mundani	23	Menka-Widekum	19
	KUMBA DIVISION (by Clan Area)			
	Isangeli	14	Balong (Lower)	55
	Balundu	7	Bambuko	6
	Bafaw	53	Bakossi	75
	Bakundu	25	Ninong	30
	Balue	28	Elung	23
	Balundu Badiko	9	Nhia	25
	Bima }	4	Basossi	11
	Kurop }	4		
	Mbonge	29	Batanga	22
	Barambi	19	Ngolo	22
	Ekumbe	48	Upper Balong	5

* Figures for mid 1946.

TABLE 3 (CONTD.)

ESTIMATES OF THE DENSITY OF THE NATIVE POPULATION, MID 1947

<i>Provinces</i>	<i>Districts or Divisions</i>	<i>Average No. of persons per square mile</i>	<i>Districts or Divisions</i>	<i>Average No. of persons per square mile</i>
CAMEROONS PROVINCE (continued)	VICTORIA DIVISION (By Clan Area)			
	Balong ..	31	Mungo ..	41
	Bakweri ..	26	Victoria, Tiko, and Bota vil- lage groups ..	60
	Bambuko ..	5		
	Bakolle ..	20		
	Bimbia ..	21		
NORTHERN AREAS Within Benue Province	Tigon	11		
	Ndoro	14		
	Kentu	5		
Within Adamawa Province	Madagali ..	130	Verre (part) ..	7
	Chubunawa ..	162	Nassarawo ..	39
	Uba (part) ..	100	Yebbi ..	52
	Mubi	158	Gurumpawo ..	48
	Maiha	73	Tsugu	29
	Holma (part)	23	Toungo	5
	Zummo (part)	18	Gashaka	2
	Belel	33	Mambila	18
Within Bornu Province	DIKWA DIVISION			
	Bama	42	Raun	26
	Gajibo	65	Woloje	44
	Gulumba	23	Gwoza Plains ..	24
	Gumsu	16	Gwoza Hills ..	232
	Ngala	24		

The densities per square mile are in some instances misleading because the horizontal superficial area has been used as area for the calculation ; the true area in hilly districts is not known.

II. ADMINISTRATIVE STRUCTURE OF GOVERNMENT

A diagram indicating the structure of the territorial administration is annexed as Attachment D.

TABLE 4

DETAILS OF GOVERNMENT OFFICIALS EMPLOYED SOLELY WITHIN
TRUST TERRITORY, 1947

Department	Status	No.	Race	Sex	Salary or Salary Range
Administration	SENIOR SERVICE				£
	Resident	1	British	male	1,350
	Senior District Officers ..	2	British	male	1,200
	District Officers	3	British	male	450 to 1,000
	Assistant District Officers	7	British	male	450 to 1,000
	Assistant District Officers	1	African	male	450 to 1,000
	JUNIOR SERVICE				
	Assistant Chief Clerk ..	1	African	male	265 to 350
	* 1st, 2nd and 3rd Class Clerks, Temporary Clerks and Clerical Assistants ..	22	African	male	72 to 250
	Messengers	37	African	male	42 to 84
	Motor driver	1	African	male	52 to 84
Agriculture	SENIOR SERVICE				
	Agricultural Officer ..	1	British	male	450 to 1,000
	JUNIOR SERVICE				
	Assistant Agricultural Offi- cers	2	African	male	170 to 300
	Clerks	3	African	male	84 to 168
	Clerical Assistants	2	African	male	72 to 150
	Field Overseers	2	African	male	108 to 150
	Field Overseers	6	African	male	Rates not exceeding 108
	Sub-Inspector of Produce	1	African	male	108 to 250
	Produce Examiners	8	African	male	96 to 170
	Cocoa Survey Assistants ..	24	African	male	48 to 150
	Drivers	2	African	male	52 to 84
Co-operative	Messengers	4	African	male	42 to 64
	JUNIOR SERVICE				
Customs and Excise	Co-operative Inspector Grade II	1	African	male	96 to 170
	SENIOR SERVICE				
	Collectors	3	British	male	450 to 840
	JUNIOR SERVICE				
	1st Class Officers	5	African	male	120 to 250
	2nd and 3rd Class Officers	5	African	male	84 to 168
	Superintendents, Grade II	2	African	male	170 to 220
	Superintendents, Grade III	10	African	male	170 to 220
	Drill Instructor	1	African	male	170 to 220
	Chief Preventive Officer ..	1	African	male	150 to 170
	Preventive Officers	6	African	male	128 to 144
	1st Class Assistant Pre- ventive Officers	21	African	male	112 to 120
	2nd Class Assistant Pre- ventive Officers	28	African	male	90 to 100
	3rd Class Assistant Pre- ventive Officers	54	African	male	75 to 84
	4th Class Assistant Pre- ventive Officers	48	African	male	66 to 72
	Messenger	1	African	male	42 to 64

* Includes 3 clerks acting as local treasurers, and 4 interpreters.

TABLE 4 (CONTD.)

DETAILS OF GOVERNMENT OFFICIALS EMPLOYED SOLELY WITHIN
TRUST TERRITORY, 1947

<i>Department</i>	<i>Status</i>	<i>No.</i>	<i>Race</i>	<i>Sex</i>	<i>Salary or Salary Range</i>
Development	SENIOR SERVICE				£
	Development Officer ..	1	British	male	450 to 900
Education	SENIOR SERVICE				
	Senior Education Officer ..	1	British	male	450 to 1,000
	Education Officer ..	1	British	male	450 to 1,000
	Temporary Education Officers	2	British	female	Rates not exceeding 840
	JUNIOR SERVICE				
	Supervising Teacher ..	1	African	male	360 to 450
	Teachers, Grade II ..	7	African	male	120 to 250
	Teachers, Grade III ..	21	African	male	84 to 168
	Teachers, Grade IV ..	9	African	male	88 to 108
	2nd and 3rd Class Clerks ..	3	African	male	84 to 168
	Supernumerary Clerk ..	1	African	male	72 to 150
	Messenger	1	African	male	52 to 64
Forestry	Driver	1	African	male	88 to 108
	SENIOR SERVICE				
	Assistant Conservator ..	1	British	male	450 to 1,000
	JUNIOR SERVICE				
	Forest Assistants	4	African	male	96 to 170
	Forester	1	African	male	88 to 108
	Forest Guards	13	African	male	52 to 84
	2nd and 3rd Class Clerks	3	African	male	84 to 168
	Clerical Assistants ..	4	African	male	72 to 150
	Messengers	3	African	male	42 to 64
Judicial	SENIOR SERVICE				
	Magistrate	1	British	male	450 to 1,000
	JUNIOR SERVICE				
	Registrar, Grade II ..	1	African	male	120 to 250
	3rd Class Clerks	2	African	male	84 to 168
	Clerical Assistant ..	1	African	male	72 to 150
Labour	Messenger	1	African	male	42 to 64
	SENIOR SERVICE				
	Labour Officer	1	African	male	450 to 1,000
	JUNIOR SERVICE				
	Assistant Labour Officer ..	1	African	male	180 to 250
	3rd Class Clerks	2	African	male	84 to 168
	Temporary Clerks ..	6	African	male	58 to 84
	Messengers	5	African	male	42 to 64
	Driver	1	African	male	52 to 84
Marine	SENIOR SERVICE				
	Marine Officer	1	British	male	450 to 1,000
	JUNIOR SERVICE				
	1st Class Clerk	1	African	male	200 to 250
	2nd Class Clerks	2	African	male	96 to 168
	Clerical Assistants ..	2	African	male	72 to 150
	Boatswain	1	African	male	100 to 128
	Quartermaster	1	African	male	100 to 128

TABLE 4 (CONTD.)

DETAILS OF GOVERNMENT OFFICIALS EMPLOYED SOLELY WITHIN
TRUST TERRITORY, 1947

Department	Status	No.	Race	Sex	Salary or Salary Range
					£
Marine (Continued)	Asst. Lighthouse Keepers	2	African	male	72 to 102
	Lighthouse Attendants ..	2	African	male	42 to 64
	Sail Maker	1	African	male	72 to 102
	Fitter	1	African	male	48 to 150
	Greaser	1	African	male	42 to 84
	Coxswain	1	African	male	52 to 84
	Able Seaman	5	African	male	76 to 84
	Boat Boys	3	African	male	72 to 102
	Messenger	1	African	male	42 to 64
Medical	SENIOR SERVICE				
	Senior Medical Officer ..	1	British	male	1,600
	Medical Officers	4	British	male	450 to 1,000
	Medical Officer	1	African	male	450 to 1,000
	Medical Officer of Health	1	British	male	450 to 1,000
	Sanitary Superintendents	2	British	male	450 to 600
	Assistant Medical Officer	1	African	male	150 to 600
	Nursing Sister	1	British	female	350 to 445
	JUNIOR SERVICE				
	1st Class Laboratory				
	Assistant	1	African	male	180 to 250
	1st Class Dispenser ..	1	African	male	180 to 250
	2nd and 3rd Class Dis-				
	pensers	6	African	male	144 to 170
	1st Class Clerks	2	African	male	120 to 190
	3rd Class Clerk	1	African	male	84 to 168
	Clerical Assistants ..	2	African	male	72 to 150
	2nd Class Sanitary In-				
	spectors	6	African	male	96 to 170
	Qualified Nurses	40	African	male	84 to 168
	Qualified Nurses	12	African	female	84 to 168
	3rd Class Midwives ..	3	African	female	84 to 168
	Driver Mechanic	1	African	male	88 to 108
	Drivers	3	African	male	52 to 84
	Cooks	2	African	male	72 to 102
	Washerman	1	African	male	72 to 102
	Nursing Orderlies ..	7	African	male	52 to 84
	Messenger	1	African	male	42 to 64
	Watchman	1	African	male	42 to 48
Meteorological	JUNIOR SERVICE				
	Observers	3	African	male	96 to 170
Police	SENIOR SERVICE				
	Superintendent of Police				
	and Assistant Superin-				
	tendents	3	British	male	450 to 900
	JUNIOR SERVICE				
	Inspectors of Police ..	3	African	male	230 to 400
Posts and Telegraphs	Sergeant-Major	1	African	male	170 to 200
	Armourer	1	African	male	72 to 150
	Other Ranks	300	African	male	66 to 170
	SENIOR SERVICE				
	Engineer	1	British	male	450 to 1,000

TABLE 4 (CONTD.)

DETAILS OF GOVERNMENT OFFICIALS EMPLOYED SOLELY WITHIN
TRUST TERRITORY, 1947

<i>Department</i>	<i>Status</i>	<i>No.</i>	<i>Race</i>	<i>Sex</i>	<i>Salary or Salary Range</i>
Posts and Telegraphs (Continued)	JUNIOR SERVICE				£
	Superintendent	1	African	male	270 to 370
	Inspector	1	African	male	270 to 370
	Assistant Inspector ..	1	African	male	96 to 170
	1st Class Postal Clerks and Telegraphists	3	African	male	180 to 250
	2nd and 3rd Class Postal Clerks and Telegraphists	22	African	male	96 to 170
	Telephone Operators ..	8	African	male	72 to 150
	Linemen, Grade I ..	1	African	male	108 to 150
	Linemen, Grade II ..	24	African	male	72 to 102
	Linemen, Grade III ..	12	African	male	52 to 64
	Telephone Attendants ..	2	African	male	42 to 64
	Mail Porter	1	African	male	42 to 64
	Messengers	10	African	male	42 to 64
	Clearing Gangers ..	18	African	male	42
Prisons	JUNIOR SERVICE				
	Chief Warder	1	African	male	230 to 280
	Assistant Chief Warders ..	3	African	male	150 to 170
	Senior Warders	3	African	male	128 to 144
	1st Class Warders	3	African	male	90 to 100
	2nd Class Warders	12	African	male	75 to 84
	3rd Class Warders	44	African	male	66 to 72
	Wardresses	4	African	female	66 to 72
Public Works Department	SENIOR SERVICE				
	Executive Engineers ..	2	British	male	450 to 1,000
	Chief Inspector	1	British	male	450 to 1,000
	JUNIOR SERVICE				
	1st Class Clerk	1	African	male	200 to 250
	2nd and 3rd Class Clerks ..	3	African	male	84 to 190
	Transport Clerk	1	African	male	72 to 150
	Engineering Assistants ..	2	African	male	Rates not exceeding 108
	Technical Assistants ..	2	African	male	Rates not exceeding 108
	Road Foreman	1	African	male	180 to 250
	Road Overseers	11	African	male	72 to 150
	Senior Timekeeper and Timekeepers	4	African	male	72 to 150
	Artisans, Grade I and II ..	20	African	male	48 to 150
	Driver Mechanics	2	African	male	48 to 150
	Miscellaneous Subordinate Staff	11	African	male	48 to 150
	Messenger	1	African	male	42 to 64
Treasury	JUNIOR SERVICE				
	1st Class Clerk	1	African	male	120 to 250
	3rd Class Clerk	1	African	male	84 to 168
	Messenger	1	African	male	42 to 64
Veterinary	SENIOR SERVICE				
	Veterinary Officer ..	1	British	male	450 to 1,000
	Development Officer (Veterinary)	1	British	male	500 to 800
	JUNIOR SERVICE				
	3rd Class Technical As- sistant	1	African	male	96 to 170
	Veterinary Inoculators ..	2	African	male	42 to 108
	Cattle and Laboratory At- tendants	3	African	male	42 to 108

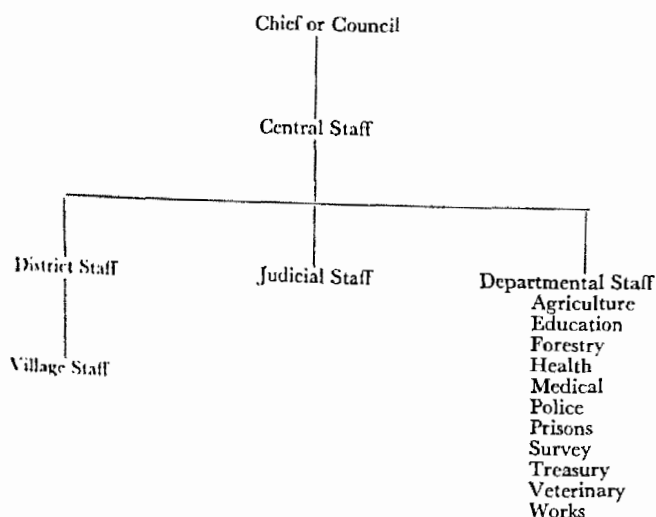
In addition to the salary scales quoted above, expatriation pay is granted to members of the Senior Service who have their principal family and social ties and general background in a country other than Nigeria, Gold Coast, Sierra Leone, Gambia, or any adjacent territories in West Africa, at the following rates:

<i>Basic Salary</i>	<i>Expatriation Pay</i>
	£
Any salary less than £450	125
£450 to £599	150
£600 to £700	200
£701 to £829	250
£830 to £1,050	300
£1,051 to £1,175	350
£1,176 to £1,350	400
£1,351 to £1,600	450
£1,601 to £1,850	500
Over £1,850	600

NATIVE ADMINISTRATIONS IN TRUST TERRITORY, 1947

TABLE 5

DIAGRAM INDICATING TYPICAL NATIVE ADMINISTRATION STRUCTURE



The unit of "local government" is the Native Administration. A Native Authority is responsible for administering its affairs.

A Native Authority may take one of several forms. In the Cameroons Province it is normally made up of a number of clan or family heads, together with representatives of the people. In the northern areas it is a chief alone advised by a number of councillors nominated or appointed by himself. Each Native Authority functions under the guidance of Administrative Officers. Revenues of Native Authorities of the Trust Territory range from £1,500 to £97,000 per annum and the number of their staff and departmental specialisation varies accordingly.

TABLE 6

DETAILS OF NATIVE AUTHORITIES STAFF WHOLLY OR PARTLY
EMPLOYED IN TRUST TERRITORY, 1947

<i>Status of Staff</i>	<i>No.</i>	<i>Sex</i>	<i>Salary or Salary range</i>	<i>Percentage of salary assigned to work in Trust Territory</i>
			£	
ADMINISTRATION				
Lamido of Adamawa	1	Male	2,500	50
Emir of Dikwa	1	Male	1,800	100
President, Victoria Federated Council	1	Male	300	100
Fon of Nsaw	1	Male	200	100
Fon of Bufu	1	Male	78	100
Councillors				
Waziri, Adamawa	1	Male	360	50
Galadima, Adamawa	1	Male	240	50
Wakili, Adamawa	1	Male	144	50
Other Councillors	5	Male	Various rates 9 to 180	90
Imam	1	Male	180	100
District Heads	30	Male	Various rates 72 to 240	96
Village Heads	187*	Male	Various rates 4 to 48	100
Iyalemas and Emir's representatives	8	Male	Various rates 24 to 48	100
Zubats and Messengers	69	Male	Various rates 13 to 48	95
Scribes	137	Male	Various rates 15 to 108	87
AGRICULTURE				
Head Agricultural Assistant ..	1	Male	80 to 128	50
Agricultural Overseers and Assistants	7	Male	Various scales 12 to 48	100
Co-operative Inspector	1	Male	24 to 48	100
EDUCATION				
Supervisor of Education	1	Male	80 to 128	50
Assistant Visiting Teacher	1	Male	36 to 72	50
Headmaster, Middle School	1	Male	60 to 156	50
Middle School Teachers	8	Male	36 to 72	50
Higher Elementary and Elementary School Teachers ..	88	Male	36 to 156	99
Uncertificated and Probationary Teachers	118	Male	Various rates 12 to 24	100
Female Teachers	2	Female	18 to 36	100
Craft Instructors	13	Male	Various scales 12 to 48	100
Craft Instructors	8	Female	12 to 18	100
Law School Instructor	1	Male	48 to 72	100
Arabic Instructors	14	Male	Various rates not exceeding 24	95
Scribe	1	Male	24 to 48	50
Apprentice Carpenter	1	Male	18	50
Emir's Representative	1	Male	27	100
Messengers	2	Male	12 to 18	50
Labourer	1	Male	9	100
Night Guard	1	Male	12 to 18	50
FORESTRY				
Ranger	1	Male	48 to 72	100
Supervisor of Forestry	1	Male	15 to 24	100
Forest Guards	32	Male	15 to 48	100
Patrol Guard	2	Male	12	100

* All these receive salaries. In addition, there are a large number of unsalaried village heads who receive a percentage (not exceeding 10 per cent) of the tax they collect from their villages.

TABLE 6 (CONTD.)

DETAILS OF NATIVE AUTHORITIES STAFF WHOLLY OR PARTLY
EMPLOYED IN TRUST TERRITORY, 1947

<i>Status of Staff</i>	<i>No.</i>	<i>Sex</i>	<i>Salary or Salary range</i>	<i>Percentage of salary assigned to work in Trust Territory</i>
			£	
JUDICIAL				
Chief Alkalis	2	Male	80 to 300	60
Alkalis	15	Male	48 to 128	99
Alkalis Assistants	3	Male	48 to 128	50
Registrar	1	Male	24 to 48	100
Court Scribes	95	Male	15 to 48	92
Court Messengers	226	Male	12 to 18	99
MEDICAL AND HEALTH				
Dispensary Attendants	25	Male	24 to 72	100
Sanitary Inspectors	27	Male	24 to 48	90
Vaccinators	2	Male	24 to 48	100
Vaccinators	2	Female	15 to 24	100
Leper Camp Attendants	3	Male	Various scales 12 to 48	100
Epidemic Sanitary Inspectors	2	Male	24 to 48	50
Dresser	1	Female	15 to 24	100
Storekeeper	1	Male	24 to 48	50
Warden	1	Male	24 to 48	50
POLICE				
Supervisor/Police	1	Male	84 to 96	50
Chief Police	1	Male	48 to 60	100
Sergeants	3	Male	36 to 39	100
Corporals	10	Male	33 to 39	95
L/Corporals	3	Male	27 to 30	100
Constables	86	Male	15 to 30	98
Recruits	5	Male	12	100
Askars and Chindas	44	Male	Various rates not exceeding 24	100
Sarkin Dogarai	1	Male	36	50
Dogarai	30	Male	12 to 16	87
PRISONS				
Head Warders	2	Male	51 to 60	75
Senior Warders	7	Male	24 to 48	65
Warders	91	Male	15 to 36	86
Wardress	1	Female	15 to 24	100
Prison Instructors	2	Male	Various scales 12 to 15	50
Scribe	1	Male	24 to 48	50
SURVEY				
Surveyor	1	Male	80 to 128	100
Survey Assistant	1	Male	24 to 48	100
Tracer	1	Male	24 to 48	100
Chainmen	2	Male	12 to 18	100
Boundarymen-in-Training	2	Male	..	..
TREASURIES				
Treasurers	10	Male	Various rates 24 to 250	95
Sub Treasurers, Treasury As-				
sistants	3	Male	24 to 72	100
Supervisors	2	Male	140 to 220	100
Clerks and Scribes	32	Male	Various rates 24 to 128	83
Chief Accountant	1	Male	48 to 72	100
Arabic Writer	1	Male	15 to 24	100
Messengers	2	Male	12 to 18	72

TABLE 6 (CONTD.)

DETAILS OF NATIVE AUTHORITIES STAFF WHOLLY OR PARTLY
EMPLOYED IN TRUST TERRITORY, 1947

<i>Status of Staff</i>	<i>No.</i>	<i>Sex</i>	<i>Salary or Salary range</i>	<i>Percentage of salary assigned to work in Trust Territory</i>
			£	
VETERINARY				
Head Veterinary Assistant ..	1	Male	48 to 72	50
Veterinary Assistants ..	27	Male	Various scales 12 to 48	99
Cattle Control Officers ..	11	Male	24 to 48	100
WORKS				
Supervisor of Works ..	2	Male	80 to 128	75
Accountant ..	1	Male	80 to 128	50
Head Road Overseer ..	1	Male	80 to 128	50
Road Overseers ..	15	Male	15 to 48	100
Inspector of Buildings ..	1	Male	24 to 48	100
Works Foremen ..	4	Male	48 to 128	100
Foremen of Buildings ..	3	Male	48 to 72	50
Artisans ..	18	Male	15 to 72	100
Carpenters ..	4	Male	24 to 72	85
Mechanic, Mechanical Overseers ..	2	Male	24 to 72	100
Messengers, Caretakers, Overseers ..	4	Male	Various rates not exceeding 12	100
Clerks ..	5	Male	Various scales 12 to 128	100
Storekeepers ..	3	Male	24 to 48	100
MISCELLANEOUS				
Market Overseers ..	6	Male	Various scales 3 to 9	97
Market Keepers ..	2	Male	24 to 48	100
Printers ..	5	Male	Various scales 15 to 72	100

All Native Authority staff are Africans and almost all are indigenous inhabitants of the Trust Territory or adjoining areas.

In addition to the amounts shown in the column "Salary or Salary range" a cost of living allowance of $37\frac{1}{2}$ per cent of each individual's salary was paid. This allowance decreased on higher salary rates. All salaries are at present in process of revision, to bring them into closer relationship with recently revised Government salaries.

The areas of Trust Territory which adjoin Benue Province and Adamawa Province in the Protectorate of Nigeria are administered as though they formed part of the Wukari Division of Benue Province and the Adamawa (Emirate) Division of Adamawa Province respectively. Consequently some of the Native Administration staff serving Trust Territory in these areas are stationed outside Trust Territory. The percentages in column six in the above table represent the estimated amount of service rendered to the Trust Territory.

III. JUSTICE AND PENAL ADMINISTRATION

TABLE 7

PERSONS DEALT WITH IN SUPREME COURT AND MAGISTRATES
COURT DURING THE YEAR 1947
CAMEROONS PROVINCE

Crime or offence	NUMBER			Discharged	Total Convictions
	Total	Male	Female		
1. Murder	15	15	—	12	3
2. Attempted Murder	1	1	—	1	—
3. Manslaughter	9	9	—	1	8
4. Offence against the person	307	295	12	169	138
5. Praedial larceny and other offences against property	469	459	10	126	343
6. Other Crimes	203	199	4	37	166
7. Offences against Revenue laws, and other laws relating to Social Economy	237	223	14	14	223
8. Miscellaneous minor offences	395	383	12	149	246
Total	1,636	1,584	52	509	1,127

TABLE 8

PENALTIES IMPOSED BY SUPREME COURT AND MAGISTRATES
COURT DURING THE YEAR 1947
CAMEROONS PROVINCE

Crime or Offence	SENTENCES				
	Death	Imprison- ment	Whipping	Fine	Bound over, etc.
1. Murder	3	—	—	—	—
2. Attempted Murder	—	—	—	—	—
3. Manslaughter	—	7	—	—	1
4. Offence against the person	—	78	—	52	8
5. Praedial larceny and other offences against property	—	280	4	56	3
6. Other Crimes	—	140	—	23	3
7. Offences against Revenue laws, and other laws relating to Social Economy	—	30	—	37	156
8. Miscellaneous minor offences	—	133	—	109	4
Total	3	668	4	277	175

TABLE 9
PERSONS DEALT WITH BY NATIVE COURTS
DURING THE YEAR 1947
CAMEROONS PROVINCE

<i>Crime</i>	<i>Number of individuals concerned in cases heard</i>
1. Robbery, Stealing, Burglary, etc.	334
2. Theft of livestock or Farm Produce	243
3. Wounding and Assault	765
4. Disturbing the Peace	102
5. Adultery	266
6. Witchcraft and Juju	128
7. Offences against Native Authority Rules and Orders ..	370
8. Offences against Nigerian Ordinances	534
9. Other offences	1,566
TOTAL	4,308

TABLE 10
PENALTIES IMPOSED BY NATIVE COURTS
DURING THE YEAR 1947
CAMEROONS PROVINCE

<i>Penalty</i>	<i>Number of individuals punished</i>
1. Imprisonment :	
Over 1 year	—
6 months to 1 year	1
1 month to 6 months	236
1 month and under	74
2. Fines :	
Over £5	19
£5 and under	3,165
3. Whipping	16
4. Other punishments	360
TOTAL	3,871

TABLE 11
CRIMINAL CASES HEARD IN 1947 IN THE NORTHERN AREAS

<i>Offences</i>	<i>No. of individuals concerned in cases heard</i>
Homicide	13
Robbery, Stealing, Burglary, etc.	1,174
Wounding and Assault	1,056
Offences against rules or orders of the Native Authority ..	769
Other Offences	1,152
TOTAL	4,164

TABLE 12
PENALTIES IMPOSED IN 1947 IN THE NORTHERN AREAS

<i>Penalties</i>	<i>No. of individuals punished</i>
Capital	1
Imprisonments over 1 year	86
Imprisonments over 6 months to 1 year	352
Imprisonments up to 6 months	538
Fines : Over £5	190
£5 and under	2,200
Whipping	16
TOTAL PUNISHMENTS	3,383

TABLE 13
PRISON STATISTICS FOR TRUST TERRITORY, 1947

Prisons within Trust Territory	Number of Persons committed			Average Number of Inmates	Number of Cells and Wards	Cubic feet of space per prisoner
	Male	Female	Total			
CAMEROONS PROVINCE						
Bamenda.. ..	378	70	448	148	14	400
Buca	437	5	442	131	9	400
Kumba	340	22	362	84	9	451
Mamfe	82	13	95	32	8	400
ADAMAWA PROVINCE						
Mubi	909	25	934*	70.6*	3	204
Jada	221	—	221	4.44	2	792
Gembu	58	4	62	12.52	3	453
BORNU PROVINCE						
Bama	575	3	578	189	12	400

* Includes persons committed from outside Trust Territory.

TABLE 14
DIETARY SCALE FOR PRISONERS
IN TRUST TERRITORY PRISONS, 1947

CAMEROONS PROVINCE

AMENDA, BUEA, KUMBA AND MAMFE PRISONS

	per day	BREAKFAST RATION	per day
Farina	1 lb.	Beans	1 oz.
or		and	
Whole maize flour	1 lb.	Farina	2 oz.
or		or	
Yam (unpeeled)	2½ lb.	Whole maize flour	1 lb.
or		and	
Rice (unpolished)	1 lb.	Akata	2 oz.
Greens (without stalks)	8 oz.		
or			
Ochro (fresh)	3 oz.		
Palm Oil	1 oz.		
Salt	4 dr.		
Native Pepper	4 dr.		
Egusi	2 dr.		
Beans	1 oz.		
Fish	2 oz.		
or			
Meat	2 oz.		
Groundnuts	3 oz.		

ADAMAWA PROVINCE

KUMBI, JADA AND GEMBU PRISONS

	per day
Guinea corn or pearl millet	1 lb.
Meat	2 oz.
Kuka	2 oz.
Green Leaves	1 lb.
Red palm oil	2 oz.
Salt	2 oz.
Daudawa	1 lb.
Tamarinds	1 lb.
Groundnuts	1 lb.
Peppers	1 lb.
Tunkusa	2 oz.
	1 lb.

BORNU PROVINCE

BAMA PRISON

	per week
Corn	1 lb.
Greens	1 lb.
Dried fish	1 lb.
Beans	1 lb.
Groundnuts	1 lb.
Groundnut oil	1 lb.
Meat	1 lb.
Salt	1 lb.
Pepper	1 lb.
Limes	1 lb.

IV. PUBLIC FINANCE

TABLE 15

NIGERIAN GOVERNMENT: ESTIMATE OF REVENUE DERIVED FROM
AND EXPENDITURE INCURRED IN RESPECT OF TRUST TERRITORY
FROM 1ST APRIL, 1946, TO 31ST MARCH, 1947

<i>Revenue</i>								£
Customs and Excise	..	..	..	..	..	..	..	66,000
Direct Taxation								
(a) Native Direct Taxation	..	..	..	..	..	..	..	18,000
(b) Income Tax collected by Inland Revenue Department	..							7,000
Marine Department	..	..	..	..	..	..	..	7,500
Posts and Telegraphs	..	..	..	..	..	..	..	12,000
Electricity	..	..	..	..	..	..	..	300
Interest	..	..	..	..	..	..	..	51,100
Miscellaneous	..	..	..	..	..	..	..	15,200
TOTAL	..	..	..	..	..	..	..	<u>£177,100</u>
<i>Expenditure</i>								£
Central Administration	..	..	..	..	..	..	..	4,800
Provincial Administration	..	..	..	..	..	..	..	30,000
Public Debt	..	..	..	..	..	..	..	33,000
Accountant General	..	..	..	..	..	..	..	1,500
Agriculture	..	..	..	..	..	..	..	10,350
Audit	..	..	..	..	..	..	..	500
Aviation	..	..	..	..	..	..	..	200
Commerce and Industries	..	..	..	..	..	..	..	300
Co-operative Societies	..	..	..	..	..	..	..	1,500
Customs and Excise	..	..	..	..	..	..	..	25,000
Education	..	..	..	..	..	..	..	30,000
Electricity	..	..	..	..	..	..	..	1,200
Forestry	..	..	..	..	..	..	..	6,000
Inland Revenue	..	..	..	..	..	..	..	500
Judicial	..	..	..	..	..	..	..	2,400
Labour	..	..	..	..	..	..	..	800
Marine	..	..	..	..	..	..	..	8,000
Medical	..	..	..	..	..	..	..	30,000
Police	..	..	..	..	..	..	..	27,000
Posts and Telegraphs	..	..	..	..	..	..	..	18,000
Prisons	..	..	..	..	..	..	..	10,000
Public Works	..	..	..	..	..	..	..	110,200
Survey	..	..	..	..	..	..	..	1,000
Veterinary	..	..	..	..	..	..	..	1,800
Development and Welfare	..	..	..	..	..	..	..	47,900
Miscellaneous	..	..	..	..	..	..	..	69,500
TOTAL	..	..	..	..	..	..	..	<u>£471,450</u>

As the Trust Territory of the British Cameroons is not administered as a separate unit, neither Central Government revenue derived from or full expenditure incurred in respect of the territory can be accurately stated. For example, on the revenue side, import duty levied on goods sold in the territory may well have been paid at Calabar or some other Nigerian port. On the expenditure side, an allowance for central overhead expenditure of departments and the administration, has been added to the amounts actually disbursed within the territory.

Revenue from Customs and Excise duties actually collected in the Trust Territory has been doubled to allow for revenue collected elsewhere in respect of imported goods consumed in the territory and for exported goods leaving from Nigerian ports.

The amount listed for Native Direct Taxation is that portion of direct taxes including cattle tax collected in the Trust Territory which accrued to the Central Government. The portion which accrued to the Native Authorities is shown as an item of revenue in the following table.

The amount listed for Income Tax is an estimate of the amounts collected from non-natives working wholly or partly in the Trust Territory.

The amount listed of revenue earned by the Marine Department is double the amounts actually earned at the ports of Victoria and Tiko to conform with the method of estimating customs revenue.

The revenue of the item Posts and Telegraphs is a proportionate figure of the total 1946-47 revenue of the department based on the proportion of actual Trust Territory earnings in 1939 to the total revenue in the same year.

The revenue of the item Electricity is the actual earning of the department in the territory.

The item of Interest earned has been estimated by taking one-twenty-third of the interest earned on Nigerian Government investments, i.e. in proportion to population. Interest earned on Native Authority surpluses appear as an item of revenue in the next table.

The miscellaneous item consists of fees, licences, earnings of departments, etc., actually accrued in the Trust Territory.

On the expenditure side, one-twenty-third of the expenditure of the Governor and the Nigerian Secretariat was taken as the expenditure on the Trust Territory.

£4,500 representing Regional Secretariat expenditure incurred on behalf of the Trust Territory was added to the actual amounts paid in the territory for administrative services, making the figure of £30,000.

The Nigerian Government expenditure on Public Debt charges was first divided by twenty-three, and then halved on the grounds that half the Public Debt is due to railway construction from which the Trust Territory only derived remote benefits.

The expenditure of the Posts and Telegraphs Department is a proportionate figure based on 1939 figures in the same way as the Post and Telegraphs revenue item above.

Of the £30,000 representing Education expenditure, £3,500 may be assumed to be Central Educational expenditure.

One-twenty-third of the Nigerian Government grant towards various Miscellaneous items was taken as Trust Territory expenditure.

TABLE 16: REVENUE AND EXPENDITURE OF NATIVE AUTHORITIES IN TRUSTEESHIP TERRITORY, 1942-47,
AND ESTIMATES FOR 1947-48 IN £

REVENUE										1942-43	1943-44	1944-45	1945-46	1946-47	Estimates 1947-48
										£	£	£	£	£	£
Direct Taxation	..	..	..	..	..	..	..	..	..	43,224	56,449	60,332	60,923	89,809	87,342
Cattle Tax	..	..	..	..	..	..	..	..	..	16,473	27,767	36,471	36,833	40,252	35,525
Native Court income	..	..	..	..	..	..	..	..	..	10,415	13,242	17,000	17,733	19,755	20,774
Interest on investments	..	..	..	..	..	..	..	..	..	794	721	1,026	1,381	1,725	1,998
Miscellaneous receipts	..	..	..	..	..	..	..	..	..	12,747	1,042	910	1,092	1,245	1,384
Nigerian Government Grant—Cost of living allowances	..	..	..	..	..	..	..	..	..	1,910	1,866	3,070	8,523	13,185	12,640
TOTAL £										85,563	101,087	118,809	135,485	165,971	159,663
EXPENDITURE										£	£	£	£	£	£
Native Authority administration and tax collection	..	..	..	..	..	..	..	..	..	15,191	16,600	17,958	18,617	21,825	21,351
Judicial	..	..	..	..	..	..	..	..	..	7,899	9,305	9,984	12,612	12,925	13,920
Treasury	..	..	..	..	..	..	..	..	..	1,790	2,058	2,333	3,383	3,433	4,019
Police	..	..	..	..	..	..	..	..	..	2,320	2,852	3,207	3,868	4,926	7,265
Prisons	..	..	..	..	..	..	..	..	..	1,781	2,233	2,552	2,798	4,461	5,236
Veterinary	..	..	..	..	..	..	..	..	..	815	798	796	988	1,169	3,210
Education	..	..	..	..	..	..	..	..	..	4,707	6,089	7,055	9,555	11,126*	13,277
Survey	..	..	..	..	..	..	..	..	..	132	199	169	201	254	515
Medical and Health	..	..	..	..	..	..	..	..	..	3,823	4,495	4,539	7,306	7,254	9,398
Agriculture	..	..	..	..	..	..	..	..	..	186	237	311	638	1,059	1,658
Forestry	..	..	..	..	..	..	..	..	..	1,180	960	1,044	1,477	1,777	2,016
Public Works	..	..	..	..	..	..	..	..	..	13,113	12,004	13,739	15,318	16,185	23,144
New Works	..	..	..	..	..	..	..	..	..	7,309	5,498	5,621	12,800	19,767	27,038
Miscellaneous	..	..	..	..	..	..	..	..	..	2,445	4,767	3,996	4,921	14,436	15,418
TOTAL £										62,691	68,095	73,304	94,482	120,597	147,465

In Benue and Adamawa, the financial units overlap the boundaries between Trust Territory and Nigeria. The revenue and expenditure of the Trust Territory areas have been apportioned.

* Recurrent expenditure only. Capital expenditure was £3,200, included under New Works.

V. TAXATION

The assessment of the incomes of non-natives for taxation is undertaken by the Inland Revenue Department of the Nigerian Government, which collects the tax and pays it into the revenue of the Nigerian Government. Natives are taxed under the Direct Taxation Ordinance. Assessment and the collection of the tax is undertaken by Native Authorities on behalf of the Nigerian Government and paid into Native Treasuries. Direct tax is levied in the Trusteeship Territory annually upon adult able-bodied males. The rate varies from area to area according to assessments of relative wealth of the areas, and the rate per individual varies within an area according to a rough assessment of the relative wealth and burdens of the individual taxpayers. In most parts of the territory, individuals with wealth or salaries well above the average are levied for tax at rates in the £ on a progressive scale. Owners of cattle are subject to an annual tax per head of cattle of 2/6d. throughout the Trust Territory.

The sources of the information were the Residents of the provinces concerned.

TABLE 17
NORMAL DIRECT TAXATION RATES
CAMEROONS PROVINCE, 1947

<i>Division</i>	<i>Areas</i>	<i>Rate of Tax per adult able-bodied male</i>
Bamenda ..	Esimbi, Mbaw, Mbem, Mfumte, Ngonu, Tang, Mbwat, Ndu	3/-
	Wum, Beba-Befang, Bum, Misase Ngi ..	4/6
	Fungom, Mbembe, Moghamo, Meta ..	5/- 6/-
	Bikom—Sliding scale	3/6, 4/6, 5/6, 7/-
	Banso—Sliding scale	4/-, 5/-, 6/-, 7/-
	Bali, Bafut, Ndop, Ngemba	4/6, 6/-, 7/-, 9/-
	Hausas (Traders from the North)	9/-
	Herdsmen (Nomads)	5/-
	Assumbo clan except Badahama, Badahama area of Assumbo, Menka clan and Bamumbi	4/6
	Banti, and Igunmba areas of Mundani clan ..	5/-
Mamfe ..	Manta area of Mbulu clan, Basali and Nkong areas of Mundani clan, and Manta and Agwe areas of Widekum clan	5/6
	Bangwa clan (except Fotabong III and Foreke Cha Cha areas) and Folepi areas of Mandani clan, Bangang, Tsehati and Befand and Biteku areas of Widekum clan	6/-
	Mbulu clan (except Manta area)	6/6

REPORT TO UNITED NATIONS ON

TABLE 17 (CONTD.)
NORMAL DIRECT TAXATION RATES
CAMEROONS PROVINCE, 1947

Division	Areas	Rate of Tax per adult able-bodied male
Mamfe (Continued)	Fotabong III and Foreke Cha Cha areas of Bangwa clan, and Mbo clan	7/-
	Takamanda clan	7/6
	Batele area of Widekum clan, and Banyang clan outside Mamfe town	8/-
	Mamfe town	8/6
	Kembong clan—Sliding scale :	
	Keaka	6/-, 7/-, 8/-, 9/-
	Obang and Ekwe	7/-, 8/-
Kumba ..	Batanga and Korup	6/-
	Elung, Nhia, Ninong, Basossi and Balundu- Badiku	8/-
	Ekumbe, Bambako, Southern Bakundu, Balur, and Isangele	9/-
	Bafaw, Barombi, Balong, Northern Bakundu, Balundu, Mbonge	10/-
	Ngolo and Bima—Sliding scale	6/-, 8/-
	Bakossi—sliding scale	8/-, 10/-

Victoria. The rate charged was 8/- per annum per adult able-bodied male throughout the division.

TABLE 18
PROGRESSIVE NATIVE DIRECT TAXATION
CAMEROONS PROVINCE, 1947

Ascertainable Income Range		Rate of Tax per £
First	£700	4½d.
Next	£100	1/-
"	£100	1/3
"	£100	1/6
"	£100	1/9
"	£100	2/6
"	£100	3/-
"	£100	3/6
"	£200	4/-
"	£100	4/6
"	£300	4/9

Incomes are levied for tax on the progressive scale when the amount of tax at 4½d. in the £ income exceeds the flat rate of the area of residence.

TABLE 19
NATIVE DIRECT TAXATION
IN THE TRUST TERRITORY OF BENUE PROVINCE, 1947

<i>District</i>	<i>Tax per annum per adult able-bodied male</i>
Tigon	5/-
Ndoro	5/-
Kentu	5/-

Hausa traders and Fulani nomads paid tax at the rate of 8/- per annum.

Natives in receipt of salaries paid tax at 4d. in the £ on incomes up to £72 and 6d. in the £ on that amount of income in excess of £72 per annum.

TABLE 20
NATIVE DIRECT TAXATION
IN THE TRUST TERRITORY OF ADAMAWA PROVINCE, 1947

<i>District</i>	<i>Range of Tax</i>	<i>Average rate per head adult able-bodied male taxpayer</i>
Madagali	9/-	9/-
Cubunawa	6/- — 9/-	7/6
Uba	9/- — 12/-	9/9
Mubi	7/- — 12/-	8/11
Maiha	9/- — 12/-	10/1
Holma	9/- — 13/-	11/10
Zumo	10/- — 12/-	11/6
Belel	12/- — 13/-	12/2
Verre	1/- — 2/-	1/4
Nassarawo	11/- — 12/-	11/4
Yebbi	11/- — 12/-	10/11
Gurumpawo	9/- — 12/-	10/11
Sugu	11/- — 12/-	11/4
Toungo	10/- — 12/-	10/6
Gashaka	7/- — 8/-	7/1
Mambila	3/- — 10/-	5/7

TABLE 21
NATIVE DIRECT TAXATION
IN THE TRUST TERRITORY OF BORNU PROVINCE, 1947

<i>District of Dikwa Division</i>	<i>Average payment per annum by male able-bodied adult taxpayers</i>
Bama	9/5
Gajibo	9/8
Gulumba	8/10
Gumsu	8/6
Ngala	10/-
Rann	9/-
Woloje	8/8
Gwoza plains	6/11

Hill pagans paid tax at the rate of 3/- per compound (not per adult male) in foothill villages and 2/6d. per compound in hilltop villages.

VI. TRADE

As the Trusteeship Territory of the British Cameroons is not administered as a separate unit, the following figures of the imports and exports are not very helpful. In the northern areas imported goods reach the inhabitants through Nigeria and produce is exported along routes to the west through Nigerian territory. In the Cameroons Province much of the imported goods enters the province overland probably mainly originating from the port of Calabar and some no doubt enters from French territory overland. At least three-quarters of the palm kernels and almost all of the palm oil is shipped from Calabar, and some is evacuated from Duala in French territory. Most of the cocoa, however, leaves from Victoria.

The total volume of trade through the two Cameroons ports of Victoria and Tiko was as follows in 1947 :

Imports	..	..	£144,938
Exports	..	..	£334,917
Total	..	..	<u>£479,855</u>

TABLE 22

IMPORTS THROUGH CAMEROONS PORTS,
DISTINGUISHING PRINCIPAL COMMODITIES BY VALUE, 1943 AND 1947

CLASS OF COMMODITY	Value from principal countries of origin, 1943	% of Value of Total Imports, 1943	Value from principal countries of origin, 1947	% of Value of Total Imports, 1947
	£		£	
1. <i>Beer, Ale, Stout and Porter</i>				
United Kingdom	350		646	
Denmark	—		486	
Netherlands	—		1,261	
Total from all countries ..	355	0.8	2,519	1.7
2. <i>Salts, excluding Table Salt</i>				
United Kingdom	3,725		2,620	
South Africa	651		—	
Total from all countries ..	4,413	9.7	2,622	1.8
3. <i>Cordage</i>				
United Kingdom	1,173		1,815	
Canada	—		382	
Belgium	—		403	
Total from all countries ..	1,181	2.6	2,600	1.8
4. <i>Cotton Manufactures (Printed)</i>				
Cameroons				
United Kingdom	14,130		7,991	
Netherlands	—		3,985	
United States	—		351	
Total from all countries ..	14,143	31.0	12,453	8.6
5. <i>Cotton Manufactures</i>				
(Dyed in the piece)				
United Kingdom	1,723		470	
Total from all countries ..	1,728	3.8	489	0.4

TABLE 22 (CONT'D.)

IMPORTS THROUGH CAMEROONS PORTS,
DISTINGUISHING PRINCIPAL COMMODITIES BY VALUE, 1943 AND 1947

CLASS OF COMMODITY	Value from principal countries of origin, 1943	% of Value of Total Imports, 1943	Value from principal countries of origin, 1947	% of Value of Total Imports, 1947
6. <i>Hollow-ware (other than buckets)</i>	£		£	
United Kingdom	—		1,963	
Total from all countries ..	—	—	2,729	1.9
7. <i>Iron and Steel Manufactures</i> <i>(Miscellaneous)</i>				
United Kingdom	—		4,997	
Italy	—		453	
Czechoslovakia	—		375	
Total from all countries ..	—	—	6,350	4.4
8. <i>Cement</i>				
United Kingdom	680		5,349	
Total from all countries ..	684	1.5	5,349	3.7
9. <i>Medicines and Drugs</i>				
United Kingdom	704		2,614	
United States	—		316	
Total from all countries ..	713	1.5	2,931	2.0
10. <i>Stationery (other than Paper)</i>				
United Kingdom	891		2,327	
Total from all countries ..	896	1.9	2,442	1.7
11. <i>Railway Materials (Excluding Steel</i> <i>Rails, Sleepers, Spikes and Fish</i> <i>plates)</i>				
United Kingdom	980		—	
United States	1,145		—	
Total from all countries ..	2,210	4.9	—	—
12. <i>Paints and Colours</i>				
United Kingdom	7		7,015	
Total from all countries ..	7	—	7,015	4.8
13. <i>Unclassified</i>				
Total from all countries ..	19,167	42.1	97,439	67.2

Total Imports 1943

£45,497

Total Imports 1947

£144,938

TABLE 23

EXPORTS THROUGH CAMEROONS PORTS
OF PRINCIPAL COMMODITIES BY VALUE IN £ 1943-47

Commodity	1943	1944	1945	1946	1947
Bananas (fresh)	4	—	—	20,279	115,954
Bananas (dried)	27	496	11,731	33,565	30,481
Cocoa	5	14,497	20,662	57,585	22,969
Mahogany	3,682	4,094	6,865	4,617	6,990
Palm Kernels	872	12,514	10,909	8,668	10,942
Rubber	161,554	203,106	219,866	198,711	140,377

TABLE 24

EXPORTS THROUGH CAMEROONS PORTS
OF COMMODITIES BY COUNTRY OF DESTINATION, 1943 AND 1947

COMMODITY	1943			1947			
	U.K.	French Possessions other than French Cameroons	Percentage of value of total Exports	U.K.	French Cameroons	Fernando Po	Percentage of value of total Exports
	£	£		£	£	£	
Fruits :							
Bananas (Fresh)	4	—	—	115,954	—	—	34.5
Bananas (Dried)	27	—	—	30,481	—	—	9.0
Cocoa	—	5	—	22,969	—	—	7.0
Palm kernels ..	872	—	0.5	10,942	—	—	3.0
Groundnuts ..	—	—	—	—	—	12	—
Grain, Pulse, Flour and Meal	—	—	—	—	—	53	—
Rubber :							
Wild	103	—	—	—	—	—	—
Plantation ..	161,451	—	86.0	140,377	—	—	42.0
Timber :							
Mahogany ..	3,682	—	2.0	—	6,990	—	2.0
Iroko	4,815	—	2.5	—	3,957	—	1.0
Other kinds ..	5,474	—	3.0	—	2,572	—	1.0
Horned Cattle ..	—	—	—	—	—	610	—
Cotton	11,434	—	6.0	—	—	—	—
	187,862	5		320,723	13,519	675	

Total Exports 1943 £187,867

Total Exports 1947 £334,917

Tariff schedules in force in Trust Territory during 1947 are attached at the end of this appendix.

VII. ENTERPRISES AND BUSINESS ORGANISATIONS

Apart from the Cameroons Development Corporation the only enterprises operating in Trusteeship Territory are branches of trading companies. Five trading enterprises are represented, of which four are limited companies.

There were at 31st March, 1947, thirty-five co-operative cocoa sale societies with a membership of 1,422 and a share capital of £668. The investments amounted to £39 and the gross surplus £470. The amount of cocoa sold by societies during the preceding twelve months was 628 tons. All these societies were located in the Cameroons Province.

VIII. HOUSING

No count has ever been taken of the number of dwellings in Trust Territory, nor have any comprehensive records been kept of the number of dwellings commenced and completed during the year 1947. It can be stated, however, that throughout the territory it is customary for each adult to have a separate sleeping hut.

IX. PRODUCTION

A.—Agriculture.

Except for the plantations of the Cameroons Corporation, agricultural production is on a very small scale and by primitive methods. Most produce is consumed on the farm. Reliable figures of acreage under cultivation, yield of crops and value of production are consequently not available.

In the Cameroons Province the main food crops grown for farm consumption (small surpluses may be sold) are :

Maize	Millets	Coco Yams
Trifoliate Yams	Beans	Sweet Potatoes
Plantains		

Coco yams are the principal staple food, with maize, beans and plantains as important secondary foods. Other foods are grown on a smaller scale for flavouring.

Rice, potatoes and coffee are cultivated principally for sale but the tonnage is relatively small. Plantation crops for export are bananas, palm oil, cocoa and rubber. Cocoa for export is also grown to some extent on small farms. A little castor seed is also produced, mostly for export.

Palm kernels are gathered from wild palms and the product itself or the oil extracted from it constitute a very important crop both for export and internal marketing and its sale is the main source of money for native farmers.

In the Trust Territory in Benue Province all farming is undertaken by family groups, primarily for farm consumption. The staple foods are guineacorn, maize and millets. Beniseed, cotton and groundnuts are grown on a small scale for cash and the beniseed and the groundnuts are probably eventually exported.

In the Trust Territory of Adamawa Province there is no large-scale farming and by far the most important staple food grown is guineacorn. Groundnuts, and to a small extent beniseed, are the main export crops. Hemp and rice are grown partly for sale internally. In the northern part peppers are an important cash crop.

In the Dikwa Division of Bornu Province, small-scale farming is universal and the staple foodstuff is guineacorn although millets are also very important. Groundnuts are grown for cash and export.

Source : Residents of provinces.

Produce Grading.

There are six grading stations of the Department of Agriculture in the territory all situated in the Victoria and Kumba Divisions of the Cameroons Province. The following table gives recent figures. All produce of the items mentioned have to be graded if sold for export.

TABLE 25
PRODUCE GRADED IN TRUST TERRITORY

Product	Amount Graded			Unit	Approximate value of 1946-47 tonnage
	1946-47	1945-46	5-year average		
P. Kernels	3,670	3,386	2,790	tons	37,000
P. Oil	4,669	4,232	4,705	"	75,000
Cocoa	1,730	2,210	1,782	"	37,000
					£149,000

Source : Agricultural Department.

Livestock.

Figures of cattle are derived from the return of the annual cattle tax and the figures of other livestock from the direct taxation records. The figures of cattle are probably more accurate than those of other animals but there is undoubtedly a good deal of tax evasion. The following figures can only be regarded therefore as establishing the order of magnitude.

TABLE 26 : LIVESTOCK, 1947

	Cameroons Province	Trust Territory in			Total
		Benue Province	Adamawa Province	Bornu Province	
Horses	2,255	13	2,016	4,569	8,853
Donkeys	301	2	9,377	..	..
Cattle	162,159	2,162	129,225	72,193	365,739
Sheep	28,657	180	63,543	46,396	138,776
Goats	45,170	168	199,266	71,473	316,077
Swine	31,707	..	..	..	..

Source : Residents of provinces.

B.—Mining.

There is no mining and little quarrying in any part of the Trust Territory. The following is a brief account of the geology of the territory supplied by the Director of Geological Survey.

Volcanic rocks, mainly basalts and trachytes, are well developed in the south between Mt. Cameroons and Bamenda. Tertiary and cretaceous beds occur along the coast, and also along the Cross and Benue rivers. No coals, however, have been recorded. The Basement Complex which underlies the greater part of the Cameroons, consists of schists, gneisses and granites. The occurrence of gold, tin, rutile and manganese has been recorded.

C.—Industry.

There is no industry in the Trust Territory. There is a certain amount of non-agricultural employment associated with the plantations and with public services, ports, etc. Throughout the territory there are specialised craftsmen making for local needs, about whom there are no available statistics.

D.—Fisheries.

There is both river fishing and sea fishing employing considerable numbers of people but there are no figures of either the number involved or the resultant catch. To a considerable extent the fishermen are also farmers.

X. LABOUR

TABLE 27

NUMBER OF WORKERS EMPLOYED IN
CAMEROONS PROVINCE OF THE TRUST TERRITORY, 1943 TO 1947

Occupation	Approximate Number of Workers employed				
	1943	1944	1945	1946	1947
I. <i>Public Works</i>					
(a) Clerical	4	5	9	12	15
(b) Skilled	38	40	57	143	300
(c) Unskilled	331	311	237	1,897	2,090
II. <i>Other Works</i>					
(a) Clerical	169	175	50	55	636
(b) Skilled	270	195	259	560	639
(c) Unskilled	429	546	844	1,090	1,892
III. <i>Agricultural</i>					
(a) Clerical	1	1	1	1	2
(b) Skilled		6	19	11	24
(c) Unskilled	355	622	399	558	454
IV. <i>Banana, Palm Oil, Cocoa and Rubber Plantations</i>					
(a) Clerical					
(b) Skilled					
(c) Unskilled	19,389	15,417	16,678	16,347	17,000
V. <i>Veterinary</i>					
(a) Skilled			5	5	27
(b) Unskilled			25	30	257
VI. <i>Domestic Service</i>	418	413	491	477	500
VII. <i>Commercial</i>	94	68	82	143	78

Source: Department of Labour.

Note: The labour force is changing constantly and tribally especially in the plantations and no record is kept classifying workers according to period of absence from their homes.

The above figures are partially estimates as there is no registration of workers in Trust Territory.

TABLE 28

WAGES OF WORKERS EMPLOYED IN
CAMEROONS PROVINCE OF THE TRUST TERRITORY, 1947

Occupation								Average wages per month		
								1947		
								£	s.	d.
I. Public Works										
(a)	Clerical	..	..	..	..	..	..	7	2	6
(b)	Skilled	..	..	..	..	..	..	5	17	0
(c)	Unskilled	..	..	..	..	..	..	1	16	10
II. Other Works										
(a)	Clerical	..	..	..	..	..	..	10	0	0
(b)	Skilled	..	..	..	..	..	..	6	14	4
(c)	Unskilled	..	..	..	..	..	..	1	16	10
III. Agricultural										
(a)	Clerical	..	..	..	..	..	..	7	0	0
(b)	Skilled	..	..	..	..	..	..	3	18	0
(c)	Unskilled	..	..	..	..	..	..	1	16	10
IV. Banana, Palm Oil, Cocoa and Rubber Plantations										
(a)	Clerical	..	..	..	..	..	..	12	17	4
(b)	Skilled	..	..	..	..	..	..	8	7	4
(c)	Unskilled	..	..	..	..	..	..	1	16	10
V. Veterinary										
(a)	Skilled	..	..	..	..	..	..	3	18	0
(b)	Unskilled	..	..	..	..	..	..	1	16	10
VI. Domestic Service										
		..	..	..	..	..	..	2	0	0
VII. Commercial										
		..	..	..	..	..	..	13	5	2

Source: Department of Labour.

Reasonably accurate figures for 1943 to 1946 are not available.

Lodging is provided for plantation employees.

No rations are provided by employers as part of remuneration and there are no ration scales in force.

TABLE 29

HOURS OF WORK OF WORKERS EMPLOYED IN
CAMEROONS PROVINCE OF THE TRUST TERRITORY, 1943 TO 1947

Occupation	Average actual Hours of Work per week				
	1943	1944	1945	1946	1947
I. <i>Public Works</i>					
(a) Clerical	34	34	42	45	34
(b) Skilled	45	45	46	44	46
(c) Unskilled	46	46	46	46	46
II. <i>Other Works</i>					
(a) Clerical	48	48	48	44	48
(b) Skilled	48	48	48	45	48
(c) Unskilled	48	48	48	47	48
III. <i>Agricultural</i>					
(a) Clerical	38	38	42	38	38
(b) Skilled		48	46	42	48
(c) Unskilled	48	48	48	46	48
IV. <i>Banana, Palm Oil, Cocoa and Rubber Plantations</i>					
(a) Clerical	48	48	48	49	48
(b) Skilled	48	48	48	49	48
(c) Unskilled	48	48	48	49	48
V. <i>Veterinary</i>					
(a) Skilled			42	42	42
(b) Unskilled			45	45	45
VI. <i>Domestic Service</i>		Whole time residence			
VII. <i>Commercial</i>	48	48	48	58	48

Source: Department of Labour.

The normal number of working days in a month is twenty-six.

TABLE 30

TRADE UNIONS

There are three trade unions with registered offices in the Trust Territory, all in the Cameroons Province and all first established in 1946.

Trade Unions	Membership
1. Cameroons Development Corporation Workers' Union	10,850
2. The Ndian Estate Workers' Union	155
3. Tiko Workers' Union	121

The Cameroons Development Corporation Workers' Union is the second largest in the whole of Nigeria and the Cameroons, but figures of membership are very unreliable and are based on effective strength at the time of a dispute rather than on the numbers of paid-up members.

REPORT TO UNITED NATIONS ON

TABLE 31

INDUSTRIAL DISPUTES, CAMEROONS PROVINCE

Year	Number of Disputes	Industry	Duration		Number of Workers involved	
			Began	Ended	Directly	Indirectly
1913						
1944	1	Plantations	13.10.44	14.10.44	112	
1945	4	Plantations	5.2.45	7.2.45	110	
		Plantations	11.7.45	19.7.45	1,500	200
		Plantations	23.7.45	28.7.45	400	
		Plantations	7.8.45	17.8.45	7,950	4,600
1946	1	Public Works	27.9.46	30.9.46	330	
1947	8	Public Works	27.3.47	28.3.47	9	
		Plantations	5.7.47	7.7.47	240	
		Plantations	15.7.47	16.7.47	350	
		Plantations	10.10.47	10-15.10.47	1,695	31
		Plantations	21.11.47	25.11.47	22	
		Public Works	22.11.47	26.11.47	151	
		Public Works	26.11.47	26.11.47	130	
		Timber Concession ..	26.11.47	30.11.47	350	

TABLE 32

RECORDED INDUSTRIAL ACCIDENTS, CAMEROONS PROVINCE

Year	Number of Accidents		
	Fatal	Non-Fatal	Total
1943	6	30	36
1944	6	4	10
1945	8	34	42
1946	11	32	43
1947	6	33	39
TOTAL ..	37	133	170

OCCUPATIONAL DISEASES, CAMEROONS PROVINCE

There are no recorded illnesses or deaths due to occupational diseases.

Northern Areas, Trust Territory

1. In the northern areas of the Trust Territory there are no industries, primary or secondary. The main classes of wage earners are Native Authority road and other labourers, commercially employed seasonal groundnut handlers and domestic staff of European expatriates.

2. In 1947 there were about 200 wage earners together with a further 200 in seasonal employment. Native Authorities employed about 1,000 salaried workers and the Government about 10. Commercial houses employed about 15 salaried workers.

3. No figures are available of numbers of workers employed at a distance from their homes, nor are any records kept classifying workers according to period of absence from their homes.

4. Wage earners on an average earn 10d. a day.

5. Wage earners on an average work seven hours a day, six days a week. Overtime is not customary.

6. The average earning of wage earners are in the neighbourhood of 5/- a week.

7. Rations are nowhere provided by the employer as part of the remuneration.

8. There were no industrial accidents reported.

9. No occupational diseases were reported.

10. There were no industrial disputes.

11. Domestic staff of Europeans have not been included in paragraphs 4, 5 and 6 above. Domestic staff earn about £2 10s. per month and work about eight hours per day full-time residence.

Unemployment, Trust Territory

There is no unemployment in the normal sense of the word in the Trust Territory and as there is no insurance against unemployment, no method of obtaining comprehensive figures if there were any.

Men usually return to their farms when employment ceases.

XI. COST OF LIVING

Figures of retail prices at markets in various parts of the Trust Territory for different months of the year are not available, nor has any systematic attempt been made to ascertain consumption patterns of different tribes and different classes. In very many parts of the Trust Territory the natives are very largely self-sufficient in local foodstuffs so that cost of living indices based on market retail prices would in any event be very misleading.

XII. PUBLIC HEALTH

TABLE 33

MEDICAL AND PUBLIC HEALTH PERSONNEL IN
TRUSTEESHIP TERRITORY, 1947

	<i>Government</i>	<i>Native Authority</i>	<i>Male</i>	<i>Female</i>	<i>Total</i>
Registered Physicians and Surgeons ..	7		7		7
Registered Dentists					
Licensed Midwives	3			3	3
Qualified Nurses	53		40	13	53
Assistant Medical Officer	1		1		1
Sanitary Superintendents	2		2		2
Sanitary Inspectors	6	27	33		33
Laboratory (technical) Assistants ..	1		1		1
Dispensers	7		7		7
Dispensary Attendants and Dressers ..		26	25	1	26
Vaccinators		4	2	2	4

TABLE 34

MEDICAL AND PUBLIC HEALTH PERSONNEL IN
TRUSTEESHIP TERRITORY
ACCORDING TO COUNTRY OF ORIGIN, 1947

	<i>Great Britain</i>	<i>Africa</i>	<i>Total</i>
Registered Physicians and Surgeons	6	1	7
Registered Dentists			
Licensed Midwives		3	3
Qualified Nurses	1	52	53
Assistant Medical Officer		1	1
Sanitary Superintendents	2		2
Sanitary Inspectors		33	33
Laboratory (technical) Assistants		1	1
Dispensers		7	7
Dispensary Attendants and Dressers		26	26
Vaccinators		4	4

The only medical institutions within the Trust Territory providing in-patient treatment are to be found in the Cameroons Province, but patients from the Trust Territory of the northern areas are treated in neighbouring Nigerian hospitals.

TABLE 35

MEDICAL INSTITUTIONS IN THE TRUST TERRITORY, 1947

<i>Medical Institution</i>	<i>Number</i>	<i>Beds</i>	<i>Qualified Personnel</i>
Government Hospitals	6	429	72
Cameroons Development Corporation Hospitals	5	250	
Government and Native Authority Dispensaries	26		7
Cameroons Development Corporation Dispensaries	12		
Mission Dispensaries	2		
Mission Leprosy Treatment Centre	1		

Between 2,000 and 3,000 out-patients are treated each year at each of the dispensaries; the hospitals also provide out-patient treatment. Six dispensaries in Nigerian Adamawa draw about 40 per cent of their patients from Trust Territory. The classification of disease at the dispensaries is too unreliable to permit of a useful analysis by major diseases.

There are no qualified mission doctors engaged in medical work. There is no Government grant-in-aid.

XIII. EDUCATION

TABLE 36

SCHOOLS IN THE TRUST TERRITORY, 1947

	<i>Primary</i>	<i>Secondary</i>	<i>Apprentice's Class</i>	<i>Teacher Training</i>	<i>Total</i>
Government	5		1	1	7
Native Administration	46				46
Assisted Mission	39	1		3	43
Unassisted Mission	3				3
Other Unassisted Schools	151				151
Total	244	1	1	4	250

TABLE 37

ATTENDANCE FROM THE TRUST TERRITORY AT SCHOOLS AND COLLEGES, 1947

<i>Schools</i>	<i>Number of Students</i>
Elementary and Primary	26,304
Secondary	263
Vocational	19
Professional training, Nigeria	259
Professional University training abroad	2
Total	26,847

There are a number of children from the Trust Territory attending schools for post primary education in Nigeria. The figures are included in the above.

TABLE 38

TEACHERS IN SCHOOLS IN TRUST TERRITORY, 1947

	<i>Africans</i>		<i>Non-Africans</i>		<i>Total</i>
	<i>Males</i>	<i>Females</i>	<i>Males</i>	<i>Females</i>	
Primary	1,201	77	8	11	1,297
Secondary	4		5		9
Teacher Training	10		4		14
Total	1,215	77	17	11	1,320

TABLE 39
EXPENDITURE ON EDUCATION IN TRUST TERRITORY, 1947

<i>Government and Native Administrative Expenditure</i>								£
Education Officers' Salaries	..	..	..	..	..	..	..	2,940
Education Clerical Staff Salaries	..	..	..	..	..	..	..	775
Teachers' Salaries	..	..	..	..	..	..	..	17,063
Maintenance of Schools, etc.	..	..	..	..	..	..	..	13,602
Grants-in-aid	..	..	..	..	..	..	..	8,554

TABLE 40
MISSIONARIES ENGAGED IN EDUCATIONAL WORK IN
TRUST TERRITORY, 1947

<i>Denominations</i>	<i>Number of Missionaries by Nationality</i>							
	<i>African</i>	<i>Austrian</i>	<i>British</i>	<i>Danish</i>	<i>Dutch</i>	<i>Irish</i>	<i>Swiss</i>	<i>U.S.A.</i>
Basel Mission							17	
Cameroons Baptist Mission								15
Protestant	2			2				
Roman Catholic Mission	2	4	13		14	4		

TABLE 41
MISSIONARY SOCIETIES ENGAGED IN EDUCATIONAL WORK IN
TRUST TERRITORY AND GOVERNMENT GRANTS-IN-AID

<i>Missionary Society</i>	<i>Government Grant in £</i>			
	<i>Primary Schools</i>	<i>Secondary Schools</i>	<i>Teacher Training Institutions</i>	<i>Total</i>
Basel Mission	1,636		392	2,028
Cameroons Baptist Mission	608			608
Roman Catholic Mission	3,057	818	1,251	5,126
Sudan United Mission (Danish Branch) ..				

Source: Education Department.

XIV. CUSTOMS TARIFF. No. 58 of 1945

FIRST SCHEDULE

FIRST SCHEDULE

PART I

IMPORT DUTIES OF CUSTOMS

Section 10

		£	s.	d.
1. AERATED WATERS, MINERAL WATERS and non-alcoholic beverages of all kinds, but not including fruit juices or other liquids which ordinarily are diluted before use	the gallon	0	1	0
2. AIR GUNS	each	1	0	0
3. ALE, BEER, CIDER, PERRY, PORTER and STOUT	the gallon	0	2	0
4. APPAREL :				
(1) SHIRTS	each or <i>ad valorem</i> 16 $\frac{2}{3}$ per centum, whichever is the higher.	0	0	9
(2) BOOTS and SHOES made principally of rubber and canvas or of either	the pair or <i>ad valorem</i> 16 $\frac{2}{3}$ per centum, whichever is the higher.	0	0	9
(3) SINGLETS, CHEMISES, UNDERVESTS and similar garments ..	each or <i>ad valorem</i> 16 $\frac{2}{3}$ per centum, whichever is the higher.	0	0	3
(4) PULLOVERS, CARDIGANS, JERSEYS and similar garments ..	each or <i>ad valorem</i> 16 $\frac{2}{3}$ per centum, whichever is the higher.	0	0	6
(5) SOCKS and STOCKINGS	the pair or <i>ad valorem</i> 16 $\frac{2}{3}$ per centum, whichever is the higher.	0	0	3
5. ARMS, FIREARMS, AMMUNITION and EXPLOSIVES :				
ARMS :				
(1) SWORDS, BAYONETS and similar weapons	each	1	5	0
FIREARMS :				
(2) CAP GUNS and PISTOLS	each	1	0	0
(3) FLINT-LOCK GUNS and PISTOLS	each	0	16	0
(4) RIFLES, GUNS, REVOLVERS and PISTOLS, other than cap guns and pistols and flint-lock guns and pistols	each or <i>ad valorem</i> 16 $\frac{2}{3}$ per centum, whichever is the higher.	2	0	0
AMMUNITION :				
(5) CARTRIDGES, loaded :				
(a) For pistols and revolvers	the hundred	0	2	6
(b) For rifles or shot guns :				
(i) .22-inch calibre or less	the hundred	0	5	0
(ii) Exceeding .22-inch calibre	the hundred	0	7	6
(6) CARTRIDGES, unloaded	the hundred	0	1	0
(7) SHOTS, SLUGS and PELLETS	the pound	0	0	2
(8) PERCUSSION CAPS	the hundred	0	1	0
EXPLOSIVES :				
(9) GUNPOWDER	the pound	0	2	6
(10) FIREWORKS	the pound gross	0	1	3

CUSTOMS (MISCELLANEOUS AMENDMENTS)

		£	s.	d.
6. BEADS	the pound gross ..	0	0	4½
7. BICYCLES and TRICYCLES whether imported assembled or in parts to be assembled	each	0	10	0
8. BLUE	the hundred pounds	0	7	6
9. CANDLES, including night lights and tapers	the pound ..	0	0	3
10. CEMENT	the hundred pounds	0	1	0
11. CINEMATOGRAPH FILMS not in this Part of this Schedule particularly charged with some different rate of duty and not particularly exempted in Part III of this Schedule, containing pictures for exhibition, whether developed or not	the hundred feet	0	0	10
12. CLOCKS and WATCHES	each or <i>ad valorem</i> 16½ per centum, whichever is the higher.	0	1	0
13. (1) COAL and COKE	the ton	0	2	6
(2) Other solid fuel not in this Part of this Schedule particularly charged with some different rate of duty and not particularly exempted in Part III of this Schedule	the ton	0	4	0
14. COTTON CORDAGE and COTTON YARNS	the pound	0	0	3
15. COTTON PIECE GOODS :				
(1) INTERLOCK FABRIC :				
(a) Unbleached	the pound	0	0	6
(b) Bleached	the pound	0	0	6
(c) Dyed	the pound	0	0	8½
(2) OTHER :				
(a) Bleached	the square yard ..	0	0	1½
(b) Dyed	the square yard ..	0	0	2½
(c) Coloured	the square yard ..	0	0	2½
(d) Grey	the square yard ..	0	0	1½
(e) Printed	the square yard ..	0	0	2½
(f) Velvets and velveteens, plushes and pile fabrics	the square yard ..	0	0	6
(g) Fents	the pound	0	0	9
16. GREASE, including tallow and fats not intended for use as food	the pound	0	0	1
17. MATCHES :				
In boxes containing 80 matches each or less	the gross boxes ..	0	6	0
(Matches in boxes containing a greater quantity than 80 matches each to be charged in proportion.)				
For the purposes of this item four "booklets" of matches shall be regarded as a box provided each "booklet" contains not more than 20 matches.				
18. METALS :				
(1) Corrugated iron sheets	the hundred pounds	0	2	6
(2) Lead in any form not in this Part of this Schedule particularly charged with some different rate of duty and not particularly exempted in Part III of this Schedule	the pound	0	0	2
(3) Nails, iron	the hundred pounds	0	6	8
19. MOTOR VEHICLES :				
(1) Motor cars and motor lorries whether imported assembled or in parts to be assembled	each	5	0	0
(2) Motor cycles and motor tricycles whether imported assembled or in parts to be assembled	each	2	0	0

CUSTOMS (MISCELLANEOUS AMENDMENTS)

£ s. d.

9. OILS, MOTOR SPIRIT and SIMILAR GOODS :

(1) Fuel	the gallon	..	0	0	3
(2) Motor spirit and products ordinarily used as such ; benzine, benzoline, naphtha (non-potable), gasoline, petrol and petroleum, all kinds of shale and coal tar spirits but not including kerosene and other refined burning oils	the gallon	..	0	0	8
(3) Illuminating, including kerosene and other refined burning oils	the gallon	..	0	0	10
(4) Lubricating	the gallon	..	0	0	8
(5) All other, including edible	the gallon	..	0	1	0
	or <i>ad valorem</i> 16 $\frac{3}{4}$ per centum, whichever is the higher.				

11. PERFUMERY and TOILET PREPARATIONS and accessories, not including articles liable to duty as spirits, dentrifices and toilet soap, but otherwise including "beauty" preparations of all kinds, manicure sets and any article intended to form part of any such preparation or accessory

ad valorem 66 $\frac{2}{3}$ per centum.

12. PIECE GOODS of SILK, artificial silk or synthetic fibre :

(1) Velvets, velveteens, plushes and pile fabrics	the square yard	..	0	0	6
	or <i>ad valorem</i> 16 $\frac{3}{4}$ per centum, whichever is the higher.				
(2) Other	the square yard	..	0	0	3
	or <i>ad valorem</i> 16 $\frac{3}{4}$ per centum, whichever is the higher.				

13. PROVISIONS :

(1) BUTTER, CHEESE and edible fats of all kinds not in this Part of this Schedule particularly charged with some different rate of duty and not particularly exempted in Part III of this Schedule	the pound	..	0	0	3
	or <i>ad valorem</i> 16 $\frac{3}{4}$ per centum, whichever is the higher.				
(2) COFFEE, COCOA and CHICORY	the pound	..	0	0	6
(3) CONFECTIONERY of all kinds not in this Part of this Schedule particularly charged with some different rate of duty and not particularly exempted in Part III of this Schedule	<i>ad valorem</i> 33 $\frac{1}{3}$ per centum.				
(4) FISH, including extracts, pastes, roes and other preparations of fish :					
(a) In tins, jars, bottles, cartons or similar receptacles	the pound	..	0	0	3
	or <i>ad valorem</i> 16 $\frac{3}{4}$ per centum, whichever is the higher.				
(b) Other, but not including fish exempted from duty in Part III of this Schedule	the pound	..	0	0	1
	or <i>ad valorem</i> 16 $\frac{3}{4}$ per centum, whichever is the higher.				
(5) FRUIT and NUTS :					
(a) Fresh fruit	the pound	..	0	0	3
	or <i>ad valorem</i> 16 $\frac{3}{4}$ per centum, whichever is the higher.				
(b) Fruits in liquid, not liable to duty as spirits, and dried fruits, including currants, figs, prunes, raisins and candied and crystallised fruits	the pound	..	0	0	3
	or <i>ad valorem</i> 16 $\frac{3}{4}$ per centum, whichever is the higher.				
(c) Nuts	the pound	..	0	0	2
	or <i>ad valorem</i> 16 $\frac{3}{4}$ per centum, whichever is the higher.				
(6) MEAT, including game, poultry, extracts, pastes, sausages and other preparations of meat :					
(a) In tins, jars, bottles, cartons or similar receptacles	the pound	..	0	0	3
	or <i>ad valorem</i> 16 $\frac{3}{4}$ per centum, whichever is the higher.				

CUSTOMS (MISCELLANEOUS AMENDMENTS)

								£	s.	d.
(b) Other	..	..	..	..	..	..	the pound	..	0	0 2
								or <i>ad valorem</i> 16⅔ per centum, whichever is the higher.		
(7) ONIONS and GARLIC	..	..	..	..	..	..	the pound	..	0	0 1½
(8) POTATOES (fresh)	..	..	..	..	..	..	the pound	..	0	0 0½
(9) RICE	..	..	..	..	..	..	the hundred pounds	0	3	4
(10) SACCHARINE and similar sweetening substances	..	..	..	..	..	..	the ounce	..	0	2 0
(11) SALT, other than table salt	..	..	..	..	..	..	the hundred pounds	0	2	6
(12) TEA	..	..	..	..	..	..	the pound	..	0	0 0
24. SOAP of a kind not in this Part of this Schedule particularly charged with some different rate of duty and not particularly exempted in Part III of this Schedule but not including toilet soap :										
(1) Solid and soft	..	..	..	..	..	..	the hundred pounds	0	4	0
(2) Flake or powder, including scouring soap	..	..	..	..	..	..	the pound	..	0	0 2
25. SPIRITS and liquids of a kind that may be prepared with or without spirits :										
(1) Brandy, gin, rum and whisky	..	..	..	..	..	..	the gallon	..	2	12 0
(2) Varnishes, polishes, lacquers, liquid driers, fluids for the operation of hydraulic brakes and shock absorbers, antiseptics, disinfectants and similar liquids, whether containing spirits or not	..	..	..	..	..	..	the gallon	..	0	4 0
								or <i>ad valorem</i> 16⅔ per centum, whichever is the higher.		
(3) All other spirits, whether potable or not, unless exempted from duty in Part III of this Schedule.										
Proviso. Provided that for the purposes of this sub-item medicinal preparations containing less than four and one-half per centum of proof spirit which are not particularly exempted in Part III of this Schedule and other liquids containing less than two per centum of proof spirit shall not be deemed to be spirits										
								the gallon	..	2 12 0
								or <i>ad valorem</i> 66⅔ per centum, whichever is the higher.		
26. TOBACCO :										
(1) Unmanufactured	..	..	..	..	..	..	the pound	..	0	3 0
(2) Manufactured :										
(a) Cigars	..	..	..	..	..	..	the hundred	..	0	8 0
(b) Cigarettes :										
(i) not exceeding three pounds weight the thousand	..	..	..	..	..	..	the thousand	..	2	8 0
(ii) Exceeding three pounds weight the thousand	..	..	..	..	..	..	the pound	..	1	0 10
(3) Other manufactured tobacco and snuff	..	..	..	..	..	..	the pound	..	0	12 0
27. UMBRELLAS and PARASOLS										
								each	..	0 2 0
								or <i>ad valorem</i> 16⅔ per centum, whichever is the higher.		
28. WINE :										
(1) Sparkling	..	..	..	..	..	..	the gallon	..	2	10 0
(2) Still :										
(a) Containing not more than thirty-five per centum of proof spirit..	..	..	..	..	..	..	the gallon	..	0	15 0
(b) Containing more than thirty-five per centum but not more than thirty-eight per centum of proof spirit	..	..	..	..	..	..	the gallon	..	1	5 0
(c) Containing more than thirty-eight per centum of proof spirit	..	..	..	..	..	..	the gallon	..	1	17 6

CUSTOMS (MISCELLANEOUS AMENDMENTS)

£ s. d.

1. Wood and manufactures thereof :

- (1) Wooden logs, boards, planks, beams, scantlings, joists and similar articles other than box shooks the cubic foot .. 0 1 0
- (2) Other kinds, including box shooks *ad valorem* 16 $\frac{2}{3}$ per centum.
2. All articles not in this Part of this Schedule particularly charged with some different rate of duty and articles not particularly exempted in Part III of this Schedule *ad valorem* 16 $\frac{2}{3}$ per centum.
3. On all goods whereon duty is chargeable according to the quantity thereof An additional duty equal to one-fourth part of the duty otherwise chargeable.

PART II

EXPORT DUTIES OF CUSTOMS

1. BANANAS :

- (a) Fresh the count bunch 0 0 3
- (b) Dry (except dry bananas which by reason of the manner in which they have been prepared or their condition or otherwise the Comptroller is satisfied will not be used for human consumption) the ten pounds .. 0 0 2

A "count bunch" of bananas means a stalk bearing nine or more hands of bananas, each hand being a cluster of bananas growing from the stalk and originally covered by a separate bract.

For the purpose of the computation of the duty a stalk bearing :

- 9 hands or over shall be taken to be equal to 1 count bunch.
- 8 hands or over but less than 9 hands shall be taken to be equal to $\frac{3}{4}$ of a count bunch.
- 7 hands or over but less than 8 hands shall be taken to be equal to $\frac{1}{2}$ of a count bunch.
- Under 7 hands shall be taken to be equal to $\frac{1}{4}$ of a count bunch.

2. CATTLE HIDES the ton 0 4 0
3. COCOA the ton 2 2 0
4. GOAT SKINS and SHEEP SKINS the ton 0 12 6
5. GROUNDNUTS the ton 0 10 0
6. PALM KERNELS the ton 0 10 6
7. PALM KERNEL OIL the ton 2 0 0
8. PALM OIL (except palm oil which has been imported into Nigeria from any place outside Nigeria and has on importation been stored in tanks approved by the Comptroller and has remained in such tanks until exportation) the ton 0 11 6
9. TIN or TIN ORE the ton 0 6 8

Where any of the goods or merchandise specified in items 2, 4, 6, 7 and 8 are exported direct across the frontier between the Cameroons under British Mandate and the Cameroons under French Mandate into the latter territory they shall be exempt from duty.

PART III

EXEMPTIONS FROM IMPORT DUTIES OF CUSTOMS

1. Advertising matter having no commercial value otherwise than is such.

2. Aircraft and parts thereof and flying equipment imported exclusively for use as such, but not including food, drink or tobacco in any form.

CUSTOMS (MISCELLANEOUS AMENDMENTS)

3. All articles of clothing or equipment imported for the use of any boy scouts, girl guides or members of the boys' brigade (including their officers) in their capacity as such :

Proviso.

Provided that this exemption shall apply only to boy scouts within the meaning of the Boy Scouts Association Ordinance and to girl guides or to members of the boys' brigade forming part of a body of girl guides or a body of the boys' brigade respectively recognised by Government.

4. All goods imported at the expense of any Native Treasury for use in any public hospital, dispensary or leper settlement, and all goods imported by medical missions for use in their hospitals, provided they are admitted by the Comptroller as necessary for the proper maintenance of the hospitals, dispensaries or settlements.

[5. Deleted.]

6. All goods imported by the Inspector-General of the Royal West African Frontier Force and his staff officers for their private use when on tours of inspection.

7. All goods imported for the furnishing of the Royal West African Frontier Force Mess or the Nigerian Police Mess.

8. (1) (a) All goods imported for the official use of a Consular Officer where the country such Consul represents grants a like privilege to British Consular Officers, and

(b) all goods imported by a Consular Officer for his personal use or for the use of his family where the country he represents grants a like privilege to British Consular Officers.

(2) For the purpose of paragraph (b) If this item "Consular Officer" means a Consular Officer de Carrière recognised as a Consular Officer of the country he represents and a national of that country, and the provisions of this item shall have and be deemed to have had effect from the date upon which any reciprocal agreement is entered into between His Majesty's Government and the foreign Government concerned.

9. All goods imported or taken out of bond for the service of any Government department or any Native Administration in Nigeria, and all goods imported or taken out of bond by or on behalf of the Lagos Town Council in connection with capital works construction.

[10. Deleted.]

11. All goods imported with the sanction of the Governor by boundary and other special commissioners and their assistants for their private use while executing their duties.

12. All goods officially imported or officially taken out of bond for the use of His Majesty's armed forces and all goods imported for the use of persons serving on His Majesty's ships.

13. All goods which the Comptroller is satisfied :

(1) will be used solely in the construction or repairing of, and will form part of, casks, bags, cases or other receptacles for use in exporting produce, minerals or specie ; or

(2) will be used solely as material for the packing of produce, minerals or specie for export.

14. Animals and birds, living.

CUSTOMS (MISCELLANEOUS AMENDMENTS)

15. Apparatus, appliances, implements, instruments and tools of the following kinds :

- (1) agricultural and horticultural ;
- (2) artisans' ;
- (3) for scientific purposes and research, or for scientific education ;
- (4) for prospecting ;
- (5) surgical and dental.

15A. Apparatus, appliances and materials, including explosives, down to the satisfaction of the Comptroller to be imported exclusively for use in some industrial process for the separation of metals or precious stones from ores, soil, other natural matter within Nigeria, or for use in the handling, dressing or preparation of ores for commercial purposes. (Inserted by Resolution and Order No. 1 of 1946.)

16. Arms, accoutrements, equipment and uniforms, the property of officers of His Majesty's armed forces or of the civil service, and imported by such officers for their personal use on duty as required by the regulations of their respective services :

Provided that in addition officers of the Royal West African Frontier Force may import a revolver and rifle, and ammunition therefor, and officers of the civil service a revolver and ammunition therefor, free of duty.

Proviso.

17. Bank and currency notes, bullion and coin.

18. Blank cinematograph films, unexposed, commonly known as raw film or stock.

19. (1) *Bona fide* comforts including tobacco in any form, confectionery, toilet requisites, food, writing materials and knitted goods which the Comptroller is satisfied are imported as gifts for the use of serving members of His Majesty's armed forces and not for sale or exchange.

(2) *Bona fide* gifts imported by post which the Comptroller is satisfied are addressed to and are for the personal use of members of His Majesty's armed forces.

(3) *Bona fide* gifts sent by post to Nigeria by members of the Nigerian armed forces serving overseas subject to such conditions as the Comptroller may specify in the Gazette.

20. Clothing (being warm clothing not suitable for wear in the tropics) imported shortly before embarkation which the proper officer is satisfied is intended for the importer's personal use on a voyage to a place outside the tropics.

21. Educational slides and educational films for public exhibition, passed as such by the Board of Censors appointed under section 6 of the Cinematograph Ordinance, 1933, or any ordinance substituted therefor.

22. Filters and parts thereof and all appliances for the filtration of water.

23. Fire extinguishers and fire fighting apparatus.

24. Fishing nets and gear therefor.

CUSTOMS (MISCELLANEOUS AMENDMENTS)

25. (1) Fuel and lubricants proved to the satisfaction of the Comptroller to have been supplied for use by any aircraft belonging to or exclusively employed in the service of His Majesty or by such other aircraft as may be approved by the Governor in Council, and tools and equipment which in his absolute discretion the Comptroller shall admit as necessary and intended exclusively for the repair and maintenance of any such aircraft.

(2) Fuel and lubricants contained in any aircraft on arrival in Nigeria, which are not removed from such aircraft.

(3) Fuel and lubricants proved to the satisfaction of the Comptroller to have been supplied to any aircraft at a customs aerodrome and intended for use on its journey of departure from Nigeria :

Proviso.

Provided that the Governor in Council may order that the provisions of sub-item (3) of this item shall not apply to any aircraft specified in such order.

26. Fuel used as bunker fuel contained in the ordinary fixed receptacles therefor in vessels coming from and proceeding to places outside Nigeria, and bunker fuel transhipped from such vessels direct to vessels, or landed in bond and later transferred to vessels, engaged in coastal trade by routes other than inland navigable waterways.

27. Furniture and ornaments of a non-consumable nature, altar bread and altar wine, altar frontals and linen, and vestments proved to the satisfaction of the Comptroller to be imported by or for presentation to any religious body in Nigeria.

28. Life-saving belts and appliances.

29. Lightning conductors.

30. Machinery, including parts and accessories, of the following kinds :

(1) Agricultural ;

(2) for prospecting for minerals ;

(3) mining and dredging ;

(4) water boring and pumping ;

(5) for use in connection with the preparation of, or prospecting for, any agricultural or forest product of Nigeria or the development of any industry in connection with such product.

The term "machinery" in this item shall mean machines consisting of a combination of moving parts and mechanical elements which may be put in motion by physical or mechanical force.

31. Manures, insecticides, fungicides, vermin killers and other substances which the Comptroller is satisfied are imported exclusively for use as manures, or as remedies for diseases of or prevention of insect attacks on plants and livestock, and apparatus for spraying livestock or plants with insecticides and fungicides.

32. Materials which the Comptroller is satisfied will be used exclusively in the manufacture of packages to contain petroleum imported in bulk and will form part of such packages.

CUSTOMS (MISCELLANEOUS AMENDMENTS)

33. Medicinal preparations and drugs included in the British Pharmacopoeia and the British Pharmaceutical Codex and such other medicinal preparations and drugs, and surgical dressings, as may be accepted by the Comptroller.

34. Methylated and other non-potable spirits which the Comptroller is satisfied are intended solely for industrial, medical or scientific purposes and are not intended for sale or exchange.

35. Mosquito nets and mosquito-proof wire gauze.

36. Outer packages and packing in which goods, except goods subject to *ad valorem* import duties, are packed and imported and such inner packages and packing as may in the opinion of the Comptroller be necessary for the preservation of the goods imported, unless duty is charged on gross weight.

37. Passengers' baggage the property of and accompanying a passenger but not including goods for sale, barter or exchange :

Provided that if a passenger on arrival in Nigeria reports in writing in the prescribed form to the proper officer that part of his baggage, stating the nature thereof, has been left behind, duty shall not be charged thereon if it is imported into Nigeria within two months of the passenger's arrival (or such further period as the Comptroller may in his discretion allow) and is such that it would have been free of duty had it been brought with the passenger. Proviso.

For the purpose of this item "baggage" shall not include such articles as arms, ammunition, beverages, cigars, cigarettes, tobacco, perfumed spirits, carriages, motor vehicles, bicycles, gramophones, wireless apparatus, musical instruments or provisions, but shall be deemed to include:

- (1) a reasonable quantity of necessary and appropriate wearing apparel, glassware, linen, cutlery, crockery, plate and personal effects (as distinct from household and general effects of the kinds included in (2)), whether new or used ;
- (2) binoculars, portable typewriters, toys, sewing machines and articles for household use (including furniture, carpets and other goods not specifically mentioned in paragraph (1) of this definition), which are proved to the satisfaction of the Comptroller to have been *bona fide* in personal or household use by the passenger for a reasonable period ; and
- (3) new or used instruments and tools which are to be used by a passenger for the purposes of his profession or trade :

Provided that for the duration of the present war where on account of loss by enemy action any person has been obliged to replace goods which would have been admitted free of duty had they formed part of his baggage when he arrived in Nigeria such goods shall be admitted free of duty. Proviso.

38. Patterns and samples cut, mutilated or otherwise spoiled so as to render them unmerchable.

39. Personal effects, not being merchandise, of natives of Nigeria dying in places outside the limits of the jurisdiction of Nigeria.

40. Pictures, drawings, engravings and photographs not imported for sale, barter or exchange.

CUSTOMS (MISCELLANEOUS AMENDMENTS)

41. Plants, seeds and bulbs imported for arboricultural, agricultural or horticultural purposes.

42. Printed literary matter including books, atlases, maps, newspapers, charts, plans and drawings.

43. Printers' ink, type, type metal, printing machines and printing appliances other than paper.

44. Provisions of the following kinds :

- (1) African foodstuffs produced in any territory adjoining Nigeria ;
- (2) fish, fresh or in cold storage, of Nigerian taking ;
- (3) flour ;
- (4) foods specially prepared for infants ;
- (5) Milk or cream, whether fresh or preserved in any way ; and
- (6) sugar.

45. Specimens of natural history, mineralogy or botany.

46. Stationery for use in schools and educational establishments when the Comptroller is satisfied that it is intended solely for educational purposes.

47. Telegraphic apparatus, material and equipment imported by Cable and Wireless Limited.

48. The professional robes of judges, law officers, magistrates and all officers of the Nigeria civil service who are barristers-at-law or advocates.

49. Water tanks and vats and ready-made spare parts therefor.

Section 42

SECOND SCHEDULE

LIST OF PROHIBITED IMPORTS

1. (a) Advertisements, notices or announcements containing an offer to treat any person for venereal disease, or prescribing or containing an offer to prescribe any remedy therefor, or offering to give or giving any advice in connection with the treatment thereof.

(b) Any advertisement, notice or written or printed papers or hand-bills holding out or recommending to the public any preparations :

- (i) as medicines or medicaments for the prevention, cure or relief of any venereal disease, or
- (ii) as aphrodisiacs.

(c) Any newspaper, periodical or book containing any such advertisement, notice or announcement as is specified in sub-paragraph (a) or sub-paragraph (b) of this paragraph.

(d) Any packet, box, bottle, phial or other enclosure containing any preparation affixed to or delivered with which there is or are any label or words written or printed holding out or recommending to the public such preparation :

- (i) as a medicine or medicament for the prevention, cure or relief of any venereal disease, or
- (ii) as an aphrodisiac.

CUSTOMS (MISCELLANEOUS AMENDMENTS)

For the purpose of this paragraph "venereal disease" means syphilis, gonorrhoea or soft chancre, and "preparations" means any pills, capsules, powders, lozenges, tinctures, potions, cordials, electuaries, plasters, unguents, salves, ointments, drops, lotions, oils, spirits, medicated herbs and waters, chemical and officinal preparations whatsoever.

2. Air pistols.

3. All goods the importation of which is prohibited by any law in Nigeria.

4. All goods the importation of which is regulated by any law in Nigeria except in accordance with such law.

5. All goods not imported in an aircraft or in a steamship except such as may be imported in accordance with any regulation relating to the control of small craft or to the importation of goods overland.

6. All goods not marked with the number, measure, gauge or weight in the manner prescribed.

7. All goods which bear a design in imitation of any currency or bank note or coin in current use in Nigeria or elsewhere.

8. Apparatus which in the opinion of the Comptroller is suitable for the distillation of alcohol or the rectification or re-distillation of spirits, except such as may be licensed under the Liquor Ordinance.

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9. Base or counterfeit coin of any country.

10. Beads composed of inflammable celluloid or other similar substances.

11. Calcium carbide except in accordance with such regulations regarding the importation and storage thereof as may be prescribed.

12. Cowries.

13. Cyanide of potassium and all poisonous cyanides and their preparations except under licence from the Chief Inspector of Mines or Commissioner of Police and subject to such conditions as they may see fit to impose.

14. Exhausted tea or tea mixed with other substances :

For the purpose of this paragraph "exhausted tea" means any tea which has been deprived of its proper quality, strength or virtue by steeping, infusion, decoction or other means.

15. Gold coin current in the United Kingdom except under licence from the Governor.

16. Implements appertaining to the re-loading of cartridges.

17. Indecent or obscene prints, paintings, books, cards, engravings or any indecent or obscene articles.

18. Lamps which in the opinion of the Comptroller are specially designed for the purpose of dazzling animals or birds or otherwise rendering them more easily killed or captured.

19. Machines for duplicating keys.

CUSTOMS (MISCELLANEOUS AMENDMENTS)

20. Manillas.

21. Matches made with white phosphorus.

22. Materials of any description with a design which, considering the purpose for which the material is intended to be used, is likely in the opinion of the Governor in Council to create a breach of the peace or to offend the religious views of any class of persons in Nigeria.

23. Meat, vegetables or other provisions declared by a health officer unfit for human food.

24. Motor vehicles and parts thereof fitted or adapted for solid tyres and solid tyres unless under licence from the Director of Public Works.

25. Naval, military, air force or civil accoutrements or uniforms or any dress having the appearance or bearing any of the regimental or other distinctive marks of any such uniform, or which may in the opinion of the proper officer be used to convey the impression that a person wearing the dress holds any office or authority under the Government, except such as are imported with the authority of the Governor.

26. Nets, gins, traps, snares, spring-guns, missiles containing explosives, apparatus for setting guns and all similar or other mechanical engines or appliances including any parts thereof or accessories thereto designed, calculated or intended to be used or capable of being used to capture, injure or destroy any animal :

Proviso. Provided that no gin or trap or similar article shall be deemed hereby to be prohibited to be imported solely by reason of the fact that it has jaws, if such jaws are not capable of being opened to a greater width than four inches measured at the widest part :

Further Proviso. Provided further that such articles may be imported with the approval of the Comptroller on specific occasions if required for scientific purposes on condition that they are either destroyed or exported from Nigeria after they have been used for the scientific purposes aforesaid :

Final Proviso. Provided finally that the decision of the Comptroller shall be conclusive in any dispute which may arise as to what is to be considered a prohibited import within the meaning of this item.

27. Non-ferrous metal tubing except under licence from the Comptroller.

28. Percussion caps except those adapted for use with cap guns.

29. Pistols disguised in any form whatever.

29A. Reel-fed rotary ticket printing presses except under licence from the Governor. (Customs (Prohibited Goods) Order in Council, 1946. No. 20 of 1946.) 14th June, 1946.

30. Separated or skimmed milk containing less than eight *per centum* of fat, whether fresh, tinned or powdered, unless the bottle, tin or other receptacle containing such milk bears a label clearly marked in letters of not less than three-eighths of an inch high with the words "Not suitable for infants" or with words to a like effect.

31. Shaving brushes manufactured in or exported from the Empire of Japan and whether they are exported direct to Nigeria or otherwise.

32. Silver or metal alloy coins not being legal tender in Nigeria.

CUSTOMS (MISCELLANEOUS AMENDMENTS)

33. Spirits, namely :

- (a) trade spirits as defined in any regulations made under the customs laws ;
- (b) spirits (other than denatured, medicated and perfumed spirits and spirits for scientific purposes) containing more than eighty-five *per centum* of proof spirit ;
- (c) spirits in casks or drums, except under licence granted by the Comptroller and subject to the payment of fourpence per liquid gallon for every degree of strength in excess of seventy-five *per centum* of proof spirit or such other fee as the Governor shall from time to time determine.

34. Tear gas except under licence from the Governor.

34A. Terne-plate and all goods made of terne-plate except under licence from the Chief Secretary to the Government. (Order in Council 23/47.)

35. Weapons of any description which in the opinion of the Comptroller are designed for the discharge of any noxious liquid, gas or other similar substance and any ammunition containing or in the opinion of the Comptroller designed or adapted to contain any noxious liquid, gas or other similar substance.

THIRD SCHEDULE

Section 43.

LIST OF PROHIBITED EXPORTS

1. African antiquities or works of art of historical, archaeological or scientific interest, made, shaped, inscribed or executed prior to the year 1918 and objects that are being or have been used in African ceremonies except with the consent of the Governor in writing.

2. All goods not exported in an aircraft or in a steamship except such as may be exported in accordance with any regulations relating to the control of small craft or to the exportation of goods overland.

3. All goods the exportation of which is prohibited by any law in Nigeria.

4. All goods the exportation of which is regulated by any law in Nigeria except in accordance with such law.

5. Explosives (other than industrial explosives) to all foreign countries.

6. (1) In addition to any prohibition or restriction hereinbefore contained the exportation of all goods is prohibited except under licence or permit from the Comptroller or such person as may be authorised by him in writing on his behalf.

(2) Licences or permits issued under the provisions of this item may be specific or general and subject to such conditions as may be contained in any such licence or permit.

Provided that the power to issue licences or permits under the provisions of this item shall be deemed to include the power to refuse a licence or permit without assigning a cause or to cancel, modify or alter a licence or permit already issued.

Proviso.

Provided further that all licences and permits issued under the Customs (Prohibition of Export) (No. 2) Order in Council, 1941, and current at the commencement of this ordinance shall remain valid until cancelled, modified or altered under the provisions of this ordinance.

Further proviso No. 23 of 1941.

SECOND SCHEDULE

MINOR AMENDMENTS

(Section 5)

Section of Ordinance 28 of 1942	Amendments
3	(1) In the definition "import" <i>delete</i> the words "or the waters thereof." (2) In the definition "officer" for the words "acting in the aid of any such person" <i>substitute</i> the words "acting in their aid." (3) In the definition "warehouse-keeper" <i>delete</i> the hyphen.
29	<i>Delete</i> the expression "or any particular description of package," in lines 3 and 4 and the expression "or any other description of package" in line 6.
35	<i>For</i> the expression "such goods shall be forfeited," in the 11th line <i>substitute</i> the expression "such goods unless the full duties thereon shall have been paid shall be forfeited,".
46 (1)	<i>Insert</i> the word "the" between the word "on" and the word "importation" in the 3rd line thereof.
67	<i>Delete</i> the words "or the waters thereof" at the end thereof.
109	<i>For</i> the words "may be or otherwise disposed of" in the 17th and 18th lines thereof <i>substitute</i> the words "may be destroyed or otherwise disposed of".
117	<i>Delete</i> the whole of the section from and inclusive of the word "the" at the end of the 10th line thereof and <i>substitute</i> therefor the following : "the complete separation of the goods being loaded for exportation or carriage coastwise from the goods being imported and from any cargo remaining on board being effected to the satisfaction of the proper officer."
121	<i>For</i> the sentence "the agent of the master or owner of the aircraft or ship to give" in the 3rd line of the proviso thereto <i>substitute</i> the sentence "the exporter or his agent to give".
140	<i>Delete</i> the expression "shall in the opinion of the proper officer not exceed the quantity which might fairly have been consumed," in the 8th to 10th lines thereof and <i>substitute</i> therefor the expression "shall in the opinion of the proper officer be less than the quantity which should be on board after making due allowance for what might fairly have been consumed,".
159	(1) <i>Insert</i> the words "contrary to the customs laws" after the words "carried coastwise" in the 2nd line thereof, and (2) <i>For</i> the word "Customs" in the last line thereof <i>substitute</i> the word "customs".
173	<i>Insert</i> the word "goods" after the word "such" in the 10th line thereof,
199	<i>In</i> sub-section (2) <i>substitute</i> the word "any" for the word "the" in the 7th line thereof.
203	<i>Delete</i> the expression "under the customs laws, shall be forfeited; and all aircraft, ships, carriages authorised to make seizures" in the 9th, 10th and 11th lines thereof and <i>substitute</i> therefor the words "under the customs laws or under any written law whereby officers are authorised to make seizures".
208	<i>Substitute</i> the words "of the" for the words "or the" in the 6th line thereof.
248	<i>In</i> sub-section (2) <i>delete</i> the words "not below the rank of Senior Customs Officer".

CUSTOMS (MISCELLANEOUS AMENDMENTS)

This printed impression has been carefully compared by me with the Bill which has passed the Legislative Council, and in so far as the provisions thereof relate to the Colony and to the Southern Provinces of the Protectorate, is found by me to be a true and correctly printed copy of the said Bill.

LOUIS BAIN,
Clerk of the Legislative Council

A TEN-YEAR PLAN

of Development and Welfare for the CAMEROONS

Under United Kingdom
Trusteeship

INTRODUCTION

A TEN-YEAR PLAN of Development and Welfare for Nigeria was approved by the Legislative Council on the 7th February, 1946, and was printed and published as a Sessional Paper No. 24 of 1945. In this plan, for the purposes of development and welfare, Nigeria and the Trust Territory were treated as one and the plan was not prepared with a view to the development and welfare of the Trust Territory separately from Nigeria. The purpose of the present document is to show as distinctly as possible how the Trust Territory will benefit from that plan. That territory has received the same consideration as any other area in Nigeria, and the plans for its development are a part of the greater plan for the development of Nigeria.

2. Such a plan can of course do no more than represent the general course of action proposed and it has been made sufficiently flexible to meet changing conditions and unexpected eventualities. Modifications of method and details of policy must be allowed in order that full consideration can be given to the results of experience as the work proceeds. It must of course be stressed that ordinary departmental expansion is continually proceeding side by side with the implementation of the Development Plan.

3. The funds required to pay for development will come from three sources: (a) funds approved by H.M. Treasury under the Colonial Development and Welfare Act, (b) funds provided by the revenues of Nigeria and (c) funds provided under the Development Loan Ordinance by which the raising of a loan of £8,000,000 has been authorised by the Legislative Council. The first instalment of a local loan (£300,000) has been offered for subscription in Nigeria and the Trust Territory with the purpose of providing a means by which the inhabitants thereof might participate in local development and still realise a fair return on their investment.

4. All the constituent schemes of the plan aim at increased educational and training facilities for African staff and this, coupled with the increased provision for higher education both in West Africa and by means of scholarships under the special Development and Welfare allocations for that purpose, will result in a greatly accelerated rate of Africanisation of the local services and will permit of Africans taking an ever-increasing part in the work of development of their country and its people. The University College at Ibadan in the Western Provinces of Nigeria will of course accept students from the Trust Territory on the same conditions as students from the Provinces of Nigeria.

5. The estimates attached to the various schemes in this plan are not final and are subject to annual revision as action develops, in fact, it is intended that the whole plan shall consist of a series of ten annual estimates based upon the present proposals but adjusted and amended in the light of experience and in accordance with such modifications of policy as may prove to be desirable as time goes on. This procedure will also permit of adjustments to the tempo while retaining the final objectives should unforeseen financial difficulties intervene. This is where the generous allocation from the Colonial Development and Welfare Vote will prove most valuable, as apart from anything else it will be an insurance that the development will go on even at a reduced tempo if local finances are temporarily depressed. In fact, it is intended that the whole plan and its estimates should be subject to the approval annually of the Secretary of State for the Colonies and of the Legislative Council.

6. The plan itself has been made as comprehensive as possible but many of the constituent schemes consist largely of extensions to existing departmental activities in order to overcome the deficiencies of the past, caused by insufficiency of local funds. Details of the schemes together with cost thereof are given later in this report.

7. No properly balanced plan of development and welfare for the country in its present stage of development can be successful until certain fundamentals have been put right. Consequently it would have been useless to consider any policy of wide economic development until plans had first been made to ensure that people were put in a position where they could participate and take full advantage of such activities. Special emphasis has therefore been laid on the provision of medical and health services and for the development of urban and rural water supplies. In the Trust Territory over £262,000 is to be expended on medical and health services, and £244,000 on the provision of better water supplies. Similarly the sum of £110,000 has been allocated to educational services. This figure does not include the sum to be expended on the University College at Ibadan to which reference has already been made.

8. One of the most vital needs of the Trust Territory is the improvement of communications in an area where the terrain renders the construction of roads peculiarly difficult. On this will rest the whole economic development of the country. The highest expenditure on any one scheme has therefore been allocated to the improvement of road communications on which it is proposed to spend no less than £670,000 spread over ten years.

9. In regard to economic development mention must be made of the Department of Commerce and Industries. This department has been set up with the object of encouraging and improving existing rural and cottage industries and initiating the establishment of new industries. The department has also taken over the expansion and development of such experimental work by the departments of Government as may appear to have commercial possibilities. Its officers are also available to advise Africans who are contemplating setting up and establishing new industries.

10. Mention should also be made of the Nigeria Local Development Board which works in close co-operation with the Department of Commerce and Industries. This board is authorised by law to make loans to Town Planning Authorities, local registered companies, co-operative societies, partnerships and Native Authorities. Applications for loans have been received from many sources and it may be of interest to note the wide range of the undertakings which have benefited. They include a Co-operative Raffia Marketing Society, a Cocoa Marketing Union, a Woodworkers Co-operative Society, a Native Administration sawmill and the purchase and establishment of Pioneer Oil Mills ; none of these undertakings are situated in the Trust Territory, but in due course, no doubt, when the activities of the board are better appreciated suitable applications will be received from the Cameroons. One project, however, bordering on the Trust Territory, the influence of which will be felt therein when fully developed, has benefited, i.e. the Calabar-Mamfe Area Road Planning Authority which has also received very substantial financial assistance. The authority has acquired land on which a model settlement is being built. The labourers at present working on the road are being offered farming plots and encouraged to settle there ; they receive advances from the authority to defray initial expenses and to assist them to cultivate the land by improved methods.

11. An organisation has been built up in Nigeria to co-ordinate plans and administer the development funds at its disposal. In all provinces of Nigeria including the Trust Territory a Provincial Development Committee has been established of which the Resident in charge of the Province is chairman. This committee consists of officials and non-officials both African and European. In the Cameroons Province the committee consists of sixteen official and sixteen non-official members. In the northern portions of the Trust Territory representatives of the Trust Territory are members of the Bornu and Adamawa Provincial Committees.

12. Area Development Committees also sit at Enugu and Kaduna under the chairmanship of the Chief Commissioners. It is the duty of these committees to assess the relative merits and priorities of the proposals and schemes put forward by the Provincial Committees. A Central Development Board appointed by the Governor exists for the co-ordination and formulation of plans and the general principles of development planning. The Central Development Board also approves the annual estimates before they are submitted to the Secretary of State and the Legislative Council. A Development Secretary with his headquarters in Lagos is responsible for the general co-ordination of the work, and the overall control of finance.

13. Subsequent to the approval of the Ten-Year Plan of Development and Welfare for Nigeria by the Legislative Council, that Council adopted unanimously on 11th December, 1946, a resolution which authorised the Governor, in anticipation of the raising of a loan or loans, to incur expenditure not exceeding £850,000 from surplus balances standing to the credit of the Nigerian Government for the purpose of acquiring by purchase from the Custodian of Enemy Property the German-owned plantations in the Cameroons. In accordance with the Cameroons Development Corporation Ordinance the lands are then to be leased to a corporation of that name and the profits from their cultivation applied to the benefit of the inhabitants of the Trust Territory in such manner as the Governor may determine. Details of these undertakings which are distinct from and additional to the projects set out in this memorandum are to be found in paragraphs 36, 37 and 111 of the Annual Report on the Administration of the Cameroons under United Kingdom Trusteeship for the year 1947.

TEN-YEAR PLAN OF DEVELOPMENT AND WELFARE FOR CAMEROONS

Scheme	<i>Expenditure to 31.3.46</i>	1946-47	1947-48	1948-49	1949-50	1950-51	1951-52	1952-53	1953-54	1954-55	1955-56	<i>Total Estimated Cost £</i>
	£	£	£	£	£	£	£	£	£	£	£	£
Electricity	—	5,200	3,400	43,000	40,000	500	500	29,500	500	—	—	123,000
Marine	—	—	—	—	—	6,200	—	—	—	—	—	6,200
Telecommunications ..	—	—	—	—	6,840	9,840	11,500	13,500	8,400	8,000	—	58,080
Agriculture	—	3,320	3,980	5,672	7,247	7,334	8,040	8,174	8,318	7,489	7,606	67,180
Veterinary	—	2,300	9,300	2,300	2,300	2,300	2,300	2,300	2,300	2,300	3,300	31,000
Forestry	—	—	420	2,301	2,507	3,577	5,644	6,367	6,962	6,067	6,289	40,134
Medical and Health ..	—	12,500	17,810	17,810	18,225	18,255	21,235	21,235	21,235	21,235	21,205	190,745
Education	—	—	9,400	16,200	28,000	25,000	10,000	7,000	5,000	5,000	5,000	110,600
Rural Water Supplies ..	—	—	1,000	3,100	10,600	16,100	15,200	14,000	14,000	13,000	13,000	100,000
Urban Water Supplies ..	—	—	—	5,000	15,600	15,600	25,600	25,600	25,600	15,600	15,600	144,200
Road Development ..	41,548	10,165	47,877	64,552	73,885	101,107	85,966	78,440	34,126	27,886	27,330	592,882
Kumba-Mamfe Road ..	60,212	13,670	641	3,277	—	—	—	—	—	—	—	77,800
Building Programme ..	—	—	13,000	7,650	9,500	19,600	11,800	300	100	47,850	—	109,800
Town Planning and Village Reconstruction	—	750	—	—	—	—	—	—	—	—	—	750
	101,760	47,905	106,828	170,862	215,104	225,413	197,785	206,416	126,541	154,427	99,330	1,652,371

ESTIMATED EXPENDITURE FROM COLONIAL DEVELOPMENT
AND WELFARE VOTE FOR FIRST FIVE YEARS

	1946-47 £	1947-48 £	1948-49 £	1949-50 £	1950-51 £	Total £
Electricity	5,200	2,400	10,000	400	500	18,500
Veterinary	2,300	9,300	2,300	2,300	2,300	18,500
Agriculture	3,320	3,980	5,672	7,334	7,247	27,553
Forestry	—	420	2,301	2,507	3,577	8,605
Roads	10,165	47,877	64,552	73,885	101,107	297,586
Urban Water	—	—	3,600	8,600	8,600	20,800
Rural Water	—	1,000	3,100	10,600	16,100	30,800
Buildings	—	4,375	5,175	4,300	9,225	23,075
Kumba-Mamfe Road ..	13,670	641	3,277	—	—	17,588
Town Planning and Village Reconstruction	750	—	—	—	—	750
Medical and Health ..	12,500	17,810	17,810	18,225	18,255	84,600
	47,905	87,803	117,787	128,064	166,998	548,557

ESTIMATED EXPENDITURE FROM LOAN FUNDS 1946-47 TO 1955-56

	1946-47	1947-48	1948-49	1949-50	1950-51	1951-52	1952-53	1953-54	1954-55	1955-56	Total Estimated Cost £
	£	£	£	£	£	£	£	£	£	£	£
Marine	—	—	—	—	5,800	—	—	—	—	—	5,800
Electricity	—	1,000	33,000	40,000	—	—	29,000	—	—	—	103,000
Forestry	—	6,250	—	—	2,500	2,500	—	—	—	—	11,250
Education, General	—	8,000	13,000	23,000	20,000	5,000	2,000	—	—	—	71,000
Telecommunications	—	—	—	6,840	9,840	11,500	13,500	8,400	8,000	—	58,080
Urban Water Supplies	—	—	1,400	7,000	7,000	14,000	14,000	14,000	7,000	7,000	71,400
Building Programme	—	8,625	2,475	5,100	10,375	5,225	—	—	22,425	—	54,225
	—	23,875	49,875	81,940	55,515	38,225	58,500	22,400	37,425	7,000	374,755

ESTIMATED EXPENDITURE FROM NIGERIAN REVENUE
FOR FIRST FIVE YEARS

	1946-47	1947-48	1948-49	1949-50	1950-51	Total Estimated Cost £
	£	£	£	£	£	£
Education, General ..	—	1,400	3,200	5,000	5,000	14,600
Marine	—	—	—	—	400	400
	—	1,400	3,200	5,000	5,400	15,000

SUMMARY OF EXPENDITURE, 1946-47

<i>Scheme</i>	<i>C. D. & W.</i> £	<i>Nigeria Recurrent</i> £	<i>Nigeria Loan</i> £	<i>Total</i> £
Electricity	5,200	—	—	5,200
Marine	—	—	—	—
Telecommunications	—	—	—	—
Agriculture	3,320	—	—	3,320
Veterinary	2,300	—	—	2,300
Forestry	—	—	—	—
Rural Water Supply	—	—	—	—
Urban Water Supply	—	—	—	—
Road Development	10,165	—	—	10,165
Kumba-Mamfe Road	13,670	—	—	13,670
Medical and Health	12,500	—	—	12,500
Education	—	—	—	—
Town Planning and Village Recon- struction	750	—	—	750
	47,905	—	—	47,905

Rural Water Supplies

14. The aim of this scheme is the provision of suitable and uncontaminated water supplies for the people in the rural districts. It is estimated that on the average a water point of one type or another is required to every 500 head of the rural population, and on this basis about 850 new water points will be required in the Trust Territory and many existing ones will have to be improved.

15. The form of installation will vary considerably. Over a large part of the territory it will consist of open wells, tube wells or shallow boreholes up to 150 or 250 feet deep. In some cases small impounding dams will be required, while in others deep boreholes will be needed. Generally, however, the latter will be set up in association with the larger centres of population dealt with under the urban supplies scheme.

16. The full cost of this scheme in the Trust Territory is put at £100,000 over ten years which will be borne from Colonial Development and Welfare funds.

Urban Water Supplies

17. For the purpose of this scheme urban water supplies have been defined as those serving a population in excess of 5,000 inhabitants living within a radius of two and a half miles. While final surveys have not yet been made it is estimated that about seven towns or thickly populated areas will require urban water supplies. On the basis of past experience the cost of installation of such supplies will vary between £2 and £3 per head of the population concerned according to the source of the water and concentration of the population. The scheme is estimated to cost a total of £144,200 to which in the first five years Colonial Development and Welfare funds will contribute £20,800 while over ten years £71,400 will be obtained from loan funds.

18. Urban water supplies will ultimately be the responsibility of the Native Authorities: it is obvious, however, that in many instances the authorities concerned will not be in a position to accept full financial responsibility in the early stages. A free grant of 30 per cent of the capital cost of such installations will be provided from the Colonial Development and Welfare Vote. The remainder of the cost of installation of these schemes will be financed from monies to be borrowed by the Nigerian Government under the Development Loan Ordinance. Loans will be made by the Nigerian Government out of these monies, to the Native Authority or other authority concerned.

19. Such loans will be made usually on a thirty-year basis and will carry a rate of interest of $2\frac{1}{2}$ per cent. In special cases assistance will also be rendered to the Native Authority by the Nigeria Local Development Board.

20. The scheme for each urban area will require special investigations and the preparation of detailed proposals; it is not, therefore, possible at this stage to say exactly what type of installation will be put in at each urban area, nor is it possible to provide a detailed programme of the work that will be accomplished year by year.

RURAL WATER SUPPLIES. ESTIMATES OF EXPENDITURE

	STAFF		EQUIPMENT		Labour, Materials Minor Plant £	Total £
	Engineers & Specialists £	Inspectors & Foremen £	Drill £	Vehicles £		
1946-47 ..	—	—	—	—	—	—
1947-48 ..	—	—	—	—	1,000	1,000
1948-49 ..	1,000	—	800	300	1,000	3,100
1949-50 ..	1,000	1,000	2,000	600	6,000	10,600
1950-51 ..	1,000	1,000	1,000	1,100	12,000	16,100
1951-52 ..	—	2,000	1,200	—	12,000	15,200
1952-53 ..	—	2,000	—	—	12,000	14,000
1953-54 ..	—	2,000	—	—	12,000	14,000
1954-55 ..	—	1,000	—	—	12,000	13,000
1955-56 ..	—	1,000	—	—	12,000	13,000
Total 10 years	3,000	10,000	5,000	2,000	80,000	100,000

URBAN WATER SUPPLIES
SUMMARY OF TOTAL ESTIMATED EXPENDITURE

	STAFF		PLANT Instruments and Vehicles £	Materials and Labour £	Total £
	Engineers £	Inspectors £			
1946-47 ..	—	—	—	—	—
1947-48 ..	—	—	—	—	—
1948-49 ..	—	2,500	500	2,000	5,000
1949-50 ..	1,600	2,500	1,500	10,000	15,600
1950-51 ..	1,600	2,500	1,500	10,000	15,600
1951-52 ..	1,600	2,500	1,500	20,000	25,600
1952-53 ..	1,600	2,500	1,500	20,000	25,600
1953-54 ..	1,600	2,500	1,500	20,000	25,600
1954-55 ..	1,600	2,500	1,500	10,000	15,600
1955-56 ..	1,600	2,500	1,500	10,000	15,600
Total ..	11,200	20,000	11,000	102,000	144,200

Road Development

21. The importance of providing a proper system of roads through Nigeria and the Trust Territory, in order to ensure reasonable facilities for contact between its large population and to provide means of evacuating produce, thereby improving internal trade, needs no emphasis. Broadly the road system falls into three categories:

Trunk Roads "A" which will provide a grid of main roads, two running north and south and four running east and west and will supply road links with the international highways of Africa.

Trunk Roads "B" which are of equal importance, but of more local value. These roads are defined as secondary trunk roads connecting provincial capitals and other large towns with the trunk road "A" system, or with one another, or with a port or convenient station on the railway.

Feeder Roads which complete the network, and provide the necessary local communications within the provinces. A considerable number of these roads have already been made, but many need improvement. The classification into trunk roads "A" and "B" is also used in the allocation of financial responsibility as between Government and the Local Authorities. The total capital cost involved in the present proposals for the Trust Territory is estimated at £592,882, including staff and plant, for the ten-year period.

22. *Trunk Roads.* The development plan provides for the completion of the gaps in the existing trunk road system and for the improvement and tarring of important routes. It is estimated that the total ultimate requirements of class "A" and "B" for the Trust Territory will be 560 miles and under this scheme the following roads are being constructed:

Calabar-Mamfe Road (104 miles). To connect the Mamfe-Bamenda area with the port of Calabar. Construction is in hand, at an estimated cost of £104,000.

Bansara-Mamfe Road (90 miles). Construction is in hand, at an estimated cost of £220,000.

23. Both the above roads lie partly in the Cameroons and partly in Nigeria. Their main purpose is however to serve the Cameroons. The Bansara-Mamfe Road is in addition a link in an international highway between Niger and the French Trust Territory and Equatorial Africa.

24. The figures given are provisional and may be largely increased when the surveys and estimates are completed for the numerous bridges involved, some of which are of considerable span. In addition the 54-mile Kumba-Mamfe Road has been constructed at a total cost of £77,800 and is shown as a separate scheme.

25. *Feeder Roads.* The development scheme also provides for assistance to Local Authorities of 50 per cent of the cost of new construction or improvement of feeder roads. The programme for these roads is drawn up by the Provincial Committee. For the Trust Territory about 600 miles of new feeder roads will be required and it is expected that total expenditure will be of the order of £200,000. Feeder roads so far in hand or under consideration are as follows:

<i>Feeder Roads</i>	<i>Estimated Total Cost</i>
	£
Bafut-Modele	26,000
Branch from Yola-Wukari to the Mambila Plateau and Gashaka	—
Takum-Bissaula	—
Maiduguri-Bama	19,000
Mayo Belwa-Toungo	—
Meta-Tudig	4,000
Mbengwe to Mamfe-Bamenda Road Mile 71 ..	13,300
Victoria-Bimbria	3,900

ROAD DEVELOPMENT: ESTIMATES OF TOTAL COST

	<i>Trunk Roads A and B</i>	<i>Feeder Roads</i>	<i>Staff</i>	<i>Plant</i>	<i>Total</i>
	£	£	£	£	£
Expenditure to 31.3.47 ..	41,548	—	—	—	41,548
1946-47	—	500	2,665	7,000	10,165
1947-48	30,000	4,000	4,777	9,100	47,877
1948-49	30,000	20,000	7,330	7,222	64,552
1949-50	40,000	20,000	7,330	6,555	73,885
1950-51	70,000	20,000	7,330	3,777	101,107
1951-52	56,436	20,000	7,330	2,200	85,966
1952-53	50,000	20,000	7,330	1,110	78,440
1953-54	6,016	20,000	7,330	780	34,126
1954-55	—	20,000	7,330	556	27,886
1955-56	—	20,000	7,330	—	27,330
	324,000	164,500	66,082	38,300	592,882

Electricity Development

26. The ten-year plan for the development of electricity in Nigeria includes provision for a hydro-electric generating station in the Trust Territory. Investigations have been made by consulting engineers who have advised the construction of a hydro-electric plant near Malele on the Njoke river to supply electric power to the plantations of the Cameroons Development Corporation at Mukonje (Kumba), Bota, Ekona and Tiko, and to the urban areas of Victoria and Buea at a cost of approximately £100,000. This estimate does not include the cost of the distribution systems in Victoria and Buea, which is estimated at £20,000. An order has been placed for one 750 kw. water turbo-alternator set with switchgear and ancillary equipment for the Njoke river power station and delivery is expected about the middle of 1949. Detailed design of the civil engineering works and transmission lines awaits the arrival in Nigeria of a specialist engineer from the United Kingdom. Materials for the distribution systems have been ordered and much have already arrived but construction will not be carried out until nearer the time when supplies will be available.

27. The sum of £5,200 was expended in 1946-47 on distribution materials and it is anticipated that a further £2,400 will be spent in 1947-48 on the same. Provision of £1,000 in 1947-48 was also included to cover the cost of surveys and preliminary civil engineering works by the specialist engineers. In 1948-49 provision is made for carrying out the civil engineering works, for meeting the cost of such transmission line materials as may arrive, for erection of the greater part of the distribution systems, and for building stores and offices in Victoria. In 1949-50 it is anticipated that the generating plant will be received and installed, and that the civil engineering works, the transmission lines and the distribution systems will be completed. Provision is made in subsequent years for extensions to the distribution systems and for the installation of a second generating set.

28. A free grant of £20,000 has been made from the Colonial Development and Welfare Vote towards the cost during the first few years of the plan, the balance will be found from loan funds.

TEN-YEAR PLAN OF DEVELOPMENT AND WELFARE FOR CAMEROONS
SUMMARY OF TOTAL ESTIMATED EXPENDITURE: ELECTRICITY DEPARTMENT

681

	1946-47 £	1947-48 £	1948-49 £	1949-50 £	1950-51 £	1951-52 £	1952-53 £	1953-54 £	1954-55 £	1955-56 £	<i>Total Estimated Cost £</i>
Njoke River Hydro-electrical Scheme	—	1,000	30,000	40,000	—	—	29,000	—	—	—	100,000
Cameroon New Installation, Vic- toria and Buea	5,200	2,400	10,000	400	500	500	500	500	—	—	20,000
Offices and Stores, Victoria ..	—	—	3,000	—	—	—	—	—	—	—	3,000
	5,200	3,400	43,000	40,400	500	500	29,500	500	—	—	123,000

Telecommunications

29. The ten-year scheme for the extension and improvement of telephone and telegraph communication in the Trust Territory provides for the extension and improvement of the telephone system, the renewal and/or extension of certain exchanges, the installation of new exchanges, the construction of trunk lines with repeater and amplifying apparatus, the installation of radio-telephony apparatus for communication between provincial headquarters at Buea and outlying divisions (Kumba, Mamfe and Bansa) and a radio link to connect Buea with Nigeria.

30. The proposals included in the plan are :

<i>Capital Cost :</i>	£
(1) 50 miles of new pole route at £140 a mile ..	7,000
Mamfe-Besongabong	
Bamenda-Bali	
Bamenda-Bambili	
Bamenda-Bafut	
(2) 40 miles 200 lb. pair on existing route at £42	1,680
(3) 14 radio telephone sets at £60	8,400
These telephone sets will be installed at Divisional and District Headquarters and the larger centres, in order that the District Officer may keep in touch with travelling officers.	
(4) New telephone exchanges	1,000
To be built at Buea, Muyuka, Kumba, Mamfe.	
(5) Reconstruction and enlargement of the plan- tation telephone systems in the Cameroons Development Corporation plantations ..	5,000
(6) Radio telephone link Buea-Enugu	5,000
	£28,080

31. *Recurrent Expenditure.* An estimated recurrent expenditure of £5,000 includes provision for two telegraph engineers, African inspectors, linemen, and maintenance of wireless stations.

Marine Department

32. The Ten-Year Plan of Development provides for the services which the Marine Department renders to navigation to be improved and modernised, for the opening up of new inland waterways and the improvement of existing ones and for additional dredging and sand pumping craft.

33. In the Trust Territory a hydrographic survey of the Rio del Rey estuary will be carried out when craft and staff are available, possibly in the year 1950-51. The proposed period of the survey is about six weeks and the total cost is estimated at £6,200, which includes the salaries of two marine officers and hydrographic staff, running cost of buoyage vessel, survey launch and stores, for the six weeks. The cost will be borne by Nigeria and will be divided between Nigeria recurrent expenditure and loan funds.

TEN-YEAR PLAN OF DEVELOPMENT AND WELFARE FOR CAMEROONS
SUMMARY OF TOTAL ESTIMATED EXPENDITURE: TELECOMMUNICATIONS DEPARTMENT

	1946-47 £	1947-48 £	1948-49 £	1949-50 £	1950-51 £	1951-52 £	1952-53 £	1953-54 £	1954-55 £	1955-56 £	Total Estimated £
161 <i>Capital Cost</i> Telecommunications	—	—	—	1,840	4,840	6,500	8,500	3,400	3,000	—	28,080
<i>Recurrent Expenditure</i> Staff, transport, allowances, maintenance and fuel for wireless station	—	—	—	5,000	5,000	5,000	5,000	5,000	5,000	—	30,000
	—	—	—	6,840	9,840	11,500	13,500	8,400	8,000	—	58,080

TEN-YEAR PLAN OF DEVELOPMENT AND WELFARE FOR CAMEROONS
SUMMARY OF TOTAL ESTIMATED EXPENDITURE: MARINE DEPARTMENT

	1946-47 £	1947-48 £	1948-49 £	1949-50 £	1950-51 £	1951-52 £	1952-53 £	1953-54 £	1954-55 £	1955-56 £	Total Estimated £
Staff (2 Marine Officers and Hydro- graphic Staff)	—	—	—	—	400	—	—	—	—	—	400
Wages (Survey), Cost of labour, material and fuel. Run- ning and maintenance of Survey launch and stores for six weeks ..	—	—	—	—	5,800	—	—	—	—	—	5,800
	—	—	—	—	6,200	—	—	—	—	—	6,200

Medical and Health Services

34. This scheme provides for the expansion of hospital facilities, the formation of a series of medical field units to deal promptly with serious outbreaks of infectious diseases and to carry out campaigns against venereal disease, yaws and other endemic diseases; the setting up of rural health centres, each supervising a circle of improved Native Authorities dispensaries; the development of maternity services; the provision of the necessary training facilities for medical officers, pharmacists, nurses, midwives, health visitors and sanitary inspectors; and the establishment of tuberculosis, dental, ophthalmic and mental health services. Provision is also made for the necessary staff to put the plan into effect.

35. *Hospitals.* In Nigeria it is proposed to establish one or more first-class hospitals, in each province, with full facilities for the scientific investigation and treatment of disease (laboratory, X-ray and electro-therapeutic). The scheme for the Trust Territory provides for new hospitals and extension to existing hospitals.

36. At Victoria a new 180-bed hospital was completed this year at a cost of £58,000. The cost of this hospital is not included in the summary of expenditure as it was planned, and building had commenced, before the Ten-Year Plan was prepared.

37. The average cost per bed for the whole programme has been estimated at £325. This sum covers the purchase of land, cost of building and the permanent equipment and furniture, but not of special or expendable equipment. New 90- and 50-bed hospitals will be built in the year 1954-55 at Bansa and Bama respectively. An extension to the hospital at Kumba to provide for 30 extra beds is scheduled for 1949-50. It was proposed to extend the existing hospital at Mamfe, but it has now been decided that this hospital should be rebuilt. The existing 110-bed hospital at Bamenda is inadequate and it is proposed to build at some subsequent date a new hospital. The order of priority for the erection of the two hospitals at Mamfe and Bamenda has not yet been decided and depends to some extent on the capacity of the Public Works Department to carry out new construction work. When the programme has been completed the following hospitals will serve the Trust Territory:

<i>Population (Approx.)</i>	<i>Hospital Centres</i>	<i>Class of Hospital</i>	<i>Beds existing</i>	<i>Beds proposed</i>	<i>Increase</i>
Cameroons 991,100	Tiko (this hospital belongs to the Cameroons De- velopment Corporation)	C	130	130	—
	Buca	C	5	5	—
	Mamfe	C	60	90	30
	Kumba	C	74	90	16
	Bamenda	B	110	110	—
	Bansa	C	—	90	90
	Bama	C	—	48	48
	Victoria	A	180	180	(completed)
			559	743	184

which is equivalent to one bed to every 1,334 of the population. Plans have been worked out by the Cameroons Development Corporation for the establishment of an efficient medical service on the corporation's plantations.

38. *Medical Field Units.* The plan provides for the establishment of a series of medical field units to deal promptly with serious outbreaks of infectious disease. During non-epidemic periods the teams will carry out mass treatment campaigns against various endemic diseases, particularly venereal disease, yaws, etc. Such campaigns are the only effective way of controlling these diseases in rural areas. The personnel will also carry out vaccination, rural health improvements, anti-malaria measures and health and nutrition surveys. One field unit has completed its first survey, confined mostly to plantation labour. This unit was placed in the Cameroons in order to carry out vaccinations and mass treatment as a complement to the work of the French operating in the Cameroons.

39. The total recurrent expenditure over the ten-year period would be about £40,542, special expenditure £7,248 and buildings, under the building programme, £4,750.

40. *Rural Health Centres.* Experience has shown that in order to consolidate the reduction of disease effected by mass treatment, there must be adequate numbers of permanent treatment centres. Already every province has its system of Native Authority dispensaries. These will have to be improved and expanded to serve as centres for preventive medicine amongst the rural population. To help in this, a system of Rural Health Centres will be necessary. They will undertake ante-natal and maternity care, child welfare, school medical work, control of endemic disease, improvement of village sanitation and hygiene, health education and domiciliary midwifery. The staff in each case will also be responsible for the supervision and direction of a circle of improved Native Authority dispensaries. They will undertake the supervision of practising midwifery and maternity homes and an important part of their duties will be home visiting, home nursing and in particular the development of health consciousness. It is proposed to establish a Rural Health Centre in the Cameroons during 1951-52. This unit would be complementary to the work of the medical field units firmly establishing the work started and developing maternity and child welfare, combined with house-to-house visiting, in the area surveyed.

41. The total recurrent expenditure during the ten-year period will be £16,302, special expenditure £823 and building costs £7,450.

42. *Entomological Survey.* A brief entomological survey is being made in and around Kumba, Mamfe and Bamenda and it is proposed that a team of research workers should concentrate on the Cameroons and assess the incidence of filaria and malaria. It is hoped at a later date to carry out a malaria survey as part of the Nigeria malaria service programme.

MEDICAL AND HEALTH SUMMARY OF TOTAL EXPENDITURE OVER TEN YEARS

	<i>Expenditure</i>		<i>Buildings under Building Programme</i> £	<i>Total</i> £
	<i>Recurrent</i> £	<i>Special</i> £		
Rural Health Centre	16,302	823	7,450	24,575
Medical Field Units	40,542	7,248	4,750	52,540
Hospitals General	30,000	21,000	59,800	110,800
Temporary Medical Staff (3) ..	22,500	1,500	—	24,000
Specialist staff	50,830	—	—	50,830
	160,174	30,571	72,000	262,745

Leprosy

43. The Leprosy Control Scheme which forms part of the Development Plan provides in the initial stages for work to be concentrated in certain parts of the Western and Eastern Provinces of Nigeria and does not extend to the Trust Territory. It was decided in the early years to limit the scheme to these provinces because it was thought that the problem would best be tackled by applying in particular areas that stage of a progressive plan most suited to the state of advancement of the population and its attitude towards the disease, and by directing efforts principally towards these areas in which the disease is, and is recognised by the people to be, a serious social and public health problem. It was agreed that concentration of effort and available resources would be more profitable than dispersal of staff and funds over a wide area.

44. The scheme is a five-year scheme estimated to cost £453,850, towards which a free grant of £428,875 has been made from the Colonial Development and Welfare Vote.

45. Under the scheme, a Government Leprosy Service has been established composed of (a) a central leprosy unit under a senior leprosy officer with a small staff, whose duties will be :

- (1) General supervision of all leprosy work ;
- (2) Inspection of provincial leprosy activities ;
- (3) Organisation of investigations and surveys ;
- (4) Training of technical staff ;
- (5) Preparation of plans for extension and development of treatment and preventive service ;
- (6) Research ;

(b) a provincial organisation : this is being established as a Government service in collaboration with Native Administrations in certain provinces only in the first instance. The selected provinces will be those in which progress has reached the stage at which the full co-operation of the people and their Native Administrations is already assured. In other provinces leprosy work will continue on its present basis as a mission activity, but the object will be to bring those provinces within the scope of the Government scheme as and when the ground has been fully prepared for such a change. The leprosy service will consist of (a) a permanent cadre of experienced medical officers, nursing sisters and leprosy control officers on the usual terms of appointment and conditions of service of the Colonial Service ; (b) a permanent cadre of nurses, dispensers, clerks, inspectors, subordinate personnel on approved Native Administration rates of pay and terms of appointment ; (c) a temporary cadre of leper patient staff trained in the settlements for various technical duties, assistant nurses, clerks, clinic and dispensary attendants, ward servants, labourers, etc., paid at nominal rates in return for treatment. Three settlements exist at present at Oji river, Ossiomo and Uzuakoli. It is proposed, at a later stage, to provide additional units and settlements in other parts of the south, notably in Calabar and Ogoja Provinces and in the Southern Cameroons. The future organisation of leprosy settlements will depend to a large extent on the experience gained from the units and settlements already in operation in Nigeria, combined with any new discoveries which may have been made in the meantime. The opening of a settlement in the Trust Territory near Mamfe under the auspices of one of the missions is at present under discussion.

Education

46. The long-term educational policy for the Cameroons is the same as that for Nigeria. One of its principal objectives is to bring a basic primary education within the reach of every child in the territory, and to make such

provision for secondary and higher education and for post-primary vocational training as will bring into being the educated class upon whom the economic and social development of the country will depend.

47. The initial stage in the implementing of this policy is twofold : firstly, the creation of a teacher-training organisation which will bring the cadre of trained primary school teachers up to the required strength, within a period of ten years, and thereafter maintain its numbers ; secondly, the establishment of boarding schools to give selected boys and girls the general secondary education necessary for admission to the West African University College, for recruitment to junior and intermediate grades of public and commercial services in the Cameroons, and for the replenishment of the primary teacher-training centres.

48. *Teacher-training Organisation.* The primary school system aimed at will consist of a network of junior primary schools, giving a basic four-year course grouped round, and sending a limited number of selected pupils to, senior primary schools situated in the larger villages. These senior primary schools will also give a four-year course, making the full primary course one of eight years.

49. The optimum provision of trained teachers is intended to be one trained teacher to each untrained teacher in the establishment. It is calculated that an annual output of seventy-five trained men teachers for the junior schools and of twenty-five for the senior schools, over an initial ten-year period, will suffice to staff the mixed village schools and the few boys' schools; and that one training centre for women, conducted by the Roman Catholic mission, together with the existing and proposed women's centres in Nigeria will supply women teachers as fast as they can be absorbed by the growth of girls' schools and the demand for women teachers in the infants' classes of junior mixed schools.

50. The teacher-training development plan provides for two voluntary agency training centres for men, one to be operated by the Roman Catholic mission at Bambui in the grassland area of the Bamenda Plateau and the second by the Basel mission at Batibo, together with the existing Government men's teacher-training centre at Kumba ; these three centres will be sufficient to produce the desired number of male teachers. A women's teacher-training centre will also be established at Kumba.

51. *Rural Education.* A Government centre is to be established at Bambui on a site adjacent to the experimental farm maintained by the Agricultural Department. Specially selected teachers will be sent to this rural education centre for a year's course of training.

52. *Secondary Education.* Two boarding schools for boys are to be established with assistance from development funds. The first will be the Roman Catholic school at Sasse near Buea and the second a Basel mission secondary school at Bali in the Bamenda Division. Boys will in due course be able to proceed from these to the Ibadan University College.

53. *Technical Training.* No technical training institute is planned in the Trust Territory at the moment but boys from that territory will be admitted to the Government Trade Training Centre at Enugu on exactly the same terms as boys from other provinces in Eastern Nigeria. The Cameroons Development Corporation in conjunction with the Department of Education is considering the possibility of establishing a technical school at Bota, near Victoria.

54. *Building Grants.* Assistance will be given to the voluntary agencies in their programme of expansion of training centres and secondary schools. The grants-in-aid proposed are set out in the schedule attached.

BUILDING PROGRAMME

	1946-47 £	1947-48 £	1948-49 £	1949-50 £	1950-51 £	1951-52 £	1952-53 £	1953-54 £	1954-55 £	1955-56 £	Total £
Government Teachers' Training Centre, Bambui	—	—	—	6,000	6,000	—	—	—	—	—	12,000
Roman Catholic Mission Men's Training Centre, Bambui ..	—	—	3,000	3,000	3,000	—	—	—	—	—	9,000
197 Basel Mission Men's Training, Batibo	—	5,000	—	—	—	—	—	—	—	—	5,000
Roman Catholic Mission Women's Training Centre, Kumba ..	—	—	3,000	4,000	3,000	—	—	—	—	—	10,000
Roman Catholic Boys' Secondary School, Sasse. Expansion, Buea	—	3,000	4,000	5,000	3,000	—	—	—	—	—	15,000
Basel Mission Boys' Secondary School, Bali	—	—	3,000	5,000	5,000	5,000	2,000	—	—	—	20,000
	—	8,000	13,000	23,000	20,000	5,000	2,000	—	—	—	71,000

SALARY GRANTS

<i>Salary Grants</i>	1946-47 £	1947-48 £	1948-49 £	1949-50 £	1950-51 £	1951-52 £	1952-53 £	1953-54 £	1954-55 £	1955-56 £	<i>Total</i> £
R.C.M. Teacher Training Centre, Bambui, salary of one graduate	—	—	400	400	400	400	400	400	400	400	3,200
Basel Mission Teacher Training Centre (Men) Batibo, salaries of two graduates	—	600	1,200	1,200	1,200	1,200	1,200	1,200	1,200	1,200	10,200
R.C.M. Boys' Secondary School, Sasse. Salaries of two graduates	—	800	800	800	800	800	800	800	800	800	7,200
R.C.M. Women's Training Centre, Soppo. Salaries of two graduates	—	—	800	800	800	800	800	800	800	800	6,400
Basel Mission Boys' Secondary School, Bali. Salaries of three graduates	—	—	—	1,800	1,800	1,800	1,800	1,800	1,800	1,800	12,600
	—	1,400	3,200	5,000	5,000	5,000	5,000	5,000	5,000	5,000	39,600

TEN-YEAR PLAN OF DEVELOPMENT AND WELFARE FOR CAMEROONS
SUMMARY OF TOTAL ESTIMATED EXPENDITURE: EDUCATION (GENERAL) DEPARTMENT

661

	1946-47 £	1947-48 £	1948-49 £	1949-50 £	1950-51 £	1951-52 £	1952-53 £	1953-54 £	1954-55 £	1955-56 £	<i>Total Estimated Cost £</i>
<i>Assistance to Vol. Socs. Additional Staff</i>											
(1) Secondary Schools	—	800	800	2,600	2,600	2,600	2,600	2,600	2,600	2,600	19,800
(2) Teachers' Training Centres	—	600	2,400	2,400	2,400	2,400	2,400	2,400	2,400	2,400	19,800
<i>Buildings and Equipment</i>											
(1) Secondary Schools	—	3,000	7,000	10,000	8,000	5,000	2,000	—	—	—	35,000
(2) Teachers' Training Centres	—	5,000	6,000	13,000	12,000	—	—	—	—	—	36,000
	—	9,400	16,200	28,000	25,000	10,000	7,000	5,000	5,000	5,000	110,600

55. *Investigation into Social and Economic Position of Women.* On the recommendation of the Colonial Research Committee, a grant of £3,100 was made by His Majesty's Government to the International African Institute to finance a survey on the social and economic position of women in the Cameroons Province, with particular reference to the Bamenda Division. Dr. Phyllis Kaberry, a well-known anthropologist, was appointed for four years for the purpose of carrying out the survey, and began her investigations in 1945. Her work is not yet completed; as a result of her preliminary enquiries, however, an Education Officer (woman) has been posted to Bansa in Bamenda Division, and will shortly open a "Women's Centre." The cost of this officer's work is borne by the Nigerian Government.

Agricultural Development

56. The policy of the Department of Agriculture is to guard the soil fertility of the country and to encourage the adoption of systems of agricultural practice, suited to the needs of the people, in a way best calculated to raise the standards of living.

57. Apart from general questions of soil fertility the major agricultural problem, particularly in the northern areas of the Trust Territory is concerned with malnutrition and the unbalanced diet of the people, whose staple foods often include an excess of starchy grains and roots. There are signs that traditional methods of farming are changing and have changed considerably in recent years, as a result of new demands made upon the country for exports and as a result of the necessity of providing food for an increasing population in non-farming communities. To these fundamental problems attention to animal husbandry affords the soundest if not the only solution. Animal protein in the shape of meat and milk and other dairy produce can go far to supply the deficiencies in human diet. The use of animal manure in farming is the best means of ensuring a permanent system of agriculture so essential to an increasing population.

58. In the Trust Territory agriculture ranges from the specially fertile pastoral lands of the north to the humid banana plantations of the south. The problems faced by the department are, therefore, of a very varied and complex character. The object of the development plan is to accelerate and extend the work of the department by making increased provision for experimental stations and livestock improvement and multiplication centres in order that the benefits of agricultural knowledge may be brought nearer the peasant farmer.

59. Throughout the northern pastoral areas of the Trust Territory the livestock industry has been almost entirely in the hands of nomadic tribesmen for generations. They have grazed their cattle in these northern areas in the wet months of the year, and in search of grazing have penetrated southward in the dry season. Throughout these regions the vast majority of the peasant population have endeavoured to maintain the fertility of their arable lands by use of fallows, utilising methods which have come to be commonly known by the term "shifting cultivation." The use of fertilisers has been confined to the manure obtained from a few goats kept in the vicinity of the dwelling, mixed with ashes and other compound sweepings. In too many areas the farmer has disdained to use even this small ready store of fertility. He has conducted his farming operations without the use of manures and the nomad cattle owner has obtained his living without the use of arable land. There is no doubt that the present uneconomical means of maintaining a livestock population must give way gradually to more economical methods. The problem is to consider the conflicting interests of the nomad Fulani and the indigenous settled population.

It is clearly in the best interests of all the people to encourage the settlement of the cattle-owning people and this the Department of Agriculture has set out to do.

60. In addition to this work of improving the quality of livestock the department is conducting research in the Trust Territory on such crops as chinchona, pyrethrum, arabica coffee and linseed which can thrive in this area.

61. The policy and programme of work in the Cameroons highlands include the following :

- (1) The breeding of improved types of Zebu cattle, suitable for the area, concentrating on beef rather than milk in view of communication difficulties.
- (2) Comprehensive investigations on the special pasture problems and needs of highland grazing.
- (3) Encouragement of mixed farming among the indigenous population and more intensive forms of livestock management by the Fulani.
- (4) Investigations of crops naturally suited to high elevations in the tropics such as arabica coffee, pyrethrum, wheat, European vegetables and potatoes, developing those which are economically sound.

62. In Bamenda Division animal husbandry and mixed farming is capable of development on a much larger scale and much more quickly than elsewhere in the area, and this is one of the main aims of work there. The cattle breeding policy at Bambui Farm aims at producing the type of animal best suited for the settled mixed farmer. Government staff is now trying to increase the numbers of livestock kept by the non-Fulani section of the population and to encourage improved methods of feeding and management and the production and utilisation of manure. Exotic breeds of pigs do well under open conditions, and efforts are being made to extend pig keeping by improved methods, and with improved stock as fast as possible.

63. The plan included provision for the expansion of chinchona production at Essosong. Some expenditure was incurred upon this project in 1946-47 but the plantation was recently closed in view of the announcement of adequate alternative supplies of anti-malarial drugs.

64. The programme provides for the erection of senior service quarters and offices for a second Agricultural Officer for general duties, and for an Agricultural Superintendent and an Assistant Agricultural Officer to be in charge of farm schools.

65. Provision is made for a farm school which might suitably be at Kumba or on a site aligning the Buea road between Kumba and Muyuka and for an experimental farm on the Mamfe-Kumba road. Extension of the existing experimental farm at Bambui (Bamenda) by some 600 acres of grazing land is contemplated.

66. Projects for extension and development of cocoa cultivation in the Mamfe and Kumba Divisions of the Cameroons have led to provision being made for a close survey of the areas concerned. Provision has been made in the attached estimates for a cocoa development programme of experimental work.

67. Assistance from the Colonial Development and Welfare Vote has been provided to cover all the expansion except pensions for staff and the cost of produce inspection for a period of six years, the contributions from the vote decreasing thereafter by approximately one-fifth of the total cost each year for the remaining years of the Ten-Year Plan. The cost of the buildings will be charged half to the building programme and the remaining half to Nigeria expenditure. The total estimated cost of development in the Trust Territory amounts to £67,180 over the ten years.

TEN-YEAR PLAN OF DEVELOPMENT AND WELFARE FOR CAMEROONS
SUMMARY OF TOTAL EXPENDITURE: AGRICULTURE DEPARTMENT

	1946-47 £	1947-48 £	1948-49 £	1949-50 £	1950-51 £	1951-52 £	1952-53 £	1953-54 £	1954-55 £	1955-56 £	Total Estimated Cost £
<i>Staff</i>											
European {Agricultural Officer Agricultural Supt. }	—	—	1,200	1,200	1,200	1,320	1,365	1,410	1,505	1,550	10,750
African (Clerical and Technical)	120	300	872	947	1,034	1,120	1,209	1,308	1,384	1,456	9,750
<i>Other Charges</i>											
Chinchona Development ..	3,200	3,680	—	—	—	—	—	—	—	—	6,880
Cocoa Development (recurrent)	—	—	1,600	1,600	1,600	1,600	1,600	1,600	1,600	1,600	12,800
Farm Schools	—	—	1,000	1,000	1,000	1,500	1,500	1,500	1,000	1,000	9,500
Experimental Farm	—	—	1,000	2,500	2,500	2,500	2,500	2,500	2,000	2,000	17,500
	3,320	3,980	5,672	7,247	7,334	8,040	8,174	8,318	7,489	7,606	67,180

Veterinary

68. During the past two decades there has been a steady trend throughout Africa towards a more settled form of existence and a gradual curtailing of old-standing migrations to and fro with the season. At the same time there has been a welcome change in outlook on stock ownership. In the past in many parts of Africa the possession of cattle in any numbers was a jealously guarded prerogative of certain tribes who scorned the more arduous task of land cultivation, preferring instead to wander with their herds across the countryside pursuing water and grazing, and moving, in many instances, over vast areas throughout the year. The small landowner or peasant farmer has entered in many cases into the stock-owning class, and it is this tendency which the Veterinary Department and the Department of Agriculture are endeavouring to encourage.

69. It is, therefore, the duty of the Veterinary Department to assist in every way possible the African stock-owner in his uphill task ; to endeavour to suppress or where possible eradicate the more serious diseases which take their annual toll of the stock of the country ; to improve the type of stock to an extent compatible with the natural feeding resources ; to promote the production and sale of stock and stock products and to improve animal management methods in general. These activities should be planned so as to give the African a sense of security of possession, to enable him to appreciate the monetary value of his stock and to demonstrate to him the important part livestock, properly managed, should play in the economic and general well-being of the country. The various schemes grouped under the heading of development are not revolutionary in character but the plan has allowed the acceleration of the general advance being made from day to day by veterinary science in Africa. As in the case of agriculture the proposals, in so far as the Veterinary Department is concerned, amount largely to expansion of its activities with the consequent recruitment of additional staff and the training of African officers for the purpose of gradual replacement of European officers.

70. The Veterinary School at Vom will intensify its training activities with a view to increasing the knowledge and improving the skill of the existing African staff in the field through "post-graduate" courses. Research officers from the laboratories at Vom assist the staff of the school by teaching and demonstrating in their own special subjects, and in reverse the educational officers carry out general research work in the laboratories so ensuring that the knowledge and experience of both class of officers is passed on to their students.

71. The Trust Territory will benefit equally with the provinces of Nigeria in any advances in technique made by the department as a result of their research work towards eradication of disease.

72. The following seven schemes are at present being undertaken with the help of funds allocated to the country under the Colonial Development and Welfare Act :

Scheme 1. Rinderpest Immunisation Campaign

For many years the menace of this disease has hung threateningly over cattle owners in much of Africa and the annual losses in livestock have been enormous. Immunisation camps have been set up at suitable points and it is proposed to immunise at intervals of one or two years all young stock which have been born or have grown up since the previous treatment. The headquarters laboratory is being re-equipped so that it can cope with the increased demand for attenuated goat virus. At the same time immunisation against anthrax and blackquarter and other lesser-known diseases is being carried out at these camps.

Scheme 2. Trypanosomiasis Investigation and Treatment

This disease is widespread throughout Nigeria and to a lesser extent the Trust Territory is also indirectly affected, infection being chiefly due to seasonal movement of stock through tsetse belts. Investigations are being carried out with a view to making a clear demarcation of tsetse belts and mapping out where possible stock routes which are not endangered by these fly belts. Various experiments have been carried out, primarily on a laboratory basis, in the technique and methods of application of modern trypanocidal drugs of the Phenthridinium series. To date the results have been disappointing as unfortunate sequelae have occurred such as relapses, photo-sensitisation, etc., and even in some tests a heavy death-rate has resulted. Further experiments are to be initiated with a newer and reputedly safer drug which is at present giving apparently good results in East Africa. If and when the efficacy of this or any subsequent drug has been definitely established, widespread treatment of infected stock will be undertaken.

Scheme 3. Bovine Pleuro-Pneumonia

Control and eradication is a most difficult problem as definite clinical diagnosis is practically impossible without a post-mortem examination. Investigations into better methods of immunisation are being carried out elsewhere in Africa under a Colonial Development grant, but meanwhile a triple vaccine is available which is being fairly widely used on infected herds until a newer and better technique is evolved. It is proposed to immunise all stock in affected centres at approved intervals and to weed out and slaughter all infected or suspect stock. In order to encourage the early reporting of outbreaks compensation is being paid for slaughtered stock. Experiments and investigations are also being carried out both in the laboratory and in the field with a view to producing a diagnostic method easily applied in the field by semi-skilled staff.

Scheme 4. Helminthiasis

As mixed farming methods become more popular with consequent concentration of stock in small holdings, parasitic diseases will assume much more economic importance than hitherto. Investigations are being carried out in the field and in the laboratory as to the various parasites involved and the best methods of treatment.

Scheme 5. Livestock Improvement Scheme

The plan aims at a general improvement of the quality of the livestock, advantage being taken of the presence of the owners at the various immunisation camps to disseminate propaganda amongst them as to the advisability of selection for breeding of only the best males and castration of the undesirables. The actual castration work will be carried out in the field by teams of trained operators. In areas or in herds where good male stock is not available approved bulls will be issued to carefully selected owners. Well-built and well-equipped livestock improvement centres are being built where breeding experiments will be carried out chiefly with a view to producing an economical type of animal resistant to local diseases and capable of withstanding adverse local climatic and environmental conditions. The problems particular to stock raising in the Trust Territory are being dealt with at Jakiri in the Bamenda Division where a well-equipped livestock improvement centre is being built and where for some time a considerable amount of investigation into basic problems has been carried out. It is intended also that the opportunity will be taken of carrying out experiments at these centres on artificial insemination.

Scheme 6. General Investigational Work—Economic Surveys

Much important investigational work requires to be carried out on pasture in general, on rotational grazing, on water supplies and on surveys of grazing

TEN-YEAR PLAN OF DEVELOPMENT AND WELFARE FOR CAMEROONS
SUMMARY OF TOTAL ESTIMATED EXPENDITURE: VETERINARY DEPARTMENT

	1946-47 £	1947-48 £	1948-49 £	1949-50 £	1950-51 £	1951-52 £	1952-53 £	1953-54 £	1954-55 £	1955-56 £	Total Estimated Cost £
<i>Capital</i>											
Livestock Improvement Centre ..	—	5,500	—	—	—	—	—	—	—	—	5,500
Equipment and Stock	—	1,000	—	—	—	—	—	—	—	—	1,000
Motor Vehicle	—	500	—	—	—	—	—	—	—	—	500
<i>Recurrent Expenditure</i>											
Purchase of Stock	250	250	250	250	250	250	250	250	250	250	2,500
Maintenance Charges	700	700	700	700	700	700	700	700	700	700	7,000
<i>Staff</i>											
Development Officer	600	600	600	600	600	600	600	600	600	600	6,000*
Junior Staff	350	350	350	350	350	350	350	350	350	350	3,500
Related Charges	400	400	400	400	400	400	400	400	400	400	4,000
Gratuity for Development Officer	—	—	—	—	—	—	—	—	—	1,000	1,000
	2,300	9,300	2,300	2,300	2,300	2,300	2,300	2,300	2,300	3,300	31,000

*Average salary over ten years.

areas with a view to the controlling of the numbers of livestock permitted. A beginning has been made and efforts are being made to arrest soil erosion and to deal with it in its early stages.

Scheme 7. Hides and Skins Improvement Scheme

Everything possible is being done to ensure that every hide or skin is prepared in the best possible manner so that it reaches the tanner as a first-grade article. The Colonial Development and Welfare Scheme will allow for a considerable increase in hides and skins inspectors who will be available to tour the country and give practical advice and to demonstrate the best modern methods of flaying, drying and general preparation.

73. The cost of erecting and maintaining the farm and centre at Jakiri is estimated at a total cost of £31,000 during the next ten years, including gratuity of the Development Officer in charge at the end of the ten-year period. The Colonial Development and Welfare Vote will provide the whole of the recurrent cost of the scheme for the first six years 1946-47 to 1951-52 and for the next four years, the Colonial Development and Welfare Vote will provide 80 per cent, 60 per cent, 40 per cent and 20 per cent respectively of the recurrent cost for these years, the remainder being borne by Nigerian funds.

Forestry Development

74. (i) The main object of the forest policy of the Government of Nigeria is the production of the maximum benefit to the greatest number from the minimum amount of forest which is essential for the general well-being of the country.

(ii) To achieve this object, two main principles are observed :

- (a) The climatic and physical condition of the country to be preserved by the control, by maintenance or rehabilitation of vegetation, of the rainwater run-off in those areas where lack of control would cause damage to other lands or waterways and endanger the water supplies and soil fertility.
- (b) The supply in perpetuity of all forms of forest produce to satisfy the wants of the people must be assured by the acquisition and preservation of an adequate forest estate.

(iii) These two primary principles having been accepted, the following additional principles are natural corollaries :

- (a) Agriculture must take priority over forestry.
- (b) The satisfaction of the needs of the people at the lowest possible rates must take precedence over revenue.
- (c) After (a) and (b) are satisfied the aim should be the production of the greatest revenue compatible with a sustained yield.

75. The development of Nigeria makes it imperative that the area of land required for the growth of forest produce is reduced to the absolute minimum. Unassisted natural forest must, therefore, be developed under controlled and planned management. Since planned management is impossible without security of tenure first attention is, therefore, given to the secure establishment of the forest estate, with a balanced distribution throughout Nigeria as far as natural and other circumstances permit.

76. The management of the forest estate will always be by methods compatible with a sustained annual yield, whether of major or minor forest produce, due regard being paid to the expressed interest of the forest-owning community.

It is Government policy for subsidiary industries using forest produce as raw material to be developed and handed over to private enterprise, preferably African.

77. The general programme of work in the Trust Territory is cast to follow the same phases in the formation of a secure forest estate managed under simple plan for a sustained yield of forest produce as outlined in the Forest Administration Plan.

Phase I. *Reconnaissance* of the area and selection of forest estate.

Phase II. *Legal Constitution of the primary forest estate.*

Phase III. *Consolidation of the Primary Forest Estate.*

Phase IV. *Preparation of Management Plans* for the forests.

Phase IVA Creation of a secondary estate where desirable and possible by formation of plantations, etc.

78. In the case of the Trust Territory the present position may be summarised as follows :

<i>Division</i>	<i>Phase I</i>	<i>Phase II</i>	<i>Phase III</i>	<i>Phase IV</i>	<i>Phase IVA</i>
Bamenda	Completed	In progress	—	—	In progress
Mamfe	„	Completed	In progress	—	—
Kumba	„	In progress	—	—	—
Victoria	„	„	—	—	—

79. *Staff.* At the time of writing the plan the staff duty posts in the Trust Territory numbered two and were the equivalent of " Provincial Charges " in status, administered by the Conservator of Forests, South-East Circle, stationed at Port Harcourt.

80. Provision is made in the Forest Administration Plan for additional duty posts, by appointments under development scheme during the period of the plan, of

(a) Conservator of Forests (appointment to be made in 1948) ;

(b) Headquarters Assistant Conservator of Forests (A.C.F. appointment 1952).

81. Thus the Trust Territory will become a separate Forest Circle from the South-Eastern Circle and will be under the administration of the Conservator of Forests, Cameroons Circle to be stationed at Mamfe. He will have an Assistant Conservator of Forests as headquarters assistant also stationed at Mamfe. The provincial charges will then be Provincial Forest Officer, Bamenda (an existing duty post) and the Provincial Forest Officer, Kumba. (The duty post exists at present at Buea, but the Provincial Forest Officer, Buea, is scheduled in the development plan to move to Kumba in 1947-48.) An Assistant Conservator of Forests is scheduled in the development plan to be posted to assist the Provincial Forest Officer, Kumba, and is to be stationed at Mamfe in 1951.

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	1946-47 £	1947-48 £	1948-49 £	1949-50 £	1950-51 £	1951-52 £	1952-53 £	1953-54 £	1954-55 £	1955-56 £	Total Estimated Cost £
<i>Capital Expenditure</i>	—	—	—	—	—	—	—	—	—	—	—
<i>Staff. European</i>											
(Conservator and 2 Assistant Conservators)	—	—	1,075	1,075	1,075	1,525	1,975	2,000	975	1,025	10,725
Passages, allowances	—	—	200	400	400	600	800	1,200	1,200	1,200	6,000
<i>African</i>											
(Clerical and Technical) ..	—	420	426	432	1,502	1,539	1,612	1,782	1,912	2,084	11,709
<i>Recurrent Expenditure</i>											
Working Funds, Transport, Labour, Forest operations ..	—	—	600	600	600	1,980	1,980	1,980	1,980	1,980	11,700
	—	420	2,301	2,507	3,577	5,644	6,367	6,962	6,067	6,289	40,134

Development and Organisation of Commerce and Industries

82. It is obvious that any plan of development must have in the forefront, as one of its major objectives, the economic improvement of the lot of the people, because without this any other forms of development are likely to become a liability rather than an asset.

83. Nigeria including the Cameroons already has a number of indigenous industries mostly working as peasant or cottage industries in the villages. It is most desirable that these industries should be developed in their present surroundings but on a higher level of efficiency so that they may become more remunerative to the operators while retaining people in their present environment in the country. These industries cannot develop without instruction and guidance and the provision of better means for marketing the products.

84. While in course of time co-operative societies may assist in such developments, it is essential that there should be some organising and co-ordinating influence under the aegis of Government which will give the lead and provide the means of instruction for the furtherance of these industries and will assist in organising the marketing of the products.

85. In addition to its existing and potential native industries, Nigeria, including the Trust Territory, relies for a large part of its income on the export of agricultural products and it is obvious that the producer has not always had the best return for his labours in the production of these commodities; neither have prices always been sufficiently stable in the past to ensure a sense of security to the farmers. There is a wide field of work to be done by a suitably staffed Government department in the organisation and marketing of export commodities without necessarily interfering with the main channels of trade. Such a system would ensure that the producer's efforts are adequately and reasonably remunerated in accordance with the real value of the product and so engender a better sense of security as to the future.

86. Apart from the development and organisation of existing industries and trade, there is no doubt that there is a wide field awaiting development, probably as a series of relatively small enterprises, in the improvement of commodities produced in the country for internal consumption. There is also a field of work awaiting organisation in the better preparation of agricultural products, and the improved extraction of palm oil in order that they will all ensure a better return to the farmers, but unless some central organisation is available to do this work nothing will ever materialise.

87. A Department of Commerce and Industries, has been set up, under a director (not yet appointed) supported by two deputy directors, one to deal with export commodities and the other to deal with the organisation of internal trade and the development of native industries. Additional specialists and organising staff will undoubtedly be required as time goes on, and at certain stages the employment of specialists, on contract, may be necessary, in order to ensure the benefit of the best advice possible in these developments.

88. It is contemplated that the department will not only be an organising entity, but will have special branches for experiment, extension work, and training, e.g. fisheries and peasant textile industries. Two branches are already in process of establishment, and others, e.g. for the improvement of the pottery, brick and tile industries, are contemplated. It is also proposed that the department should be set up in such a way that it can carry out small-scale commercial experiments on its own account and up to the pilot plant stage, in order to provide the necessary proof as to the commercial possibilities and the economic value of any proposed new developments.

89. It will also provide advisory services in connection with subjects within its scope and help to organise developments by Native Authorities or co-operative societies. It will also be the focus for commercial information and intelligence, and the collation of information.

90. The department will work in close collaboration with existing departments, particularly the Agricultural, Veterinary and Forestry Departments, taking over from them for preliminary commercial test and exploitation any work which has proved to be of commercial value on an experimental scale. In this connection such subjects as animal and dairy products and timber exploitation are under consideration.

91. The Nigeria Local Development Board has approved, for financial assistance, a scheme for the purchase of clarified butter fat in those areas of Nigeria and the Trust Territory where there are large concentrations of cattle.

92. It is proposed to set up provincial centres consisting of fifty to one hundred small units each operated, where possible, by a local ex-serviceman. These units will purchase milk from the herdsmen at a fixed price and by means of mechanical separators obtain the cream from which the clarified butter fat will be made. The clarified butter fat will then be canned and despatched to the provincial centre. A central organisation will purchase the clarified butter fat at a price fixed in accordance to the butter fat content and cleanliness and it will be used for export or internal consumption.

93. The men in charge of the units will be advanced sufficient capital to enable them to purchase the necessary machinery and erect the necessary buildings. African inspectors will continually tour the area and inspect the units. Local instructors will also be provided in the earlier stages. The object of the scheme is not only to provide a valuable food for the people and a commodity for export, but also to encourage the Fulani herdsmen to breed cattle with a high milk yield and to utilise the surplus milk which is known to be available in outlying areas of the country.

94. It is proposed that the first centre shall be opened at Yelwa in the Sokoto Province, and the second at Bamenda in the Trust Territory.

Town Planning and Village Reconstruction

95. Many of the development schemes proposed in the Ten-Year Plan such as those for water supplies, roads, medical and health facilities, will assist towards the improvement of living conditions ; but this alone will be insufficient if steps are not taken simultaneously for the proper organisation of lay-outs and where necessary the reconstruction of villages and towns in order to improve the general amenities.

96. Considerable assistance was given by the staff of the Town Planning Adviser to the Resident Minister at Accra in the matter of inspecting towns and in the preparation of preliminary schemes for improved lay-outs and constructions. The town of Victoria was one of those which benefited by a visit from the Town Planning Adviser. A town plan has been prepared and is now under consideration.

97. An ordinance entitled "The Nigeria Town and Country Planning Ordinance" has been enacted by which the Governor may appoint planning authorities who are given certain powers to enable them to take the necessary steps to develop urban or rural areas to the best advantage of the inhabitants. This ordinance together with the Colonial Development and Welfare Scheme for Town Planning and Village Reconstruction provide the financial assistance and powers by means of which a considerable advance in town planning and an improvement in the living conditions of the population can be achieved.

98. The Town Planning and Village Reconstruction Scheme provides from Colonial Development and Welfare funds the sum of £332,000 over ten years for assistance in town planning and village reconstruction. In order that local inhabitants should be encouraged to help themselves in this matter the funds for this scheme are allocated to local planning authorities and Native Authorities in the form of grants based on the value of work actually accomplished by the community. The limit of assistance in the case of the larger towns is $33\frac{1}{2}$ per cent of the cost of the improvements already effected and in the case of villages a grant up to 10 per cent of the value of the work done by the villages or Native Authorities themselves. The grant is provided in order that special amenities such as markets, village halls, dispensaries, etc., which could not otherwise be afforded by the community can be supplied.

99. In addition to the assistance received from the scheme of town planning and village reconstruction planning authorities and Native Authorities may also apply for assistance to the Nigeria Local Development Board.

100. So far in the Trust Territory few applications have been received for assistance under this scheme. A grant, however, of £750 was made in 1947 in respect of construction of markets near the Ndu Ngong road in the Bamenda Division

Development Officers

101. This scheme provides for the appointment of special officers to augment the Provincial Administration in giving effect to development schemes. They are appointed on a temporary basis and are normally required to do work directly concerned with the execution of development schemes. The scheme provides for the recruitment of 100 of such officers during the ten-year planning period, the cost being provided from the Colonial Development and Welfare Vote. A grant has already been made of £400,000 to cover the estimated cost of these officers up to and including the year 1950-51 and assurance has been given that the scheme will be continued with the same measure of assistance for the remaining five years of the planning period.

102. The shortage of fully qualified officers for agricultural, veterinary and forestry work, has now shown that there will be room for the employment of this type of officer provided he has the right outlook and background in connection with these more specialised development schemes. It has, therefore, been decided to increase the number of those recruited by about thirty to forty with a view to their being posted to the departments named. The cost of these additional officers will be borne from the particular schemes relating to those departments.

103. Three of these officers have already been posted to the Trust Territory and are undertaking field work in connection with the Road, Veterinary and Forestry Development Schemes.

Research Projects

104. Apart from the various schemes set out above on which funds are actually expended in the Cameroons, there are various research schemes from which the Trust Territory benefits equally with Nigeria. Of these schemes mention should be made of the following:

1. *Oil Palm Research.* An oil palm research station has been established in the Benin Province of Nigeria and a subsidiary station is to be set up at Uyo in the Eastern Provinces. The purpose of this research station is to conduct research for the improvement of the oil palm industry not only so that it may

be able to withstand competition in the export market but also to ensure that oil palm products required for both export and internal consumption shall be grown with such efficiency as to lead to the most economical utilisation of land.

The work of the station may be summarised under the following headings :

- (i) To carry out a fundamental study of the oil palm as a plant.
- (ii) To determine the most efficient means of cultivating oil palms. A problem considered from the point of view of both the peasant farmer and the estate owner. This will involve the evolution of a system of husbandry which will maintain fertility. The use of artificial fertiliser, the cultivation of oil palm with food crops and/or livestock are important aspects of the problem which is being studied.
- (iii) To select and breed for cultivation seed and to arrange for its production on a large scale.
- (iv) To conduct research into the best methods to extract palm oil and kernels from the fruit.

The cost of the scheme is £405,460 over the first three years.

2. *Minerals Research.* The object of this scheme is the development of the mineral resources by expanding the work of the Geological Survey Department. The cost of this scheme is £32,000 over a period of ten years.

3. *West African Institute of Trypanosomiasis Research.* The objects of the research institute are as follows :

- (a) Research on all aspects of trypanosomiasis, human, animal and entomological.
- (b) Maintenance of a central library and information service (this would include maintenance of data regarding establishment of the disease and the fly).
- (c) The testing of new compounds, therapeutic, prophylactic, insecticidal or repellent.
- (d) The standardisation of technique of field service for trypanosomiasis and the recording of results ; also trypanosomiasis survey work.
- (e) The training of a proportion of new reclamation staff and advising on and to some extent supervision of reclamation.
Training of field officers in new technical methods.
- (f) Experimental reclamation.
- (g) Survey of tsetse.

This research institute is to be established shortly in Nigeria (a director has already been appointed) and the necessary staff are now being recruited. A free grant of £207,000 has been made from the Colonial Development and Welfare Vote for research representing two-thirds of the total cost over ten years. The balance of one-third will be met by the four West African Colonies and of the amount Nigeria will pay 60 per cent.

4. *Rice Research.* This is a five-year scheme to provide for research into the improvement of the rice-growing industry in Nigeria and the Trust Territory.

Cultivation of rice, both swamp and upland varieties, has increased in Nigeria through the impetus of war conditions and is continuing to expand in response to increased demand. In addition to demand in Nigeria there is a market for any exportable surplus. In order to improve production in existing areas and to ensure that expansion shall develop on sound lines, the provision of pure seed of high yielding strains suitable to the varying local conditions and the improvement of cultural methods are urgently required. The increased local consumption of rice is considered a valuable contribution to improved nutrition and is particularly desirable in such areas as the Eastern Provinces where the nutritional standard is generally low.

The research work to be undertaken for this purpose will include the following lines of investigations :

- (1) The selection and breeding of types of rice, both local and exotic, suitable to varied conditions.
- (2) The multiplication of these strains for further trials under varying local conditions at subsidiary " test " stations where bulk multiplication of those finally selected will be carried out for distribution to farmers.
- (3) Cultivation and planting methods, including manuring.
- (4) The control of water for irrigation purposes.
- (5) The study of existing soil conditions and the changes brought about by reclamation, irrigation and varying intensities of cropping.
- (6) The study of problems of pests and diseases and their control.

The total estimated expenditure for the whole project over the five-year period is £117,770 of which £65,000 will be contributed from the Colonial Development and Welfare Research Allocation ; the remainder being found from the revenues of the Government of Nigeria.

5. *Ecological Investigation in the Forests of Nigeria and the Cameroons.* A scheme has been approved under Colonial Development and Welfare Act providing for expenditure in connection with research work in ecological investigations in the forests of Nigeria and the Cameroons to be undertaken by Dr. P. W. Richards.

In 1935 Dr. Richards organised and led a party which carried out research on the ecology of the tropical rain forest in Nigeria and the Cameroons. The present proposal is to investigate one of the main problems encountered during the 1935 expedition, viz. the nature of the regeneration process in the tropical forest and its bearing on the theory of the climatic climax.

The cost of this research scheme (No. R.182) is estimated at £1,250. Towards this amount the Royal Society has made a grant of £900 and the balance of £350 will be provided from the funds devoted to research under the Colonial Development and Welfare Act.

6. *Fisheries Research.* A West African Fisheries Research Institute is being established at Freetown in Sierra Leone. The programme of work is designed, in the first place, to define the marine and fresh water resources in West African waters in terms of their availability for exploitation ; to improve techniques of fish catching and preservation adapted to West African conditions ; to build up a body of fundamental knowledge of the fisheries and hydrography of the region, and to estimate the fundamental productivity in order to assure the rational exploitation of the fisheries. It is proposed to launch separate development projects to exploit profitable fisheries as they are disclosed by this exploratory work. The greatest importance is attached to the development of the West African fisheries in the interests of food production and the improvement of nutritional standards.

It is proposed that there should be a sub-station of this Research Institute at Port Harcourt in due course. This sub-station will undertake fisheries research in the lagoon system of the Niger Delta, in the estuary of the Rio del Rey river and along the seaboard and in the rivers and lakes of the Trust Territory.

This research project is a five-year scheme costing £320,812 to which a very generous contribution is being made from Colonial Development and Welfare funds. The capital costs and half recurrent expenditure, amounting in all to £227,533, will be made from Colonial Development and Welfare funds and the remainder will be provided by the West African Governments ; Nigeria's contribution is £55,967.

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