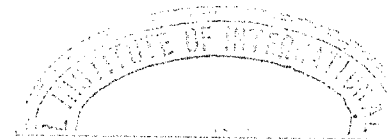


West India Royal Commission
1938-39

STATEMENT OF ACTION TAKEN
ON THE RECOMMENDATIONS

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THE WEST INDIA ROYAL COMMISSION, 1938-39 STATEMENT OF ACTION TAKEN ON THE RECOMMENDATIONS

Introduction

The report of the West India Royal Commission is published today, together with the supplementary report by one of its members on agriculture, fisheries, forestry and veterinary matters. When the report of the Commission was first presented in December, 1939, His Majesty's Government decided that at that time it should not be published in full but a summary of its recommendations was published in February, 1940, as Cmd. 6174. Now that the time has come for the publication of the full report, His Majesty's Government desire to record their gratitude for the services rendered by the members of the Commission and their warm acknowledgment of the value of the report, which contributed substantially to the present lines of Colonial policy as exemplified by the Colonial Development and Welfare Acts.

On the occasion of publication, Parliament, West Indian Legislatures, and the public will wish to know what steps have been taken since the presentation of the report to carry out its recommendations.

In February, 1940, Mr. Malcolm Macdonald, then Secretary of State for the Colonies, informed the Chairman of the Royal Commission that it was the intention of His Majesty's Government not to delay action in the spirit of the Royal Commission's recommendations and that they accepted forthwith those of the major recommendations which dealt with the provision of an annual sum for social welfare and development and the establishment of a special organisation, independent of the West Indian Colonial Governments, to administer these funds. Since that date many important measures have been taken in the spirit of the Royal Commission's recommendations, and the detailed account which follows will show that in spite of grave disabilities imposed by the war, the groundwork has been firmly laid. The war has, however, made it impossible yet to carry out many major works, such as large housing or hospital rebuilding programmes; indeed, progress on the programme as a whole has been grievously hampered at every turn by the inability of the Government to spare from urgent war work the skilled men and to find the materials needed for large scale development programmes, and by the heavy burdens laid upon under-staffed Colonial Governments in meeting urgent war needs in the Colonies, in particular the burden of maintaining imported and home-produced supplies. The fact that under such conditions so much should already have been achieved, and detailed plans of far-reaching effect already agreed, is an achievement which reflects great credit on the Colonial Governments and on the Comptroller for Development and Welfare and his staff.

The two reports of the Comptroller, for 1940-42 (Colonial No. 184), and for 1942-44 (Colonial No. 189), record in greater detail the progress of development and welfare work carried out since 1940, and show the extent to which this policy has gone beyond the recommendations of the Royal Commission and has assumed an even wider scope. The following sections of this paper are confined to an account of the steps actually taken on the recommendations and do not purport to cover all the work done in the West Indies during the war.

For the sake of convenience, the previously published recommendations (Cmd. 6174) of the Royal Commission Report (which followed closely the summary at the end of the full report) are reproduced below, each heading of the recommendations being followed by a statement of the action taken upon it.

SECTION 1

WEST INDIAN WELFARE AND COMPTROLLER

Recommendations 1 to 6

1. There is a pressing need for large expenditure on social services and development which not even the least poor of the West Indian Colonies can hope to undertake from their own resources. We therefore recommend the establishment for this purpose of a West Indian Welfare Fund to be financed by an annual grant of £1,000,000 from the Imperial Exchequer for a period of 20 years, and of a special organisation to administer this fund under the charge of a Comptroller. The objects of the Fund should be to finance schemes for the general improvement of education, the health services, housing and slum clearance, the creation of labour departments, the provision of social welfare facilities, and land settlement, apart from the cost of purchase of land.

2. We consider it essential that the new organisation should be set up within the West Indies but be independent of the local Governments. Its head, the Comptroller of the West Indian Welfare Fund, should constantly review the social problems of the West Indies, be available to advise the colonial administrations on their problems, and submit an annual report which would help to focus public attention in this country on progress in the West Indies. The Comptroller should be responsible to the Secretary of State for the Colonies, and have the right of direct access to him. His principal duties would be:—

- (1) to work out, with the aid of experts to be attached to him and in consultation with the local Governments concerned, long-term programmes of social reform for submission to the Secretary of State;
- (2) to consider similar schemes submitted by local Governments whether on their own initiative or after consultation with his experts;
- (3) to control the West Indian Welfare Fund and to approve grants from it for expenditure by West Indian Governments on schemes which he has accepted as conforming to the general programme approved by the Secretary of State;
- (4) to supervise, through his staff, the administration of these grants; and
- (5) to submit annually to the Secretary of State a report, in form suitable for presentation to Parliament, on the work carried out under his supervision during the preceding year.

3. It will be seen that, subject to conformity with schemes approved by the Secretary of State, the Comptroller will have wide discretion in the allocation of funds from the West Indian Welfare Fund, and his operations will not be subject to such detailed scrutiny by the Treasury as are the estimates of colonies which are in receipt of grants-in-aid. This we regard as of great importance, and we consider that the aims of effective social development and in the long run of true economy will best be served by choosing a capable and experienced administrator for the post of Comptroller and giving him wide power to settle points of detail without reference. Any steps should in general be taken which would obviate delay without impairing a proper system of financial control.

4. Although the exact composition of his staff will vary from time to time according to the nature of the schemes on which it is decided to embark, we should expect them to include from the outset experts on education, finance, health, housing, income tax, labour and social welfare, a civil engineer and a

statistician. We assume that in the consideration of appropriate schemes full use would be made of the services of the Inspector-General of Agriculture, whose appointment we recommend elsewhere.

5. The expenses of the new organisation, which may, when the scheme is fully developed, amount to £100,000 per annum, should not be borne by the West Indian Welfare Fund itself but by the Imperial Exchequer. At the same time, we consider it reasonable that, in view of the great disparity between the rates of direct taxation in the West Indies and in this country, the West Indian Colonies should make their contribution by bringing their rates of income tax more into line with the pre-war rates payable here. We do not recommend that further burdens should be laid on the payer of indirect taxation.

6. This is in our view a fundamental recommendation, and is intended to provide the machinery and funds for accomplishing the objects of social policy which follow.

Action

These recommendations have been accepted and put into effect.

1. On the 17th of July, 1940, the Colonial Development and Welfare Act was passed providing a sum of £5,000,000 from the United Kingdom Exchequer for expenditure by the whole of the Colonial Empire on development and welfare work. No specific allocation from this total to the West Indian Colonies was made, but the recommendations of the West India Royal Commission are being substantially met by the amount made available to the West Indian Colonies under the Act, as is shown by the figures of approved Colonial Development and Welfare grants in the statement already laid before Parliament. The original duration of the Colonial Development and Welfare Act was for 10 years to 31st March, 1951, in comparison with the Royal Commission recommendation for the establishment of a West Indian Welfare Fund for 20 years, but the new Colonial Development and Welfare Act of 1945 extends the period covered by the Act to March, 1956, and provides for a total of £120,000,000 to be made available for expenditure in the 10-year period.

2. (1)-(3) Sir Frank Stockdale was appointed as Comptroller for Development and Welfare in the West Indies in July, 1940, and was charged with the duty of performing the functions outlined in the recommendations of the Royal Commission and of advising the Secretary of State as to the financial assistance which should be granted under the Act to the various West Indian Governments.

The Comptroller has the powers recommended by the Royal Commission except that the passing of the Colonial Development and Welfare Act instead of the setting up of the West Indian Welfare Fund has involved the final approval of applications for assistance being the responsibility of the Secretary of State for the Colonies with the concurrence of His Majesty's Treasury. The Comptroller's advice on, and concurrence in, proposals for assistance under the Act is obtained before applications are approved: he has in practice been left a wide latitude in matters of detail. Further, four schemes have been approved which put at his disposal sums of £10,000 each to be allocated at his discretion, subject to a maximum of £500 in any one case, for

- (1) Minor amenities.
- (2) Training of subordinate personnel in the West Indies.
- (3) Provision of technical assistance to Colonial Governments.
- (4) Specialised training overseas of West Indians. (See also para. 3.)

2. (4) The actual execution of schemes financed under the Act is the responsibility of the Colonial Governments concerned, and these Governments are accordingly responsible for the administration of grants issued under the Act. The Comptroller and his Advisers are, however, in a position to review the work carried out in connection with these schemes as they are constantly touring the West Indian Colonies and inspecting progress.

2. (5) It was considered that a more accurate picture of West Indian conditions and of progress made in connection with development and welfare measures would be provided in a report covering a longer period than a single year. The Secretary of State accordingly agreed that the Comptroller should submit reports at the end of each two years. The first report (Colonial No. 184) was in respect of 1940-1942 and was published early in 1943. The second report, covering the years 1943 and 1944, was completed at the end of 1944 and has been published as Colonial No. 189.

3. The Secretary of State is unable, under the terms of the Colonial Development and Welfare Acts, to delegate to the Comptroller the power given to him under the Act to make schemes and to authorise expenditure from Imperial funds on those schemes. Applications for grants and loans under the Act must normally be forwarded to the Secretary of State for approval. In conformity with this recommendation, however, the Comptroller has been authorised to make allocations to individual Colonies from omnibus grants approved by the Secretary of State for specific purposes. Such grants have been approved in connection with school buildings, medical supplies, etc., in the Windward and Leeward Islands; the Comptroller may also approve the immediate issue of grants not exceeding £500 in any one case for the improvement of minor amenities and for experimental work, for the provision of training for subordinate staff, for the provision of technical advice, e.g., to cover the cost of a Harbour Engineer inspecting and reporting on port development in a Colony other than his own, and for specialised training outside the West Indies (see above). The Comptroller has also been authorised to approve, without reference to the Colonial Office, variations in schemes approved by the Secretary of State provided that no point of principle is involved and provided that the scope of the original scheme is not varied.

As regards major schemes under the Act, moreover, the Comptroller has in practice been left a wide latitude in matters of detail and his recommendations have not been subject to detailed scrutiny in the sense referred to by the Royal Commission.

[See also above under Recommendation 2 (3).]

4. The following advisers have been appointed to the staff of the Comptroller with effect from the year shown against each name:—

Public Health	...	Sir Rupert Briercliffe (1940).
Education	...	Mr. S. A. Hammond (1940).
Social Welfare	...	Professor T. S. Simey (1941-45). Miss D. Ibberson (1945).
Labour	...	Mr. F. A. Norman (1941-44). Mr. A. G. V. Lindon (1944).
Economics	...	Mr. F. C. Benham (1942).
Engineering	...	Colonel C. B. R. Macdonald (1943).
Housing and Town Planning	...	Mr. R. Gardner-Medwin (1944).

The Comptroller has also had available the services of the Inspector-General of Agriculture (Mr. A. J. Wakefield) as Agricultural Adviser from 1940; and

of Dr. H. H. Brown as Director of Fisheries Investigation in the West Indies from 1941.

Other officers appointed to the Comptroller's staff include an Administrative Secretary (1943), a Sugar Agronomist (1943) and a Water Engineer (1944).

It was not considered necessary to appoint experts on income tax and statistics to the Comptroller's staff. An officer of the United Kingdom Inland Revenue Department (seconded to the Government of Jamaica) has, however, recently completed a tour of the West Indian Colonies and has advised on tax legislation and collection and on the incidence of tax rates. As regards statistics, an officer was seconded to the West Indies from Palestine in 1944 for a period of three years to review the existing system of keeping vital statistics and to consider the possibility of introducing uniform methods throughout the area.

5. The expenses of the Comptroller's organisation do *not* count against the allocation of £5,000,000 a year (or the £120,000,000 in the 10-year period under the new Act) provided for assistance to Colonies under the Colonial Development and Welfare Act.

Rates of income tax have been substantially increased since 1939 in nearly all West Indian Colonies.

SECTION 2

SOCIAL SERVICES

(i) Education

The Royal Commission state that while some of these recommendations should be put into effect at an early date, they recognise that many of them can only be applied gradually and may require modification in the light of experience.

The objectives of Educational policy should be as follows :—

Recommendation 7 (a)

“Steps should be taken to ensure that all teachers have had an adequate training at some properly organised training college. This will involve the provision of facilities at the training colleges in the larger Colonies for students from those Colonies (the Leeward Islands, the Windward Islands and British Honduras) for which separate training colleges on an adequate scale are not a practical proposition. In consequence, steps should be taken to eliminate the pupil-teacher system, and, to cover the period until all teachers have been trained, supervisory teachers should be employed to superintend and advise the untrained teachers already in employment.”

Action

The recommendation that steps should be taken to ensure that all teachers have had an adequate college training and to abolish the pupil-teacher system cannot be followed in some colonies without prejudicing either the extension of education to all the children or the growth in self-responsibility of the colonies; for these colonies cannot now or in the foreseeable future afford enough trained and adequately paid teachers for all their children, in classes of reasonable size. The acceptance of the permanently recurrent financial aid from the United Kingdom for this purpose would prejudice their growth in self-responsibility and hence their constitutional advancement.

After prolonged and careful consideration both locally and in the Colonial Office, the measures advocated and in part adopted are as follows :—

(i) The extension of the numbers of pupil-teachers so that each pupil-teacher spends only half the day in teaching and half in his or her own studies; this making it possible to extend the teaching force rapidly for the accommodation of more children and to provide a means of part-time continuation schooling for a considerable number of young people who would not otherwise obtain it. Pupil-teachers in this category who are not taking further training to become teachers will not be retained after the age of 18-19. Theirs will not be a blind alley occupation. They would on the contrary at 18-19 be better fitted to obtain other employment than if they had attempted to do so at the age of 15.

(ii) The provision of three-year secondary courses, approximately from 15-18 years, for intending teachers.

(iii) The training of teachers in apprenticeship to good teachers, recruiting both from (ii) and (i).

(iv) The training of master teachers in a Teachers' Institute, providing in a number of surrounding schools demonstration and practice in the many branches of a teacher's work, housing the teachers with their families in a model village and associating them with a staff with whom they can

acquire experience of community as well as professional improvement. The first of these Institutes in Trinidad is to be associated with a Farm Institute and is to serve also the Windward and Leeward Islands.

(v) The provision of supervising teachers for various purposes of teacher training in the schools, including especially the supervision of pupil-teachers, and for vacation courses.

These considerations are set out at length in an exchange of despatches between the Comptroller and the Secretary of State, which have recently been published by the Comptroller as a Development and Welfare Bulletin.

BARBADOS

Responsibility for education in Barbados, which had hitherto been borne by a statutory Board, was transferred in 1943 to a Department of Education with a Director of Education as Head of the Department. This officer arrived to take up his duties from England in October, 1943, and following upon his survey of the educational system of the island a report on Educational Policy containing *inter alia* proposals which would give effect to the majority of the recommendations of the Commission has been drawn up and is under consideration by the Government.

The number of pupil-teachers in Barbados has been reduced to 12 and no further appointments are being made.

A scheme for a Training College and Cultural Institute has been prepared by the Director of Education and is under consideration. At the outset intensive courses of a year's duration have been planned for teachers already in the service and between the ages of 25 and 35. The College will subsequently accommodate teachers in training before they enter the profession.

BRITISH GUIANA

The Teachers' Training College has been enlarged and forty teachers are trained every two years instead of thirty teachers as formerly, including more women. First and second year courses are now run concurrently.

BRITISH HONDURAS

Four teachers annually beginning from January, 1944, are being sent to training colleges in Jamaica. If results justify the experiment it is hoped to increase the numbers sent so that eventually all new teachers may receive a college training. In addition to the Inspector of Schools, three supervisory teachers are employed under the Director of Education.

It is hoped to submit proposals in due course for a reorganisation of secondary education after the war as a result of which it should be possible to recruit teachers direct from local secondary schools, but for the reasons given above it will not be practicable to eliminate the pupil-teacher system for some time to come.

JAMAICA

It has not yet been possible to ensure that all teachers will have an adequate training at some properly recognised training college, since the reorganisation of existing colleges and the considerable increase in accommodation that would be required have been impracticable during the past five years. Of the four colleges the main block of one has been rebuilt on modern lines and another is to be improved and extended from funds provided under the Colonial Development and Welfare Act. A small number of students from British Honduras, Bermuda and the Cayman Islands are being received for training

in Jamaica. The Continuation Committee of the Committee which enquired into Secondary Education, under the Chairmanship of Professor I. L. Kandel, has made recommendations for the development of teacher-training.

LEEWARD ISLANDS

It is impossible for the Colony to provide properly organised training colleges for teachers, and arrangements have been made with the Government of Trinidad for the training of supervising teachers for the Leeward Islands.

TRINIDAD

Final plans for the erection in Trinidad of a Central Teachers' Training Institute (which will be combined with a Farm Institute) to serve the needs of Trinidad and Tobago, the Windward and Leeward Islands are in course of preparation, and it is hoped to begin construction in 1945 on a site in an agricultural setting which has been acquired for the purpose.

WINDWARD ISLANDS

A grant of £100,000 has been made available to the Windward and Leeward Islands from Colonial Development and Welfare Funds to cover the cost of Secondary School Courses for prospective teachers, maintenance allowances for the pupils, the cost of student teachers, of supervising teachers and, in some instances, of increasing the number of pupil-teachers. Of this sum, £25,000 has been made available for assistance towards the improvement of the pupil-teacher system.

In *Grenada*, arrangements are in train whereby eight teachers will proceed to the Government Training College, Trinidad, in January, 1945. Three of the eight will take a two-year course, and five a special one-year course for supervising teachers in training.

It is proposed to arrange also for eight boys and eight girls to enter the local recognised Secondary Schools in 1945 for a special three-year Course of Secondary Education prior to posting as Student Teachers in Training. An extra assistant master will be appointed to the Grenada Boys' Secondary School in 1945 in view of increased numbers of free scholarship pupils.

In *St. Vincent*, teacher training of the kind recommended awaits the establishment of the Central Training Institute in Trinidad.

One supervisory teacher has already been employed to train untrained teachers, and assistance from Colonial Development and Welfare funds has been sought to enable others to be appointed and to give secondary school training to selected prospective teachers. Vacation courses for teachers and pupil-teachers have been arranged and instruction given in teaching methods in agriculture, domestic science and other subjects.

In *St. Lucia*, in the light of the general considerations referred to above, a six-year plan has been drawn up to adapt the pupil-teacher system and to provide for participation in the Teachers' Training Institution in Trinidad. The aim of the scheme is to provide 18 certificated teachers each year up to 1950.

In *Dominica*, to relieve staffing shortage, and to enable pupil-teachers to receive proper education and training, the number of pupil-teachers has been doubled. Three supervising teachers have been sent to Trinidad for a one-year course. Meanwhile the uncertificated and pupil-teachers are trained locally through head teachers, the Inspector of Schools and the Education

Officers. Regular vacation courses for these teachers have also been instituted. These measures are financed by free grants under the Colonial Development and Welfare Act.

Recommendation 7 (b)

"The provision of sufficient school accommodation should be actively proceeded with, special attention being paid to questions of design, the preservation of a balance between the needs of urban and rural areas, the use of local materials where possible, the provision of playground space and of water-supply and adequate sanitary equipment."

Action

Comprehensive building programmes for schools and teachers' houses have been outlined and grants exceeding £14 millions have already been approved. In respect of design, which is actively proceeding, apart from present limitations of cost, it has to be remembered that a standard should not be set which the West Indies cannot be expected to be able to maintain, for the provision of school buildings is not a final but a continuous process. With this reservation the recommendation is being followed. Delay in building is due to lack of materials in war time.

Investigation on the question of what would be the most suitable and economical school buildings is being carried out by the staff of the Town Planning Adviser to the Comptroller (see statement on Section 2 (iii) Housing, recommendation 9 (d) (i)).

BARBADOS

A scheme has been prepared by the Director of Education and is under consideration for the provision of additional teaching space in elementary schools to provide accommodation for all children in the island between the ages of 5 and 14 who are not in attendance at secondary or private schools.

BRITISH GUIANA

The expense involved is heavy and beyond the resources of the Colony. An application for assistance under the Colonial Development and Welfare Act is now under consideration. Actual construction is likely to be slow owing to supply difficulties and a shortage of technical personnel.

BRITISH HONDURAS

Generally speaking school accommodation is adequate. For all new school buildings, for which a grant from Government is required, plans have to be approved by the Senior Medical Officer, the Director of Public Works and the Director of Education. Advantage is being taken of the destruction or extensive damage done by the hurricane of 1942 to schools in the Northern District, to rebuild them to approved designs, at a total cost of \$70,550 of which sum \$26,930 is a grant under the Colonial Development and Welfare Act, the Colonial Government providing the remainder.

JAMAICA

Grants of £500,000 and £50,000 have recently been approved under the Colonial Development and Welfare Act, 1940, in connection with programmes for the erection of school buildings and teachers' cottages respectively, and it is hoped that work on these programmes will now proceed rapidly; the use of local materials is provided for to the fullest possible extent. Sanitation

and water supplies improve annually and it is expected that the development of primary school playgrounds, in connection with which a grant of £5,000 was approved in December, 1942, will be more rapid now that the school building programme may begin.

LEEWARD ISLANDS

Plans to provide school accommodation and playground space have been drawn up and are being put in force in a few cases where supplies of material are available.

TRINIDAD

Provision for additional Government school buildings had been made in a five year development programme prepared before the outbreak of the war, but work on this was necessarily retarded as a result of shortage of labour and materials due to war conditions. As regards Assisted Schools, a sum of \$20,000 is set aside each year for grants to denominations on a 50 per cent. basis for buildings, extensions and improvements. Considerable progress has been made in recent years in providing modern well-designed schools in which local materials are used as far as possible. Every possible consideration is given in the construction of new schools, to the provision of playground space and of water supply and adequate sanitary equipment.

In view of the generally favourable position in regard to the provision of school accommodation it has been possible to extend compulsory education to the whole Colony in respect of children between the ages of 6-12 years residing within 2 miles of a school. In this way, too, it has been possible to ensure that extension of compulsory education would not result in inducing pupils to remove from rural to urban areas.

WINDWARD ISLANDS

A free grant of £500,000 has been approved from Colonial Development and Welfare funds for school buildings and teachers' houses in the Windward Islands; but at present allocations from a grant will only be issued in respect of Government owned buildings to be built on Government owned land until such time as finality has been reached in the discussions now proceeding regarding school buildings and lands which are not Government property.

School building programmes have been prepared in each island of the group, and advice with regard to designs for the buildings is being obtained from the Town Planning Adviser to the Comptroller. Hitherto, owing to lack of material and personnel, little building has been possible. Applications for grants from Colonial Development and Welfare funds have been made by all Colonies, but in some instances, particularly St. Lucia, progress cannot be made until questions of denominational control have been settled.

In *Grenada*, the first phase of the Education Officer's Government school building programme has been discussed by the Board of Education and indents have been placed for basic building materials for hundred class room units.

In *St. Vincent*, a six-year building programme has been prepared. At present there is inadequate technical staff with which to start the programme and the costs of sites, materials, and labour are high.

In *Dominica* shortage of materials, supervisory staff and labour has prevented the start of the school building programmes—but it is hoped that not less than two schools will be erected in 1945. Thirty-eight new schools are envisaged in the building programme.

Recommendation 7 (c)

"Additional equipment should be provided for many schools, and in some places the complete replacement of badly-designed equipment is necessary. The supply of equipment for physical training should not be overlooked. Text-books and school stationery should at once be provided free, costs being reduced by direct large-scale purchase by Education Departments."

Action

Several grants for books, stationery and minor equipment have been approved amounting for the whole of the West Indies to over £100,000. The first supplies did not arrive until 1943. In all cases where Colonial Development and Welfare grants have been made, the text books and stationery are provided in the schools free.

Except in the few cases where local stocks exist, they are being purchased directly by Governments through the Crown Agents for the Colonies.

BARBADOS

The Director of Education has prepared proposals for the complete re-equipment of elementary and secondary schools.

BRITISH GUIANA

The replacement of worn out or unsuitable furniture is receiving continuous attention. Schools are now fairly well provided, but much remains to be done. An application for aid from Development and Welfare funds is now going forward in respect of the supply of text books.

BRITISH HONDURAS

Deficiencies in furniture are gradually being made good, the Government assisting with a grant of one-quarter of the cost. A grant of £9,000 has been made under the Colonial Development and Welfare Act for the supply of minor equipment, text books and stationery.

JAMAICA

Additional and improved equipment, of a design approved by the Education Department, has been provided so far as funds have allowed. Now that two Supervisors of Physical Training have been appointed from funds available under the Colonial Development and Welfare Act, the provision of equipment for this activity is receiving attention, but the high cost of much of it makes it difficult to provide such equipment on an adequate scale; home-made equipment is used whenever possible. Readers and exercise books, obtained by large-scale purchase, are provided in considerable quantities from Colonial Development and Welfare resources.

LEEWARD ISLANDS

Additional equipment has been supplied to schools in the form of reference books, cupboards, text-books and stationery, from free grants made under the Colonial Development and Welfare Act.

TRINIDAD

A three-year plan, involving a total expenditure of \$156,000, for replacing all old furniture and equipment was approved in 1942, and it is expected that by the end of 1945 all schools will have an adequate supply of suitable furniture and equipment.

Text books and stationery are purchased in bulk by the Education Department and supplied free to all schools.

WINDWARD ISLANDS

A block grant of £37,500 for the Windward and Leeward Islands from Colonial Development and Welfare funds has been approved whereby books, stationery and minor equipment can be procured.

In *Grenada* indents to value of approximately £3,000 have been placed for the provision of additional equipment, text books and stationery for primary schools.

In *St. Vincent* books purchased locally to the value of £250 have been distributed to the schools and orders to the value of £1,500 for books and equipment have been placed in the United Kingdom.

In *St. Lucia* similar orders have been placed and it is proposed that orders will be placed each year for the next five years.

In *Dominica* supplies of books and stationery have been provided from funds made available under the grant.

Recommendation 7 (d)

"The literary curriculum in the primary schools requires to be simplified and brought more into relation with the environment of the children. Stress should be laid on the formation of habits of clear and connected speech. The primary curriculum should in its later stages include instruction in hygiene, including diet; manual and agricultural teaching for boys; and domestic training and child welfare instruction for girls. More junior secondary schools should be established giving training in practical subjects: these schools to be treated on an equal footing with the more academic secondary schools as regards accommodation, equipment and teaching staff."

Action

The schemes of reorganisation of elementary schools proposed by the Comptroller for several colonies are founded upon the development of senior schools or senior departments having a curriculum with practical emphasis, including husbandry, handicraft and housecraft, the last associated with play centres for pre-school children where practical child welfare may be learnt. The term junior secondary school, which corresponds to a senior school, has been dropped in favour of the latter. The selected senior school, giving a basic four-year secondary course, is expected to be the main field for expansion of secondary education in the West Indies. Much importance is also attached to the extension of 4-H clubs as a means of practical education and pre-vocational training.

BARBADOS

The Director of Education has recommended the reorganisation of the elementary schools of the island on an 11+ basis, when all senior schools would be equipped with domestic science rooms and workshops.

By April, 1944, 9,627 girls were being taught needlework, 933 girls were working 122,526 hours per annum in 38 housecraft centres, and 239,495 hours per annum were spent on nine major handicrafts, e.g. 1,738 pupils received instruction in basketry, 903 in fibrework, 414 in carpentry, etc.

Special attention to speech training was given by the Director in a recent conference of over 100 secondary school teachers.

In addition to the three first-grade secondary schools preparing pupils for the Higher School Certificate Examination, there are eight secondary schools

entering for the School Certificate Examination. The curricula of these smaller schools are being broadened and they will then fill the function of junior secondary schools. The task will be made much easier should effect be given to the recommendations of the Norwood Committee on examinations in secondary schools.

BRITISH GUIANA

Continuous efforts have been made through inspectors, refresher courses, Training College courses and remodelling of examinations to make the use of the existing curriculum simple and practical. Manual and agricultural teaching for boys and domestic training for girls are given where possible.

BRITISH HONDURAS

A new curriculum for primary schools has just been approved by the Board of Education, which includes health and nature study, elementary science, needlework and handicrafts. The curriculum is in two parts, one for Maya and other village schools where limitations of staff make the fuller curriculum impracticable, and the other for all remaining schools. It is believed that the new curriculum is better related to the needs and environment of the children in the two classes of school, and although it is not possible to make certain subjects (drawing, needlework and handicraft) compulsory immediately, steps are being taken to obtain the teachers required for the teaching of these subjects in all the larger schools. The establishment of junior secondary schools giving training in practical subjects, as recommended by the Commission, is not yet feasible. Neither the funds nor the teachers required for this development are at present available. The capital cost could doubtless be met by a grant under the Colonial Development and Welfare Act, but the annually recurrent cost, which would ultimately have to be met from local revenues, is beyond the present means of the Colony.

JAMAICA

A completely revised curriculum for primary schools, which came into operation in 1939 includes instruction in hygiene, domestic science and manual and agricultural training; instruction in child welfare will be provided by the establishment of play centres connected with the new senior schools. The aim of this syllabus "to vitalise the teaching and to make it a real thing, closely connected with the life of the Jamaican child," has been assisted by the publication of a "Companion" which offers suggestions in methods, and by the use of the locally compiled "Caribbean Readers," while the Education Department and the Institute of Jamaica are about to produce short monographs on Jamaican history and natural history for use as supplementary readers. The recommendations of the Committee under the Chairmanship of Professor I. L. Kandel, referred to in the statement in recommendation 7 (a) above, provide for the establishment of post-primary schools on lines similar to the junior secondary schools proposed by the Royal Commission, and the implementation of this recommendation is now under consideration.

LEEWARD ISLANDS

The appointment of two Education Officers to the Colony, under a Colonial Development and Welfare scheme, has paved the way for better administration and control of the curriculum of schools. Lack of staff, however, has prevented these recommendations being fully carried out, and lack of funds and building materials has hitherto prevented the establishment of senior schools.

TRINIDAD

Steady progress has been maintained in simplifying the curriculum of the primary classes and more importance is now attached to the formation of habits of clear and connected speech than formerly. With regard to the post-primary classes steps have been taken to introduce more creative work as distinct from book and memory work, and to stress the need for constant practice in applying what is taught in school tasks and activities suited to the locality.

Twelve woodwork centres and sixteen domestic science centres are now being conducted by the Education Department. Instruction in hygiene is given in all schools and mothercraft is taught to senior girls.

All rural schools are required to have a garden and agricultural teaching is compulsory. Juvenile Farm Clubs have become very popular in the schools, and two teachers are now receiving training in 4-H Club work in Jamaica with a view to organising 4-H Clubs in this Colony.

Proposals for the establishment of four central post-primary schools which will give instruction in practical subjects are under consideration by Government.

WINDWARD ISLANDS

The simplification of the literary curriculum of primary schools is being achieved and steps are being taken to bring teaching methods more into line with modern thought. The development of secondary schools is contemplated throughout the Windward Islands principally with a view to providing the necessary number of intending teachers.

In *Grenada*, the curriculum in primary schools is gradually being simplified with the introduction of new textbooks. Lectures on the curriculum, schemes of work, etc., have been given by educationists at Teachers Vacation Courses. Early in 1944 a teacher training course was taken by twenty male and female teachers in handicraft and housecraft respectively.

In *St. Vincent*, manual, agricultural and domestic science training is given as far as limitations of equipment and space allow. Instruction in hygiene is given.

In *St. Lucia*, a new curriculum has been drawn up and is being introduced into primary schools.

In *Dominica*, all the suggested amendments in the curriculum of primary schools have been carried out. In accordance with the advice of the Education Adviser to the Comptroller, the proposal to establish more junior secondary schools to provide training in practical subjects has been discarded in favour of the re-organisation of elementary schools into junior and senior departments.

Recommendation 7 (e)

"The use and production of educational films should be investigated. Consideration should be given to the formation of a library of suitable films in, say, Trinidad, for use throughout the West Indies, and to the employment for a period of an expert on the production of documentary films who could visit the West Indies and instruct local personnel on the production of simple films of local subjects."

Action

For the most part no action has been possible in respect of educational films on account of the absence of equipment. The British Council is arranging for a visit of a documentary film expert. Local production for a population of

2½ millions only is subject to many limitations and for the rapid extension of optical aids in education the use of the film strip is advocated.

In British Guiana, and the Leeward and Windward Islands no action has yet proved possible because of the lack of equipment. Action in the remaining Colonies is shown below.

BARBADOS

It is expected that a mobile cinema van will shortly arrive in the island. It is to be used extensively in the schools, and the Director of Education is Chairman of a small Committee which is to direct the operations of the van. This Committee will consider the formation of a film library and the co-operation in the production of West Indian documentary films.

BRITISH HONDURAS

Provision has been made in the 1945 Estimates for the purchase of a projector for showing educational films. The films will be obtained from the British Council's representative in Jamaica.

JAMAICA

A Committee on film production has made plans for the regular production of educational films, to include both motion pictures and slides. Equipment has been acquired and two pictures have been made. The production of the first slide, on the Girls' Practical Training Centre, will begin shortly.

TRINIDAD

The Education Department has a nucleus of a library of educational films and for some years now a film week has been organised annually throughout the Colony when facilities are provided for school children to attend local cinemas to see these films. By arrangement with the Information Office these and other educational films received from the Ministry of Information are now being shown at schools in Tobago by a mobile cinema unit, and it is hoped to extend this service to other parts of the Colony.

Recommendation 7 (f)

"In order to enhance the value of the West Indian wireless transmitter or transmitters recommended elsewhere, school receivers should be provided, which could also play an important part in adult education."

Action

Colonial Governments accept this recommendation, but the implementing of it under war-time conditions has been strictly limited through the difficulty of obtaining communal or school receivers.

Recommendation 7(g)

"In the special circumstances of these Colonies, the schools should play an important part as the centres for adult education in the ordinary sense, for instruction in agriculture and hygiene and for lending library services."

Action

This recommendation is being followed where adult classes are established, and the use of the schools as library centres is included in the programme of the development of the regional library service, responsibility for which, as from January, 1945, has been assumed by the British Council.

Mention should also be made in this connection of the important work being done by 4-H Clubs which have developed in the West Indies in recent years particularly in Jamaica. (The 4-H Club movement is referred to in para. 132 of the Comptroller's report for 1940/42. Colonial No. 184.) A director of 4-H Clubs for the West Indies has been appointed to foster the movement throughout the area.

BARBADOS

The Director of Education is paying special attention to the utilisation of schools as community centres.

These Centres will, it is hoped, become regional distributing centres for the enlarged library system which the British Council are about to inaugurate.

BRITISH GUIANA

The whole question of adult education is now under consideration by the Legislative Council Advisory Committee with particular reference to a literacy campaign. Plans are now being worked out for the extension of lending library services to British Guiana.

BRITISH HONDURAS

A start has been made on these lines in two centres where schools are conducted by the Pallottine Sisters, but a general extension of the idea must wait until more teachers with the necessary training are available.

JAMAICA

A literacy campaign, aimed at teaching as many illiterate adults as possible to read and write, with which the Education Department and the managers of primary schools have co-operated, has been in operation for the past year, and an Adult Education Committee, representative of the several bodies concerned with this activity, is to be established to formulate a five-year plan on the lines suggested in the report on "Mass Education in African Society" (Colonial No. 186). The development of lending library services is receiving consideration by the British Council and the Institute of Jamaica; in this connection a survey is being made by a trained librarian.

LEEWARD ISLANDS

School buildings are used as night schools for adult education, especially in Antigua.

TRINIDAD

Ten adult education classes, with a total enrolment of over 1,500, were opened on 1st May, 1944. Among the subjects included in the curriculum of these classes are hygiene, civics, art and music, and, at one advanced centre, instruction in economics is given. A gradual expansion of this scheme for adult education is expected.

WINDWARD ISLANDS

The possibilities of introducing adult education have been considered recently by all the Colonies of the group in connection with the publication of the report on Mass Education in African Society.

In *Dominica* fifteen adult classes have been started for instruction chiefly in English and arithmetic. These classes are held in schools and full-time school teachers have been employed for this purpose.

There are several literary clubs in the Windward Islands assisted by Colonial Development and Welfare funds and funds provided by the British Council. These clubs provide, to some extent, higher education for adults, and *St. Vincent* has a Club organiser in training in Jamaica for this purpose.

Recommendation 7(h)

"Educational policy as a whole should be under the supervision of some one officer in each Colony, and should be an important charge of the official Standing Committee for Social Welfare of which the establishment is recommended elsewhere. In addition, education boards, which should be advisory only, and include a strong unofficial element, should be formed for the mutual enlightenment of Government and public opinion."

Action

With the provision by means of a grant under the Act of six Education Officers for the Windward and Leeward Islands and with the establishment of a Director of Education in Barbados, the recommendation that educational policy should be under the supervision of one officer in each colony is now followed throughout the area, though much remains to be done in making it fully effective.

It has not been considered desirable, at any rate as yet, for educational policy to be the charge of Standing Committees for Social Welfare, if only because these will be fully occupied for some time to come with other work, but there is in general close touch between educational and social welfare authorities.

Advisory Education Boards, with a strong unofficial element, are for the most part in existence, as will be seen from the following statements.

BARBADOS

The Office of Director of Education was created, and the first Director appointed, in 1943.

The Director is a member of the official Social Welfare Committee.

The new Education Board is a purely advisory body and is entirely unofficial in its composition.

BRITISH GUIANA

The Director of Education supervises all branches of primary education. Secondary education is administered by the Boards of Governors of Government-owned schools and only one secondary school, a grant-in-aid denominational school, is controlled by the Director of Education. It has not been considered practicable to place all secondary schools under the control of the Director of Education. There is also an Education Committee provided by statute of which the Director of Education is *ex officio* chairman. This committee includes not less than two Members of the Legislative Council and not more than nine members in all, all of whom are nominated by the Governor. There has been recently appointed a Legislative Council Advisory Committee composed of four Members of the Legislative Council and the Director of Education under the chairmanship of an unofficial Member of Executive Council. This Committee considers all expenditure in connection with education generally and is also consulted on policy. Finally, there has been appointed an Educational Development Committee of representatives of all sections of the community, which has been co-ordinating the recommendations of the Educational Adviser on education in British Guiana.

The Social Welfare Advisory Committee, which is under the Chairmanship of the Chief Justice, includes the Assistant Director of Education as a member, and works in close co-operation with the Education Department.

BRITISH HONDURAS

Educational policy is under the supervision of the Director of Education, who is also a member of the Social Welfare Committee. An Education Board already functions: it has six unofficial members in addition to its three official members.

JAMAICA

Educational policy as a whole is under the supervision of the Director of Education, but, as in British Guiana, it has not been considered practicable to place all secondary schools under the control of the Director of Education. Secondary Schools come under the Jamaica Schools Commission, of which the present Director of Education is Chairman, though he does not hold the post *ex officio*.

There is no Standing Committee for Social Welfare, but the Secretary for Social Welfare Services maintains close touch with the Education Department. Education Boards with strong unofficial elements have been in existence for many years; the establishment of a single central authority, whose main function would be the formulation of policy, has been recommended by the Committee referred to under Recommendation (a) above.

LEEWARD ISLANDS

Educational policy in the Colony is now under the supervision of the Federal Education Officer. There is an advisory Board of Education in each Presidency each with a large unofficial element.

TRINIDAD

Under the Education Ordinance, the main provisions of which have been in force since 1920, provision is made for the establishment of a "Department of Education with a Director at the head thereof," and for an advisory body known as the Education Board. The Board is composed of 14 members and has a strong unofficial element. By law its members must include the Director of Education, a primary school teacher and one woman. For many years an elected member of the Legislative Council has been a member of the Board.

WINDWARD ISLANDS

In each of the four islands education policy is under the control of an Education Officer whose salary and expenses for a period of three years is being paid from Colonial Development and Welfare funds. The Education Officer in each Colony is guided by the advice of an Education Board constituted in each Colony. The Boards have a wide unofficial representation. In *Grenada*, *St. Vincent* and *Dominica* the Board has a membership chosen from members of the Legislative Council, the Churches, agricultural interests, and appropriate government departments while in *St. Lucia* the entire Board, apart from the Chairman, is composed of unofficials.

Recommendation 7 (i)

"The primary school age should be restricted to 6-12, but only conditionally on, and side by side with, the establishment of junior secondary schools for ages 12-15 and of play centres or, in certain cases, of nursery schools for children under 6."

Action

This recommendation is being generally followed as regards the establishment of senior (or junior secondary) schools. [See in this connection the statement on recommendation 7 (d) above.] As regards the lower age limit and the establishment of nursery schools the position in the several Colonies is set out below.

BARBADOS

There are already 1,672 children under 5 and 2,777 children between the ages of 5 and 6 enrolled in elementary schools. It would, therefore, be unwise to make the lowest school age 6, but the Director of Education's recommendations include the establishment of schools for pupils over the age of 11, and it may be possible ultimately to raise the present school leaving age from 14 to 15. In view of the large number of children under 6 already in school the provision of nursery school accommodation is not an urgent problem. It may well follow as a consequence of the recommended establishment of senior schools.

BRITISH GUIANA

This recommendation has been considered by a sub-committee of the Educational Development Committee mentioned above. The recommendations of this Committee propose provision for primary education up to the age of 12 years and junior secondary education from 12 to 16 years. These recommendations are now being considered by Government.

BRITISH HONDURAS

The restriction of the primary-school age to 6-12 is not yet practicable. See statement on recommendation 7 (d) above.

JAMAICA

The modification of age limits is receiving consideration in connection with the extensive re-organisation of the educational system that has been proposed; two play centres are already in operation and others are contemplated.

LEEWARD ISLANDS

This recommendation is one which can only be considered when educational matters have progressed further in this Colony.

TRINIDAD

The age limit for compulsory education is 6 to 12, but attendance at primary schools is permitted between the ages of 5 and 15. The Bishop's High Schools Tobago, is now conducted as a modern higher secondary school, and proposals for the establishment of four central schools providing a three-year course of suitable post-primary instruction are under consideration by Government. It has not yet been found practicable to implement the recommendations with regard to nursery schools and play centres and priority is likely to be given to special schools built and equipped for post-primary classes.

WINDWARD ISLANDS

The reorganisation of schools in the grades recommended is dependent upon progress made in connection with school building programmes; see statement on recommendation 7 (b) above.

Recommendation 7 (j)

"The literary curriculum should remain the same for girls as for boys, but girls' vocational training (domestic science, child welfare, etc.) should begin at a somewhat earlier stage. In secondary education, provision should be made to enable girls to compete for scholarships on equal terms with boys. Facilities should generally be provided for post-primary vocational training for girls on the lines of the Carnegie Trade School in Georgetown, British Guiana."

Action

Vocational training for girls as well as for boys is to be the subject of investigations and development schemes by the Assistant to the Educational Adviser to the Comptroller whose appointment has been approved, to deal with the whole question of vocational education and training.

BARBADOS

Vocational training for girls commences at the age of 11.

A revised scholarship scheme now under consideration contemplates the provision of scholarships for boys and girls at an agreed percentage of the last year's entry in each school. The division of scholarships between boys and girls will thus be decided by the accommodation available for boys and girls respectively in the secondary schools.

Plans have been completed and an Organiser engaged for a domestic training centre which will train 20 girls in a six-monthly course for domestic service. The Centre will also accommodate evening classes in cookery and dressmaking.

BRITISH GUIANA

These recommendations have been in practice for some time except in regard to the earlier vocational training for girls which it has not yet been practicable to implement because of the lack of qualified teachers on this subject.

BRITISH HONDURAS

Equal facilities for boys and girls are already provided, and girls can compete with boys for all scholarships on equal terms. Domestic science is taught in the Roman Catholic Convent schools, and at one centre in Belize for other denominations. On the literary side, the curriculum is the same for both sexes.

JAMAICA

The conditions recommended are already generally true of Jamaica or are receiving consideration in connection with the reorganisation of the Island's educational system; at present vocational training for boys and girls begins at the same age.

LEEWARD ISLANDS

Girls compete for the Leeward Islands scholarships on equal terms as boys. There is at present no material available to establish special vocational training schools for girls or boys. A scheme is now under consideration for the establishment of vocational training in woodwork in the Presidency of Antigua.

TRINIDAD

The literary curriculum is the same for girls as for boys and in secondary education boys and girls compete for scholarships on equal terms. Post-primary vocational education for girls in commercial subjects and dressmaking is provided under Ordinance in classes conducted by the Board of Industrial Training, and a comprehensive course of instruction in homemaking is given at the Archibald Institute, a private institution maintained by the Canadian Mission. Classes in cookery are also organised by the Women's Voluntary Service in Port of Spain.

There are sixteen domestic science centres providing instruction in domestic science to 2,232 girls.

WINDWARD ISLANDS

Only limited provision can at present be made for the vocational training of girls owing to lack of accommodation and supplies.

Girls compete with boys on equal terms for scholarships for secondary education.

Recommendation 7 (k)

"There should be general provision of school meals, free where the economic circumstances of the children warrant it, and it should be possible to supply clothes for poor children. Some of these might be made at the schools."

Action

As the following statements show, in all the Colonies there is some provision of school meals, or milk and biscuits, though it is not yet universal. A basis for the general provision of school meals, satisfactory in terms of nutrition, food production and finance, however, has not yet been found. The subject has recently been under investigation by Dr. B. S. Platt, Director of the Human Nutrition Research Unit of the Medical Research Council. His proposals for an experimental unit in the West Indies to work out a more satisfactory system are now being pursued.

BARBADOS

Every elementary school child in Barbados is already provided free with a daily ration of milk and biscuits. A sum of over £20,000 is provided in the Estimates for this service. A sub-committee of the Government Welfare Committee is at present endeavouring to frame a plan whereby a hot midday meal can replace or implement this provision.

BRITISH GUIANA

Meals for school children in Georgetown have been provided for some years. In 1944 the service was extended to Kinty, a village just outside Georgetown, to New Amsterdam and to certain of the Berbice River schools. The centre in Georgetown has also been expanded to double its size. The diet in all these centres has been improved and all are now in charge of a Supervising Dietitian. Experiments in regard to children's nutrition are being carried out by the School Medical Officer recently appointed.

BRITISH HONDURAS

School meals are provided free by the Medical Department to poor and under-fed children. Provision for this service was first made in 1940, when \$860 was spent. The provision in the 1945 Estimates is \$4,000. In the poorer Roman Catholic schools the Society of St. Vincent de Paul also provides cheap or free meals for poor children.

JAMAICA

Two central kitchens and 70 individual school canteens are already in operation and a committee is examining the possibility of providing a midday meal for school children throughout the island. The supply of clothing has been dependent largely on supplies from the United States of America. The garments received have been made available to schools, re-made at the schools in the sewing classes, and given to the needier children. Also garments made from materials provided from annual grants to school sewing classes are given under certain conditions to the needy children.

LEEWARD ISLANDS

Provision of school meals is already made in some of the Presidencies, and the Health and Education Departments are actively pursuing the recommendation.

TRINIDAD

Free mid-day meals are provided in Port of Spain and San Fernando to necessitous school children, recommended by the School Medical Officer. This service is undertaken by voluntary societies, payment being made by Government at a fixed rate per meal.

A central kitchen which provides meals for 270 children is also conducted by Government at San Juan. The head teachers of five schools in outlying districts provide meals for necessitous children, the cost being met by Government. Pasteurised milk is distributed daily in Port of Spain and St. Joseph to 2,100 children who are under-nourished, and a scheme for supplying nourishing drinks containing powdered milk and local cocoa is gradually being developed for application to deserving children in all primary schools.

WINDWARD ISLANDS

Preliminary steps have been taken in all islands to provide school meals for necessitous children.

In *Grenada* a scheme was introduced in the middle of 1944 for the feeding of about 3,000 school children daily. Over 95 per cent. of these are necessitous children. The cost of the scheme is approximately £6,500 a year and is borne by local Government funds.

In *St. Vincent* school meals are provided at 25 per cent. of the Colony's primary schools and in *St. Lucia* a similar scheme is under consideration.

In *Dominica* some schools provide free meals, but owing to lack of co-operation from the parents, voluntary schemes for the provision of meals have not proved successful. The introduction of a scheme for the provision of school meals for necessitous children at the Government schools in Roseau is contemplated in the near future.

Whenever possible unsold garments made by the children in schools are distributed to necessitous children.

Recommendation 7 (1)

"In schools at present managed by the denominations, if salaries are paid by the Government, complete control in staff matters should be assumed by Government; and new schools provided wholly from public funds should be in all respects administered by Government. The existing facilities for religious instruction in Government schools should be maintained."

Action

This recommendation gave rise to an immediate and unfavourable reaction in some denominational quarters both in England and in the West Indies, and proposals tending in its direction have aroused controversy. In general, proposals now under discussion tend towards public ownership of school property, but in other respects towards the spirit of the English Education Act of 1944.

BARBADOS

No schools in Barbados are managed by purely denominational boards. Supervising Ministers of the various denominations, however, act as chairmen of the Boards of Managers of elementary schools and have right of entry for purposes of religious instruction.

BRITISH GUIANA

The question is now before a sub-committee of the Educational Development Committee and it is hoped that an agreed policy in regard to control of teachers, and to ownership of new schools and of planned school extensions will soon be reached.

BRITISH HONDURAS

The two existing Government schools are administered entirely by the Government, and if any new schools are provided wholly from public funds this principle of Government control will be maintained. In the aided schools managed by the denominations the appointment of teachers is subject to the approval of the Director of Education; but the assumption of complete Government control in such schools, though the salaries of all their teachers are in fact paid by the Government, is not at present within the range of practical politics. To any such idea the Board of Education and the denominations are most strongly opposed, and the mass of public opinion is on their side.

JAMAICA

The first and final requirements of this recommendation are already met; the second condition exists at present, but under the building programme referred to in the statement on recommendation 7 (1) above it will be possible for denominations to conduct schools in buildings erected wholly by Government provided that the premises are leased to Government for 30 years and that the management is satisfactory.

LLEWARD ISLANDS

This principle is accepted, but where denominations at present control schools Government has proceeded slowly in the matter. Progress is being made.

TRINIDAD

Appointments of teachers are now made by the particular Board of Management, subject to the approval of the Director of Education, but in May, 1944, the Education Board by a majority vote recommended that the appointment of all head and assistant teachers in assisted schools should be made by the Director and that the Denominational Boards of Management should be given the power to veto such appointments on the grounds of religious belief and character. The amendments to the Education Ordinance necessary to give effect to the Board's recommendation have been included in a Bill which has had first reading in the Legislative Council.

Government concurs in the proposition that new schools provided wholly from public funds should be in all respects administered by Government.

Facilities for religious instructions in Government schools are safeguarded by Regulations Nos. 57 and 58 of the Code for Primary Education.

WINDWARD ISLANDS

In general, teachers' salaries are paid wholly by Government, but at present there is only complete control in staff matters in Government schools.

Denominational interests have, so far, been opposed to the terms of the recommendation in regard to complete control by Government in cases where staff salaries are paid by Government, but schools are under denominational control and until a settlement has been reached with regard to the question of "dual control" little progress can be made to implement the recommendation made.

Recommendation 7 (m)

"The staff of the Comptroller of the West Indian Welfare Fund should include an educational expert."

Action

Mr. S. A. Hammond, C.M.G., was appointed as Educational Adviser to the Comptroller in 1940.

In addition, the creation has been approved of the post of Assistant to the Education Adviser to deal with the whole question of vocational education and training. It is hoped to make an appointment to the post shortly.

SECTION 2

(ii) PUBLIC HEALTH

Recommendation 8 (a)

"The appointment of a Medical Adviser to the Comptroller of the West Indian Welfare Fund. He should advise on health policies for the West Indies; and the unification of medical services and the co-ordination of other health activities as recommended below should be among the first subjects to engage his attention."

Action

Appointment of a Medical Adviser

Sir R. Briercliffe, C.M.G., M.D., F.R.C.P., D.P.H., etc., was appointed in 1940.

Formulation of a Health Programme, stressing preventive medicine

The Medical Adviser has visited all the Colonies and in consultation with their Governments has formulated for each a health programme, many of the items of which are now being carried out with assistance under the Act.

Recommendation 8 (b)

"The unification of the medical services of the British West Indies, with the object of affording a better career to members of that service, rendering possible an increase in the number of specialists and a wider use of their skill, providing a more efficient and more economically run medical service both for the prevention and for the cure of disease and fostering a comprehensive view of the health problems of the entire area."

Action

Unification of the West Indian Medical Services is the aim of His Majesty's Government and the appropriate organisation is being considered by the Comptroller and his Medical Adviser, but for the reasons given under Section 8 unification has not yet been carried out. First priority has, therefore, been given to the reorganisation and development of the medical services in other fields.

Here, however, the very acute shortage of doctors has hampered progress, and to help to overcome this difficulty forty West Indian students have, during the past two years, been sent to Great Britain to study medicine under a scholarship scheme. With a view to bringing about a unified medical service, a condition of the scholarships is that such scholar after qualification shall serve for at least five years in Government posts in any part of the West Indies, including British Guiana and British Honduras.

A West Indian Nurses Board has, moreover, recently been proposed, and if the establishment of such a Board proves practicable, it will be an important step in the direction of a West Indian Nursing Service. The possibility of appointing such a Board will be considered in the light of experience of the scheme for the training of nurses mentioned below.

A scheme has also been approved for the training of West Indian nurses in Great Britain at London County Council hospitals and the first nurses selected under this scheme have already arrived in this country and begun their training.

Recommendation 8 (c)

"The centralisation of certain medical institutions, not only within each Colony, but as between neighbouring groups of Colonies, should be undertaken, both to secure greater efficiency and economy in the treatment of the sick and to render possible much better training facilities for all classes of medical personnel in curative medicine. This reform would involve the organisation of the outlying hospitals as collecting stations, and the provision of adequate ambulance and stretcher services. There is a special need for the centralisation as between Colonies of mental and leper institutions."

Action

Matters of public health have received first consideration, but proposals have nevertheless been put forward by the Comptroller's Medical Adviser for improving the central general hospital of each Colony to secure greater efficiency in the treatment of the sick and better facilities for training medical personnel—particularly nursing staffs. In all the Colonies, however, the induction of ambulance services, which are necessary for the purpose in view, has been hampered by the difficulty in obtaining the necessary vehicles and equipment under war-time conditions.

As regards the centralisation of medical institutions between Colonies the following steps have been taken:—

Leprosy

The Chacachacare Leper Settlement at Trinidad has been developed as the centre for leprosy work in the Eastern Caribbean Group, although it is still at present necessary to maintain separate small settlements in the other Colonies of that group. Dr. Muir, the Secretary of the B.E.L.R.A., was kindly made available by the Association to take charge of the Chacachacare Settlement for a period and to examine the leper settlements throughout the West Indies. His work has made possible an advance in leprosy work throughout that area. Dr. Muir has, unfortunately, now had to relinquish his appointment in order to return to his work as Secretary of the B.E.L.R.A. Dr. Campbell has been appointed his successor.

Mental Institutions

Dr. W. S. Birch, Medical Superintendent of the Barbados Mental Hospital, has, under a Colonial Development and Welfare scheme, visited the small mental institutions in the Windward and Leeward Islands and recommended arrangements under which patients from those islands in need of skilled treatment should be admitted to the Barbados Mental Hospital. These recommendations are now being considered by the Colonial Governments concerned. Further, a Colonial Development and Welfare grant has been made to cover the training of the staff of mental hospitals in the Windward Islands at the Barbados Mental Hospital.

Tuberculosis

An enquiry has been conducted by Dr. Gilmour into the incidence of tuberculosis in the West Indies. This was financed by a scheme under the Colonial Development and Welfare Act, in conjunction with the National Association for the Prevention of Tuberculosis. Dr. Gilmour's reports have been received and are under consideration. *Inter alia*, he makes proposals for the centralisation of institutional treatment for tuberculosis in certain places.

Veneral Diseases

A joint Anglo-U.S. Venereal Diseases Organisation has been set up in Trinidad which it is proposed, when the necessary staff are available, should cover the whole of the West Indian area and provide a training centre for staff not only in Trinidad, but in the other Colonies.

Quarantine

A Quarantine Conference has been held by representatives of the Colonial Governments, and its recommendations for the standardisation of quarantine legislation have been accepted by the Governments concerned.

Recommendation 8 (d)

"The creation of at least one School of Hygiene in the West Indies, for research and teaching in preventive medicine and particularly for the training of sanitary inspectors and health visitors."

Action

With assistance under the Colonial Development and Welfare Act, a Public Health Training Centre was established in Jamaica in 1943. The Director is an officer assigned by the Rockefeller Foundation and there are whole-time (as well as part-time) instructors for health nurses and sanitary inspectors. As this centre develops it will become the School of Hygiene for the West Indies.

In addition, courses of instruction for auxiliary medical personnel—sanitary inspectors, health nurses, radiographers and laboratory technicians—have been established in British Guiana with Colonial Development and Welfare assistance. These courses are attended by candidates from the Leeward and Windward Islands as well as from British Guiana.

As has already been mentioned, the Venereal Diseases Division in Trinidad will establish a training centre to which medical officers from the other West Indian Colonies are admissible.

Recommendation 8 (e)

"The formulation of long-term health policies, which should form part of the wider social welfare programmes of the various Colonies, and should be framed not by the Medical Departments in isolation but in consultation with other Departments, particularly of Labour, Agriculture and Education and with Social Welfare Officers."

Action

BARBADOS

Matters of health policy affecting labour, agriculture, education and social welfare are co-ordinated by means of the Social Welfare Committee established under the chairmanship of the Colonial Secretary. The question of nutrition is being dealt with by this committee.

BRITISH GUIANA

There has been co-operation between the Medical Department and the Social Welfare Officers in development of their programmes. Advice and assistance have been given to the latter officers in the selection of some of their staff, the scope of work to be undertaken, and the method of procedure. There is satisfactory liaison between the Medical and Agriculture Departments and between the Medical Department and the Department of Local Government. Both the Agriculture Department and the Department of Local Government

are represented on the Nutrition Committee, while the Department of Local Government is also represented on the Central Board of Health. Considerable progress in laying down policies has been achieved, but the position is not such that a definite report is possible.

BRITISH HONDURAS

The Senior Medical Officer is Chairman of the Social Welfare Committee on which sit the Director of Agriculture, the Director of Education, the Labour Officer and the Social Welfare Officer, with three unofficial members. The formation of long-term policies is one of the functions of this Committee which has already put forward proposals for rural health centres in association with land settlements and other developments of medical aid for out-of-the-way villages and homesteads.

JAMAICA

In the formulation of health policy, with particular reference to hospital and dispensary services, water supplies, malaria control, nutrition and health education, the Medical Department has consulted with other departments closely concerned. The Social Welfare Officer provided for in the Estimates of this department will serve as a liaison between medical welfare activities and the wider social welfare programme of the Colony.

LEEWARD ISLANDS

This recommendation is being carried out.

TRINIDAD

The Departments of Education and Agriculture work in the closest harmony with the Department of Health in all matters of common interest. The Social Welfare Officer is Deputy Chairman of the Central Poor Relief Board of which the Director of Medical Services is Chairman; the Deputy Director of Sanitary Services is a member of the Board of Education and an Examiner in Hygiene of that Department; the Director of Medical Services is Chairman of a committee dealing with an outbreak of equine encephalomyelitis and also a member of the Land Settlement Scheme in which the Department of Agriculture is interested; the Industrial Adviser is Chairman of a committee appointed to enquire into the possibilities of National Health Insurance for this Colony and the Director of Medical Services is a member of that committee. Both the Director of Agriculture and the Director of Education are members of the Nutrition Committee of which the Director of Medical Services is Chairman. There are many other channels of closest collaboration. The long-term health policy of the Medical Department has been adjusted to meet the policies of Agriculture and Education, as outlined in the Report of the Agricultural Policy Committee.

WINDWARD ISLANDS

The formulation of long-term health policies is being considered by all the Islands of the Group in connection with the preparation of long-term sketch plans of development. The advice of appropriate Government departments' social welfare officers and, particularly, unofficial opinion will be enlisted in the formulation of these plans.

In *St. Lucia* a long-term health policy has been drawn up by the Medical Adviser to the Comptroller, and as soon as the necessary buildings, equipment and staff are obtained a health unit embracing the whole Island will be started.

Recommendation 8 (f)

"The partial reorganisation of the medical services to secure the development of a preventive outlook, the provision of a relative increase in well-trained auxiliary staff such as sanitary inspectors, health visitors, district nurses and dispensers, the centralisation of medical institutions (see (c) above) and the provision of better facilities for medical treatment in the rural areas and for certain sections of the urban population. In this connection the possibility of an extension of contributory health insurance schemes on the basis of a carefully selected membership should be studied by the Medical Adviser (see (a) above) in consultation with Governments."

Action

(i) *Development of the preventive outlook.*—Emphasis has throughout been placed on measures for the prevention of disease; in the training of personnel the development of the preventive outlook has been stressed.

Eight medical officers have during the past three years undergone full post-graduate training in public health at universities in the United States and Canada (under arrangements made by the Rockefeller Foundation and with financial assistance from the Foundation and under the Colonial Development and Welfare Act) with a view to their filling key public health posts. Two of them are now the heads of Colony Health Departments.

(ii) *An increase in well trained auxiliary staff.*—See the statement under recommendation 8 (d) above.

(iii) *Centralisation of medical institutions.*—See the statement under recommendation 8 (c) above.

(iv) *Better facilities for medical treatment in rural areas and for certain sections of the urban population.*—The rural dispensary system and district hospitals have suffered from the great shortage of medical staff, but a health unit organisation is being built up in the various colonies under which the health centres will provide adequate treatment for the prevalent endemic diseases of the rural communities.

(v) *The possibility of an extension of contributory health insurance schemes* on the basis of a carefully selected membership. Proposals of this nature have been put forward and examined in a few Colonies. Actuarial data, on which their cost could be accurately estimated, have not been available, but the indications are that their cost would be out of all proportion to the benefit they would confer. In any case, there are insufficient doctors available at the present time to make any such schemes practicable.

Action in the several Colonies is shown below.

BARBADOS

A Bill is at present being drafted for presentation to the Legislature to re-organise the medical services in the Colony. As soon as this Bill becomes law it will be possible to develop the preventive outlook and make provision for an increase in well-trained auxiliary staff. The fact that up to the present time public health administration has been in the hands of parochial bodies, with no co-ordinating agency, has made it difficult to frame a comprehensive health policy. Proposals for improved hospital facilities both for rural and urban population have been submitted to the Secretary of State.

BRITISH GUIANA

There has been an increase in the staff of sanitary inspectors, health visitors, district nurses and dispensers. The effect of this increase has been to control more effectively the sanitation of districts and to make medical treatment more

easily available in the rural areas. Technicians have been trained and stationed in the district hospitals. As a result, diagnosis is arrived at more expeditiously and a larger volume of laboratory work accomplished.

BRITISH HONDURAS

Better training has been provided for sanitary inspectors: one attended a course at the Department of Health in Guatemala; another attended the Sanitary Inspectors' School in Jamaica and passed the examination for the Certificate of the Royal Sanitary Institute—and two other inspectors have recently begun the course.

A district nurse was sent to the Health Visitors' Training School in Jamaica, received the course of training and sat for the examination—the results are not yet available. Four nurses were sent for training to Panama—after their training was completed they received training as district nurses. Two have returned to Belize and are working as district nurses—two have married and resigned from the Civil Service. Three more have recently received special training for Public Health work in Guatemala.

Dispensers: A junior member of the Civil Service was selected to be trained as a pharmacist. He is now in England and will begin in October, 1944, the course leading to a degree in Pharmaceutical Science and the Membership of the Pharmaceutical Society.

A scheme has already been started for Government nurses to be stationed in the isolated villages of the Colony. These nurses will have been trained as midwives—they will then receive a short course of general nursing in the Belize Hospital—and also a course in general hygiene with special reference to life in the villages.

JAMAICA

There is already a preventive outlook in the Medical Department's policy. During the period since the Royal Commission reported there has been a steady increase in auxiliary staff, but this has recently been retarded by recruitment for the armed forces and by an acute shortage of suitable candidates for the posts of health visitors and district nurses (midwives). The provision of better facilities for medical treatment in the rural areas proceeds so far as funds allow; these facilities will be enhanced when it is possible to begin the programme of hospital construction. A considerably expanded health service is provided in one parish by a Rural Health Demonstration Scheme, which it is hoped to extend to others. No scheme of contributory health insurance has yet been prepared, but the matter will be considered by a committee which has been appointed to advise on social security for Jamaica.

LEEWARD ISLANDS

Two Medical Officers have taken courses of training in public health and returned to work in the Colony. Action has been taken on the lines indicated in accordance with public health schemes recommended for each of the presidencies by the Comptroller and approved by the Secretary of State.

TRINIDAD

The number of sanitary inspectors has been increased from year to year and has not yet reached the peak, since the quarantine section of the Department is yet to be developed and fuller consideration is to be given to populous centres and institutions such as the Leprosarium, etc.

The scheme to provide health visitors for each medical district has proceeded, but has not been fully executed on account of shortage of personnel.

District nurses are now included in the term "Health Visitors." More recently, by the absorption into the General Service of the Child Welfare League, many more health visitors are employed by the Service than hitherto. Senior posts on a County basis have now been created and a Superintendent of District and Child Welfare Nursing Services has been appointed. It is also proposed to appoint an assistant to this officer.

A scheme for the employment of part-time dispensers, inaugurated under the recommendations of the Medical Reorganisation Committee of 1934, has been abandoned on account of the difficulty of obtaining personnel. Employment on a full-time basis is now the policy of the Department.

The question of a contributory health insurance scheme is under consideration by a committee appointed for that purpose, of which both the Labour and Economic Advisers to the Comptroller are visiting members.

WINDWARD ISLANDS

Emphasis has been laid on the development of the preventive outlook of the Medical Services of the four islands by the establishment of Health Centres (see under the statement under recommendation 8 (g)). Auxiliary staff has been employed so far as the funds of the various Colonies permit. In *Grenada* two nurses have been trained in British Guiana as health visitors and another nurse is to be sent for training next year. Two sanitary inspectors who have been pursuing courses of instruction in British Guiana are expected to return in the near future. Three nurses have been selected for scholarships and have proceeded to the United Kingdom for training. In *St. Lucia* two sanitary inspectors and a health nurse are at present in training under a Colonial Development and Welfare scheme. When the health unit which it is proposed to establish in the Colony commences to function, it is proposed to send more persons for training in such subjects as venereal diseases, X-ray and laboratory work, and public health nursing. In *St. Vincent* four sanitary inspectors and one health nurse have been trained in British Guiana, and approval has been granted for the training of two more sanitary inspectors and one dispenser in British Guiana during 1945 with funds provided under the Colonial Development and Welfare Act. In *Dominica* three sanitary inspectors and three nurses have received training in British Guiana, and their courses have been financed with Colonial Development and Welfare funds.

Recommendation 8 (g)

"Immediate progress with certain definite preventive measures, including improved housing, general sanitation, the control of malarial areas, the development of maternity and child welfare work, venereal disease clinics, school medical services, and the better education of the public in health, including nutrition, both in and out of school."

Action

(i) *Housing*.—See the statement under recommendation 9.

(ii) *General sanitation in dwellings and schools*.—Little progress has been made, but better trained sanitary staffs, the recently formed Public Health Engineering Unit for the Windward and Leeward Islands and the appointment of sanitary engineers in certain other Colonies are likely to have their effect in time.

(iii) *Malaria control*.—Considerable progress both as regards investigation and control has been made in most of the Colonies. Colonial Development and Welfare Schemes for Jamaica, British Guiana and the Windward and Leeward Islands are in operation and Trinidad has formed a Malaria Division of its Medical Department.

(iv) *Maternity and child welfare.*—This is an important activity of the health centres for which Colonial Development and Welfare grants have been made to various Colonies and the work is developing as supervising health visitors are appointed and the numbers of trained health nurses increase.

(v) *Veneral disease clinics.*—The Venereal Disease Control Scheme sponsored by the Anglo-American Caribbean Commission and financed to an increasing extent under the Colonial Development and Welfare Act, came into operation during the second half of 1944. The main centre in Trinidad forms a model for other Colonies and provides courses of instruction for their personnel. Its work will, however, be handicapped by the shortage of staff at the present time.

(vi) *School medical services.*—School medical services with full-time Medical Officers have existed in Trinidad and Jamaica for some time. Under a Colonial Development and Welfare scheme, British Guiana sent one of their Medical Officers for special training in Toronto and have appointed him School Medical Officer. A number of nurses have received some training in school health work. Otherwise little progress has been possible.

(vii) *Better education of the public in health measures.*—Trinidad and Jamaica have recently appointed health education officers, in the latter Colony under a Colonial Development and Welfare scheme, which also provides funds for setting up a Health Education Bureau. Small Colonial Development and Welfare grants have been made to assist local Health Weeks, but most reliance is placed on the teaching which the nurses and sanitary inspectors attached to the new health centres will give to the people in their homes.

(viii) *Nutrition in and out of school.*—See the statement under recommendation 8 (h) below.

Some details of action taken in the several Colonies are set out below.

BARBADOS

A committee to investigate housing in Barbados was appointed in 1943 under the chairmanship of the Colonial Secretary. Among other measures recommended in the report was the enactment of a comprehensive housing and town planning bill. This is in the course of preparation and will be placed before the Legislature at an early date. The report contained recommendations regarding domestic sanitation, including the provision of a water-borne sewage scheme for Bridgetown. This project is under discussion with the Comptroller for Development and Welfare.

The development of maternity and child welfare work and venereal disease clinics has taken place to a limited extent organised on a parochial basis. Here again it is necessary to establish a medical department and re-organise the medical services before such public health measures can be developed on modern lines.

A beginning has been made in the establishment of a School Medical Service, but shortage of trained personnel has greatly hampered this work. School children are given a meal consisting of milk and biscuits daily at a cost of £20,000 per annum.

Health weeks have been organised every year with a view to educating the public in health matters, including nutrition.

There are no malarial areas in Barbados.

BRITISH GUIANA

The Medical Department, the municipalities and the other local sanitary authorities have collaborated with the Central Board of Health in an endeavour to improve the standard of sanitation in towns, villages and rural sanitary districts, but in view of the low lying and swampy character of the occupied lands on the coast the problem is one of acute difficulty in the colony. A Malariaologist has been appointed by the Government under a Colonial Development and Welfare scheme. Several surveys have been conducted and data collected on the incidence of malaria, the distribution and bionomics of the principal malaria vector as well as minor vectors of the disease. On the basis of these investigations, policies have been drawn up with the object of diminishing the incidence of the disease and controlling the breeding and dissemination of the anopheline vectors. Experiments in mosquito control with D.D.T. have been carried out. The results obtained were distinctly promising.

Maternity and child welfare work has been developed appreciably. Several health centres have been erected and health visitors appointed to the areas which these centres serve. The establishment of these centres has resulted in an increase of welfare clinics, and has provided in many instances better buildings which have superseded the less suitable structures formerly used for the purpose.

One male and one female visitor have been appointed for domiciliary and follow-up work in addition to the staff for venereal disease clinics. A grant under a Development and Welfare scheme was approved in 1942 for the purchase of equipment for clinics, but it has not yet been possible to obtain the equipment.

A School Medical Officer has been appointed under a Development and Welfare scheme after receiving a course of training at Toronto University. A staff of nurses has been appointed, and the service is making progress.

Every opportunity is taken to educate the public in health matters by means of leaflets, lectures, demonstrations, etc. The Medical Department collaborated with a local science club in staging an exhibition in 1943 in which scientific matters including health were illustrated and explained. Health tours are periodically held in the towns and villages in which similar exhibitions and lectures are given. In these special attention is given to the schools.

BRITISH HONDURAS

With regard to improvement of housing a committee has been appointed to go into the entire question of housing in Belize. As distinct from other cities, land for the improvement of housing in Belize has to be made by hydraulic dredging. An area which it is hoped will be used in new development for housing is now being prepared. Clay has been sent abroad for investigation into its properties as a material for brick-making.

JAMAICA

An application has recently been made for assistance under the Colonial Development and Welfare Act, 1940, to enable the Central Housing Authority to embark upon an extensive programme of urban and rural housing. General sanitation, in so far as latrine construction and maintenance are concerned, has for some years been given special attention, but the development and improvement of water supplies remain an urgent need. A number of tanks and catchments has been provided in rural areas and it is hoped to apply for further assistance towards the installation of regional pipe-borne supplies when preliminary surveys are complete and equipment becomes available. A Malaria Research project, also financed under the provisions of the Colonial Develop-

ment and Welfare Act, 1940, is in operation and will, it is expected, prepare the ground for extensive development of control.

Substantial progress has been made in the development of maternity and child welfare work; there are now 85 clinics as compared with 25 five years ago. Venereal disease clinics have been extended and an application for assistance towards the establishment of a further clinic is under consideration.

Only in Kingston and St. Andrew is a School Medical Service fully developed, but the gradual expansion of the Public Health Nursing Service throughout the Colony is extending this phase of Public Health work.

Proposals for the establishment of a public health Education Bureau are now before the Secretary of State.

LEEWARD ISLANDS

The Comptroller's organisation is advising about the improvement of housing, and the necessary legislation is being prepared but materials are in short supply. Sanitation is still backward in the Colony, but much help is anticipated from the Public Health Engineering Unit which started work in the Colony in 1945. The Malaria Control Unit is already operating in Antigua. A District Matron for Nevis with the qualification of Health Visitor has been appointed with assistance from the Colonial Development and Welfare Fund. Maternity and child welfare work has been extended in each of the presidencies. Attention has also been given to school medical work and public health education. Shortage of medical personnel has prevented the starting of venereal disease clinics on a large scale, but consideration is being given to the appointment of a whole-time Health Officer who will devote special attention to the problem of the control of these diseases.

TRINIDAD

(i) The Housing and Planning Commission has established two housing schemes for Port of Spain at Morvant and St. James; at Mon Repos near San Fernando and at Hubertstown near Point Fortin. The Commission has also undertaken the construction of houses on Land Settlement Schemes at La Pastora and Brooklyn; these schemes are not fully developed. A committee has recently been appointed by the Commission to deal with slum clearance.

(ii) *General sanitation.*—The subventions of the Urban Authorities have been increased and subventions have also been provided for the first time for Rural Authorities. The annual expenditure for this purpose may be accepted as an indication of the attention given to this matter. For example, the Rural Local Health Authority of St. Ann's-Tacarigua is at present in receipt of a subvention which, a few years ago, represented the total allocation for general sanitation for the entire colony. On the whole there is marked improvement, but this service, like other branches, is still affected by shortage of personnel and transport.

(iii) *Control of malarial areas.*—A vigorous Malarial Division is now in operation functioning in closest collaboration with the Rockefeller Foundation and the local Hydraulics Department. The Foundation has on its staff a renowned entomologist and a botanist. The latter is engaged in research and preventive measures in relation to aboreal anopheles. The Anti-Malarial Engineer of the Division is an officer of the Hydraulics Department. Within two years the north-eastern corner of the island, previously a most malarial focus, has been freed from malaria, and similar work has proceeded elsewhere in the Colony. The Division has undertaken, in addition to control measures throughout the colony, treatment in Laventille which is near to the city and very malarious and also at the Morvant Scheme of the Housing and Planning Commission.

There is a high endemicity in these areas and the work undertaken by the Division is of the utmost importance.

Attention has also been given to school children in malarial areas and to men engaged in rubber production. The results from these efforts have been most promising. In addition to the work of the Malarial Division considerable anti-malarial work has been undertaken in the oilfields. Mention should be made of the dangerous swamp near Scarborough in Tobago reclaimed by joint effort of Government and the owner.

(iv) *Maternity and child welfare work.*—This has been put on a new basis by a joint arrangement between the Child Welfare League and the Department whereby, instead of an annual grant which was inadequate, Government has undertaken to absorb within its organisation the nurses of the League and to provide for better salaries, care of buildings, and quarters where possible. A superintendent has been appointed by Government and the work of the League and its branches is now being intensified. The President of the League for the first time in its history has undertaken a tour of regular visits to branches. New branches have been established recently and one is also proposed in connection with the new dispensary erected at Maraval, five miles from Port of Spain.

(v) *Venereal diseases clinics.*—The principal clinic is situated in Port of Spain but other clinics exist at St. Joseph, Tunupuna and Arima. Work is also conducted at the various medical districts.

A new Venereal Diseases Division is now being established with a Central Diagnostic Clinic in Port of Spain. This has been made possible through the good offices of the Anglo-American Caribbean Commission and the help of the United States Public Health Service who have provided the services of Colonel O. C. Wenger with a staff of experts and technicians and also equipment as a U.S. contribution to a joint Anglo-American Venereal Diseases Campaign. This Central Diagnostic Clinic, in addition to the usual survey regarding incidence, has in operation a dental, a radiological and a propaganda section. It is proposed to train medical officers from other West Indian Colonies. A 200 bed hospital is to be established.

Unfortunately, as has been mentioned previously, the shortage of staff will prove a severe handicap to work at the present time.

(vi) *School Medical Service.*—There are two school medical officers, one an acting officer. School medical work is centred chiefly around the towns of Port of Spain and San Fernando. When the Public Health Scheme is fully established, school medical work will be the responsibility of each County Medical Officer of Health. The full execution of a scheme for school medical service will have to await the termination of hostilities owing to shortage of staff, transport, etc.

(vii) *Nutrition.*—The Government Standing Committee on Nutrition has been reconstituted under the chairmanship of the Director of Medical Services and is engaged in planning both a short-term and long-term programme on lines suggested by Dr. B. S. Platt who recently visited the West Indies under the aegis of the Development and Welfare Organisation. Provision has been made in the 1945 Estimates for the appointment of a Nutrition Officer whose duties would include advising the Medical and Education Departments on diets and the secretaryship of the Standing Nutrition Committee.

A committee of the local branch of the British Medical Association has also been engaged on the study of this problem. The Chairman of this Committee has been appointed a member of the reconstituted Government Nutrition Committee.

(viii) *Tuberculosis*.—Plans for the construction of a Tuberculosis Sanatorium of 270 beds have now been approved and financial provision has been made so that construction work may commence at an early date.

WINDWARD ISLANDS

The establishment of a Malaria Unit for the Windward and Leeward Islands and of a Public Health Engineering Unit for the Windward and Leeward Islands have been important factors in connection with definite preventive measures. Both Units are being financed by Colonial Development and Welfare funds. Detailed malaria surveys have been made by the Malaria Unit in *St. Vincent*, *St. Lucia* and *Dominica*, and a shorter visit has been paid to *Grenada* to investigate special problems. In *Grenada* an anti-malarial scheme financed with Colonial Development and Welfare funds to an amount of £10,000 has been in progress for three years. Extensive drainage work has been completed at Fontenoy and Black Bay. Attention has been given to Child Welfare, and a weekly clinic is held at the Colony Hospital for infants and young children. It has not yet been possible to organise venereal disease clinics, school medical services and other measures, as additional staff is necessary and, owing to war conditions, unobtainable. This has also prevented an anti-yaws campaign from being started in *Grenada*, for which £8,125 has been made available under the Colonial Development and Welfare Act. A general scheme for the improvement of housing in the Colony is under consideration, and the Town Planning Adviser to the Comptroller has recently visited the Colony to advise on the matter. The Public Health Engineering Unit has given special attention to sanitation problems. In *St. Vincent* a housing survey of the whole Colony has been completed and published. More recently a special survey of Kingstown was carried out at the suggestion of the Town Planning Adviser to the Comptroller, and proposals based on it for the rebuilding of slum areas are in course of preparation. Proposals in connection with the establishment of a communal centre of medical, educational and agricultural interests in the rural district of Mariaqua, including a suggestion for re-housing a whole village, have been made. Special efforts are being made to improve the standard of general sanitation by sending sanitary inspectors to British Guiana for special training and by holding classes in the Colony for the local sanitary inspectors, examination. These classes are being attended by nurses and members of the public, and through them sanitary principles reach a wide audience. A scheme has been prepared which is designed to provide pure piped water to 90 per cent. of the population of the Colony. This scheme cannot, however, be implemented until after the war when metal pipe lines and fittings become available. Immediate relief has, however, been afforded to some 15 communities by the erection of wells, the enclosure of springs, etc., and Development and Welfare funds have been provided for this purpose up to a sum of £3,000. In connection with the development of maternity and child welfare work, three or four midwives a year from rural districts are given courses of training at the Colonial Hospital and receive certificates if successful in passing the examination. A Child Welfare clinic in Kingstown is maintained by Government under the care of a specially appointed nurse. Day nurseries have been opened at Kingstown and Georgetown through the enterprise of private charities. A day nursery and maternity and child welfare clinics are maintained by the health centre at Belair, which is operated on funds provided by Colonial Development and Welfare. Clinics are under the immediate supervision of the Assistant Matron. One venereal disease clinic has been recently opened at the Health Centre at Belair; in other districts the supply of specific drugs has been improved. At present there is no organised school medical service,

but school children are given a cursory medical examination annually in all districts. Better education of the public in health matters will, it is hoped, be brought about by the establishment of the health centre at Belair.

In *St. Lucia* a permanent anti-malaria drainage project has been started, and a factory for the manufacture of pre-cast concrete drainage inverts has been established. A programme of latrine installations started early in 1943 by the Senior Medical Officer with a grant from Colonial Development and Welfare funds has already produced good results. In *Dominica* it is hoped that improvements in housing conditions will be made in the neighbourhood of Roseau, in accordance with recommendations of the Town Planning Adviser to the Comptroller. A survey was made of malarial conditions in *Dominica* in 1944 and plans for the control of malaria will be formulated after the Public Health Engineering Unit has visited the Colony. Additional drugs for the treatment of venereal diseases have been obtained through Colonial Development and Welfare funds, and it is proposed to send one nurse for specialised training in this work. One of the duties of the newly-appointed Social Welfare Officer will be to promote a better education of the public in health matters. An anti-yaws campaign financed by a Colonial Development and Welfare grant of £25,935 spread over a period of five years has been in operation since September, 1943. A Medical Superintendent has been in charge of the campaign and about 31,000 intravenous injections have been given up to date. Owing to war conditions, it has not been found possible to recruit the technical staff required for the campaign, but auxiliary staff are to be trained in Trinidad for this purpose.

Recommendation 8 (h)

"That greater attention should be paid to providing a better balanced diet for the population in general, and in this matter the public health, agricultural and education departments should co-operate closely. It will be necessary in particular to increase the output of meat, milk, poultry, eggs, fish and fresh vegetables."

Action

Considerable progress has been made in increasing the supply of locally grown foodstuffs of good nutritive value (see the statement under recommendation 21 (g) below). The Colonies, with few exceptions, have school meal schemes for a proportion of their elementary school children, but in most cases the schemes now in operation require overhaul, improvement and extension. (See the statement under recommendation 7 (k) above.)

BARBADOS

Government have given close attention throughout the five years of war to the maintenance of food supplies. The production of local foodstuffs has been increased to a considerable extent and such foodstuffs have replaced articles that on account of war conditions could not be imported. Steps have been taken to develop the fishing industry. These have already resulted in an expansion of the fishing fleet. A Fishery Officer has been appointed.

A standing sub-committee of the Social Welfare Committee has been appointed under the chairmanship of the Chief Medical Officer to study nutritional questions. Representatives of the Agricultural and Education Departments were selected to serve as members of this sub-committee along with prominent unofficial members of the community.

BRITISH GUIANA

A Nutrition Committee was already in existence in 1940. It was reconstituted in 1943 with the Deputy Director of Medical Services as chairman.

The Committee is making a study of nutrition in all its local phases. Dietar surveys as well as clinical surveys are being carried out. A series of broadcast talks has been delivered by members of the Committee. In these talks attention has been drawn to defects in local dietary and errors and faulty methods of preparation for cooking, etc. The Nutrition Committee is now represented on the Legislative Council Food Production Committee in order that proper emphasis may be placed on the production of the foods required to improve nutrition. The visit of Dr. Platt to the Colony has given a great impetus to the study of the problem. Experiments in the local production of food yeast are being carried out.

BRITISH HONDURAS

In matters of nutrition the continued co-operation of the departments of public health, agriculture and education is secured by their representation on the Social Welfare Committee. The increased production of meat, milk, poultry, eggs and fresh vegetables is the aim of the food production scheme for which a Colonial Development and Welfare grant of £35,000 has been approved. (See statement under recommendation 21 (d).)

JAMAICA

War conditions have prevented any considerable attention to nutrition, but certain developments, in particular the extension of 4-H Club work and the food production campaign, have paved the way to increased production of desirable foods.

Nutrition policy was discussed with Dr. Platt during his recent visit.

LEeward ISLANDS

A federal Nutrition Committee has been appointed to formulate a nutrition policy, on which Dr. Platt's advice was sought during his recent visit. Agricultural schemes now being undertaken provide *inter alia* for the greater production of foodstuffs of high nutritional value, and plans are also being made for the better organisation of supplies for school feeding. In this connection a unit has been designed for Antigua for processing certain foodstuffs.

TRINIDAD

A "Grow More Food" campaign has been organised by the Department of Agriculture and the Food Controller's Department. The extension of land settlement schemes where mixed farming was encouraged, classes in cooking organised by the Women's Voluntary Services and intensive cultivation of house allotments have had considerable success.

The presence of large numbers of armed forces from the United States and of overseas contractors in connection with the construction of Bases together with the migration of labour from the neighbouring islands to Trinidad all complicated the question of food supply. Fresh vegetables were generally available. Fish was scarce but under the guidance of the Director of Fisheries of the Development and Welfare Organisation and the Food Controller, fish stations were established along the northern and eastern coasts of the island. Eggs were scarce and so was poultry. The difficulty in rearing poultry was due to the scarcity of feed. Although poultry was not available for sale most people in rural areas, and in the towns also, kept ducks and chickens sufficient to meet their own needs. Meat also was scarce as the supply of bovines from Venezuela often failed and the local supply was not adequate. The supply of fresh milk was inadequate, but dried and other milk products were generally available from time to time.

In short, the local production of food supplies has increased and it is hoped that this increase will be maintained.

A woman Nutrition Officer, whose duties will include the secretaryship of the Nutrition Committee, has recently been appointed. A number of proposals arising out of discussions with Dr. Platt are under consideration.

WINDWARD ISLANDS

Every effort has been made in the Windward Islands to increase the output of food supplies, and the question of the provision of better dietaries for the general population is one that has received considerable attention from the departments concerned. There are relatively few clinical manifestations of malnutrition in the Windward Islands, as nutritious agricultural products grown locally form part of the normal dietary of the population of the Islands. The arrangements which have been made for the provision of school meals for necessitous children have been described in the statement on recommendation 7 (k). Nutrition Committees have been established in all the Islands of the Group.

Under the title "Dietaries of the poor in Kingstown," the St. Vincent Government has published a study made by the Senior Medical Officer of the information on food consumption obtained in the course of an investigation into the cost of living. "A useful publication entitled "West Indian Foods" has been produced in Grenada, where also the subject matter of a pamphlet on "Infant Feeding in the Tropics," published in British Guiana, was prepared.

Recommendation 8 (i)

"That increased attention should be paid to the training of nurses by such methods as the appointment of Sister Tutors and the centralisation of training institutions."

Action

The central general hospitals of the larger colonies now have Sister Tutors. Under a Development and Welfare scheme the London County Council hospitals have undertaken to accept eighteen West Indian women a year for the full four years' course of training and the first lot of seven carefully selected candidates have recently arrived in the United Kingdom. Proposals for improving the training of nurses and the standards of nursing in the West Indies are under consideration by the Rushcliffe Committee on Colonial Nursing.

BARBADOS

A Sister Tutor has been appointed to the General Hospital.

A grant under the Colonial Development and Welfare Act for the establishment of a centralised training institution for midwives has been made.

BRITISH GUIANA

A Sister Tutor, appointed under a Colonial Development and Welfare scheme, has recently arrived in the colony and taken up her duties. Centralisation of training centres, however, has not been achieved as yet.

BRITISH HONDURAS

The training of nurses in Belize has been entirely re-organised, and conditions of service much improved to attract better-educated recruits to the service. An application has been made for a grant to enable selected nurses from the Belize Hospital staff to receive post-graduate training in London. For the first two candidates training has been requested as Sister Tutor and Dietitian respectively.

SECTION 2

(iii) HOUSING

Recommendation 9 (a)

"We recommend:—

(a) generally, that, where they do not exist, powers should be taken to control the siting of new housing and that this control should be exercised with regard to considerations of health, sanitation and water-supply; and that great care should be taken to maintain a balance between rural and urban housing."

Action

Legislation.—The Comptroller has circulated to the West Indian Governments suggestions for legislation to deal with compulsory land acquisition, town and country planning, and housing and slum clearance. When the necessary legislation has been passed and when sufficient staff is available to give effect to the legislation, the necessary control over land usage, land acquisition and slum clearance will be provided.

Balance between rural and urban housing.—A memorandum on Housing in the West Indies has been prepared in the Comptroller's office and was published early in 1945. This memorandum stresses the importance of the improvement of rural housing in order to check the drift to the towns.

Compensation for slum clearance.—The memorandum mentioned above sets out the special circumstances in which compensation or *ex-gratia* payments should be considered.

BARBADOS

The comprehensive Housing and Town Planning Bill referred to in the statement under recommendation 8(g) provides for the siting of new housing and controls health, sanitation and water supply in regard to housing generally. The importance of maintaining the balance between rural and urban housing is appreciated.

BRITISH GUIANA

Powers to control the siting of new housing already exist and are exercised by the Central Board of Health. The Mayor and Town Council of Georgetown and the Mayor and Town Council of New Amsterdam exercise the necessary powers within the City of Georgetown and the town of New Amsterdam under the Public Health Ordinance, 1934. Maintaining a balance between rural and urban housing has presented some difficulty because of war conditions which have brought acute scarcity of building materials. Local lumber is equally in short supply due to the lack of saw-milling and haulage equipment. A Bill is being drafted to provide for the establishment of a Central Housing and Town Planning Authority on the lines recommended by the Comptroller.

BRITISH HONDURAS

A committee has been appointed under the Chairmanship of the Attorney-General to advise on the whole question of urban housing, including town-planning, the control of siting and questions of rating. In this connection visits by the Town Planning Adviser to the Comptroller and by a consulting engineer to advise on the water-supply, drainage and sanitation of Belize will be arranged.

JAMAICA

It is hoped shortly to make an appointment of a Sister Tutor at the Kingston Public General Hospital, for which a grant under the Colonial Development and Welfare Act has been approved, and the establishment of a Nurses Training Centre in Kingston, in connection with the long-range programme of hospital erection, is proposed.

LEEWARD ISLANDS

A Sister Tutor has been appointed at the Holberton Hospital, Antigua, and an additional Nursing Sister at the Cunningham Hospital, St. Kitts, particularly with a view to giving more attention to the training of nurses. Training of nurses in public health has been undertaken by the District Matron of Nevis.

TRINIDAD

Sister Tutors were appointed to both training centres at Port of Spain and San Fernando Colonial Hospitals. One resigned on marriage and it has not been possible to replace her but the work of training is being shared by the rest of the staff. Hostel accommodation for the entire staff of both institutions is well on its way to completion. When the entire nursing staff is in residence the question of training nurses will be a matter that should not offer the difficulties experienced at present. The long-range policy of the Medical Department in this respect is to provide sufficient staff to enable a certain number of nurses to be withdrawn from hospital duties for intensive training, as it has been felt that training during duty hours does not give the best results.

Regarding District and Child Welfare Nursing, the minimum qualification required by the Department is the certificate for Health Visitors of the Royal Sanitary Institute. The Medical Department has recently been obliged to absorb Child Welfare Nurses not holding this certificate, but every encouragement is given to these nurses to obtain the necessary certificate in the course of their service. Similarly, District Nurses who serve as Health Visitors are being brought back to the principal training centre (Stephens Clinic) of the Child Welfare League for refresher courses in Child Welfare Work. By this means it is hoped that uniformity will be attained and the two branches of district work will eventually merge into one.

WINDWARD ISLANDS

Three nurses from Grenada have recently proceeded to the United Kingdom for training, and it is hoped that on their return they will introduce higher standards of nursing into local hospitals—and one nurse from *St. Vincent* has also proceeded to the United Kingdom. It is expected that nurses from other Colonies will proceed for similar training in the future. In *St. Lucia* the appointment of a new Health Sister is contemplated and part of her duties will be to train and supervise District Nurses.

JAMAICA

Legislation to control the siting of new housing throughout the whole Colony is in the course of preparation; the maintenance of a balance between urban and rural housing is an accepted policy.

LEEWARD ISLANDS

Government has under consideration in consultation with the Town Planning Adviser to the Comptroller legislation to control the siting of new housing. In the Presidency of St. Kitts-Nevis an Ordinance has been passed (No. 1 of 1943) to provide for the control of new building.

TRINIDAD

Powers exist under the Public Health Ordinance, Ch. 12 No. 4, and the Slum Clearance and Housing Ordinance and the Town and Regional Planning Ordinance, 1938, Ch. 37 Nos. 2 and 3 to control the siting of new housing.

WINDWARD ISLANDS

A comprehensive housing survey has been carried out in *St. Vincent*, and the question is under consideration at present in *Grenada*. A rough survey of general housing conditions has been made in *Dominica*, and a report on town and country problems in *St. Lucia* has been prepared by the Town Planning Adviser to the Comptroller.

Draft Housing and Planning legislation on the lines of that recently introduced in Trinidad, and suitable for adaptation to conditions in the Windward Islands, has been circulated to all four islands in the group. An essential preliminary, however, to the adoption of any rehousing scheme in *St. Vincent* and *Dominica* and *St. Lucia* is the passage of legislation ensuring that the future development of the land in accordance with a properly planned scheme is not prevented by speculation or uncontrolled building operations. Lands Acquisition Ordinances are on the Statute books of each Colony but difficulty has been experienced in connection with compensation for land so acquired as the Ordinances prescribe that the value of the land at the present time has to be taken into account. The present value of land in certain of the Windward Islands is highly inflated owing partly to the knowledge that certain areas will be required for development purposes. Permission has now been obtained for legislation to be enacted to provide that a "ceiling value" is fixed on the basis of the 1939 value plus a percentage, representing the fall in money values and rise in prices since 1939, to be settled by the Governor-in-Council or by the Legislature. Legislation on these lines is under consideration by all four islands; but its introduction has been delayed and complicated in *St. Vincent* and *Dominica* by the fact that the acquisition of suitable areas for rehousing and development purposes are already the subject of negotiation.

The present position with regard to legislation is as follows. In *Grenada* there is a Town Planning Ordinance (No. 25 of 1935, as amended by No. 11 of 1937) under which bylaws applicable to various rural districts have been made. There is also a Land Acquisition Ordinance with the appropriate regulations. In *St. Lucia* and *St. Vincent* similar legislation is in force. In *Dominica* legal powers exist to control the siting of new housing. These powers are vested in the municipality of Roseau in the area of the capital, and in town and village boards, where they exist. In other areas control is exercised by the Board of Health.

Recommendation 9 (b)

"For urban housing, that powers should be taken, where they do not already exist, to condemn and clear bad slum housing, no compensation being paid except in cases of proved and extreme hardship and then only under rigid

safeguards; that legislation and procedure should follow those of the United Kingdom, unless it is certain that United Kingdom provisions are inappropriate; that West Indian Governments should have easily applied powers for the compulsory acquisition of land for housing."

Action

See also the statement under recommendation 9 (a) above.

BARBADOS

Legislation exists at present (Bridgetown Housing Act, 1936) which provides power to condemn and clear bad slum housing in the city of Bridgetown without compensation. The legislation to be introduced, mentioned under (a), provides similar powers for all areas in the Colony. Adequate power exists under the Compulsory Powers (Land) Act, 1888, for the compulsory acquisition of land for housing.

BRITISH GUIANA

No slum clearance legislation exists in the Colony, but powers do exist whereby proprietors of insanitary structures may be ordered to demolish them. It is not possible at present to enforce the provisions of the law because of the scarcity of houses and the absence of building material of all kinds, especially hardware. A survey of housing and living conditions in the towns of Georgetown and of New Amsterdam is now being undertaken on lines recommended by the Comptroller.

BRITISH HONDURAS

Powers for the clearing of slum houses were taken in the new Public Health Ordinance, 1942. The extension of the Government's powers of compulsory land-acquisition to cover the acquisition of land for housing is under consideration.

JAMAICA

The legislation recommended is provided by Law 40 of 1939.

LEEWARD ISLANDS

The question of legislation is at present under the consideration of Government in consultation with the Town Planning Adviser to the Comptroller.

TRINIDAD

Slum clearance and the improvement of housing conditions in urban areas fall within the scope of the functions of the Planning and Housing Commission, a statutory body constituted under the authority of the Slum Clearance and Housing Ordinance, Ch. 37 No. 2. The Commission, which has been actively functioning since 1940, has been unable until recently to proceed with any large scale schemes for slum clearance in Port of Spain and San Fernando owing to the prohibitive cost of acquiring the necessary sites and the difficulty of closing or demolishing unsatisfactory buildings in the face of an acute shortage of housing accommodation which has been aggravated by the influx of labour in search of employment on the United States Bases. The Commission has been able, however, to acquire suitable suburban areas at Morvant and St. James, near Port of Spain, and at Mon Repos, near San Fernando, on which the erection of a substantial number of workers' homes has been completed. It is proposed to proceed with building developments of a similar nature as soon as the reclamation of the Laventille area has been completed and a suitable site allocated to the Commission for this purpose.

Houses erected by the Planning Commission in urban or suburban areas are rented to working class tenants on a subsidy basis governed by the Second

Schedule to the Slum Clearance and Housing Ordinance Ch. 37 No. 2. The question of tenant ownership on the hire-purchase system was considered but rejected on the grounds that ownership might pass from the tenant to other private interests with the result that the working class tenants would eventually be made to pay higher rentals than the subsidised rentals fixed by the Commission. For this reason it was decided that ownership of such houses should remain in the Commission.

Recently, amending legislation has been enacted to provide for the establishment of a Committee of the Planning and Housing Commission known as the Slum Clearance Committee with plenary powers to deal with slum clearance in Port of Spain and San Fernando on a basis of urgency and substantial sections of these towns have already been selected for slum clearance.

WINDWARD ISLANDS

In *Grenada* it is hoped that a housing survey will be carried out in the near future. The Town Planning Adviser to the Comptroller has recently visited *Grenada* and given advice. In *St. Vincent* a housing survey of the whole Colony except *Kingstown* was undertaken and the results published in 1942. In 1944 a survey of *Kingstown* was undertaken at the request of the Town Planning Adviser. As a result of the latter survey, specific proposals for slum clearance in *Kingstown* are now under consideration. A Town Planning Committee has been appointed and all relevant questions have been discussed with the Town Planning Adviser present on two occasions. In *St. Lucia* a scheme for providing about 45 cottages on a vacant lot of land at *Castries* was submitted, but in its present form the scheme is not acceptable to the Comptroller. Recommendations have been made for the slum clearance and re-housing of *Castries* by the Town Planning Adviser to the Comptroller.

Recommendation 9 (c)

"For rural housing, that in the case of estate housing, estates should provide the land, including vegetable plots, and give reasonable security of tenure, and the houses should be built under approved schemes financed by Government at low rates of interest, rent being charged against a corresponding increase in wages in those cases where, as is usual, rent is now only nominal. As between ranges and separate cottages, while on general grounds we prefer cottages, ranges are suitable for unmarried men and small ranges limited to four dwellings might be permitted for families where there are strong health or other reasons for this course. A survey of estate housing should be made and where possible peasant housing should be included in it; and demolition of peasants' houses not ordered unless either the peasant can afford to replace or Government is prepared to help with rebuilding."

Action

The Comptroller's memorandum on housing in the West Indies states, with reference to estate housing, that the aim of policy should be towards the provision of non-tied housing for estate labour. The memorandum suggests in brief that the housing of estate labour should be tackled whenever possible in one of the following ways:—

- (i) the estate to make available land for housing, either free on long lease or by sale to the Colonial Government; the labourer is then assisted by the Colonial Government to provide a house for himself on this land.
- (ii) the Colonial Government to issue loans at low rates of interest to estate owners to enable them to repair such housing as they already provide for their labour.

It is recognised that the special circumstances of British Guiana may require special treatment.

Question of estate housing does not arise in certain Colonies where large plantations run by hired labour do not exist. The general position as regards housing in those Colonies is set out in the statement under recommendation 9 (a) above. The following steps have been taken in the other Colonies.

BARBADOS

Most estate owners in Barbados rent land consisting of house sites and in some cases vegetable plots to persons working on their estates. Estate owners are not generally prepared to let land on lease or long agreement to their tenants. A scheme of assistance by way of subsidies and loans to enable householders to repair their premises is considered preferable to extensive building schemes undertaken by the Government. It is hoped that the Housing and Town Planning Authority, when established, will find means to give effect to the recommendations contained in the Housing Committee's report (see in this connection the statement on recommendation 8 (g)) for the establishment of model villages which would provide accommodation for estate workers on reasonable conditions of tenure with facilities for vegetable plots, recreation grounds and community centres.

BRITISH GUIANA

In accordance with the recommendations of a Rural Housing Committee which was appointed in February, 1943, an application for funds for housing development in the Essequibo Islands and on the Essequibo Coast has been submitted on the lines recommended by the Comptroller for Development and Welfare. As regards housing on sugar estates proposals have now been submitted by the Sugar Producers' Association for the establishment of building areas for re-housing a part of the estate population. House lots in these areas will be leased to estate workers who will build their own houses on terms similar to those recommended by the Comptroller. The first layout of such an area has been approved by the Central Board of Health.

JAMAICA

A small start has been made with estate housing and there are plans for a comprehensive scheme which it is hoped will qualify for assistance under the Colonial Development and Welfare Act, 1939; a survey of estate and peasant housing is intended at an early date when the service of technical staff at present engaged on urgent schemes of re-housing can be made available.

TRINIDAD

As a result of a recent survey suitable sites have been selected within the Sugar Belt for the establishment of new rural settlements. On these sites suitable building areas will be laid out for which roads, water supply, drainage and sanitation will be provided by and at the expense of the Government. Negotiations are in progress with the Sugar Companies who own the selected sites, and two of these have already offered to surrender land to Government free of charge for the purpose.

Lots of not less than $\frac{1}{4}$ acre and not more than one acre will be leased at a small rental to prospective tenants for building and cultivation and the form of lease will contain appropriate covenants as to the type of house which will be in accordance with a standard to be approved by the Housing Commission. Plans of various types of houses prepared by the Commission will be placed free of charge at the disposal of persons wishing to erect their own houses. Government would undertake to arrange for building material to be made available at minimum cost to tenants desirous of building and would assist

them by means of skilled building instruction and supervision and by loan of the requisite tools. If necessary, arrangements will also be made by Government for such tenants to obtain loans at a reasonable rate of interest through recognised building societies or, if possible, through agricultural co-operative societies.

Recommendation 9 (d)

"That, since the large programme recommended will require supervision by persons with qualifications not available in the West Indies, the following appointments should be made to the staff of the Comptroller of the West Indian Welfare Fund :—

- (1) (temporary) an expert to organise enquiry into methods of building and types of houses ;
- (2) a permanent advisory officer with wide knowledge of town planning ;
- (3) an officer in charge of the actual building having initiative, drive, and experience of large-scale building in the United Kingdom."

Action

Mr. R. Gardner-Medwin, A.R.I.B.A., A.M.T.P.I., was appointed as Town Planning Adviser to the Comptroller early in 1944. Four Assistant Architects have been appointed to his staff.

One of these is undertaking a special study into building methods and into the use of local materials, as contemplated by recommendation (d) (1) above.

As regards recommendation (d) 3, the execution of development and welfare schemes is the responsibility of the Colonial Government concerned, and it is considered advisable to make use of the Public Works Departments, and Housing Authorities (where such exist), for the execution of housing schemes. In many cases the staffs of these Departments are inadequate for the large programmes which are to be undertaken under the Act, and grants have been approved to permit of the appointment of additional engineers and clerks of works to certain of the West Indian Colonies. The services of the Engineering and Town Planning Advisers to the Comptroller are also available in an advisory capacity in connection with building schemes.

SECTION 2

(iv) LABOUR AND TRADE UNIONS

Recommendation 10 (a)

" We recommend :—

(a) as regards Trade Unionism, the enactment, where they are not already in force, of laws to protect Unions from actions for damages consequent on strikes, the legalisation of peaceful picketing (pickets being given access in reasonable numbers to workers both at the gates of the factories and at their homes), the compulsory registration of Trade Unions and audit of their funds (the latter duty could reasonably be undertaken free of charge by Governments."

Action

In all the Colonies concerned effective trade union legislation is now in operation. With few exceptions that legislation contains the provisions recommended by the Royal Commission. Where it is deficient in that respect the Governments concerned have been asked to take an early opportunity to review their legislation.

The Royal Commission's suggestion that the audit of Trade Union funds could reasonably be undertaken free of charge by Governments has not yet been adopted by all British West Indian Governments. But in British Guiana a moiety of the scale of auditors' fees laid down by law is paid by Government. In the Leeward Islands the audit of Trade Union accounts is undertaken by paid auditors appointed by the Registrar. A Committee on Industrial Relations in Jamaica, whose interim report is now under consideration, has proposed that the audit of the Trade Union funds should be undertaken free of charge. In Trinidad the Government assists in the cost of the audit of Trade Union funds.

Recommendation 10 (b)

" To cover the period before Trade Unions are developed to the point at which they can play a decisive part in the regulation of wages and conditions of employment, action by Governments in this direction through the medium of Labour Departments or Officers. These organisations should be assisted by Advisory Boards representative of employers and employed with an impartial Chairman."

Action

BARBADOS

Through the instrumentality of the Labour Department several groups of workers have been brought into contact with their employers across the conference table and amicable agreements have been arrived at as a consequence.

The Labour Department was inaugurated in February, 1940, and for three years was assisted by an Advisory Body. The principal functions of this body were to review, confirm or refer back agreements arrived at by voluntary joint negotiations. On the passing of the Wages Boards Act those functions devolved upon the Governor-in-Executive Committee and the Advisory Body was dissolved.

BRITISH GUIANA

The Labour Department has taken action in regard to the regulation of wages and conditions of employment in several industries, and continues to

do so, at the same time helping the Trade Unions to play some part in the matter. In view of the present stage of development reached by Trade Unions here, and the formation of a representative Trade Union Council, the appointment of an Advisory Board is not considered appropriate in this Colony—see also statement under recommendation 10 (e).

BRITISH HONDURAS

A Labour Officer has been appointed, and a Labour Advisory Board has been constituted under the chairmanship of the Attorney-General. On the Board are two representative employers and two representative members of local Trade Unions.

JAMAICA

A Labour Department was established in 1939 and its officers regularly assist in the settlement of disputes on wages and conditions of employment. A Labour Advisory Board was formerly in existence, but, on the establishment of the Industrial Relations Committee, the membership of which was fully representative of both workers' and employers' organisations and the Chairman of which was a judge of the Supreme Court, its operations were suspended, pending consideration of the report of the Committee. The Committee has already presented an interim report and will shortly complete its final report. It is then intended that a Labour Advisory Board should be reconstituted.

LEEWARD ISLANDS

In Antigua and St. Kitts, trade unions may be said to be approaching the stage at which they will be able to play an effective part in the regulation of wages. In Montserrat, no Trade Union exists, but Government is making use of a Wages Board to recommend the minimum wages that should be paid to the largest element of the labouring classes, namely, the agricultural wage earners in the cotton industry.

An Advisory Labour Board is functioning to good purpose in Antigua. It is proposed to appoint a similar Board in St. Kitts.

TRINIDAD

Trade Unions were already playing an important part in the regulation of wages and conditions of employment, and as negotiating machinery and collective bargaining had been introduced and was developing fairly satisfactorily the need for the proposed Advisory Boards did not arise.

WINDWARD ISLANDS

Departments of Labour exist in all Colonies except for the moment *Dominica*, and one of their functions is to supervise and review the conditions of the various forms of employment of workers, and to ensure the enforcement of laws affecting labour. In *Grenada*, *St. Lucia* and *St. Vincent*, Labour Advisory Boards have been established and are representative of both employers and employed. In *Dominica ad hoc* Advisory Boards have been appointed to consider the wages paid in the main avenues of employment.

Recommendation 10 (c)

"That the staff of the Comptroller of the West Indian Welfare Fund should include a Labour Adviser who should maintain close liaison with the Labour Officers and Departments in all the West Indian Colonies."

Action

Mr. F. A. Norman, O.B.E., was appointed Labour Adviser to the Comptroller in 1941. He retired on grounds of age in 1944, his place being taken by Mr. A. G. V. Lindon. Both officers have maintained close contact with Labour Officers and Departments in the West Indian Colonies.

Recommendation 10 (d)

"That a Labour Department should be established within the Colonial Office, and a Labour Advisory Committee appointed composed of persons with expert knowledge of labour and colonial questions."

Action

Labour matters in the Colonial Office are dealt with by the Labour Section of the Social Service Department and there is a Labour Adviser to the Secretary of State. A Labour Advisory Committee to the Secretary of State was appointed in April 1942.

Recommendation 10 (e)

"That Wages Boards should be created in any colonies in which they do not already exist. The enactment of satisfactory legislation providing for the establishment of such Boards should be a condition of the participation of any colony in the arrangements proposed below for the assistance of the sugar industry, and the allocation of shares in these benefits to individual concerns should depend on the full execution of the decisions of the Wages Boards. Differences arising in industries not covered by Wages Boards should be handled by the staff of the Labour Departments or by arbitration panels. An Industrial Court should be established for the West Indies as a whole."

Action

As regards proposed establishment of an Industrial Court for the West Indies as a whole, this recommendation was considered at a Conference of West Indian Labour Officers in 1942. The Conference doubted whether the time was ripe for the institution of an Industrial Court, but suggested that the Comptroller's Labour Adviser might be invited to arbitrate in labour disputes when necessary. The Governments of the West Indian Colonies endorsed this view, and the Labour Adviser has in fact so functioned with success.

As regards Wages Boards, the position in the separate Colonies is set out below. The question of special assistance to the sugar industry referred to has not arisen under war-time conditions—see statement under Section 3, recommendations 12-17.

BARBADOES

A Wages Boards Act was passed in 1943 and is at present being made use of to determine the minimum wages and conditions of work in the agricultural industry.

Other differences that have arisen in industries have been settled by voluntary conciliation boards wherever possible or, when this means of approach has not been suitable, by arbitration.

BRITISH GUIANA

Permanent Wage Boards have not been established, but machinery exists under the Labour Ordinance, 1942, for the appointment of Advisory Committees, with representatives of employers and workers, to investigate conditions of employment and to recommend minimum rates of wages. In practice, this procedure is not called into operation until a dispute arises which cannot be settled by methods of conciliation. The settlement of disputes by collective bargaining, involving only the bringing together of the representatives of the employers and workers under the Chairmanship of the Commissioner of Labour, has been strongly encouraged, with good results.

As regards the sugar industry, by agreement between the parties a trade union for sugar estate workers has been recognised. This agreement contains all that is necessary for the settlement by negotiation of any question that can arise.

BRITISH HONDURAS

No standing Wages Board exists in the Colony and legislation to create such Boards is not contemplated at present. Machinery exists, under the Trades Disputes Ordinance, 1939, for the settlement of disputes by arbitration and the appointment of Boards of Inquiry. It is also one of the functions of the Labour Advisory Board to advise the Governor whenever action is required under the Minimum Wage Ordinance, 1940.

JAMAICA

Under the Minimum Wage Law (Law 31 of 1938) an Advisory Board for the sugar industry was established and minimum rates fixed for the sugar industry. Differences and disputes in industries not covered by Wages Boards are regularly handled by the staff of the Labour Department and recently three new Minimum Wage Boards covering respectively the baking trade (embracing in addition the biscuit industry, the making of confectionery and the catering trade), the alcoholic and non-alcoholic beverage trade and the printing trade have been established.

LEEWARD ISLANDS

Wages Boards are only used (i) where there is no effective organisation of workers to enable collective bargaining to take place, or (ii) when collective bargaining has failed. The existing legislation empowering the Governor in Council to appoint such Boards is adequate.

Differences in industries in which the organisation of the workers is weak or does not exist are handled by the Department of Labour.

TRINIDAD

The Joint Sugar Board was already functioning when the Royal Commission reported, and differences arising in other industries were being handled by the Industrial Adviser.

WINDWARD ISLANDS.

In *Grenada* the Labour Ordinance, 1940, provides for the establishment of a Board to advise upon all questions connected with labour, including wages and conditions of work generally, in any industry or occupation. Under the powers conferred by this Ordinance a minimum wage has been fixed for agricultural workers; differences arising in other industries are handled by the Labour Department. In *St. Vincent* no Wages Board exists at present, but the Labour Advisory Board advises Government on matters regarding wages of all classes of workers, including agricultural workers. Similarly in *St. Lucia*, which is not industrialised, it is not considered necessary to create a Wages Board and the Labour Advisory Board meets the case satisfactorily. In *Dominica ad hoc* advisory boards have been appointed to consider the wages paid in the main avenues of employment.

Recommendation 10 (f)

"That West Indian Governments should set an example in labour matters by forming Whitley Councils for civil services; and the principle should be extended to subordinate staff and to teachers."

Action

All the Governments concerned accept the principle of the desirability of forming Whitley Councils for their civil services. It should be explained that the system of Whitley Councils in the West Indies has adapted to local circumstance the system of consultation and negotiation which is understood by Whitleyism in this country. Some modification, particularly as regards the machinery of negotiation, has been necessary.

In British Guiana, Jamaica, the Leeward Islands and Trinidad, Whitley Councils for the civil service have been established and the question of extending the system to teachers will be considered in the light of the experience gained in their working. In Trinidad the Government has already recognised teachers' organisations as bargaining agencies.

In the Windward Islands, approval has been given in principle to the appointment of a Whitley Council for the civil service in the four Colonies, and one has already been established in St. Vincent.

In Barbados and British Honduras there are local Civil Service Associations. Proposals for the formation of a Whitley Council in British Honduras are at present under discussion with that Association. In Barbados the Government view with favour the formation of Whitley Councils, and the matter will be further considered as soon as the recently-established Civil Service Association has gained sufficient experience.

Recommendation 10 (g)

"That the Governments of the larger colonies should examine carefully the possibility of establishing some arrangement for unemployment insurance in the case of those undertakings which are organised on a system of regular employment and with exemptions for those industries where, owing to the intermittent character of employment, a scheme based on that obtaining in Great Britain would be impracticable."

Action

The Conference of Labour Officers held in Trinidad in 1942 considered that the time was not ripe for introducing unemployment insurance in the British West Indies. The question is however being further examined by a Trinidad Committee appointed by the Colonial Government at the end of 1943 to examine the possibilities. The Committee has since been employed in ascertaining collective information and statistics, but is not yet in a position to report.

The other Colonies concerned are awaiting the conclusions of the Trinidad Committee since its conclusions should show to what extent, if at all, it is possible to introduce unemployment insurance at the present time in any part of the area.

Recommendation 10 (h)

"That adequate factory inspection should be undertaken and factory legislation should be closely co-ordinated with the laws and regulations relating to public health. In the larger territories a Medical Inspector should be seconded to the Labour Department and everywhere the closest co-operation should be maintained between the medical and social welfare authorities and that Department."

Action

BARBADOS

Factory inspection is undertaken by the staff of the Labour Department. A Factory Act has been drafted by the Labour Commissioner and is now

awaiting consideration by the Legislature. Under this Act factory requirements would be co-ordinated with those of public health.

BRITISH GUIANA

Factory inspection is undertaken so far as is possible with the limited staff available, and within the limitations of their experience. A Factories Bill and Regulations have been drafted, considered and reported upon by a committee representing employers and workers (of which the Commissioner of Labour was Chairman) and the measure is at present before the Attorney General for legal drafting. It is not thought, at this stage, that it is necessary to appoint a medical inspector or to second one to the Department of Labour. An endeavour is however made to maintain close touch with the Medical Department in matters pertaining to the health of workers.

BRITISH HONDURAS.

Among recent enactments are the Factories Ordinance, No. 9 of 1942, and the Shops (Regulation) Ordinance, No. 18 of 1943.

JAMAICA

Adequate factory inspection is provided by the Labour Department and amendments to the regulations made under the Factories Law to ensure close co-operation with the Medical authorities are receiving consideration; the Labour Department maintains close contact with the Secretary for Social Welfare Services.

LEEWARD ISLANDS

No factory legislation exists. The enactment of such legislation has been unavoidably postponed on account of pressure of other work in the Legal and Labour Departments. Arrangements are under consideration for securing expert advice in 1945 before proceeding with detailed proposals.

Factory inspection has been undertaken as a part of ordinary labour inspection by the officers of the Department of Labour, but until suitable legislation has been passed, improvements will be slight.

TRINIDAD

For some years before the Royal Commission reported, a small but effective factory inspectorate had been at work in the Colony, and in 1939 the Factories and Workshops Committee recommended the development of that inspectorate and an expansion of the law on the subject. In 1941 a Factory Inspector was seconded from the Home Service and the Factory Committee recently submitted a comprehensive draft Bill on factory and workshop legislation which is now receiving consideration.

WINDWARD ISLANDS

In *St. Vincent*, legislation has been enacted for the registration and supervision of factories and for the safety of workers employed. Similar legislation has been enacted in *St. Lucia* and *Dominica*; while in *Grenada*, the introduction of factory legislation is under consideration.

Recommendation 10 (i)

"That West Indian Governments should consider carefully the possibility of adopting schemes of Workmen's Compensation based on the system in operation in Ontario since 1915 and subsequently adopted in other Canadian Provinces. This is compulsory and covers manual and non-manual workers in public and private undertakings. Exclusive administrative authority is vested in a Board of three members nominated by Government. The arrangement may be one of collective liability, under which the contributions of all

employers, assessed by the Board, are paid into an Accident Fund; or of individual liability, in which case the employer concerned may be required to deposit adequate security with the Board, or to insure his liability. The advantages of this system are speed and certainty in operation, the elimination of litigation with its consequences of delay and expense, and the existence of an authority (the Board) which is well placed to undertake preventive work and propaganda. Whether one Board be set up for the West Indies, or Boards for individual Colonies or groups of Colonies, is a matter for consideration. In any event, the Labour Officer in each territory could act as agent of the Board concerned in dealing with claims."

Action

The possibility of adopting a scheme of workmen's compensation based on the Ontario system has been considered by the Labour Officers of the West Indies in conference and by the governments of the various territories. In spite of the advantages of the system to which the Royal Commission drew attention, it is considered that the system calls for more administrative machinery than can at present suitably be provided by the West Indian Colonial Governments. Moreover the Ontario law expressly excludes farm labourers from the scope of its operation. Legislation establishing the principle of an employer's liability for accidents to his workmen has however been enacted in all the British West Indian Colonies. Agricultural workers have been brought within the scope of the present laws in Barbados, Trinidad, Leeward Islands and the Windward Islands.

Recommendation 10 (j)

"That the Government of each Colony should be invited to take early steps, in consultation with the sugar producers, with a view to the imposition of welfare levies at the rate of 2s. per ton of sugar produced, to finance welfare schemes similar in their main principles to those organised in Great Britain by the Miners' Welfare Committee."

Action

Owing to the general conditions affecting the sugar industry in war time, which are referred to in the statement in Section 3 (recommendations 12-17) it has not been possible to take any steps as yet to carry out this recommendation.

In Jamaica the recommendation has been referred to the Commission appointed to enquire into the sugar industry.

SECTION 2

(v) OTHER SOCIAL NEEDS AND SERVICES

Recommendation 11 (a)

"That each Government should appoint a Social Welfare Officer and form a Social Welfare Committee of representatives of each Department concerned, however indirectly, in the evolution of a programme of social welfare; that a social welfare expert should be a member of the staff of the Comptroller of the West Indian Welfare Fund, and that the appropriate members of the staff of the Comptroller should form themselves into a Social Welfare Committee which would be the central counterpart of the local Committees."

Action

The first part of this recommendation has been generally accepted. Social welfare committees and social welfare officers have been appointed (or their appointment approved as soon as suitable officers are available) throughout the area. In a number of instances subsidiary staff have also been appointed. The details of appointments in each Colony are set out below.

Professor T. S. Simey was appointed as Social Welfare Adviser to the Comptroller in 1941. On his return to Liverpool University in 1945, he was succeeded by Miss D. Ibberson.

Close day-to-day contact has been maintained between the various Advisers on the Comptroller's staff and it has been found unnecessary to establish a formal Social Welfare Committee in the Comptroller's office.

BARBADOS

A Social Welfare Committee was appointed in 1940 under the chairmanship of the Colonial Secretary, and reconstituted in 1943 with more widely representative membership.

A Social Welfare Officer and an Assistant Social Welfare Officer were appointed in October, 1943.

In 1943, a company was formed in Barbados under the title of Barbados Welfare Limited, the objects of which are to provide by voluntary subscription, supplemented by grants under the Colonial Development and Welfare Act, funds for the purpose of organising and assisting in the finance and development of voluntary bodies engaged in social services and the development on a co-operative basis of minor and cottage industries, such as tomato canning, the manufacture of pottery and the preparation of salt by evaporation. The Assistant Social Welfare Officer is at present acting as Manager of Barbados Welfare Limited.

BRITISH GUIANA

The Commissioner of Local Government has undertaken the responsibilities of social welfare and an Advisory Social Welfare Committee has been established on which is represented the Education and Medical Departments, as well as several organisations carrying on social services in the Colony.

BRITISH HONDURAS

A Social Welfare Officer has been appointed and a standing Social Welfare Committee constituted.

JAMAICA

A Secretary for Social Welfare Services has been appointed to the Secretariat and co-ordinates the welfare activities of official and non-official bodies. Considerable assistance has been given to the existing voluntary organisation, Jamaica Welfare Limited, by a grant under the Colonial Development and Welfare Act.

LEEWARD ISLANDS

Social Welfare Officers have been appointed in Antigua and St. Kitts-Nevis. One for St. Kitts-Nevis has already been trained and has taken up work. One for Antigua and a second for St. Kitts-Nevis are still undergoing training.

TRINIDAD

Miss D. Ibberson assumed duty as Social Welfare Officer in the Colony on September 12th, 1943. On her appointment to succeed Professor Simey as Social Welfare Adviser to the Comptroller in 1945, Miss J. Burham has been appointed to succeed her in Trinidad, and has taken up her duties. Social welfare committees consisting of heads of social services departments and members of the public have been set up in Trinidad and in Tobago and are functioning satisfactorily. A programme for the development of social welfare work in the Colony has been approved by these committees, by the Legislature, and by the Secretary of State.

WINDWARD ISLANDS

Progress with regard to Social Welfare in the Windward Islands has been limited to the provision of all the basic administrative staffs necessary for the planning and organisation of welfare services in the Islands; now that Social Welfare Officers have been appointed to *St. Vincent and Dominica* and the appointment of a Social Welfare Adviser for the Windward Islands is imminent, practical developments can be expected to follow quickly. Much useful advice has been rendered by the Social Welfare Adviser to the Comptroller, who has furnished reports on *Grenada, St. Vincent and St. Lucia*. In *Grenada* a grant has been made from Colonial Development and Welfare funds to cover the cost of the appointment of a Social Welfare Officer for a period of five years. It is hoped that a suitable candidate for the post will be found in the near future. In *St. Vincent* a similar grant has been made from Colonial Development and Welfare funds and a Social Welfare Officer and a woman Assistant Social Welfare Officer have been appointed. A Social Welfare Committee has been appointed under the chairmanship of the Administrator, and its membership comprises municipal members of the Legislative Council, the Senior Medical Officer, the Education Officer, the Agricultural Superintendent, the Superintendent of Public Works, the Superintendent of Police and the Labour Commissioner. It is hoped that a Social Welfare Officer for *St. Lucia* will be appointed in the near future. In *Dominica* a Social Welfare Officer was appointed in January, 1945, after completing a course of training in Jamaica, and a free grant for the operation of the office for a period of five years has been made from Colonial Development and Welfare funds. A Social Welfare Committee has been formed in the Colony.

Recommendation 11 (b)

"That provision should be made for the training of social welfare workers for service in the West Indies. Care must be taken to supplement and support, and not replace, the valuable work now being done by voluntary organisations."

Action

Training courses for social welfare workers have been held in Jamaica in 1943 and in 1944 under the supervision of the Comptroller's Social Welfare Adviser. These courses have been attended by students from nearly every West Indian Colony. A total of 45 students received training in these courses. A third such course is due to commence in July, 1945. In addition, scholarships have been provided under the Act to three West Indian students to enable them to undergo a special two-years' course in social science at the London School of Economics.

Early in 1945 a course lasting four weeks was held in Trinidad, the object of which was to strengthen officers in case work technique.

It has throughout been Government policy to supplement and support voluntary organisations, as has been illustrated by the substantial assistance given under the Colonial Development and Welfare Act to Jamaica Welfare Limited. Moreover, organisations similar to Jamaica Welfare have been established with Government encouragement in Trinidad and Barbados.

Recommendation 11 (c)

"That women should be eligible for appointment to all Boards and local authorities and that, where the representation of women's interests has not been secured through election, the desirability of nominating a woman or women for membership (if the power exists and if well-qualified persons can be found) should be borne carefully in mind; that women should be equally eligible with men for appointment as magistrates and for service as jurors; that the same procedure should be followed in appointments to the civil service for women as for men; and that more hostels should be provided for women workers."

Action

BARBADOS

Women are well represented on Boards and Committees in Barbados. The franchise has recently been extended to women who are now also equally eligible with men for service as jurors. An amendment to the law to allow women to be elected members of Vestries will be made at the first convenient opportunity.

No women magistrates have yet been appointed, but there are a number of women in the civil service, and the procedure in making appointments is the same for women as for men.

A hostel for girls has been opened by the Girls' Friendly Society; and if, as is hoped, a Vocational Training Centre is established in Bridgetown, the provision of a hostel for girls from the more remote parts of the island who may wish to attend the centre will be considered.

BRITISH GUIANA

The Constitution is being amended to admit women to the Legislative Council. Many women have been appointed to various Boards and Committees, and they are also eligible for election to village councils. They have also secured nomination to the Georgetown Town Council and to the Country Authorities. As regards the appointment of women for service as jurors, the Chief Justice and the Puisne Judges are unanimous in the opinion that it is not desirable to introduce such a measure in present circumstances. There is no evidence that the women of the Colony desire to have this right conferred upon them. Generally speaking, women are as eligible as men for appointment to the clerical branches of the civil service in British Guiana. Having regard to present abnormal conditions and to other more urgent requirements, it has not been possible to consider the Royal Commission's recommendation that hostels should be provided for women workers.

BRITISH HONDURAS

The recommendations of the Commission regarding the position of women in public service and administration are kept constantly in mind; but so far local conditions have not made it possible to achieve progress. The Constitution has, however, been amended to give women the vote on the same terms as men.

JAMAICA

The Sex Disqualification (Removal) Law, Law 20 of 1944, provides for the appointment of women as magistrates and for their selection as jurors, and under the new Constitution they are eligible for election to the Legislature; they were previously eligible for appointment to Boards and local authorities. In the civil service their admission to which is governed by the same regulations as apply to men. There are three clerical grades to which women may be appointed; the salary of the highest of these is equivalent to the minimum salary of a first-class clerk. The expansion of educational and social welfare services has provided several more senior posts for women in the Education, Lands and Medical Departments. Owing to war conditions no action has been taken on the recommendation that more hostels should be provided for women workers.

LEeward ISLANDS

The same procedure is followed for appointments in the Civil Service for women as for men, and there are a great many women, in fact, in the civil service. Women are not eligible for service as jurors and it would not be acceptable to local opinion that they should be so. It is not yet practicable to provide a hostel for women workers.

TRINIDAD

The proposed grant of adult franchise makes no distinction as to sex and women may now compete on equal terms with men for election to the Legislature and to the Municipal Councils. Women are also eligible for appointment as magistrates, though none has so far been appointed in this Colony. They are not eligible to serve as jurors and it is felt that the time is not yet ripe for this. The appointment of women judges is under consideration. As regards the civil service, identity of procedure and practice in the appointment and remuneration of both sexes already exists and the enforced resignation of women after marriage has recently been abolished.

The erection of additional hostels in Port of Spain for single men and women is under consideration as part of a slum clearance and reconstruction scheme which is now being pressed forward.

WINDWARD ISLANDS

In *Grenada* the principle of making women eligible for appointment to Boards and Local Authorities has been accepted. On the Town Board of *St. George's* two women members have been nominated by Government. In *St. Vincent* and *St. Lucia* similar facilities exist, but owing to the limited size of the local populations and the limited number of women suitably qualified to serve, such appointments have not been numerous. In *Dominica* women are eligible for membership of the Legislature and of all Boards. Women are equally eligible for appointment to all branches of the civil service in all Colonies, provided that they possess the necessary educational qualifications. A large number of the posts in the clerical service of the various Colonies are filled by women. Women are eligible for jury service in *Grenada* and *St. Vincent* and in *St. Lucia*. In *Dominica* it is considered unlikely that the recommendation to make women liable for jury service will be adopted in the near future, as general conditions are unsuitable and there has been no

demand for such action. At present no magisterial appointments are made by women. The need for hostels for women workers in the Windward Islands has not arisen.

Recommendation 11 (d)

"That an organised campaign should be undertaken against the social, moral and economic evils of promiscuity, the success of which will mainly depend on the extent to which the combined authority of the Churches is behind it."

Action

Churches throughout the West Indies use their authority against promiscuity and Government assists in all practicable ways through its social welfare services. Progress is however difficult to obtain. Education, better housing, and emphasis by social welfare workers on the value of home life will have their effects in time especially in rural areas where small holdings predominate. There is a strong tendency towards building up the institution of the family, but a conflicting pattern is commonly found in Jamaica and to a lesser degree in some other parts of the West Indies. The distinguishing feature of this pattern is that the household is under the control of a woman, her daughters and their children providing the permanent members, whilst the men who associate themselves with the women of child-bearing age may only remain in the family for short periods. Research is required to show how far this form of family organisation is typical and how far spread.

In Jamaica in 1941 a Committee on Concubinage and Illegitimacy, under the Chairmanship of the Lord Bishop, made certain recommendations but the difficulty of legislation to give practical effect to them remains. A Standing Committee under the Chairmanship of the Lord Bishop is further investigating the whole problem and considering the legislation necessary to give effect to the recommendations of the 1941 Committee.

Recommendation 11 (e)

"That certain improvements should be introduced into the penal system. These include the increased use of probation, the introduction of modern methods of dealing with young offenders, the abolition of ticket-of-leave, the establishment throughout of Prisoners' Aid Societies and Boards of Visitors and the improvement of conditions for women prisoners."

Action

Penal reform has received much attention from the Comptroller's Social Welfare Adviser whose recommendations are outlined in a bulletin published by the Development and Welfare Organisation—"Principles of Penal Reform." This bulletin has been widely circulated throughout the West Indian Colonies.

Training courses for prison officers, attended by students from other islands, are held in Trinidad.

BARBADOS

In 1942 a Committee was appointed under the Chairmanship of the Chief Justice to make recommendations to the Government regarding certain proposals for the treatment of the offender contained in a memorandum prepared by the Social Welfare Adviser to the Comptroller for Development and Welfare. Arising out of the recommendations of this committee special days are now set apart for the trial of cases against juveniles. Probation legislation has been passed, and an officer appointed. A Bill to provide for extra mural sentences will be introduced shortly. There is an Aid on Discharge Committee.

BRITISH GUIANA

It is proposed to rebuild when materials are available the prison at His Majesty's Penal Settlement, Mazaruni, to permit of proper classification and segregation. The appointment of a whole-time Government Probation Officer from the United Kingdom is to be made under a Development and Welfare grant already approved. An application will shortly be made for assistance under the Colonial Development and Welfare Act towards the establishment of a Young Offenders' Detention Institution at New Amsterdam for boys of the Borstal age. Application has already been made for assistance under the Colonial Development and Welfare Act for remodelling the Essequibo Boys' School on the lines of an approved school. A school for delinquent girls under the administration of the Salvation Army was established with assistance under the Colonial Development and Welfare Act in March, 1944. Accommodation is available for twenty-five girls and ten girls have been committed there to date. The progress made so far with their training has been quite satisfactory. Boards of Visitors have been established for the Georgetown, Mazaruni and New Amsterdam prisons. Visiting Committees to the Essequibo Boys' School and Girls' School have also been appointed. Quarterly visits are paid by these Boards and Committees to the prisons and schools, respectively, and improvements in conditions are already evidenced as a result of their recommendations. The Prisoners' Aid Committee which renders aid to prisoners on discharge, including the finding of employment for them wherever possible, continues to do good work. In addition certain voluntary organisations arrange periodic visits of social workers to the prisons. No action has been taken on the recommendation that improvement should be made in conditions for women's prisons because the Social Welfare Adviser to the Comptroller for Development and Welfare considered the conditions existing in this Colony to be reasonably satisfactory. While it is agreed that the ticket-of-leave system at present in force should eventually be abolished, it is considered that the time is not ripe for doing so. The question of introducing a system of extra-mural labour is under consideration and the Barbados Government has been asked to furnish a copy of a draft bill which has already been prepared for the introduction of a similar system in that Colony.

BRITISH HONDURAS

The improvement of the penal system is the object of two recent enactments, the Probation of Offenders Ordinance, 1941, and the Criminal Code Amendment Ordinance, 1941, which abolishes corporal punishment except for serious offences against women and children. The ticket-of-leave system has been abolished. A "Prisoners' Aid Committee" and Boards of Visitors to Prisons have been in existence for many years. The very small number of women prisoners makes any improvement of the penal system on modern lines, as applied to them, a matter of great difficulty; and so far there is no progress to report in this direction.

JAMAICA

Under the Colonial Development and Welfare Act, funds have been provided to allow of the appointment of a Probation Officer. With the establishment of a Farm Prison it is now possible to provide proper training in agricultural work for selected juveniles and adults, and at the St. Catherine District Prison young offenders are now separated from others. Legislation providing for the establishment of juvenile courts is in course of preparation. Ticket-of-leave has been abolished except in the case of prisoners with sentences of three years or longer and legislation further removing this requirement is under consideration. Separate Boards of Visitors have been appointed for each prison and, on the appointment of a Probation Officer, it is hoped to improve the arrangements now in the care of the Salvation Army, for assistance to discharged

prisoners. Conditions for women prisoners have been improved so far as inadequate accommodation has allowed.

LEEWARD ISLANDS

Generally speaking, the recommended improvements have been, or are being, introduced into the penal system. The use of probation is being increased, ticket-of-leave is being discontinued, Prisoners' Aid Societies have been established and the conditions for women prisoners are being improved. The possibility of introducing modern methods of dealing with young offenders is being studied.

TRINIDAD

The questions of probation, ticket-of-leave and after-care have generally awaited the arrival of the Chief Probation Officer who has recently been appointed.

The Social Welfare Officer has been appointed official visitor to the girls' Borstal, is a member of its Board of Management, and has been made Inspector of Orphanages (which also serve as junior Approved Schools) and of Approved Schools. An after-care hostel is being built for the girls' Approved School and provision has been made to strengthen the staff of one of the Colony's two denominational Orphanages by the appointment of two after-care officers, male and female. It is hoped that a remand home for boys and girls will become available in the near future.

A committee of visitors has been set up for men's prisons with the Chief Probation Officer as Secretary, and the Social Welfare Officer has been made Chairman of a Lady Visitors' Committee to the women's prison, and has arranged for the teaching of illiterates, weekly classes in "keep-fit," current events, and needlework; a musical hour on Sundays; and an afternoon a week of indoor games. This committee has been strengthened to undertake after-care.

Suggestions are under consideration for the removal of the penal and reformatory institutions now housed in Port of Spain to ample sites in the country with provision for cultivation, poultry-keeping and animal husbandry.

WINDWARD ISLANDS

Questions affecting improvement in the penal system of the various Colonies of the Group has received the close attention of the various administrations. The problem of discharged prisoners is not difficult in the Windward Islands but there are Discharged Prisoners' Aid Committees in Grenada and St. Vincent. In *St. Vincent*, provision has been made for the appointment of a Probation Officer, who will work under the general direction of the Social Welfare Officer, and legislation exists in all Colonies for the probation of offenders. In *Grenada*, a committee is at present considering the advisability of establishing a Farm School for juvenile offenders; and every effort is made in all Colonies to segregate juveniles from adult prisoners. In *St. Lucia*, special consideration has been given to the problem created by a class of youths known as "Wharf Rats." These youths are generally of an adventurous type and possess intelligence over the average. It is hoped that it may be possible to establish a school on nautical lines for the vocational training of these youths.

With regard to prison conditions the recommendations of the Simey Report have been considered by all Colonies, and effect has been given to these where possible. In *St. Vincent*, the Prisons Department has been separated from the Police Department, and revised prison rules have recently been drawn up. Provision is made in these rules for the appointment of a Visiting Committee, a Visiting Justice and Prison Visitors. The number of women prisoners in recent years in each Colony is comparatively small. Special attention is being given to the improvement of their conditions and housing.

SECTION 3

ECONOMIC PROBLEMS

Recommendations 12 to 17

"There is a radical difference between the economic difficulties that face the West Indies to-day, and those that they had to encounter in the nineteenth century. In the case of many if not most tropical agricultural commodities, the development of new productive areas has been carried so far that there is a prevailing tendency towards a condition of over-supply in world markets and a consequent tendency towards a depression of prices. Subject to the possibility that the war may cause a partial and temporary improvement in the prices of some tropical products, these tendencies are likely to prove persistent. Behind them lie influences of a fundamental character, notably the rapid improvement of agricultural technique throughout the world, and the radical change that has taken place in the relation between the growth of population in tropical countries on the one hand, and in the industrial countries that represent their principal markets on the other. The rapid growth of population is indeed a factor of profound importance in the various economic and social problems of the West Indies, and it is vitally important that all sections of West Indian opinion should be fully aware of this fact.

13. In order to provide the means of absorbing this excessive growth of population it is essential on the one hand to secure an intensification of the agricultural system through a reorientation in the direction of mixed farming with far greater home production of essential foodstuffs, and on the other to take whatever steps are practicable to improve the position of the agricultural exporting industries. We have examined various proposals made to us for achieving the latter purpose by increased preferential assistance. It is, however, only in respect of sugar that we are able to make any definite recommendations at this juncture for increased assistance in this particular form.

14. The problems of the sugar industry fall under two main heads (1) the volume of production, (2) the level of prices. There was a very large expansion in the production of sugar in the West Indies between 1932 and 1937. But this expansion has been checked by the operation of the International Sugar Agreement which came into force in 1937, and which limits the amount of sugar that can be exported from the Colonial Empire to an assigned quota. In view of the need of the West Indies for expanding employment outlets and the unfavourable outlook for most branches of export agriculture, this restriction is, or at any rate would have been but for the outbreak of war, a most serious matter for the West Indian Colonies. We regard it, therefore, as of vital importance to secure an increase in the basic export quota assigned to the Colonial Empire. We recognise on the other hand the force of the objections that can be urged from various standpoints against a large expansion of colonial sugar production.

15. After surveying the needs of the various Colonies in the light of these objections, we had reached the conclusion before the outbreak of war that the basic export quotas allocated to the West Indian Colonies should be increased by about 120,000 tons. An increase of this magnitude would be mainly required to avert the under-employment of plant and labour in districts where sugar is already grown. This increase is equivalent to about 20 per cent. of the combined export quotas of these Colonies. In allocating this increased quota among the various West Indian Colonies, regard should be paid, of course, to their varying needs. The claims of Jamaica to an increased quota are, in our judgment, especially strong, and we think that Jamaica should be

Recommendation 18

Orderly marketing methods are a condition of the successful development of many of the minor agricultural products of the West Indies. They are important in connection not only with export trade but also with the development of food production for the local market. The experiments in orderly marketing now being undertaken in Jamaica deserve encouragement. So far as the export trade is concerned, however, it is important that close contact should be maintained between marketing organisations in the West Indies and the Colonial Empire Marketing Board, when reconstituted."

Action

Government entirely agree with the recommendation in favour of orderly marketing methods. Mention should be made in this connection of the establishment of organisations on a West Indian basis to deal with the production and marketing of the more important agricultural products. These organisations comprise the British West Indies Sugar Association (established in 1911) and similar Associations for Limes and Sea Island Cotton. These Associations are playing a most important role.

The formation of colony producers' organisations is receiving encouragement. Cacao growers and citrus associations exist in Trinidad. Some details of the action taken in connection with marketing methods are shown in the statements under recommendation 21(d)-(vi). Action in certain Colonies in addition to that shown there is noted below.

BARBADOS

A Co-operative Officer has recently been appointed to the Department of Science and Agriculture. Part of the duties of this officer will be to investigate and develop orderly marketing methods.

BRITISH GUIANA

A Marketing Officer has been appointed to this Colony under a Development and Welfare scheme and the construction of marketing depots proceeds under another scheme. The first-named scheme aims at—

- (i) the encouragement and organisation of local marketing projects having for their object improvement in the handling and distribution of local produce, etc.
- (ii) establishing liaison with marketing organisations in other British Caribbean colonies with a view to fostering and extending markets for local produce.

Apart from grants made available under the Development and Welfare Act, the Government has provided extensive funds for organising the collection and marketing of local produce under the general direction of the Marketing Officer.

The British Guiana Rice Marketing Board, constituted by statute in 1935 to regulate and control the exportation of rice produced in the colony, was reconstituted under Defence Regulations in 1939 with expanded powers and functions to control the purchase, sale and distribution of all rice processed in the Colony as well as to carry out measures generally for the benefit of the rice industry and conducive to the maintenance and expansion of trade in the industry.

Close contact is maintained between marketing organisations in the other West Indian colonies as recently demonstrated by the Conference held in Barbados on supply and price of edible oils.

(SO 8602)

allotted an additional quota of not less than 50,000 tons. The claims of British Guiana rank next in importance, while at the other end of the scale we do not consider that there is any urgent need to increase the quota of Trinidad. In general, however, we think it best to leave over for subsequent consideration the manner in which the increased quota that we have suggested should be allocated. If the other sugar Colonies were treated on an equal footing, it would be necessary to secure an increase in the basic export quota of the Colonial Empire of fully 200,000 tons. The war, however, transforms the immediate outlook; and it is reasonable to assume that no artificial restrictions will be retained during the war period on the output of colonial sugar. The extent to which production is increased during the war will obviously be a material factor in the problem that subsequently emerges.

16. All Empire sugar, Dominion as well as Colonial, receives in the British market the benefit of a preference of £3 15s. per ton of 96° sugar. In addition a supplementary preference is given to Colonial as distinct from Dominion producers upon a limited quantity of "certificated" sugar. We propose certain changes in the arrangements regarding this supplementary preference with a view to improving and stabilising the price received by Colonial producers. These proposals may be summarised as follows:—

(1) The amount of certificated sugar eligible for the supplementary Colonial preference shall be calculated in future for each Colony in any year so as to represent one-half of the total exports from that Colony in that year.

(2) The certificates shall be distributed among the different factories in each Colony on the basis of their permitted production or exports for that year, whichever may be most appropriate.

(3) The amount of the supplementary preference payable on "certificated" sugar shall be 3s. per cwt. as at present, but shall be reduced or increased in any year by 4d. per cwt. for each complete 3d. per cwt. by which the world price of sugar, for the average of the first six months of the year, exceeds or falls short of 7s. per cwt.

17. These proposals have been framed in the light of pre-war conditions and on the basis of the pre-war purchasing-power of sterling. We leave open the questions how far they can be applied under war-time conditions and how far they may need modification when the war is over. It seems probable that our various proposals with regard to sugar would cost the British Exchequer upwards of £1,500,000 a year; though less than two-thirds of this sum would be attributable to the West Indies."

Action

The greater part of the immediate recommendations above are not applicable under war-time conditions, when the United Kingdom has required all the sugar that the West Indian Colonies can export, though it should be recalled that a re-adjustment of the Colonial preference certificate system for sugar imports into the U.K. was carried through in 1944 whereby the total quota has been raised from 360,000 tons to 400,000 tons a year and it is possible in certain circumstances for a Colony to claim certificates over its quota.

Long-term recommendations regarding the intensification of the agricultural system through a reorientation in the direction of mixed farming with a far greater home production of essential foodstuffs, the improvement of marketing methods and the development of local manufactures on an economic basis, have however been vigorously pursued by Colonial Governments. The remainder of this Section and Section 4 on agriculture show some of the steps which have been taken.

JAMAICA

As a war-time measure provision was made for the compulsory planting of certain essential food crops and subsequent purchase through Government at specified guaranteed minimum prices. Cassava, flour and maize meal factories have been set up so that the increased production of Cassava and maize can be better utilised to provide a ready market for milk and thus encourage the keeping of livestock. The possibility of continuing these measures on a long-term basis is under consideration.

A Department of Commerce and Industry has also been established, and this has facilitated the development of orderly marketing, including the bulk purchasing of many export crops on behalf of the Governments of importing countries.

Recent legislation provides for the encouragement and regulation of Producers' Associations; a Citrus Growers' Association which may be the first to take advantage of such legislation is in process of formation, and a Nutmeg Association is under consideration. A Livestock Association has recently been formed.

TRINIDAD

A Marketing and Co-operative Officer was appointed in 1941. He investigated the problem of marketing all agricultural produce, both of estates and peasants, and his recommendations were in general accepted by Government. However, the paramount importance of increased self-sufficiency in war-time made it necessary to concentrate on the marketing of locally-grown foodstuffs for home consumption. An appropriate marketing organisation was therefore set up in 1942: buying depots were established in the principal producing areas and selling depots in the principal consuming areas: to hold seasonal surpluses for consumption out of season, another depot was established for the drying and storage of cereals and pulses.

While the emergency organisation was set up to meet war-time needs, it was planned with due consideration to post-war needs and will, with little modification, form the basis for a permanent marketing organisation which can be developed along the lines recommended by the Agricultural Policy Committee.

Cacao growers and citrus associations already exist.

WINDWARD ISLANDS

In *Grenada*, legislation has been prepared with a view to creating an association for the regulation and control of the marketing of nutmegs. The establishment of a Cocoa Association, one of whose main functions would be to regulate marketing, is also receiving preliminary consideration in that Colony. The marketing of the products of small scale agriculture will form part of the schemes for agricultural development which are being prepared by the Director of Agriculture.

In *St. Vincent* there has been for some time an Arrowroot Association which controls the grading and marketing of *St. Vincent* arrowroot.

Recommendation 19

"As regards non-agricultural industries, we do not recommend that West Indian Governments should conduct or finance speculative industrial enterprises. There are, however, certain possible projects which Governments might do well to foster: e.g., the establishment of a cement works in Jamaica, possibly in co-operation with British manufacturers, and the development of the local manufacture of coconut products in Jamaica and elsewhere. The system of quantitative restriction of imports, coupled with safeguards for the consumer against an undue increase of price, may prove a satisfactory method

of fostering local industries, and schemes based on this method ought not to be disallowed because they run counter to a general principle of British commercial policy, nor should any dislike of this method be permitted to prejudice the fair consideration of such schemes on their merits."

Action

The policy outlined in this recommendation is generally accepted by His Majesty's Government and Colonial Governments, and war-time conditions have in general stimulated the growth of a number of small local manufactures. The problem of industrial development was further considered by the West Indian Conference of 1944. The Conference Report (which has been published as Colonial No. 187 by His Majesty's Stationery Office) includes recommendations for:—

- (a) The provision of research into the nature and use of local materials and the possibility of setting up new industries and expanding existing ones.
- (b) Permitting free entry of machinery, etc., for use by local industry.
- (c) The grant of some relief from taxation in order to permit industrial expansion.
- (d) The provision of vocational and technical training to increase the supply of skilled workers.

These recommendations are now being considered by the Governments concerned.

In addition steps which have been taken by Government in certain of the Colonies concerned are set out below.

BARBADOS

As a war-time project, Government has erected a factory in which foodstuffs can be dehydrated and ground into a meal or flour. A decision as to the post-war use of this factory has yet to be made. The development of other industries such as pottery, brick and tile manufacture, salt from the evaporation of sea water, the canning of tomatoes, etc. is under consideration by Barbados Welfare Limited and the Department of Finance and Agriculture.

BRITISH GUIANA

A Minor and Secondary Industries Committee has been established to explore the possibilities of expanding existing minor industries and developing new ones. The Committee has submitted a number of reports and recommendations for consideration by the Government. Action is being taken to foster the manufacture of soap under an Ordinance.

JAMAICA

It has not yet been possible to establish a cement works but the matter is now being further considered. The coconut products industry is regulated by statutory powers; during the two-and-a-half-year period ending on the 30th of September, 1944, the quantity of products manufactured from copra amounted to 25,000 tons.

TRINIDAD

Government has, for some time past, given effect to the suggestion of the Royal Commission that Governments might do well to foster certain non-agricultural industries; assistance has, for example, taken the form of providing funds for research, the duty-free admission of materials imported for the erection of factory buildings and of such machinery as is required for a period not exceeding five years, and the provision of vocational and technical training to increase the supply of skilled workers required for future industrial development.

(SO 8602)

SECTION 4.

AGRICULTURE

Recommendation 20

"Agriculture is the principal source of sustenance and wealth in the West Indies and the standards of life must largely depend on the intensive use of the soil. The outstanding agricultural need in the West Indies is more intensive use of the land with increased production of food in order to support a rapidly growing population. The most urgent need is the development of peasant agriculture, but substantial progress among both peasants and estates is dependent upon far-reaching reform of the basic methods now in vogue. The practice of shifting cultivation by peasant farmers must be abandoned and replaced by an organised system of permanent mixed farming; the present policy of those larger proprietors who grow a single crop continuously must be modified by the development of mixed farming in a measure which will vary from place to place with local circumstances. Neither of those reforms can be successfully carried through until new knowledge, which is obtainable only by scientific investigation, has been secured. War conditions will give an opportunity, of which advantage should be taken, for making an immediate start with both measures of reform."

Action

The policy outlined in paragraph 20 is accepted as the basis of agricultural development in the area and substantial progress has been made under war-time conditions with the development of mixed farming methods, increased local production of foodstuffs and the development of peasant agriculture by the establishment of administration and stud centres, the appointment of extra agricultural instructors in order to intensify advisory work and the appointment of additional livestock officers. Detailed account of the work and of the extensive assistance given to agriculture under the Colonial Development and Welfare Act is given in the reports of the Comptroller for Development and Welfare for 1930-2 (Colonial No. 184) and for 1942-4 (Colonial No. 189).

The special position of British Honduras is covered by the statement on recommendation 21 (d) below.

Recommendation 21 (a) (i)

"Our recommendations are:—

(a) Administrative reforms including:—

(i) The appointment of an Inspector-General of Agriculture for the British West Indies, who should not be a member of the staff of the Comptroller of the West Indian Welfare Fund, but should be readily available for consultation regarding any schemes under consideration by the Comptroller which have an agricultural bearing."

Action

Mr. A. J. Wakefield, C.M.G., was appointed Inspector-General of Agriculture in 1940. It was considered desirable that he should work under the general directions of the Comptroller and be a member of his Advisory staff, in order that there might be proper co-ordination of Development and Welfare work.

Recommendation 21 (a) (ii)

"The adjustment of the specialist staffs of Agricultural Departments in conformity with the proposals in (b) below." (This refers to the centralisation of major research and investigation at the Imperial College of Tropical Agriculture.)

Action

The programme for centralised research referred to below will remove the need for Departments of Agriculture to increase the kind and number of specialist workers to any great extent, but only in the field of banana and sugar cane breeding will it be possible for any reduction in existing specialist staff of local departments to be made.

Recommendation 21 (a) (iii)

"The assumption by the Director of Agriculture in Barbados of responsibility for the Leeward and Windward Islands; and by the Director of Agriculture in Jamaica for British Honduras."

Action

Owing to the magnitude of the problems involved it has been necessary to appoint a Director of Agriculture for the Leeward Islands (in 1942) and another for the Windward Islands (in 1944) rather than to place the Agricultural Departments of these Islands under the Director of Agriculture, Barbados. Considerable progress has been achieved by the Director of the Leeward Islands, and it is clear that the recently appointed Director for the Windward Islands is equally essential. British Honduras also requires its own experienced agricultural staff, and in order to attract an experienced officer, the post of Director of Agriculture was created and filled in 1943.

Recommendation 21 (a) (iv)

"Provision for holding Agricultural Conferences every two or three years."

Action

In the international sphere the establishment in 1943 of the Caribbean Research Council of the Anglo-American Caribbean Commission has provided for meetings of agricultural research workers and specialists and various agencies serving agriculture in the Caribbean, and has facilitated collaboration between the British, Dutch and United States territories in the area.

While the desirability of holding separate British West Indian agricultural conferences is agreed, it has not been possible under war-time conditions to hold such a conference owing to the lack of travelling facilities and the serious shortage of staff. The question of establishing a system of British West Indian Agricultural Conferences will be reconsidered as soon as those conditions permit.

Recommendation 22 (b)

"The centralisation of all major research and investigation at the Imperial College of Tropical Agriculture, which would thus add to its present functions the duty of serving as a research station for the West Indies. The money required for this extension of the functions of the Imperial College of Tropical Agriculture should be provided by Parliament, which should be invited to ensure the continuance of the scheme for a definite term. The work of Colonial Agricultural Departments should be concentrated on local replications of the central investigations and on advisory and educational work."

Action

A detailed scheme to be financed under the Colonial Development and Welfare Act, for the centralisation of all major agricultural research and investigation in the West Indies has been prepared jointly by the Inspector-General of Agriculture and the Principal of the Imperial College of Tropical Agriculture, and after consultation with Colonial Governments has been submitted for the consideration of the Secretary of State. The question of whether or not it may prove desirable to have a Research Institute separate from the Imperial College, to carry out so extensive a research programme is at present under consideration.

This scheme and the provision for research by Colonial Agricultural Departments is in accordance with the last sentence of the recommendation.

Recommendation 21 (c)

"The provision at the Hope Agricultural School, Jamaica, of facilities for all the West Indian colonies for agricultural education at the stage immediately preceding that of the Diploma courses at the Imperial College which should continue to serve all its present educational purposes."

Action

Proposals have now been made for the transfer of the Hope Agricultural School, Jamaica, to a more suitable site in an agricultural part of the island. It will not be possible, however, to provide in Jamaica agricultural education at the stage preceding that of a diploma course at the Imperial College for students from all the West Indian Colonies; even the number of Jamaicans desiring to attend the Jamaica School of Agriculture is too large for an institute of this character. The Trinidad Government, however, propose to establish a Farm Institute where it is also intended to provide for the requirements of the Windward and Leeward Islands. The final plans and estimates are at present being prepared by the Consulting Architect to the Trinidad Government and it is hoped that construction may be commenced this year. In addition provision has been made for training apprentices on agricultural stations to be established in Antigua, St. Kitts and St. Vincent.

Recommendation 21 (d)

The institution of the following enquiries:—

- (i) A comprehensive soil survey;
- (ii) Topographical survey to settle questions of land ownership;
- (iii) Survey of peasant agriculture, and investigations for the purpose of devising better peasant farming systems based on mixed farming and the complementary use of livestock and crops;
- (iv) Experimental investigation into the introduction of mixed farming methods into estate cultivation;
- (v) A survey of, and investigation of preventive methods against soil erosion;
- (vi) Investigations on methods of maintaining soil fertility;
- (vii) Investigation of the marketing of estate and peasant produce; of the possibility of joint action by all the Dependencies in both the marketing and the allocation of production of certain products;
- (viii) Investigations of possible systems of mixed farming in connection with sugar and other estate crops and study of husbandry

practices such as drainage, cultivation and manuring for such crops as bananas, limes, cocoa, etc.;

(ix) Surveys of agricultural indebtedness and credit with a view to bettering the present position.

Action

For the most part, surveys and experimental investigations on the lines recommended will be covered by the central research scheme referred to in the statement on recommendation 21 (b) above. Supplementary surveys and investigations are being or will be carried out, as recommended, in the various Colonies.

The following shows briefly the general position in respect of sub-heads (i)—(ix) above. An account of the position in the several Colonies follows.

(i) The proposals for comprehensive soil surveys are included in the plan for central research.

(ii) Topographical surveys have been completed by the Trinidad Government. An Army Survey Unit arrived in the West Indies at the end of 1944 to carry out topographical surveys in the Colonies most in need of them. They are to be assisted by aerial photographs to be taken by the United States Army Air Force. In addition a scheme is at present under consideration for the establishment of a Central organisation for geodetic and topographical surveys throughout the colonial Empire, and the proposals include the setting up of a pool of Surveyors in London who would be available for any topographical work required in the West Indies or elsewhere, and special arrangements are to be made for aerial surveys to be carried out where they are considered to be essential.

This scheme would leave local survey departments free to concentrate on the estate or land ownership survey work which remains to be done.

(iii) Surveys of peasant agriculture for the Windward and Leeward Islands were started in 1939 under the aegis of the Imperial College. A partial survey of small holdings in Barbados has been made by the local Department and this is being continued. Valuable surveys have also been carried out by the Economist of the Department of Agriculture in British Guiana.

(iii) (iv) and (viii) Experimental investigation in to the introduction of mixed farming methods for both estate and peasant agriculture has been adequately provided for both in the programme for central research and by the local agricultural stations. There is no need from the point of view of good farming to diversify by crop rotation the production of sugar-cane on estates; unnecessary transport costs would be incurred and the ability to sell in competitive markets would decrease and wage levels fall. In the high rainfall mountainous areas it may be disastrous to interfere with the "forest" ecological nature of cocoa zones.

(v) and (vi) Although investigations on methods of preventing soil erosion and of soil fertility are required and are being carried out, a number of soil conservation measures are immediately applicable, particularly such methods as strip-cropping, contour hedges of grasses (which can also be utilised for fodder and straw plait industries). Considerable progress in soil conservation can now be seen, particularly in Antigua, St. Kitts, St. Vincent and parts of Jamaica.

(vii) Marketing organisations have either been created or improved in order to facilitate the sale of locally grown foodstuffs. These services will find their place in post-war organisation. Co-operative organisations for the disposal of agricultural products overseas have also further developed.

(ix) While it has not yet been possible to carry out any planned survey of agricultural indebtedness, progress has been made with improved credit facilities. The scope of credit bank legislation has been much broadened by the enactment of a new and extended Co-operative Credit Banks Ordinance, 1944 (which repeals previous relevant legislation), and interest charges are greatly reduced—all with a view to assisting peasant development and discouraging the moneylender.

BRITISH HONDURAS

With a grant under the Colonial Development and Welfare Act of £35,000 for the purpose of increasing local food production, a comprehensive scheme is being put into effect aimed at the improvement of agricultural methods, diversification of crops, development of mixed farming and the gradual elimination of shifting cultivation. British Honduras, however, is primarily a forest country and agricultural progress is likely to be slow.

For the most part the present needs of the Colony would not justify the employment of specialist agricultural research officers. Its research needs will be met by the central research scheme referred to in the statement on recommendation 21 (b) above.

JAMAICA

(i) Owing to the lack of adequate personnel the institution of a soil survey has been deferred until after the war.

(ii) A cadastral, not a topographical, survey would be required to settle questions of land ownership; proposals for a comprehensive survey of this type are under consideration.

(iii) A preliminary survey of peasant agriculture has been provided by the recent Census, but specific regional surveys await the availability of staff; similarly, investigations into systems of farming are dependent on personnel and facilities which it is hoped will shortly be provided from funds available under the Colonial Development and Welfare Act, 1940, for the expansion of the Agricultural Department.

(iv) Now that Agricultural Stations have been established it will be possible, with the provision of adequate personnel and facilities thereon, to proceed with long-term investigations into the introduction of mixed farming methods into estate cultivation.

(v) See (iv) above. Practical investigations of methods of soil conservation have resulted in the development of satisfactory systems which are being applied to small holdings and estates; the recent appointment of a Soil Conservation Officer will make detailed investigation possible.

(vi) See (iv) above; certain experiments in methods of maintaining soil fertility have been undertaken under the direction of the Agricultural Chemist.

(vii) See the statement on recommendation 18 above. War conditions have rendered implementation of the second part of this recommendation impracticable.

(viii) Much useful information on the manuring of bananas and citrus has been acquired and advances have been made in the use of implemental tillage on hillsides, but generally during the war attention has been directed to the treatment of food crops rather than of the major export crops.

(ix) The Census provided a preliminary survey of agricultural indebtedness, and improved credit facilities to meet ascertained needs of agriculturalists have been provided by the Agricultural Loan Societies Law, 1944; a

revolving fund (financed by an interest free loan of £240,000 under the provisions of the Colonial Development and Welfare Act, 1940) has been established and the Agricultural Loan Societies Board performs extensive educational work in agricultural credit.

LEEWARD ISLANDS

(i) Provision is made in a scheme now under the consideration of the Secretary of State for the appointment of a Soil Chemist and provision of facilities to complete the soil survey of the Colony.

(ii) See general statement in this sub-head above.

(iii) Surveys of peasant agriculture have been undertaken; investigations in regard to mixed farming are in progress, but in the meantime a number of simple methods of introducing mixed farming into peasant agriculture have found application in practice.

(iv) Not yet undertaken, but provision has been made in schemes now under consideration of the Secretary of State.

(v) A survey of the position in regard to soil erosion throughout the Colony has been carried out, and the lines which investigation should follow have been laid down. The application of recognised standard practices in erosion control has been undertaken on a fairly wide scale.

(vi) Investigations are in progress, but their scope will be enlarged if the schemes for agricultural development which are now under consideration by the Secretary of State are implemented.

(vii) No marketing investigations have as yet been carried out, but the marketing of both estate and peasant-grown produce on a considerable scale has been undertaken by the Government as a war-time measure. It is contemplated that these operations will be continued and extended in the post-war period, and that with them will be combined provision of better facilities for producing produce.

(viii) No investigations of possible systems of mixed farming in connection with estate crops and the study of land tenure practices have yet been undertaken, but provision for their inception is included in the comprehensive schemes for agricultural development at present under consideration by the Secretary of State.

(ix) A limited survey of agricultural indebtedness has been undertaken, and as a result certain directions in which improvements can be effected in the present position have been brought to light.

TRINIDAD

(i) The general soil survey of the island of Trinidad has already covered more than half of the agricultural land of that island. Steady progress continues to be made and provision has been made for the appointment of two Soil Survey officers in 1945 in order to expedite the completion of the survey and to proceed in particular with the investigations recommended by the Agricultural Policy Committee in paragraph 12 of Part II of its Report.

(ii) See general statement in this sub-head above.

The problems of land ownership in the Colony are such that any ordinary questions which arise as to ownership can be determined by the Lands and Surveys Department as part of its current duties, with the assistance, when need arises, of licensed land surveyors in private practice.

The larger question of registration of land is one which must be postponed until more normal conditions prevail.

(iii) The Imperial College of Tropical Agriculture has undertaken certain surveys of peasant agriculture in recent years and plans for further surveys have been included in the scheme for central research at the College.

Research relating to mixed farming is also included in the above-mentioned scheme.

The Department of Agriculture has been engaged since July, 1943, in undertaking a detailed survey of cane planting in connection with the payment of planting subsidies in 1943 and 1944. Although the survey is primarily concerned with sugar cane much detailed information has also been collected in respect of all other crops and this is likely to prove of much value when time permits its examination and assessment. The survey embraces the lands of both estates and peasant proprietors.

Demonstrations on mixed farming, with particular reference to small holdings, will form a major feature of the work at the new agricultural and veterinary stations. While the revised Cacao Rehabilitation Scheme (see statement on recommendation (b) (v) below) provides for the expenditure of \$660,000 on the development of the poorer cacao areas of less than 50 acres on mixed-farming lines, it is not considered desirable to proceed with this part of the Scheme until the agricultural stations have been established and experiments undertaken to determine the lines on which such mixed farming should be developed.

(iv) Owing to the difficult conditions prevailing during recent years, it has proved impossible to conduct experimental investigations into the introduction of mixed-farming methods into estate cultivation.

Research relating to mixed farming, which it is proposed shall be undertaken at the Imperial College, should provide information of value to both estates and peasant farmers.

The revised Cacao Rehabilitation Scheme provides for expenditure of \$340,000 in order to assist estates of more than 50 acres of cacao to develop their poorer areas on mixed-farming lines.

(v) As a result of the progress made in soil surveys and investigations undertaken by an officer of the Imperial College of Tropical Agriculture, valuable knowledge has been obtained in recent years concerning the direct and indirect causes of soil erosion.

The Agricultural Policy Committee, in paragraph 23 of Part I of its Report, made certain recommendations with regard to soil conservation. The problem of soil erosion receives the constant attention of the Lands Advisory Committee and action to combat this problem has primarily consisted of:—

(a) the exercise of stricter control of agricultural fires;

(b) the withdrawal from agriculture of lands which, by reason of steepness of slope, are unsuitable for agriculture on account of their liability to erosion. The acquisition of the Caura Valley, comprising 5,838 acres, is an example of the progress thus made.

Emergency conditions arising out of the war have necessitated the clearing of lands for the growing of food crops and the establishment of military bases, and this has unfortunately, but inevitably, resulted in some increase in soil erosion.

The Lands Advisory Committee, which is a permanent body formed in 1935 to advise Government on all matters relating to land alienation, submitted in 1944 a comprehensive report regarding a Land Allocation Policy for the Colony. The policy proposed is designed to minimise erosion by the

control of the allocation of land with a view to ensuring its proper usage in agricultural practice. The report has been laid before Legislative Council and a resolution moved seeking the Council's approval of the adoption by Government of the policy outlined in the report.

Finally, the sum of \$50,000 has been inserted in the Estimates for 1945 to enable a regional drainage survey of the sugar cane area of Caroni to be undertaken by the Department of Hydraulics.

Extensive contour drainage has also been undertaken on three large coconut estates in recent years.

(vi) With the object of maintaining soil fertility, a programme of cultural and manurial investigations on sugar estates has been undertaken for many years past, and funds are provided each year for the continuance of such experiments.

With regard to cacao, the basic mineral deficiencies of the principal soils are now known, as a result of investigations undertaken by the Imperial College and the Department of Agriculture, and this information has proved of considerable value in determining the areas suitable for rehabilitation under the Cacao Rehabilitation Scheme. Experiments undertaken show that the production of crops of yams on cacao fields not only prove remunerative but the practice is also in accord with Government's policy of increasing local food production.

Experiments with citrus have been, and continue to be, undertaken at the St. Augustine Experiment Station and it has been determined that the use of both organic matter and artificial fertilisers, particularly nitrogen, is essential for the proper growth of citrus.

Experiments with tonca beans have been undertaken by the Department of Agriculture at River Estate and it has been demonstrated that, on the poor soils where this crop is usually planted, considerable benefit is derived from the application of pen manure and mixtures of fertilisers containing nitrogen.

Simple experiments undertaken by the Department of Agriculture have shown that the fertility of the fields can be considerably enhanced by the application of pen manure and ammonium phosphate.

(vii) See also in this connection the statement on recommendation 18.

Consideration of improving the marketing of estate produce will be examined when the advisory Statutory Crop Boards, recommended by the Agricultural Policy Committee, are set up.

The Marketing Officer, whose appointment is referred to in the statement on recommendation 18, regularly exchanges information concerning production and supplies with the Departments of Agriculture in the neighbouring Colonies.

(viii) See statements in sub-heads (iii), (iv) and (vi) above.

(ix) With the exception of a number of limited surveys undertaken by the Imperial College of Tropical Agriculture, it has not been possible to undertake any general survey of agricultural indebtedness since the conclusion of Professor Shephard's investigations into cacao properties in 1939.

A Committee was appointed in June, 1940, to enquire into the possibilities of extending the scope of the Agricultural Bank to provide credit facilities for smallholders. Its report which embraced all aspects of agricultural credit facilities was submitted to Government in August, 1942. It was considered by the Agricultural Policy Committee, which included it as

Appendix I of Part I of its own Report, and supported the recommendations made. These recommendations have been endorsed in principle by Government and a Bill to give effect thereto is at present in course of preparation.

It is the policy of this Government to encourage the formation of Agricultural Credit Societies and their development is proceeding on sound lines. The following statistics show the increase in the number of these Societies :—

Number of Societies registered at 31st December, 1941 = 60.

Number of Societies registered at 31st December, 1942 = 76.

Number of Societies registered at 31st December, 1943 = 107.

Number of Societies registered at 31st December, 1944 = 123.

The amount of credit originally made available by Government for financing these Societies was \$50,000 but this sum was increased to \$100,000 in 1942 and to \$150,000 in 1943.

WINDWARD ISLANDS

(i) See general statement in this sub-head.

(ii) A topographical and cadastral survey of *St. Vincent* is being carried out by a survey unit of Royal Engineers, and a similar survey is in progress in *Dominica*. A survey of unescheated land in *St. Lucia* is most urgently required and it is hoped that this will be undertaken shortly.

(iii) A survey of peasant agriculture in the Windward and Leeward Islands has been conducted by Professor C. Y. Shephard of the Imperial College of Tropical Agriculture; his report is awaited.

(iv) Investigations to attain this objective are contemplated, but progress is inevitably slow owing to lack of technical staff. Any increase in the livestock population of the Islands can only be gradual.

(v) Fundamental research on this matter must first be undertaken by a central research organisation. Meanwhile investigational work is being carried out locally and simple measures, which have proved successful in combating soil erosion in other parts of the Colonial Empire have been adopted. The need for the early adoption of a Forest Policy in each Island to check soil erosion is realised by all administrations.

(vi) It is necessary that certain work of a fundamental nature should first be undertaken by a central research organisation. Meanwhile some attempts on a local scale are being made to maintain and improve soil fertility.

(vii) So far it has not proved possible to conduct any detailed investigation into the marketing of estate and peasant produce. Organisations exist for marketing the major crops in each Island, and copra and sugar which are produced mainly by estates are readily disposed of through normal trade channels. Owing to shipping difficulties, the marketing of produce has recently been curtailed especially in *Dominica*, and the citrus and banana industries have suffered serious setbacks for this reason. In *St. Vincent*, it is proposed to set up a skeleton marketing organisation for this purpose operated through the agency of the Government Central Cotton Ginney which already undertakes the marketing of peasant-grown Sea Island cotton. In *Grenada*, producers are in process of organising themselves into commodity associations, and the formation of Cocoa and Nutmeg Associations are under consideration. The results of the recent Conference on Oil and Fats attended by all Colonies in the Caribbean area showed that the rational allocation of vegetable oil products could be achieved in the area. Every encouragement has been given to the marketing of peasant-grown food crops and livestock.

(viii) Local Agricultural Departments will look for guidance from the proposed central research organisation.

In *St. Vincent*, a scheme for the establishment of a local experimental station has been approved in principle. This centre is to be financed by funds provided under the Colonial Development and Welfare Act, and it is expected that the Station will start to operate in the near future.

(ix) A survey of peasant indebtedness was included in the general survey of peasant agriculture mentioned in (iii) above. No surveys of estate indebtedness have yet been undertaken in the Windward Islands.

Recommendation 21 (e)

"Closer attention should be given to policy in agriculture and that the steps set out in the circular despatch concerning agricultural policy from the Secretary of State for the Colonies dated 23rd August, 1939, should be adopted."

Action

In 1942-3 the Inspector-General of Agriculture undertook the chairmanship of the Trinidad Agricultural Policy Committee, consisting of representatives of large and small-scale agriculture, labour and commerce. A unanimous report was produced. It is noteworthy that the main lines of policy and the stated requirements of the producers and rural communities of Trinidad are the same as those described in a number of recent official and authoritative publications on agricultural policy in Britain. It has been recommended that the Trinidad report should be taken as a basis for consideration in the formulation of policy in other parts of the British West Indies and this suggestion has been acted upon in Antigua. An Agricultural Policy Committee is now sitting in Jamaica and its report may be expected during the course of 1945.

Recommendation 21 (f)

"Expert investigation of the arrangements for promoting soundness and continuity of forest policy in British Guiana, British Honduras and Trinidad, and for assisting the Governments of these Colonies to find local and overseas markets for their forest products."

Action

BRITISH GUIANA

Specific new investigation of forest policy has been impossible owing to the war. But as a result of the war the demand for British Guiana forest products far exceeds all possibility of supply with existing equipment, which has been very short. Contact is being maintained by the Department with all marketing sources with a view to post-war trade. A general forest policy has been drawn up and proposals for the establishment of three new Forest Divisions are at present under consideration by the Secretary of State. The proposal for an economic survey of the interior of the Colony for which application has been made for assistance under the Colonial Development and Welfare Act includes the valuation of the forests of the Colony.

BRITISH HONDURAS

A comprehensive scheme of forest regeneration and improvement has been prepared and submitted for the comments of the Secretary of State's technical advisers; it is, however, a very expensive scheme, and even if all the expenditure can be met it will not be possible to introduce it until the services are obtainable of a sufficient number of trained Forest Officers.

TRINIDAD

A detailed forest policy was prepared by the Conservator of Forests in 1941 in consultation with the Director of the Imperial Forestry Institute. It was approved by the Secretary of State and adopted by Government in 1942. The policy is outlined in Appendix A of Part I of the Report of the Agricultural Policy Committee.

Insofar as the marketing of forest produce is concerned, the local demand during the war years has exceeded available supplies and there has been no question therefore of finding overseas markets. Negotiations for the large scale exploitation of the Colony's mora forests fell through owing to insuperable difficulties in connection with the provision of finance, machinery and skilled personnel, caused by war conditions.

In addition, the forestry needs of the *Leeward* and *Windward Islands* have been examined in detail by officers of the Trinidad Forest Department and the recommendations which have been made are under close examination. Schemes for the promotion of forestry in the Leeward Islands are now being prepared by the Director of Agriculture on the advice of the Trinidad Conservator of Forests.

An officer of the Trinidad Forestry Department has been allotted to visit the Leeward and Windward Islands periodically to control the technical forestry work.

Recommendation 21 (g)

"Since from a medical point of view a better-balanced diet is everywhere necessary, one of the first aims of agricultural reform must be a great increase in home production of foodstuffs which are not only adequate in quantity but suitable in quality, and should include milk, fish, eggs and green vegetables."

Action

Shortage of shipping and of imports has stimulated greatly increased local food production during the period of the war. At times there were some shortages, but generally all needs have been met and in certain colonies surpluses of locally grown foodstuffs have occurred. Price guarantees have been given by Governments, as well as undertakings that surpluses will be purchased either for transfer to areas short in supply or for use as food for livestock.

Government policy has aimed at, and achieved, increased production of milk, fish, eggs and green vegetables, wherever practicable, though agricultural conditions have made it inevitable that the greater part of increased local food production should be in the form of root crops.

All Colonial Governments aim at much greater local production of foodstuffs after the war than before. Implementation of the policy of mixed farming will ensure that the production of nutritionally desirable foods receives special attention, but it will be realised that agricultural conditions, and economic considerations, will continue to make it necessary to import certain foodstuffs.

Recommendation 21 (h) (i)

"Certain special measures for special territories as follows:—

(i) If the campaign against banana diseases in Jamaica cannot be financed locally, further assistance should be afforded by His Majesty's Government."

Action

The research investigations into leaf spot disease in Jamaica have been brought to a successful issue by Mr. R. Leach, Plant Pathologist. Provision has been made, in the price paid by Government for bananas (which has been very substantially assisted from United Kingdom funds under the banana guarantee arrangements), to meet the cost of spraying according to the recommendations which have been based on these investigations. It is not to be expected however that satisfactory control will be achieved until compulsory spraying is organised and controlled through one central agency.

Plans for a co-ordinated programme of research into problems of banana cultivation, with special reference to the control of Panama disease, are under consideration.

Recommendation 21 (h) (ii)

"The displacement of share-cropping by land settlement in Nevis on the basis of mixed farming with sugar as the chief crop; a sugar quota gradually increasing to at least 3,500 tons per annum; and the erection by means of assistance from Imperial funds of a small sugar factory, failing which special assistance would be required, e.g. by the provision of transport of uneconomical rates."

Action

Progress has been made with the replacement of share-cropping by land settlement and a grant under the Colonial Development and Welfare Act, substantial for such a small unit, has been approved for the purchase of several estates for land settlement in the island. Investigation centres for mixed farming have also been set up and an officer appointed to supervise the work.

After full consideration, the conclusion has been reached that the erection of a small sugar factory in Nevis would be uneconomic. Instead, it has been agreed that the establishment of efficient transport service to enable canes to be moved from the field to the wharf in Nevis, and from the wharf to the factory in St. Kitts, provides the most effective means of assisting cane-growers in Nevis to market their canes at economic prices. Provision in this regard has accordingly been included in the scheme for agricultural development.

Recommendation 21 (h) (iii)

"Both capital works and maintenance of drainage in British Guiana should be the charge of a central Board; in order to secure effective co-operation with the existing Sea Defence Board, the Director of Public Works and Sea Defences should be Chairman of both Boards. The initial cost of drainage in British Guiana may have to be treated as an irrecoverable charge."

Action

A Central Drainage and Irrigation Board has been established. The Director of Public Works is the Vice-Chairman. A special Drainage and Irrigation Section of the Department is being created with funds granted under Colonial Development and Welfare for the creation of a Drainage Department and when this is established it is proposed that the Head of the Drainage Department will be made Chairman of the Central Drainage and Irrigation Board and also of the Sea Defences Board.

For the putting into effective condition of drainage and irrigation throughout the whole cultivated, inhabited coastland area of the Colony a comprehensive scheme of capital works with an expenditure of \$20,000,000 was formulated in January 1943. It was proposed that the work should be spread over twenty years. This framework is founded upon a number of schemes which have been the subject of study for the last five or more years and beginning before the visit of the Royal Commission. These schemes have been worked out in general detail by the Consulting Engineer to this Government. They involve some irrigation projects of some size, to bring down fresh water from the rivers from points above high tidal mark, while all provide for extensive drainage improvements. The areas to be brought within this scheme comprise the coastland agricultural lands of the colony of all kinds. In some cases the irrigation schemes in particular are planned to bring new water supply to sugar estates and thereby enhancing and ensuring higher rate of production in sugar. In others the objective is to benefit rice lands or lands inhabited by peasantry and administered by Village Authorities. It is particularly in these latter areas that drainage problems are important and require particular attention. In places residential areas will benefit.

One of the major schemes at a cost now estimated at \$827,000 is under way, having been started at the beginning of 1943 with funds granted under the Development and Welfare Act, but shortage of equipment and material has made progress slow. In existing war-time conditions it has not been possible to embark on any of the other larger schemes which are at present under consideration by the Secretary of State and have not yet been finally approved. But a considerable number of smaller schemes which fit in to the main framework have been started and carried through from the end of 1942 to the end of 1944. In particular a very large programme of bringing new land under rice cultivation has been almost completed with funds granted under the Development and Welfare Act to the total expenditure of \$1,600,000, and a few smaller drainage schemes have been so financed and carried through and are complete or nearly complete. In some cases these have been particularly intended to be of benefit to village areas in which drainage has been very defective. In addition to these schemes carried through with funds granted under the Development and Welfare Act a considerable number have also been carried through with Colonial funds, in particular under a fund known as the Local Development Trust Fund. These have been particularly valuable owing to the extremely bad weather conditions at the end of 1942 to the middle of 1943 and have had the particular objective of relieving conditions and ensuring crops which had in the first eight months of 1943 been lost to a serious extent.

At the end of 1944 three main schemes were under consideration. One a drainage and irrigation scheme in the Corentyne district at a cost of about \$3,000,000, one a drainage scheme in East Coast, Demerara, at about \$3,000,000, and one an irrigation project in the same area, at about \$2,000,000.

Recommendation 21 (h) (iv)

"The adoption of the proposal to establish on the Essequibo Coast of British Guiana a central rice mill to be financed by the Government of the Colony."

Action

The proposal to erect the first central rice mill on the Essequibo Coast was not pursued owing to the more pressing claims for expansion of building facilities in other areas. Since the war, however, all possible steps have been taken to expand rice production in the Colony with a view to meeting the needs of the West Indies and a loan of £131,730 for this purpose was made under the

Colonial Development and Welfare Act. Included in this loan was provision for the enlargement and modernisation of the Government mill at Anna Regina on the Essequibo Coast which was considered adequate to meet all milling needs of that area.

Further funds amounting in all to £217,550 have recently been made available, partly under the Colonial Development and Welfare Act, for the development on plantation lines of the land which has been drained and irrigated in the Mahaicony-Abary area as part of the original proposals. It is proposed to utilise this area to demonstrate the use of mechanical equipment on a large scale, and the scheme provides for the erection of a modern central mill in which experiments for the mechanical drying of parboiled rice in place of the prevailing method of sun drying, would be carried out, and visits to the Colony by experts to supervise the erection and preliminary operation of the mill and to advise on milling generally.

Recommendation 21 (h) (v)

"The Trinidad cocoa subsidy should be put on a new basis under which its objective would be the rehabilitation of the industry."

Action

The recommendation has been implemented. A ten-year plan of assistance was inaugurated in 1940, but in 1943 changed conditions and increased knowledge necessitated modifications of the scheme, the principal features of which are as follows:—

- (a) Emphasis being placed on the utilisation of cuttings of high-bearing strains, instead of budded plants, in selected areas, and
- (b) closer planting without shade instead of wider planting with shade.

To implement these proposals, a propagation station for the production of cuttings of high-bearing strains has been constructed and demonstration plots are being planted in the important soil types in the Colony.

Finally, in 1942, the Carriacou Agronomist brought back from Peru 96 budded plants chosen for their apparent resistance to Witches' Broom disease. These have been established in propagation plots and are in process of multiplication.

Recommendation 21 (h) (vi)

"Subject to full consideration of recommendations made as a result of the recent survey of the cocoa industry in Grenada, assistance should be granted to it on the lines proposed for Trinidad, but should be paid for by His Majesty's Government."

Action

A grant for nearly £60,000 was made in 1939 from the Colonial Development Fund for the rehabilitation of the Grenada cocoa industry. The research part of the project met unexpected difficulties and it has been necessary to recast the whole scheme. New proposals have been prepared by the recently appointed Director of Agriculture, Windward Islands, and approved by the Grenada Cocoa Producers' Association. An application for assistance to carry on the new scheme will shortly be submitted by the Colonial Government.

Recommendation 22

"The investigations mentioned above will doubtless show the need for a scale of expenditure far beyond the resources available to the Colonial Governments. We recommend, therefore, that a substantial sum should be allocated by the Imperial Exchequer for this strictly agricultural work. Expenditure could begin as soon as the first of the surveys recommended has been completed."

Action

His Majesty's Government and the Colonial Governments appreciate the need for substantial assistance for agricultural work and considerable sums have been made available under the Colonial Development and Welfare Act. Since this Act was passed, up to the 31st December, 1944, assistance in respect of agricultural and veterinary schemes up to a total of £2,258,343 has been approved, *i.e.*, a high proportion of the total assistance approved during that period for the whole of the West Indies of £7,702,626.

SECTION 5

LAND SETTLEMENT.

Recommendations 23 and 24

"23. This is no more than an orderly plan for settling considerable numbers of people on the land as smallholders and providing them with certain forms of assistance. It is only one of several ways by which the number and yield of peasant holdings may be increased, and is in the West Indies expensive in relation to the number of persons settled. Mixed farming and not specialisation on export crops must be the basis of land settlement; this involves a change in outlook and methods, and in the habits and tastes of the consuming public and in commercial organisation. At least equal attention must be paid to improving the husbandry of existing smallholders and to providing additional lands for their sons.

24. We recommend :-

(a) That the order of procedure should be, first, the improvement of the husbandry of existing smallholders, in the light of the results of some of the enquiries recommended in paragraph 21(d) above; then, the improvement of existing land settlements and the establishment of new settlements.

(b) That Governments should not regard themselves as committed to the grant of freehold tenures, but should experiment with both freehold and leasehold tenures. The grant of freehold rights should be subject to appropriate conditions to prevent fragmentation of the land and to suitable safeguards of good husbandry including the prevention of erosion and the maintenance of soil fertility.

(c) That Governments should take powers for the compulsory acquisition of agricultural land needed for land settlement and similar purposes.

(d) That it should be firmly impressed on settlers and others that, while credit facilities will generally be required in the early stages of any scheme of land settlement, their success depends in the last resort on their own exertions and that Government cannot continue to provide financial support indefinitely."

Action

(a) The policy outlined in this recommendation has been followed. Assistance has been granted to improve the husbandry of existing smallholders and to improve the methods on existing land settlements. Schemes for new settlements have been made only where the need is plain and urgent, as in Nevis, Antigua, St. Lucia and Montserrat. Other proposals are in contemplation for St. Vincent. Grants have been made on conditions which maintain the community's rights over the land so that future basic reforms in the use of the land can be safeguarded. Tenancy reform has been recommended by a Jamaica Committee and reform on similar lines has been advocated by a similar Committee which dealt with the occupation and use of rice lands in British Guiana.

(b) The demand for freehold has been marked in the past, but a modern outlook has developed in recent years. Leasehold tenure is now accepted as the basis for all Government sponsored land settlements in Trinidad, the Leeward Islands and St. Lucia, and it has been recommended by a Land Settlement Committee in British Guiana.

(c) Most West Indian Governments now have powers for the compulsory acquisition, when necessary, for land needed for land settlement and similar purposes.

(d) This policy is being advocated by all agricultural extension officers but co-operative credit, while making some progress in certain colonies, is still a creation which is slow in growth. State aid for helping farmers to equip themselves with buildings, livestock, implements and provide for capital equipment essential to efficiency has been recommended in Jamaica. The position in the several colonies is set out below.

BARBADOS

Owing to the dense population there is no land awaiting development in Barbados; almost the whole of the arable land is privately owned either by plantations or peasants. Because of the need for the most intensive use of the arable land available, it is considered that the first necessity in Barbados is the improvement of agricultural efficiency and the development of mixed farming methods both on estates and on existing peasant holdings, before consideration is given to the possible purchase of estates for land settlement.

BRITISH GUIANA

From the inception, land settlement in this Colony on the individual holding basis has been severely handicapped by the low-lying nature of the land, the need for extensive drainage works—canals, trenches (both external and internal water conduits), the unhealthy nature of the backlands, lack of roads for proper ingress and egress, and lack of material with which to build them. The tendency, therefore, has been to develop villages on the less unhealthy frontlands where all the various amenities—schools, etc., would be within easy reach of the people. Under such conditions mixed farming with a complementary livestock basis has been far from easy, and the view appears to be taking shape that land settlement in this country must be developed on highly communal lines if it is to be successful.

(a) Existing smallholders are being encouraged, whenever possible, to adopt intensive livestock methods on sites not far from their homes. Demonstration soiling units have been established with assistance under the Colonial Development and Welfare Act and many more of these are contemplated. Smallholders are being encouraged to appreciate the value of manure and to return it to their forage plots. In some villages community forage plots are being established, operated by village authorities with the advice and guidance of the agricultural officers. The next step appears to be the development of community cow pens and two of these are now being erected by the Department on the Government Estates at Anna Regina; these should furnish data for extension whenever practicable in existing settlements. At Anna Regina, too, a ghee plant, the equipment for which is expected before long, will be operated in the interests of the peasants, and this should provide helpful data for extension of such plants to other areas. At Anna Regina, again, an experiment is being started to study the possibilities of setting up smallholdings on the frontlands, where the farmer might have his house, dairy cow and small stock, even though he might have to go some distance from home to his rice fields. The effect of drainage and irrigation trenches around such a small set up will have to be carefully watched from the mosquito breeding point of view and flooding in the rainy season; if successful, this experiment will provide information for further extension of this plan, always depending on the amount of frontland available. The establishment of new settlements is receiving attention and selected areas have been examined and reported on. The cost will be heavy and the number of families which can be settled will be comparatively small in relation to the numbers requiring land on the Coast.

(b) Government has not committed itself to freehold tenure but rather to leasehold and the policy being pursued is that recommended.

(c) Powers have been taken by special legislation for compulsory acquisition of land for land settlement. The subject of new land settlements has been considered by a Committee whose recommendations have been approved in principle by the Secretary of State, and a Land Settlement Officer appointed under a Development and Welfare scheme. Negotiations are in progress for the acquisition of one estate which will be laid out for settlement after being drained and irrigated.

(d) The policy advised is very fully kept in mind.

BRITISH HONDURAS

(a) The improvement of the husbandry of existing smallholders is the first object of the Colonial Development and Welfare scheme mentioned in the statement on recommendation 21 (d). The suitability of British Honduras for land settlement is still problematical, and on the success of this scheme, and on its findings, will depend the possibility of improving or establishing land settlements.

(c) The question of compulsory acquisition of land for settlement purposes is under consideration. Meanwhile it is hoped to obtain by negotiation from the Belize Estate and Produce Company (in part consideration for the construction of a development road between Belize and their Hillbank property) the land required for a model settlement, with rural health centre and other amenities, for which a scheme has been prepared by the Social Welfare Committee.

(b) and (d) These recommendations will be borne in mind in considering future developments as the result of the scheme referred to above.

JAMAICA

With the assistance of the Agricultural Department the encouragement of mixed farming on land settlements has been started.

(a) During the past four years a few new land settlements have been established from the issue of funds available for this purpose, but generally the order of procedure recommended has been observed and improvement in the husbandry of existing settlers has been secured by close contact with the Agricultural Department and the Jamaica Agricultural Society.

(b) The whole question of future Land Settlement Policy is under consideration by the Agricultural Policy Committee referred to in the statement on recommendation 21 (c) above; the proposals include a modification of the present unrestricted freehold tenure. Experiments in different forms of land tenure are proposed on the Agricultural Centres recently established.

(c) Proposals for a revision of the Land Acquisition Law, Law 38 of 1940, to give effect to this recommendation are now under consideration by the Committee referred to above.

(d) Proposals for future Land Settlement Policy envisage an extension of the credit facilities and other assistance at present provided, which have admittedly been inadequate, but every care will be taken to ensure that the settlers' sense of independence will not be weakened.

LEeward ISLANDS

Existing land settlements throughout the Colony are being re-organised in accordance with the recommendation of the Royal Commission. All new settlements are being laid out on the contour. Provision is included in all tenancy contracts on new projects to enforce the cultivation of a proportion of food crops and to allow for the development of mixed farming.

(a) Progress has been made in improving the husbandry of existing smallholders; extension of the areas allocated to land settlements has been made to meet the demand for land.

(b) The substitution of leasehold for freehold tenure with provision for compensation for improvements and disturbance of tenancy has been recommended and is now being put into practice. It is considered that the substitution of leasehold tenure with these provisions will provide the safeguards regarded as necessary by the Royal Commission.

(c) The Antigua Agricultural Policy Committee have recommended that powers should be provided for the compulsory acquisition of agricultural land for land settlement and similar purposes, and legislation to implement this recommendation has recently been enacted. A Statutory Land Settlement and Development Board is to be established.

(d) This policy is being pursued with encouraging results.

TRINIDAD

(a) The Extension services of the Department of Agriculture give advice to smallholders in general. Provision has been made in the Estimates for 1945 for the establishment of four agricultural and veterinary stations with the primary object of improving husbandry, particularly amongst smallholders. Some of the district staff will reside at these stations.

There is a small staff of Land Settlement Instructors resident on the land settlements. The older settlements were based on freehold tenure and improvements cannot be effected so readily as in the newer settlements which are based on leasehold tenure.

Since 1939 ten new settlements have been established and six former settlements extended. This has involved the provision of 980 allotments covering 1,546 acres. Government has also acquired for land settlement purposes six more estates comprising 1,964 acres.

The Land Settlement Committee is responsible for the selection of good agricultural land as sites for land settlements, the laying out of the land (with necessary reservations for recreation grounds, shops, etc.), the construction of roads and the provision of water supplies. Housing has been provided in some instances by the Planning and Housing Commission and elsewhere by the settlers themselves.

(b) In regard to land settlement, Government has, for some years past, been pursuing a policy of granting long-term leases in preference to freehold as a form of title.

(c) Adequate legal power is provided by Ordinance and agricultural land needed for settlements is acquired compulsorily as required.

(d) No special credit facilities are available to settlers on land settlements but they are encouraged to organise themselves into Agricultural Credit Societies.

WINDWARD ISLANDS

Much consideration has been given to this question in *St. Vincent*, and to a lesser extent in *Grenada* and *St. Lucia*. In *Dominica* there is no "land hunger" and consequently there are no Government Land Settlements.

The Government of *St. Vincent*, in a published statement of its land settlement policy, has indicated its intention of developing and extending land settlement in the Colony as one method of meeting certain of the social and economic needs of the community.

To implement the land settlement policy, it is proposed to establish a Statutory Land Settlement and Development Board with powers to purchase agricultural land and to carry out such development as may be necessary.

To provide funds for the financing of the operations of the Board, an application for financial assistance under the Colonial Development and Welfare Act in the form of a free grant of £50,000 has been submitted to the Secretary of State. The necessary legislation required to establish the Board has been prepared.

A start has already been made in the acquisition of properties and two estates. One of the estates has been purchased particularly with a view to replacing the objectionable metayage system by a leasehold system on a cash rental basis.

In *St. Lucia*, a comparatively large percentage (27.5) of the total land area of the Colony is owned by smallholders. A scheme for the resettlement of peasants who have been dispossessed of their lands by the establishment of the American Bases has been drawn up, and a free grant has been approved by the Secretary of State to finance the project. A Land Policy Committee has been appointed and it is proposed to establish a Lands Advisory Board in the near future for the purpose of considering the selection, purchase and controlled use of any suitable agricultural land which may become available.

In *Grenada*, a survey of land settlements has been carried out by the Director of Agriculture with a view to the preparation of plans for their improvement. One estate has been purchased by Government and divided between small producers on a leasehold basis.

As regards the specific recommendations 2f (a)–(d) the position is as follows:

(a) The order of procedure recommended is being followed and priority is being given to the improvement of the husbandry of existing smallholders.

(b) The terms of this recommendation is being carefully considered in connection with all proposed settlement schemes. In *St. Vincent* it has been decided that all Government land settlements will be on a leasehold basis, as opposed to the freehold of the past, so as to enable Government to ensure the most effective use of the land in the interests of the community. Leasehold tenure has also been accepted in *St. Lucia* for Government-sponsored schemes for land settlement. In *Dominica* attempts have been made to introduce leasehold tenure, but a Committee of Legislative Council in 1943 recorded the view that freehold is the only system at present acceptable to the people of *Dominica*. As previously stated, there are as yet no Government Land Settlements.

(c) The legislative powers existing in the various Colonies for the acquisition of land for development purposes has been described in the statement on Section 2, SOCIAL SERVICES (III) Housing.

(d) The Commission's recommendation is being kept in view.

SECTION 6

COMMUNICATIONS

Recommendation 25 (a)

"We recommend:—

That on a return to normal conditions His Majesty's Government should consider whether they should not offer a subsidy for the maintenance of a regular British passenger service to some of the West Indian Colonies, since British shipping is handicapped by the competition of subsidised foreign shipping."

Action

The question of West Indian shipping is at present under consideration in connection with post-war shipping arrangements generally.

Recommendation 25 (b)

"That two small sea-going ships should be provided at the cost of His Majesty's Government for trade between the smaller islands. Whether such a service should be operated by Government or be entrusted to private enterprise in return for a subsidy is a matter for further consideration."

Action

The shortage of steamships and the submarine campaign in the Caribbean made it necessary in 1942 to organise the coasting schooners of the Eastern Group into a Pool under the direction of a Pool Authority. This schooner pool has maintained trade communications between the smaller islands of the Eastern Group during the past two years and it has improved the efficiency and safety of the schooners. Consideration is now being given to the organisation of a Schooner Owners' Association to maintain a properly organised schooner service in the Eastern Group after the war. The Canadian and United States Steamship Companies operating in the Caribbean have plans prepared for post-war steamer services, but the action which is contemplated by British lines is not yet known. The extension of the Trinidad steamer services to the Windward and Leeward Islands can only be considered after the war. It is unlikely to be an economic proposition and final decisions can only be taken when it is known how far steamship communications provided by Canadian, United States and British lines will cover inter-colonial needs. The schooner services would be improved if a larger number were fitted with auxiliary engines and better provision for passengers.

Recommendation 25 (c)

"A regular air service should be provided from St. Kitts to Trinidad and covering Barbados and all the principal Leeward and Windward Islands."

Action

Landing grounds have been provided in all the principal islands of the Leewards and Windwards groups with the following two exceptions, and a local air company, British West Indian Airways, which is registered in Trinidad, is now providing air services between those islands and Barbados, Trinidad and Jamaica. It has not yet been possible to arrange for the services to be extended to Dominica and Montserrat, where there has been serious difficulty in finding suitable landing grounds. A site has now been selected, and funds

have been made available, for the construction of an airfield in Dominica, but so far it has not been possible to find a suitable site in Montserrat. Enquiries are still proceeding.

Plans have been made for extending the Company's services to the Bahamas, British Guiana and British Honduras as soon as this is possible.

Recommendation 25 (d)

"That the Jamaica Government should consider whether a concession in respect of the island telephone service should not be granted to Telephone and General Trust Limited, subject to the inclusion of satisfactory safeguards, and on acceptance by the Company of an undertaking to assume responsibility for the telephone services in the smaller islands under a definite obligation to expand and improve these services."

Action

Proposals for the grant of an all-island franchise and the sale of the Government telephone system to the Jamaica Telephone Company were approved in principle by the old Legislative Council, but, on the Secretary of State's instructions, were deferred for consideration by the Legislature established under the new constitution. These proposals will come up for their consideration shortly.

Recommendation 25 (e)

"That a wireless telephone service with the West Indies should be provided as soon as possible for the furtherance of economic development and administrative convenience."

Action

In general it has not been possible to pursue this recommendation during the war owing to the shortage of suitable equipment, and serious considerations. The question of providing a Caribbean wireless telephone communication for the Leeward and Windward Islands has, however, recently been considered by the Colonial Governments concerned and Mr. A. H. Hodgson, Director of Telecommunications in the Bahamas, has made a survey of the question.

Cable and Wireless (West Indies) Limited, operate radio telephone services between Barbados, Jamaica and Trinidad on the one hand and the War Shipping Administration and Canada on the other, and have notified the Government of British Guiana that they will be in a position about the middle of 1945 to provide similar services with that Colony. In addition, Cable and Wireless (West Indies) Limited, operate a number of other radio telephone services, e.g., between Trinidad and British Guiana and Dutch Guiana, and are proceeding with proposals for establishing radio telephone services between some of the Colonies in the Caribbean, e.g., Barbados, Jamaica and Trinidad.

Recommendation 25 (f)

"That the Empire services of the British Broadcasting Corporation should be supplemented, particularly as regards educational broadcasts, by the establishment of a wireless transmitter or transmitters in the Caribbean area, the initial cost being met by His Majesty's Government and the maintenance costs by the Colonial Governments jointly, in proportion to their average annual revenue. The incidence of the cost of school receivers, etc., would have to be decided after requirements are known; where Colonial Governments

SECTION 7

CONSTITUTIONAL AND CLOSER UNION

Recommendation 26 and 27

"26. We do not support either of the extreme proposals put before us for the grant of immediate and complete self-government based on universal suffrage, or for a wide increase of the authority of Governors which would convert the existing system into a virtual autocracy; the one because it would render impossible the financial control necessary if, as we consider to be inevitable, substantial assistance is to be afforded by His Majesty's Government through the West Indian Welfare Fund and otherwise; the other because it would be politically a retrograde step. More, and not less, participation by the people in the work of government is a real necessity for lasting social advancement. At the present stage, we attach more importance to the truly representative character of Legislative Councils than to any drastic change in their functions.

27. Political federation is not of itself an appropriate means of meeting the pressing needs of the West Indies. Nevertheless, it is the end to which policy should be directed."

Action

In general these recommendations are accepted by His Majesty's Government as the basis of their policy. In a despatch to the Governors of West Indian Colonies which has recently been published in the West Indies the Secretary of State has laid down the lines of British constitutional policy in the Caribbean area. The despatch begins by reaffirming the basic aim of that policy as being to quicken the progress towards the ultimate goal of self-government. It then goes on to point out the difficulty under modern conditions of very small units maintaining full and complete independence in all aspects of Government and, therefore the importance of keeping in view the ultimate larger project of their political federation. The despatch expresses the view that existing differences between West Indian Colonies of historical tradition, social organisation and political development, combined with the administrative inconvenience which would arise from the present grave difficulties of communication, would make it impracticable to set up a federal organisation immediately. Moreover, His Majesty's Government would not wish to enforce a federal constitution against the wishes of any large section of the community. Nevertheless the Secretary of State considers that the aim of British policy should be the development of federation in the Caribbean at such time as the balance of opinion in the various Colonies is in favour of a change and when the development of communications made it administratively practicable. The Secretary of State regards it as desirable that a lead should be given by His Majesty's Government in favour of the aim of federation and that British policy should aim at the fostering of a sense of West Indian unity and of the removal of the present obstacles in the way of federation. His Majesty's Government, therefore, trusts that the promotion of regional activities will engage the interest and attention of many members of all Colonial Legislatures in the area and other persons in a position to influence public opinion. The Secretary of State considers it desirable that His Majesty's Government's policy should be announced and full opportunity given for public discussion of it and he requests that the despatch should be published and an early opportunity taken to obtain the opinions of Colonial Legislatures by arranging for each of them to debate the issue. If all those Legislatures then declare themselves in favour of the aim, it might be possible that a conference of West Indian delegates

cannot, from their own resources, provide adequately for these needs, the cost might be defrayed from the Colonial Development Fund or from the West Indian Welfare Fund."

Action

For some time there has been under consideration a proposal for the establishment of a Central British West Indian Broadcasting Station in conjunction with a Commonwealth relay station. Until recently it was not possible to take the matter beyond a preliminary stage owing to the difficulty of making available a qualified engineer to conduct the necessary technical investigation. A British Broadcasting Corporation engineer has, however, now been made available to investigate the feasibility of establishing a Central West Indian Broadcasting Station which would serve and supplement but not supersede the local West Indian broadcasting stations, and the possibility of combining this central station with a Commonwealth relay station. The engineer will make recommendations regarding the most suitable site or sites, the technical equipment required and the costs involved. On the basis of his report the proposals will be further examined by all the authorities concerned.

The provision of broadcast receivers for schools and for community listening has received attention and grants have been approved for the purchase of receivers in Barbados, British Guiana, Antigua, Montserrat, Grenada, St. Lucia and St. Vincent. Owing to the war it has, however, proved impossible to obtain more than a few of the receivers required.

should be held at a later date to consider the formulation of proposals for such closer association between the West Indian Colonies as might prove immediately feasible.

"We recommend:—

Recommendation 28 (a)

(a) That care should be taken to ensure that all important sections and interests of the community receive adequate representation in the Executive Councils."

Action

His Majesty's Government and Colonial Governments accept this recommendation, which is already followed in making appointments to Executive Councils, subject to what they consider should be the over-riding consideration, namely, that the persons selected for appointment should be those who by reason of their personal character, knowledge and experience are considered best fitted to advise on matters affecting the interests of the community.

Recommendation 28 (b)

"That consideration should be given to the adoption of a Committee System on an advisory basis to give elected representatives an insight into the practical details of government."

Action

In *Barbados* the Executive Committee on which sit four members of the House of Assembly, is established by the Act of 1891 and is responsible for advising Government on all matters of government policy affecting finance and legislation.

In *British Guiana*, Legislative Council Advisory Committees were established in 1943 in relation to Agriculture (with Fisheries), Education and Public Works. The Chairman of each committee is an unofficial member of the Executive Council. Membership of each committee allows for four or five members of the Legislative Council and the head of the department concerned. The committees concern themselves with broad questions of policy, and more particularly, with financial and legislative provision necessary for departmental activities; they are thus in a position to keep the Legislative Council fully informed of the reasons underlying Government's policies and decisions, and, through the Council, the general public itself. The experiment has so far proved very satisfactory and it is intended to appoint additional Legislative Council Committees in due course.

In *Jamaica* the new constitution provides for an Executive Council of ten, under the Chairmanship of the Governor, five of whom will be members of the wholly elected Lower House. This Council will be the principal instrument of policy. In addition, arrangements have been made for the adoption of the committee system by the House of Representatives.

In *Trinidad* there is already a system of Advisory Boards and Committees, to which elected members of Legislative Council have in the past been and continue to be appointed.

In the *Windward Islands* extensive use is already made of Committees including elected members of Legislative Councils.

In *British Honduras* and the *Leeward Islands*, however, it has not so far been possible to adopt any formal committee system owing to the present stage of development of those Colonies and the small number of persons interested in public affairs.

Recommendation 28 (c)

"That official representation in Legislative Councils should be confined to the Colonial Secretary, the Treasurer and the Attorney-General, and the resulting vacancies filled by nominations in the spirit recommended in (a) above."

Action

This recommendation has been implemented in all the Colonies concerned except in the *Leeward Islands* General Legislative Council. In *British Honduras*, the third official appointment to the Legislative Council will remain vacant for the time being as the posts of Colonial Secretary and Financial Secretary are at present combined. In the *Leeward Islands*, official representation on the Presidential Legislative Councils is confined as recommended, but the General Legislative Council is in a special position and the question of revising its constitution is connected with the consideration now being given to the possible federation of the *Leeward* and *Windward Islands* (see the statement under recommendation 28 (f) below).

In *Barbados* the only official representative in the Legislature is the Colonial Secretary who acts as Government spokesman in the Legislative Council.

Recommendation 28 (d)

"That in order to secure that the elected element in Legislative Councils shall be as truly representative as possible, the object of policy should be the introduction of universal adult suffrage. Some of us hold that this should be introduced forthwith; others that it should be reached by gradual stages and to this end recommend the appointment of local committees to consider the extension of the franchise, both for local and for central government. Such committees should keep in close touch with their counterparts in other West Indian colonies, and should consider carefully whether, as is strongly desirable, their recommendations would ensure substantial equality as between the sexes."

Action

Universal adult suffrage has been introduced in *Jamaica* and is about to be introduced in *Trinidad*.

In *British Guiana*, on the recommendation of a local Franchise Commission, and in *Barbados*, the manual qualifications for the franchise have been substantially reduced. For the present it is not considered desirable to lower the franchise qualification further in *British Honduras*, but legislation has been passed extending the franchise to women on the same terms as men.

In the *Leeward* and *Windward Islands* no action has yet been taken pending the consideration of the possibility of federation (see the statement under recommendation 28 (f) below).

Recommendation 28 (e)

"That in all West Indian Colonies a careful examination should be made at an early date of the possibility of reducing substantially the margin between the qualifications for registration as a voter and those for membership of the Legislative Council, the latter being in many cases unnecessarily high."

Action

In *Jamaica* under the new constitution no property or income qualification is required of candidates for election.

SECTION 8

LOCAL UNIFICATION OF SERVICES

Recommendation 29

"We recommend:—

That West Indian Governments should be invited to accept the principle of local unified services and, if that is generally accepted, should address themselves to the task of giving practical effect to it at the earliest possible date. It should not be difficult to make a start by establishing a Unified Medical Service for the West Indies."

Action

For a unified regional service to function effectively, the following conditions should, in general, be fulfilled:—

(1) There should be a regional executive authority, to which are delegated powers of posting, discipline and selection of officers, and of recommending appointments and promotions to vacancies. It is impossible for the central control of a regional service, which is necessary if full advantage is to be taken of the unification, to be exercised adequately by the Secretary of State direct from London.

(2) Salaries and conditions of service within the region should be reasonably equalised, regard being had to climate, cost of living, etc., so that officers may be freely interchanged.

Neither of these conditions can at present be fulfilled in the West Indies and they raise difficult questions of principle coming within the sphere of the several legislatures. The question of the most suitable method in the circumstances for establishing local or regional unified services is at present under consideration, but it has not yet been possible to put forward a detailed scheme.

SECTION 9.

ADMINISTRATION AND PUBLIC OPINION

Recommendation 30 (a)

"We recommend:—

(a) As regards the attitude of public opinion, that Governments should adopt a much more positive policy of bringing their point of view before the mass of the people, and of explaining in sufficiently simple terms the reasons which lie behind their decisions of major problems; and that the active assistance of all persons of standing, and of all available means of publicity, such as broadcasting, should be enlisted in an organised attempt to prevent any further extension of colour prejudice."

Action

The importance of the recommendation is fully appreciated by Colonial Governments, and much is done through the medium of public Committees and Boards to explain Government policy and measures.

Specific action in the several Colonies is set out below.

BARBADOS

Government has endeavoured by all possible means to carry out the policy indicated in this recommendation. An Information Officer was appointed

(SO 8602)

In *British Guiana* and *Trinidad* approval has been given to the recommendations of the local Franchise Commission in the former Colony, and Committees in the latter, for the substantial reduction of the financial qualifications for membership of the Legislative Council, and these changes are about to be put into effect.

In *British Honduras* have been reduced the qualifications for membership of the Legislative Council to the same level as those for registration as a voter.

In *Barbados* no steps have yet been taken to reduce the qualifications for membership of the House of Assembly though women have now been made eligible for membership on the same qualifications as men.

In the *Leeward* and *Windward Islands* no action has yet been taken pending the consideration of the possibility of federation (see the statement under recommendation 28 (f) below).

Recommendation 28 (f)

"That a practical test of the advantages of federation should be made by combining the Leeward and Windward Islands in one federation on the lines of that existing in the former group."

Action

The proposal to federate the Leeward and Windward Islands in one federation raises many complicated administrative, financial and political questions on which there is considerable local feeling. The improvement of inter-island communications which has proved so difficult under war-time conditions (see in this connection the statement under Section 6. Communications), is also essential (as the Royal Commission recognised) to any workable federation. Proposals are at present under active consideration and the question was among those considered by a conference of delegates from the Windward Islands Legislatures held in January, 1945. His Majesty's Government hope shortly to be in a position to put forward a detailed scheme for public consideration locally.

Recommendation 28 (g)

"That means be found for devoting more Parliamentary time to the discussion of colonial affairs and, if it is decided to proceed with the establishment of a Standing Parliamentary Committee to consider colonial affairs, to devise means for the association of delegates from the Colonies concerned with the work of that Committee."

Action

His Majesty's Government do not feel able to accept this recommendation for the reasons explained in the course of a debate in the House of Commons on the 20th July, 1944. It is most desirable to associate Members of Parliament as closely as possible with Colonial work, but the establishment of a joint select committee would tend to restrict knowledge of Colonial affairs to members of the committee rather than to increase the interest of the general body of Members of Parliament.

in 1939. His duties have been concerned not only with the dissemination of information concerning the war but of all matters affecting public relations with the Government. He is responsible for keeping close touch with the press and he is in charge of the Government Experimental Broadcasting station. Periodical press conferences are held at Government House which are presided over by the Governor in person. A number of broadcasts on many matters of public policy have been made by the Governor, by Heads of Departments and by Members of the Legislature. Regular news broadcasts are also made. Every endeavour is being made to prevent an extension of colour prejudice.

BRITISH GUIANA

A Bureau of Publicity and Information was set up in August, 1942, the functions of which are to put before the public the point of view of Government and to form a channel for distributing all Government information and opinion as well as an official liaison between Government and the Press. The work of the Bureau has been very satisfactory and its scope has been expanded considerably since its establishment including regular broadcasting by Government officers under the auspices of the Bureau. It is the intention of Government to make the Bureau a permanent organisation.

BRITISH HONDURAS

The Press in British Honduras has a small circulation and influence. There is a local broadcasting station which broadcasts daily for two periods of half an hour. Publicity channels available are therefore limited, but the Government has endeavoured to carry out the recommendation. An Information Officer was appointed shortly after the outbreak of war, and an Advisory Committee assists in running the Bureau of Information. One of the functions of this Bureau is "to act as official liaison between the Government and the public generally" and included on it are the editors of the local daily and weekly newspapers. The Information Officer publishes a weekly news letter and when necessary, official communiqués and bulletins. News material is exchanged with other Information Officers in the West Indies and is broadcast from the local station.

JAMAICA

The necessity for explanations to the public of the reasons behind Government's actions and policy has been realised and an attempt has been made to place the administration's point of view before the people so far as the existing inadequate machinery will allow: the Information Office, established primarily as a means of dissemination of war publicity, is used to some extent as a channel between Government and the public. The discouragement of colour prejudice is actively pursued but is necessarily a slow process.

LEEWARD ISLANDS

Government has made an attempt in Antigua to bring its point of view before the mass of the people and a weekly paper called "The Antigua Newsletter" has been issued since July, 1944. It is distributed free in the rural districts of Antigua and apparently fills a need that has been felt for years.

A local broadcasting station was in existence for a year, combining the dissemination of information with propaganda to the neighbouring French islands which were then controlled by Vichy. With the accession of the islands to General de Gaulle part of the reason for the broadcasting station ceased, and as the press was hostile, public opinion apathetic and personnel with the necessary enthusiasm and capacity limited, the services came to an end in August, 1943.

TRINIDAD

An Information Officer was appointed shortly after the outbreak of war and his office has recently been strengthened by the appointment of a Director of Information. A local wireless broadcasting scheme has been formulated but owing to the impossibility of securing the necessary equipment it has not been possible to put it into operation.

WINDWARD ISLANDS

The spirit of the recommendation is carried out in meetings of the various Boards and Committees constituted in each Colony. No broadcasting facilities are at present available in the Windward Islands.

Recommendation 30 (b) (i)

"As regards conditions of service for officers appointed from outside the West Indies—

(i) that West Indian Governments should reconsider their attitude on the question of the grant of passages to such officers both on first appointment and when proceeding on leave."

Action

All the Colonial Governments in question now pay the cost of passages for officers and their wives on first appointment, except the Government of Barbados which pays a grant of up to £200 towards these costs.

Only British Honduras follow the practice adopted by practically all Colonial Governments outside the West Indies of paying the cost of passages of officers and their wives when proceeding on leave. The Government of Trinidad pays the cost of leave passages for officers themselves.

In the other Colonies the Legislatures have, unfortunately, as yet been unwilling to vote the payment of leave passages though the matter is at present under consideration in British Guiana.

Recommendation 30 (b) (ii)

"That West Indian Governments, particularly those of the larger Colonies, should review the salaries of their civil servants.

In the review of these questions it must be borne in mind that, unless salaries and other conditions of service conform more closely to the general Colonial level, it must become increasingly difficult to fill the higher administrative and professional appointments with men whose training, experience, and ability will fit them (1) to discharge their duties and (2) to co-operate effectively with the Comptroller of the West Indian Welfare Fund and his staff in schemes for the social betterment of the West Indies."

Action

Civil Service salaries have been revised and increased in *Jamaica, Barbados, Trinidad and British Guiana*.

In *British Honduras* salary revision is about to be undertaken. The report of a Salaries Commission recommending detailed revision and increase of salaries in the *Leeward Islands* is at present under consideration by the Secretary of State. In the *Windward Islands* Civil Service salaries have been revised in *St. Vincent*, recommendations for salary revision in *Dominica* are under consideration, and it is proposed in the near future to appoint a committee to enquire into the salaries of senior officers in *St. Lucia*.

SECTION 10

MISCELLANEOUS, LOCAL AND SECTIONAL QUESTIONS

Recommendation 30 (c)

"That the Comptroller of the West Indian Welfare Fund should be empowered, subject to the consent in each case of the employing Government, to grant a certain number of scholarships each year to serving officers for the purpose of study leave and to meet other costs of that leave where these cannot be borne by local funds."

Action

Considerable assistance has been made available under the Act for training of West Indian personnel including the schemes mentioned under Section I. The following are some of the schemes which have been made :—

- (1) Specialised training of medical officers, *e.g.*, in yellow fever control, public health.
- (2) Higher training of surveyors.
- (3) Training of sanitary inspectors.
- (4) Training of teachers in the Windward Islands and Leeward Islands.
- (5) Training of a pharmaceutical chemist in the United Kingdom to enable him to train dispensers in British Honduras.
- (6) Provision for a public health training centre in Jamaica for training public health nurses, sanitary inspectors, school teachers and selected personnel.
- (7) Vocational training for joiners and carpenters.
- (8) Scholarships at the Imperial College of Tropical Agriculture.
- (9) Training of pupil midwives in Barbados.
- (10) Training in social science :
 - (a) a short course in Jamaica ;
 - (b) two two-year courses at the London School of Economics, *viz.*, 1943-5 and 1944-6.
- (11) Training of West Indian girls as nurses at London County Council hospitals.
- (12) Provision of medical scholarships for training of West Indians overseas.
- (13) Training in West Indies of subordinate West Indian personnel (*e.g.*, medical, sanitary, agricultural, educational).
- (14) Technical training overseas of West Indian personnel.

The development of training facilities has, however, been hampered because the shortage of staff due to war conditions has made it extremely difficult for the West Indian Governments to release officers for the purpose of study leave.

Recommendation 30 (d)

"That the Colonial Office should, where possible, avoid the dislocation of public business caused by too frequent changes in the holders of higher appointments."

Action

It is certainly the Secretary of State's aim in arranging transfers to avoid too frequent changes in the holders of higher appointments. War-time conditions have necessarily introduced other considerations of special urgency which on occasion made it impossible for this aim to prevail.

Recommendation 31

"*Individual Indebtedness*: Increase of combined effort, *e.g.*, by arranging for selected estates to act as central agents for the processing and sale of certain products, and the encouragement of voluntary co-operation."

Action

Action in the spirit of this recommendation has, where practicable, been taken by Colonial Governments, though except in Jamaica it has not been possible to arrange for estates to act as central agents. Voluntary co-operation is encouraged by Government.

In Barbados a co-operative officer has been appointed and it is hoped that it will soon be possible to set up machinery for the formation of co-operative credit estates.

In Jamaica voluntary co-operation has increased considerably within the past five years and a Co-operative Development Council has been established to co-ordinate the activities of all interested agencies and to plan future developments, including appropriate legislation. Extensive educational work has been carried out through the agency of Jamaica Welfare (1943), Limited, and the training courses referred to in the statement on recommendation 11(b) above, and the movement promises considerable development. See also the detailed statements on recommendation 21(d) (vii) and (ix), which record the position as regards agricultural indebtedness, marketing and co-operation.

Recommendation 32

"*Census and other Statistics*: One of the earliest duties of the statistician who we propose should be attached to the staff of the Comptroller of the West Indian Welfare Fund should be that of evolving, in concert with both the local Governments and the Colonial Office, methods whereby every important return emanating from these Colonies, whether rendered to him or to some other authority, is prepared on a common basis. It should also be recognised that the omission of a census, as in several colonies in 1931, is a false economy and deprives Government of knowledge essential for the satisfactory formulation of policy."

Action

An appointment has been made under a Colonial Development and Welfare scheme for the re-organisation of the vital statistics service of Jamaica. The officer appointed will later consider, in consultation with the Comptroller and Colonial Governments, the possibility of setting up a central vital statistics office in the West Indies and the introduction of uniform methods for the compilation of vital statistics throughout the area.

A complete census was carried out in Jamaica in January, 1943, and it is hoped to carry out a census of the remaining Colonies in the spring of 1946.

Recommendation 33

"*The Press*: In view of the very important and growing influence which many organs of the Press in the West Indies now exercise in the relations between the public and the Civil Service, and on the important questions of colour prejudice and colour discrimination, we consider it most important that

the value of restraint and moderation should be fully appreciated by those responsible for the conduct and tone of the Press."

Action

Action on this recommendation is not a matter for Government but for those responsible for the West Indian Press. For their part His Majesty's Government and Colonial Governments strongly endorse the recommendation and as shown in the statement under recommendation 30 (a) Governments for their part endeavour to keep the Press informed of all government activities through their information and public relations work.

Recommendation 34

"*Fisheries*: If the cost of a full investigation of the possibility of development is beyond the resources of any Colony, and there is presumptive evidence that such an enquiry might meet with success, there is a strong claim for assistance from the Colonial Development Fund or by a direct grant from Imperial Funds."

Action

Assistance has been provided under the Colonial Development and Welfare Act to cover the cost of the appointment of a Director of Fisheries Investigation for the West Indies and of the temporary appointment of a Fisheries Officer in Jamaica. The Director of Fisheries Investigation has completed surveys of the fisheries of Barbados, British Guiana and Trinidad. In collaboration with the United States Fish and Wildlife Service he has also completed an extensive sea-going survey of the waters of the south-eastern Caribbean. He is to survey the fisheries of the Windward and Leeward Islands early in 1945. The Fisheries Officer appointed to Jamaica for a period of two years has carried out surveys of the fisheries of Jamaica, British Honduras and the Turks and Caicos Islands.

Proposals for a fishery service for the British West Indies, based upon the results of the surveys above referred to, will be finalised in 1945.

In Barbados a Fishery Officer has been appointed under a Colonial Development and Welfare scheme. The exploitation of the fisheries resources of the Colony is receiving active consideration and a scheme is under consideration for the establishment of a fish market in Bridgetown.

In British Guiana a Colonial Development and Welfare application has now been made to provide for the appointment of a Fishery Officer. The Colonial Government is providing from Colony funds a grant of \$5000 for assistance to local fishermen.

Recommendation 35

"*Barbados*: The claims of this overcrowded colony must rank high for favourable consideration in connection with any project for the transfer of populations within the West Indies."

Action

His Majesty's Government and the Barbados Government accept the view that Barbados has claims for special consideration in connection with any project for the transfer of populations within the West Indies, but under war-time conditions it has been impossible to develop any such project.

Recommendation 36

"*British Guiana*: Outstanding loans-in-aid from the Imperial Exchequer should be converted into free grants, outstanding obligations on account of the work of the Boundary Commission and of loans from the Colonial Development Fund should be remitted, and in future loans-in-aid should be avoided. Special measures should be taken to protect the Amerindian peoples of the remote hinterland. Some initiative is required of Government to ensure the proper organisation under the Local Government Law of all rural and village communities, wherever situated, and whether or no they have happened to express a desire to be brought within the scope of the Local Government Board."

Action

Under Section 3 of the Colonial Development and Welfare Act, 1940, the following advances made to British Guiana from United Kingdom funds were remitted by the Imperial Government:—

	£	s.	d.
<i>I. Loans in aid.</i>	514,500	0	0
(a) Administration	35,000	0	0
(b) Railway and Steamer Renewals	39,882	18	7
(c) Unemployment Relief			
<i>II. Past and future advances from Colonial Development Fund.</i>			
(a) Roads and bridges	141,147	0	0
(b) Geological Survey	13,028	0	0
(c) Dredger	32,000	0	0

The remission of the Colonial Development Funds loans resulted in considerable relief in respect of loan charges on annual budgets.

In regard to the Amerindians in the remote hinterland two schemes have been approved for the improvement of the social welfare of these people. One provided for the appointment of an anthropologist reviewing the whole problem on the spot and is now being two weeks travelling and residing in the interior. The other provided for the appointment of a Medical Officer, but it has not yet been found possible to secure the services of a suitable person. An expanded scheme for medical services for the Rupununi District (30,000 square miles) is being prepared now in the form of further knowledge secured.

There is a very complete system of local government and constant attention is being paid to the proper organisation under the Local Government Law of all rural and village communities. Investigation is proceeding as to the desirability of raising the status of the various country districts to that of village districts. Both the local authorities of the districts and the people comprising the communities have been consulted and generally they have been opposed to a rise in status. Other circumstances such as an unfavourable financial position, low standard of literacy and increased cost of administration are barriers to advance of these districts, and only in one case has it been decided to advance the status.

With the completion of the various schemes of drainage and irrigation mentioned in the statement under recommendation 4 (b) (iii) many new local authorities will be formed to carry on the administration of new areas. In British Guiana drainage and irrigation are essential to the welfare of rural areas, and completion of the schemes will form a very good basis for placing on the new communities increase of responsibility.

Recommendation 37 (i)

"*British Honduras*: (i) Special measures are necessary to ensure sanitary living quarters for forest workers, and also steps to regulate the method of payment of wages and to ensure the disappearance of any traces of the truck system."

Action

This recommendation is covered by Regulations made under the authority of the Employers' and Workers' Ordinance, No. 6 of 1943. Part VII of the Regulations deals with the question of living quarters for forest workers, Parts V and VI with the payment of wages, and Part IV with the sale of goods to workers.

Recommendation 37 (ii)

"*British Honduras*: In addition to the more general recommendations given above regarding Education, arrangements should be made for the training in Jamaica of teachers for British Honduras; the present scholarship system should be replaced by one under which scholarships would be awarded in strict accordance with merit and without reference to the denominations by which the schools are managed. Any funds released to the denominations by our immediately following recommendation should be expended on the maintenance and improvement of existing schools, Government undertaking the direct provision of new schools."

Action

British Honduras teachers are being trained in Jamaica.

Owing to the present position regarding the management of schools by denominations, it has not so far been practicable to adopt the second part of this recommendation.

The third part of the recommendation does not for the moment arise (see under (iii) below).

Recommendation 37 (iii)

"*British Honduras*: British Honduras finances are burdened with debt charges amounting to about 20 per cent. of the Colony's revenues. This is roughly equivalent to the annual grant-in-aid from the Imperial Exchequer. If therefore, responsibility for these debts were assumed by His Majesty's Government there would be no loss to the Imperial Exchequer, and British Honduras would be able to balance its own budget and be freed from its present unhealthy sense of dependence on external aid. If this is done, there should be substantial alleviations with regard to the Hurricane Loan."

Action

Under the provisions of the Colonial Development and Welfare Act debts to a total of £278,400 from the Colony to the United Kingdom were written off. In view of this substantial relief it is not proposed to consider the taking over of further debt charges on the Colony's behalf by the United Kingdom Exchequer, at any rate for the present.

Since the draft estimates for 1945 include provision for debt charges amounting to \$164,802 (approximately £40,890), of which amount \$64,439 (approximately £15,990), represents charges on account of the Hurricane (1931) Reconstruction Loan, and the grant-in-aid of administration for that area, to be provided by the United Kingdom Exchequer, is estimated at \$656,474 (approximately £162,898), it is clear that in any case even the taking over of the whole of the Colony's debt charges by the United Kingdom would not enable the Colony to balance its budget.

Recommendation 37 (iv)

"*British Honduras*: Special steps should be taken to safeguard the interests of the aboriginal Mayan and Carib inhabitants."

Action

A committee was appointed to advise on the measures required for the welfare and protection of the Maya and Carib inhabitants, and reported in November 1941. Its recommendations constituted in effect a very comprehensive statement of policy of rural development irrespective of race. Lack of staff, two hurricanes and two invasions by locusts have delayed progress with the implementing of the Committee's general policy; but preliminary measures taken include the special training in the United States of a Medical Officer in Rural Health Work, who has been assigned to special duty in this connection; a comprehensive survey of village water supplies and the improvement of wells in the Northern District, with the assistance of a Colonial Development and Welfare grant; the training of nurses for midwifery duties in the villages; and the provision of a river-boat for the use of the Medical Department, to enable it to give better and more frequent attention to the riverine communities which cannot be reached by road.

Recommendation 38

"*Jamaica*: The evolution of a systematic public works programme, to replace the present ill co-ordinated system of relief works, and to be correlated with future agricultural and land settlement developments. Consideration should be given to the suggestion that the Jamaican dependency of the Turks and Caicos Islands should be amalgamated with, or at least administered from, the Bahamas."

Action

While the system of relief works is better co-ordinated than at the time of the Royal Commission's visit it is realised that it does not yet provide a systematic public works programme. A Committee was appointed in 1941 under the Chairmanship of the Comptroller's Economic Adviser with the following terms of reference, namely, "to conduct a systematic economic survey and, after examination and investigation to report on the economic prospects of Jamaica and, in particular, on the possibilities of creating full employment without detriment to the general standard of living; to recommend to Government the lines which its future economic policy should follow, and to consider the best ways to meet the cost of Government schemes for developing the Colony and providing employment." The Committee has now reported and the system will be reviewed in the light of their recommendations.

The amalgamation of the Turks and Caicos Islands with, or their administration from, the Bahamas has been considered in consultation with His Royal Highness the Governor of the Bahamas and the Commissioner of the Dependency. It was unanimously agreed that this question should not be pursued in view of the improbability that such a step would result in any greater improvement in the economic and social conditions of the islands than continued association with Jamaica may be expected to effect. The Secretary of State has accepted this view.

Recommendation 39

"*Leeward Islands*: Provision of water supply in Anguilla, drainage in Antigua and roads and drainage in Dominica."

Action

Though there has been some improvement there is much to be done still before there can be an adequate water supply in Anguilla. Provision with a view to improving supplies has been made in an application now before the Secretary of State for assistance under the Colonial Development and Welfare Act. Drainage in Antigua is being gradually improved and further improvement is anticipated as a result of the setting up of a Sanitary Engineering Unit for the Leeward and Windward Islands.

As regards Dominica (which is now part of the Windward Islands), the reconstruction and extension of the road system is being carried out with the assistance of funds provided under the Colonial Development and Welfare Act.

Recommendation 40

"*Windward Islands*: Steps should be taken to secure the use of the military buildings in St. Lucia, should such accommodation become required as a result of certain of our other recommendations. In St. Vincent improved water supply is very necessary on the Leeward Coast. The better organisation of water supply is also required in Grenada and the Grenadines."

Action

The military buildings at Vigie, *St. Lucia*, have been occupied by the Military authorities.

A scheme is under consideration whereby it is proposed that the Government of St. Lucia will lease a number of the War Office buildings on the *Morne*, St. Lucia, for the housing of senior officials. Other buildings on the *Morne* have been earmarked in case they are required for a headquarters and training depot for a Unified Police Force for the Windward and Leeward Islands.

A free grant of £3,000 has been provided under the Colonial Development and Welfare Act for the improvement of rural water supplies in *St. Vincent*, and improvement to these supplies have been carried out in various parts of the Colony, including the Leeward District.

In the Grenadines, a free grant of £7,700 under the Colonial Development and Welfare Act has been approved to meet the cost of providing catchment areas and storage tanks for water in the following islands of the *St. Vincent* Grenadines—Bequia, Canouan, Mayrero and Union Island. The construction of catchment areas and storage tanks is now in progress.

Preliminary proposals for the improvement of the water supply in *Grenada* and *Carriacou* have been submitted to the Comptroller and the views of his technical advisers are awaited.

Recommendation 41

"*East Indian Questions*: In order to ensure substantial equality in the consideration of the problems of East Indians, we recommend that some officer or officers, preferably members of the Labour Departments, should specialise in East Indian questions and, if suitable candidates are forthcoming, should be East Indians. We also strongly recommend that the possibility of the appointment of suitable East Indians to posts in the Government service should be carefully borne in mind by Colonial Governments."

Action

This recommendation, and the two following ones regarding East Indians, only arise in British Guiana, Jamaica and Trinidad. The position there is as follows:—

BRITISH GUIANA

Government has made as public as possible its policy of appointing East Indians not only to posts in the Government Service but also on Boards and Committees of Government. Every endeavour is being made to ensure that East Indians are fairly represented without going to the extreme of appointing East Indians purely on racial grounds. There are now two East Indians on the staff of the Department of Labour and a Government appointed East Indian Publicity Committee functions in close co-ordination with the Bureau of Publicity and Information. It is, however, a regrettable fact that the present trend of East Indian opinion is towards isolationism. The other classes in the community, the Negroes, the Portuguese and the Europeans, are fully aware of this trend which is regarded with concern, and it is feared that the feelings may be accentuated as time goes on. Every effort is made to stem this tendency and many individual East Indians of good standing are admirably co-operative in their attitude.

JAMAICA

The Administrator General is the Protector of Immigrants and deals with East Indian affairs; East Indians are eligible for appointment to the Government service on equal terms with others.

TRINIDAD

There are East Indian members on various Public Boards and Committees, and East Indians are now freely employed in the public service provided that they have the necessary qualifications. Recently, two East Indians have been sent to Jamaica for training in Social Welfare with a view to their undertaking social welfare work in villages where the population is mainly East Indian and another East Indian holding the post of Indian Education Officer has been sent to the United States of America for a course of training.

Three social surveys of conditions in the sugar area have been carried out by the Social Welfare Department; one of an almost purely East Indian village; one of the lower background of workers, mainly East Indians; and one of a mixed community of a semi urban character.

Recommendation 42

"We find ourselves in full sympathy with the complaints regarding the arrangements for legitimisation and validation of East Indian marriages and recommend that these marriages should, so far as the law is concerned, be put on exactly the same footing as other marriages. That is to say, the onus of registration should be placed, under penalty, on the priest or other religious functionary performing the ceremony; failure on his part to register the marriage should not, as at present, result in its invalidation at law. The selection of priests, etc., to act as marriage officers should not present undue difficulty, especially if carried out in conjunction with responsible representatives of the Indian community. There was a further complaint in British Guiana that the local law does not provide for the recognition of divorcees according to Moslem usage. This recognition has been accorded in Trinidad and, we were assured, works satisfactorily. We recommend legislation where necessary on the Trinidad model to meet this grievance. The question does not arise for Hindus, whose religion does not permit divorce."

BRITISH GUIANA

Action

Two Bills, entitled "The Hindu Marriage Bill" and "The Muslims Marriage and Divorce Bill," are in the hands of the Legal Department, but progress has been slow owing to opposition to various provisions which has been voiced by sections of both the Muslims and the Hindus. It is hoped that some degree of compromise may be attained before either Bill is introduced in the Legislative Council for it is obvious that there will never be anything approaching agreement among the religious groups immediately concerned.

JAMAICA

Civil registration can now validate Indian marriages and the Jamaica Government consider that little real grievance exists. Consideration is being given to licensing certain Indian priests as marriage officers and making them legally responsible for registrations, but there are legal complications which are at present under examination.

TRINIDAD

A Muslim Marriage and Divorce Registration Ordinance has been in force in the Colony since 1926. A Bill relating to the solemnisation and registration of Hindu marriages has recently been passed by the Legislative Council.

Recommendation 43

"Numerous complaints were made to us that Hindus were unable to dispose of their dead in accordance with their religious custom, by cremation. Witnesses were unable to point to any enactment limiting their freedom of action in this matter; and Government officials assured us that there was no intention to prohibit cremations, subject to certain reasonable sanitary and other conditions. It seems to us that these complaints are largely based on misunderstanding, and we recommend that Governments take steps to make the legal position plain and to ensure that, subject to necessary safeguards, no obstacle should be placed in the way of the practice."

Action

The Governments of British Guiana, Jamaica and Trinidad are entirely agreeable to the cremation of the dead provided it is properly conducted in accordance with accepted modern methods and in suitable crematoria. They understand, however, that cremation of this kind is not what is desired by the Hindu population, who desire to dispose of their dead in accordance with rites which include the pyre system, the cremation of corpses thereon in public and the casting of the remains into flowing rivers. Such practices are not acceptable to the Colonial Governments, as apart from other objections, they would offend the susceptibilities of a large proportion of the population of the Colonies and further, might lead to pollution of water supplies, as the water of most of the rivers is used for drinking purposes.

