

WEST COAST OF AFRICA.

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*J. F. Purvis.*

RETURN to an Address of the Honourable The House of Commons,  
dated 24 March 1865;—*for*,

COPY “ of the REPORT of Colonel *Ord*, the Commissioner appointed to  
Inquire into the Condition of the BRITISH SETTLEMENTS on the WEST  
COAST of AFRICA.”

Colonial Office, }  
28 March 1865. }

C. FORTESCUE.



(*Mr. Adderley.*)

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## SCHEDULE.

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## M A P S.

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- 1.—OUTLINE MAP of the WEST COAST of AFRICA, showing the  
BRITISH POSSESSIONS.
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COPY of the REPORT of Colonel *Ord*, the Commissioner appointed to inquire into the Condition of the BRITISH SETTLEMENTS on the WEST COAST of AFRICA.

COPY of the INSTRUCTIONS addressed by the Right Honourable *Edward Cardwell*, M.P., to Colonel *Ord*, R.E., Commissioner of Inquiry on the West Coast of Africa.

Sir,

Downing-street, 25 October 1864.

You are aware that you have been selected to visit the four Colonies on the West Coast of Africa, in order to obtain information for Her Majesty's Government how far the objects which the country has in view in maintaining those settlements are now satisfactorily attained, and how far they may be more completely attained by any improved arrangements.

I will briefly indicate to you some of the more important points to which your attention should be directed, with a view to guide you in the general scope and purpose of your inquiry, but not with a view of limiting its extent.

These possessions, it need scarcely be said, have not been contemplated as places of European settlement in the ordinary meaning of that term. The climate absolutely prohibits any such idea. What has been intended has been to encourage, by the occupation of detached posts, the legitimate commerce of British merchants, not only for its own sake, but with the object of providing for the more effectual suppression of the slave trade and other inhuman practices unhappily too common among the native tribes.

In pursuing your inquiry you will examine the present state of the public establishments in the several Colonies, and ascertain how far they efficiently discharge the duties for which they are designed; and you will consider whether any alteration or retrenchment can be judiciously introduced without impairing their efficiency. You will investigate the financial condition of these settlements, and their systems of taxation. You will review the revenue and expenditure of each, and will report how far it seems possible to establish such a proportion between them as may afford a reasonable prospect that the settlement can be made self-supporting.

You will find that these settlements, established for a common object, are yet without any sufficient means of intercourse; and you are aware that the want of steam communication has been repeatedly brought under the notice of this department by the several Governors. You will consider whether the establishment of this mode of communication might not be a measure promoting at once efficiency and economy; efficiency by creating a greater community of purpose and of action than is at present possible, and economy as tending to diminish the necessity for large separate establishments, whether military or civil. You will not hold yourself precluded from entering into the question whether the creation of such an increased facility of intercourse might not render useful some consolidation of the Governments.

Your inquiry is not of a military or of a naval character, but it necessarily implies that you should consider, as the foundation of some of your conclusions, matters military or naval.

In regard to these you will receive from the commanding officers of the troops at the several stations, and from the commodore and other naval officers acting under instructions, which will be given to them for the purpose from the proper departments, all the information and assistance which you may find that you require.

You will turn your attention to the moral influence which our occupation exercises on the neighbouring tribes. Our relations with them will form one of the most important subjects of your report. The taxation of natives, the



exercise over them of British protection, the practice of entering into negotiations and engagements with them are topics which will demand your careful consideration.

Your previous missions to the Coast of Africa have given you much acquaintance already with the circumstances of these Colonies, and you are familiar with the various Parliamentary papers connected with this subject, from the date of the instructions issued by Lord Russell to Dr. Madden in 1840 down to the present time.

I should wish you to return to England, so as to report the result of your visit before the usual time of the meeting of Parliament. I rely upon your making the best and most judicious use of the time which is thus afforded you. It may very well happen that you may find it too short for a detailed examination of some of the many questions which may come under your consideration. In that case you will devote your principal attention to those which are the most important; and, with regard to the others, will be prepared to indicate to Her Majesty's Government the sources from which further information, if judged necessary, can be most advantageously obtained.

I have, &c.  
(signed) Edward Cardwell.

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REPORT of the COMMISSIONER appointed to Inquire into the Condition of the  
BRITISH SETTLEMENTS on the WEST COAST of AFRICA.

Sir,

London, 9 March 1865.

I HAVE the honour to inform you that, in pursuance of your instructions, I have visited the four British settlements on the West Coast of Africa, and have made the best and most diligent inquiry in my power into the various subjects to which you directed my attention.

I propose in the following pages first, to lay before you the information which I have collected on the origin, extent, trade, finance, and other principal circumstances of each of these colonies, and afterwards to submit such general conclusions as I have been able to form on their usefulness, and on the question of any improvements which can be effected in their management.

It may be well to premise that the four settlements on the West Coast vary from each other in so many important particulars, that no statement or information, nor even the possession of local knowledge, respecting one of them will enable correct conclusions to be drawn as to the condition of any other.

For example, the character of the natives in the neighbourhood of the Gambia and the northern settlements is altogether different from that of the tribes in, and adjacent to, the Gold Coast and Lagos; and there is, consequently, a corresponding difference in our relations and mode of dealing with each of them respectively.

In respect to trade, the four settlements vary still more; the commerce of each, and the mode in which it is conducted, being entirely dissimilar to that of the others.

Again, in some quarters slavery prevails more extensively than in others; and where this is the case, the difficulties of the local Government are largely increased, and the danger of collision with the natives becomes much greater than in settlements where, from our longer occupation, or from other causes, the institution has not so strong a hold amongst the people.

Many other points of difference might be instanced, but probably enough have been adduced to show that every question that may arise respecting one of the settlements must be considered with reference to the particular circumstances of that Colony alone, and not to that of the settlements generally.



## THE GAMBIA.

THE British possessions forming the settlement of the Gambia consist of the Island of St. Mary, on the left bank and at the mouth of the river, obtained by purchase, and first occupied by settlers in 1806; on this is situated the town of Bathurst. The Island of M'Carthy, about 150 miles up the river, was also purchased about the year 1820. In 1826 a strip of land on the right bank of the river, opposite to St. Mary's Island, and one mile in width, was ceded by the King of Barra; and in the year 1840 a small and elevated spot, about seven miles to the south of Bathurst, called Cape St. Mary, was obtained by purchase from the King of Combo. Lastly, in 1855, a considerable tract of country adjoining Cape St. Mary, was ceded by the king and chiefs of Combo, and is known as British Combo.

Extent of the settlement.

The settlement was at first placed under the jurisdiction of Sierra Leone, but in 1843 it was created an independent Colony with a Governor and Executive and Legislative Councils, for the administration of its affairs, an arrangement which is still in force.

Settlement at first under Sierra Leone, now an independent Government.

There is no protected territory, nor has the Government any particular influence over, or intimate relations with any tribe or country.

No protected territory.

Ground-nuts, hides, and wax form the principal articles of export from the Colony (Return No. 1, Appendix), but six-sevenths of the whole export consist of ground-nuts. These are cultivated not only by the people of the settlement, but also by the natives from the interior, Serawoollies, Tilliebunkas, and other nomade tribes who occupy or hire from the owners' land on the banks of the creeks and rivers, and in some instances to a distance of 40 miles inland, and with the assistance of their domestic slaves, plant the nut about the end of June and reap it at Christmas. It is calculated that one man can work an acre of land which should produce about 300 bushels, worth about 30 *l*.

Exports.

The trade is comparatively of recent origin, having only commenced in 1845, in which year the value of the export was but 199 *l*.; in 1858, it had reached 188,000 *l*.; of late years, owing principally to the war amongst the native tribes, it has somewhat fallen off, and in 1864 the value of the crop was only 78,000 *l*. The greater part of these nuts, probably three-fourths, are exported to France, where they are converted into an oil which is sold as olive oil, and is largely used for domestic purposes.

Ground-nut trade.

The recent falling off in the ground-nut crop has led the merchants to direct their attention to cotton, and steps are being taken to induce the natives to adopt its cultivation, fifteen tons and a half having been exported in 1864.

Attention is being directed to cotton.

The policy of this measure appears doubtful: there is no diminution in the demand for ground-nuts, nor any reason to suppose that they will cease to be in request, so long as oil continues so extensively an article of continental consumption; it is difficult to prevail on the natives to change their habits or customs, and, even if successful in the present instance, it must be a long time before the cotton crop can rival in value even the ground-nut crop of the past year. It is also to be feared that the cultivation of cotton requiring attention during a considerable portion of the year, and being necessarily carried on in the same spot, will be unsuited to the habits of the wandering tribes engaged in growing the ground-nut, a cultivation which only requires their absence from home during four months of the year, and which they can carry on wherever they please on paying a per-centage for the use of the land.

Cotton cultivation.

Moreover, a cotton plantation is liable to destruction at any time when war may break out in its neighbourhood, whilst ground-nuts are exposed to this very common danger during only one-third of the year.

If, however, prices do not soon fall to their original level, there is no doubt but that cotton will be cultivated successfully at the Gambia, though it is to be hoped not to the exclusion of the ground-nut.

The export of hides has not varied much in the 10 years previous to 1864, and the value of wax exported remains much what it has been of late years.

Variation in exports.

The principal articles of import are (Return No. 2, Appendix) cotton goods, rice, and tobacco; a large proportion of the population being Mahomedan, the consumption of spirits is not as great as in the other settlements. In cotton goods, there is but little variation during the last 10 years, and the same may be

Imports.



said of tobacco. Rice, owing to the famine caused by the recent wars amongst the natives, has become a large article of consumption, and as it can be procured at a reasonable rate it will very likely continue to form a considerable portion of the food of the people, who will devote more land to the cultivation of produce and less to that of corn, &c.

In the Appendix is given a Return (No. 3) of the imports and exports for the last 11 years. The imports of 1863 were the highest ever known, and next in amount to them come those of 1864: it is alleged in the Colony, that this does not arise from the importation of a larger quantity of goods in these two years, but from the circumstance that in 1863 there came into operation a law by which all import duties, except upon wine, spirits, and tobacco, were abolished, and an export duty on ground-nuts substituted in lieu thereof. The result of this law has been to remove all motive on the part of the importer for concealing the value of his goods, and the returns made since then represent the true value of the imports of the Colony. It is impossible to ascertain how far this statement is correct, but no other explanation of the fact was offered by any one.

Import duties abolished in 1863, except on wine, &c. and export duty on ground-nuts substituted.

Exports for last 11 years below the average.

The exports for the last 11 years show considerable variation, and in each of the last six years are below the average of the whole period. This is unquestionably due to the wars and disturbances which have prevailed among the natives during this time, and until peace is re-established, and confidence in its continuance restored, any improvement can hardly be looked for.

The capabilities of the country to produce oil nuts and seeds, are limited only by the extent of the population, of whom only a fraction at present employ themselves in cultivation; but a growing disposition to avail themselves of the advantages which it offers is being manifested by the natives, even at a considerable distance from the settlement, and it may be hoped that this feeling will not be without its effect in checking those local disturbances which have of late proved so injurious to the prosperity of the Colony.

Revenue.

The revenue of the Colony up to the year 1863 (Return No. 4, Appendix) was derived from an *ad valorem* duty of four per cent. on imports, with certain heavier specific rates on tobacco, spirits, &c., but (as has been already stated) in 1863 there was substituted for this an export duty of three farthings a bushel on ground-nuts and 2 *d.* on hides.

Reasons for alteration of duty.

The grounds on which this alteration has been effected are said to be, that the ground-nuts being chiefly exported to France, and a prohibitory duty preventing their being carried in any but French vessels, the trade has, to a great extent, fallen into the hands of French merchants, who introduced a system of purchasing their nuts with specie, and thus evaded contributing anything to the revenue either on their import or export trade: as the trade conducted by British merchants was carried on by bartering for the nuts goods from England on which an import duty had been paid, they were evidently placed under a disadvantage as compared with the French trader. One result is said to have been (as has been already observed) that the return of the value of the imports was much below their actual worth, and this seems to have been an additional motive with the Legislature for substituting an export duty on the two chief articles of export, and thus compelling the whole trade of the country to share the burden. At the same time, it is not clear why, in the face of the fact that the cultivation of the ground-nut has lately diminished to such an extent as to induce the merchants to turn their attention to cotton, they should have concurred (as they did) in a plan which makes their revenue almost entirely dependent upon this nut. Although the results of the change have been so far favourable that the revenue of 1863 and 1864 was in excess of that of the former six years, it has been too short a time in operation to allow an opinion to be formed of the prospect which it affords for the future.

Sources from which revenue is derived.

The Return No. 4 (Appendix) shows the principal sources from which the public revenue has been derived in each of the last five years: it will be seen that the Customs contribute the greater part of the whole amount, the Parliamentary grant, which is usually about 4,000 *l.* a year, being divided between the maintenance of the steamer "Dover," and the payment of certain salaries, the balance being made up of small sums derived from fines, &c. There can be no doubt but that at the Gambia, as in all the other West Coast settlements, the revenue can only be safely and conveniently raised from duties levied on its trade, and it will be well to watch carefully the operation of the present system, and be prepared to modify it, should the necessity at any time present itself.



The expenditure of the settlement for each of the last 11 years is given in gross in Return No. 4 (Appendix) and in detail in No. 6. The civil establishments form the principal charge on the funds of the Colony: public works, the colonial hospital, transport, and other expenses consequent on the recent disturbances, both in the neighbourhood of the settlements and on other parts of the coast where the Colony has been called upon to contribute aid, with the usual demands for police, gaols, aborigines, &c., make up the annual expenditure which unfortunately the year's revenue is rarely able to meet—the result is, as shown in the Return No. 7 (Appendix), that on the 1st January in the present year the colony had incurred liabilities beyond its power to defray, to the amount of 5,630 *l.*

There is no chance that this state of things will be remedied until the Colony learns to appreciate the necessity of regulating its expenditure by its power of raising revenue, nor need this be a very difficult task. The revenue derived from customs in 1862 was 8,314 *l.* raised by a duty on declared imports to the value of 99,825 *l.*: in the following year an export duty having been substituted for the import duty, the revenue raised was 10,125 *l.*; but had the import duty been continued, and those precautions taken to protect the Colony against fraud which it should be in the power of every Government to adopt, the duty at the previous import rates which would have been payable on imports to the value of 175,956 *l.* would have been 14,654 *l.* giving a clear gain of revenue of upwards of 4,500 *l.* in that one year, which would have gone some considerable way towards paying off the liabilities of the Colony. On the other hand, it must be admitted that the present mode of raising the revenue has much to recommend it on the score of fairness, and that it has as yet been attended with some success.

British law is administered in the Colony through the agency of a supreme court, which sits periodically at Bathurst, and is presided over by the chief justice; of a court of requests; and a police magistrate's court. There is a Queen's advocate, who is also a police magistrate, a sheriff, and coroner, with the usual officers of the courts and justices of the peace.

The judicial establishments are quite sufficient for the due administration of justice, and they appear to fulfil their functions satisfactorily.

Although the charge for the civil establishments absorbs so large a proportion of the whole revenue, it does not appear that they are on an excessive scale.

The number of appointments is undoubtedly large, but none of them have extravagant, and some have very small, salaries. The unhealthiness of the climate necessitates here, as everywhere else on the coast, such an apportionment of the duties of the officers as will enable a substitute to be found for any appointment whenever the necessity arises.

The military force assigned for the occupation of the Gambia consists of three companies of black troops, two companies of which are intended to be stationed at Bathurst, and the remaining company divided between M'Carthy's Island and the outposts of Fort Bullen and St. Mary's. Neither the number nor disposition of this force seems open to objection so long as the present outposts are retained, but if these can be reduced, no doubt a corresponding diminution can be effected in the military force.

There was formerly a small but very effective militia, which has more than once done good service against the natives, but the local Act under which it was embodied expired last Session, and the financial difficulties of the Colony, with certain local jealousies to which it had given rise, were found serious impediments to its continuance, and it has, consequently, not been re-enacted.

The Ecclesiastical Establishment consists of a colonial chaplain, who also officiates for the troops. There is a Roman Catholic church, and a small conventual establishment in connexion with it; the Wesleyans have a chapel at Bathurst and another at M'Carthy's Island. An allowance of 100 *l.* per annum is made to the Wesleyan Mission, and the same to the Roman Catholic, in aid of general education, and a further grant of 30 *l.* to each for charitable purposes. The Government maintains a small school for the education of the children of the pensioners and liberated Africans in British Combo.

There is a public hospital, in the charge of a colonial surgeon, with the requisite staff of attendants. This establishment, which is maintained at a total cost of about 1,200 *l.* per annum, has proved of inestimable benefit, both to the inhabitants and to the large number of sailors and others whom trade brings to the Colony.



houses and long-established places of business from the safe anchorage and convenient landing-places of the river to the exposed situation of St. Mary, which is in no respect so well adapted for the purposes of trade. So long, therefore, as Bathurst remains the seat of trade, it is necessary for its convenience that the custom-house and other public offices connected with it should not be removed from its neighbourhood.

Drainage of swamp  
at Bathurst.

One cause of the unhealthiness of Bathurst is the existence in the immediate neighbourhood of the town of an offensive and pestilent swamp; but from a recent report of Major Clarke, R.E., it appears that for the sum of about 7,000*l.* the whole space, covering nearly 1,000 acres, could be closely and efficiently drained. Unfortunately the circumstances of the Colony forbid the hope that it will for a considerable time to come be in a position to afford this outlay, even for a work of such paramount importance to its interests.

McCarthy's Island.

The Island of McCarthy, about 150 miles up the river, is occupied as an advanced post for the protection of trade in its neighbourhood; its establishment usually consists of a commandant, who acts as magistrate, and is generally the military officer in command, of two assistant surgeons, and about 30 men. It is certainly of advantage to the trade of the upper river that there should be such a post, but the climate is so unfavourable to the European constitution, and the expense involved in the maintenance of even this small establishment is so large, that it becomes worthy of consideration whether it could not be placed upon a smaller and more economical footing without seriously imperiling the interest for the protection of which it was established.

Colonial steamer.

For the purpose of keeping up its communication with McCarthy's Island, and for the general navigation of the river in connection with the protection of its trade, the Government has the services of a small paddle-wheel steamer, which discharges this duty very effectually. As it appears this vessel is only under steam during part of the year, it is open to question whether her more frequent employment on the river would not more than compensate for any danger or inconvenience which may be expected to result from the reduction of the military force at McCarthy's Island.

## SIERRA LEONE.

Extent of the  
Colony.

THE Colony of Sierra Leone consists of the peninsula on which is situated Freetown, and which was settled towards the close of the last century. From 1819 to 1824 portions of land on the Bullom shore, on the opposite side of the river, and a tract of country along the Rokel river, were also obtained from the natives, but these cessions have never been turned to any practical account. The Isles de Los, to the north of the peninsula, are also British territory, but have not been occupied of late years. The Island of Bulama was ceded to us in 1799, and has been occupied since 1860; the Portuguese have, however, put in a claim to this territory, which is now under the consideration of Her Majesty's and the Portuguese Governments. The cession of Sherbro Island and a portion of the mainland opposite was accepted in 1861, at the desire of the inhabitants, who were anxious for the security which British protection would afford them. In 1861, the people of Quiah, inhabiting the mainland adjoining the peninsula, having become very troublesome to the traders, an expedition was sent against them, and after their defeat a treaty was signed, by which they ceded a small portion of their territory as a security for peace. In the following year further disturbances took place, and a similar expedition sent against them resulted in their complete defeat and submission. It was then considered necessary, in order to secure the Colony against the chance of further annoyance, to annex that portion of their territory adjoining Sierra Leone, and from which the more refractory of the inhabitants being driven, it might interpose a barrier between the Colony and their troublesome neighbours. This policy has hitherto been attended with perfect success, and effectually secured the Colony from any further aggression in this quarter.

Protectorate.  
Form of Govern-  
ment.

There is no protectorate, nor anything analogous thereto, exercised over any part of the country, the government of which is administered by a governor, with executive and legislative councils.

Return



Return No. 8 (Appendix), shows the value of the principal articles of export from the Colony during the last 10 years. In this period there has been a large increase in the quantities of oil nuts and seeds; ginger also is becoming a prominent article of export. Less gold is supplied than formerly, and the introduction of iron shipbuilding has almost extinguished the timber trade. After deducting the value of the principal articles of export, there still remains a numerous class of miscellaneous articles, the total value of which, during each of the last two years, is not far short of the total value of the exports of the Colony 10 years since. With the exception of ginger and arrowroot, but a small proportion of the articles exported from the Colony is raised within the peninsula. The Quiah and Sherbro districts now belonging to the Colony contribute a considerable share, but by far the greater quantity of exports comes from the interior, the numerous rivers by which the country is intersected affording the natives a ready means of bringing their produce in canoes to Sierra Leone.

Exports.

The cultivation of cotton is attracting some attention, but the country possesses such peculiar aptitude for the production of oil seeds, and recent researches have made known so many different sources from which valuable and useful oils can be obtained, that it is hardly likely that cotton-growing will, for the present, be carried on extensively, or with much vigour.

Cotton cultivation.

The imports of the Colony (Return No. 9, Appendix) are chiefly cotton and silk goods, tobacco, wines and spirits, "miscellaneous" articles, serving to swell considerably the total value. There is nothing in the character of the imports for the last 10 years to call for particular observation.

Imports.

Return No. 10 (Appendix), exhibits the total value of the imports and exports of the Colony for the last 10 years, and shows how great has been the increase of both within this period, an increase which, from its gradual and steady growth, is evidently due to a corresponding development of the resources of the country. There is no doubt but that much of this improvement in the producing and consuming powers of the Colony is due to the acquisition of the Sherbro and Quiah territories, the former of which possesses a river that affords the only access to a large extent of country, and through which, consequently, all goods intended for consumption in the interior must pass, paying us duties thereon. It is true that traders may take advantage of the Gallinas river, situated some distance to the south, to introduce their goods into the interior without the payment of duty, but there is a dangerous bar at its mouth, which must always be an impediment to its use. Besides the advantage which the possession of this highway into the interior affords, the land of Sherbro is very fertile, and promises to add materially to the agricultural wealth of the Colony. The occupation of these territories and of Bulama have had the effect of preserving peace and order over a considerable extent of country hitherto liable to the disturbing influence of constant native wars, and thus enabling the people to follow their ordinary occupations in security.

Value of imports and exports.

Return No. 11 (Appendix), shows the revenue and expenditure of the Colony for the last 10 years, whilst Returns Nos. 12 and 13 show the principal sources from which that revenue was derived, and the principal objects upon which it was expended in each of the last five years.

Revenue and expenditure.

The only aid which the Colony receives from Imperial funds is 2,000 *l.* a year, for the payment of the Governor's salary.

Parliamentary grant.

The steady advance in general prosperity which the return of its imports and exports exhibits has produced a corresponding increase in the revenue of the Colony. The greater part of this increase has been derived from customs, which have augmented 25 per cent. in the last five years; indeed, every other source of revenue shows an improvement within this period, and that from "Miscellaneous" has more than quadrupled.

Increase in revenue.

The possession of a larger income has necessarily led to a larger expenditure, but by careful management of its finances, although the outlay in particular years has exceeded the revenue, the Colony has avoided incurring any debt.

Increase in expenditure.

The addition of new territory has involved the augmentation of the civil establishments, as well as of that for police and gaols. The expenditure on public works has more than doubled, whilst under the head "Miscellaneous" is borne the heavy charge arising from the native differences which resulted in the acquisition of the Quiah territory, charges which, instead of being thrown, as has been too often the case, on Imperial funds, have been readily defrayed by the colonists, although entailing upon them in one year alone an outlay of 4,000 *l.*



## Public debt.

The Colony has no public debt, and there was a small balance in the Treasury on the 31st December 1864.

## Taxation.

The taxation of the Colony consists of an *ad valorem* duty of 4 per cent. on all imports, except wines, spirits, tobacco, and certain other articles, on which specific rates are charged. There is also a license duty on the retail of spirits, on boats, canoes, and hawkers, and generally on certain articles of produce brought from the interior. There is, moreover, a tax on houses and land, and a tax for the repair of the roads.

## Import duty.

The import duty is fixed at a reasonable rate, and it has recently been found possible to reduce the specific rates payable on wine and spirits. The bulk of the license duty is collected in Freetown, and is to a great extent payable on produce, which, as it does not come into the Colony from abroad, would otherwise be consumed without contributing anything to its revenue.

## License duty.

## House tax.

The house tax is 5 s. on houses of the value of 5 l. and under, and 1 s. in the pound on houses over the value of 5 l.

## Land tax.

The land tax is 6 d. per acre on all land under cultivation.

## Road tax.

The road tax is 1 s. 6 d. per head per annum.

## Extent of territory taxed.

The payment of these three last taxes has not yet been extended to Bulama, and has only been partially introduced into the Sherbro district: it is, however, in full force in the Peninsula and Quiah, and will be imposed upon the remainder of the Colony as it becomes ripe for it.

## Objections of Sierra Leone Chamber of Commerce to certain items of taxation considered.

The taxation of the Colony does not appear to be considered by the inhabitants excessive; and although the existence of a Chamber of Commerce, having one of its members to represent it in the Legislative Council, affords a ready mode of addressing complaints or remonstrances to the Legislature, none appear to have been made on this head. Several objections have, however, been urged by this body to the mode in which the house, land, and road taxes are levied, and to some of the charges for the civil establishments of the Colony during the current year; and although no doubt these objections have been met and disposed of by the Executive before whom they were laid, yet as they emanated from a body of such great weight and respectability, and were made public through the medium of the local press, some observations respecting them may not be out of place.

## Objections to house, land, and road taxes.

The objections to the house, land, and road taxes were, that "many defaulters are pecuniarily unable to pay, and their punishment and treatment in the common gaol are identical with the punishments inflicted on criminals who have been tried and convicted of heinous crimes." It appeared that the latter part of this complaint was not without foundation, but instructions were at once given, substituting a different and less harsh treatment. There seemed, however, to have been an error in the statement that pecuniary inability to pay necessarily subjected the defaulter to imprisonment. Under the 23d clause of the House and Land-tax Ordinance, persons unable to pay may not on that account be imprisoned, but must be called on to give labour in place of money; and it is only after proof that such demand has been made and disobeyed, that there is any power to commit the defaulters to gaol. So in the 7th clause of the Road-tax Ordinance, a substitute for labour may be provided in lieu of the money payment, and the punishment in default of both may be fine and not imprisonment. There may, no doubt, be destitute and decrepid persons unable either to pay or work; but the managers of districts, commissioners, and clerks, have instructions to recommend all such to the Executive for exemption; and, in the year 1863, 1,552 houses out of 5,087 were exempted from the tax. Under the Road Ordinance, power is given to any justice of the peace to exempt destitute and decrepid persons from either payment or labour.

These facts sufficiently disprove the more serious part of the complaints against the working of these laws.

## Objections to proposed civil establishments.

The objections made to the proposed civil establishments were, that the division of the office of Colonial Secretary into a Colonial Secretary's and a Treasurer's Departments, entailed an expense of 600 l. per annum.

Under the system as it previously existed, the duties of the Colonial Secretary, Treasurer, and of the Auditor, were all carried on in the same office under the Colonial Secretary, an arrangement manifestly very objectionable, and affording no security in the management of the revenue. By a re-arrangement of the different offices, and some addition to the clerks, the Colonial Secretary's and Treasurer's Departments have been entirely separated; and considering the

flourishing



flourishing state of the revenue, and the important end which will be attained, it can hardly be said that 600 *l.* a year is an extravagant outlay for this purpose.

It was urged that the expenses of the Harbourmaster's Department were excessive, especially the charge for boats; but it is stated that the duties required of it are very heavy, and the reduction of 85 *l.* per annum has been effected in its cost since 1862.

Objection to expense of harbourmaster's department.

With respect to judicial expenses, it was suggested that the offices of Master of the Court and Registrar General might with advantage and economy be amalgamated, a proposal which has met with the Governor's concurrence, and will be carried out whenever the opportunity offers.

Objection to expenses of judicial department.

The charge for police, gaols, district managers, and constabulary, amounting in the whole to about 14,000 *l.* per annum, is placed in unfavourable contrast with the small sum of 292 *l.*, which is stated to be the entire appropriation for educational purposes.

Objection to small amount of educational grant.

The heavy charge for police and management is necessitated by the extensive and widely separated territories which now comprise the settlements. The peninsula itself is settled all over with large bodies of liberated Africans, not having amongst them any white person who could be intrusted with authority, or who, from his position as a landed proprietor or manufacturer, would be able to exercise any beneficial influence over them. This condition of affairs compels the Government to provide, at considerable expense, a comparatively large establishment of managers, police, &c. for the administration of justice and the preservation of order. Between 3,000 *l.* and 4,000 *l.* of this sum is also expended on the recently acquired territories of Bulama and Sherbro; but, short as has been the time for the development of their resources, the latter district alone is already producing a revenue in excess of this charge.

Expenditure on police and management accounted for.

Large, therefore, as the outlay incurred under the head in question, it does not appear incommensurate with the requirements and circumstances of the Colony.

The objection urged to the small amount voted for education will be considered under that head.

Exception was also taken to only 3,500 *l.* being appropriated to works and buildings; but the expenditure on this account has been of late so heavy that its limitation was not unadvisable.

Objections to small vote for public works.

The Chamber was also of opinion that the sum of 1,394 *l.*, stipends to native chiefs, was so much money thrown away, and should be discontinued. This point will be considered when the question of treaties with the native chiefs comes under review.

Objection to the stipends of the chiefs.

A careful examination of the proposed outlay on behalf of the judicial and other civil establishments of the Colony, due consideration being at the same time given to the objections of the Chamber of Commerce, leads to the conclusion that the charges on this account are not in themselves unreasonable or extravagant, and fairly meet the requirements of the settlements.

Charge for civil establishments not unreasonable.

The military force appropriated for the occupation of the Colony consist of five companies of a West India regiment. At present, detachments are furnished to all the outposts, an arrangement which materially diminishes the efficiency of the force, without contributing in a corresponding degree to the security or benefit of the Colony. The militia of the Colony consists of one regiment of infantry, and of some cavalry and artillery.

Military.

Militia.

The ecclesiastical establishment of the Colony consists of a bishop, who also exercises jurisdiction over all the other settlements on the coast, of a colonial chaplain, and of an assistant chaplain, with the necessary officers for a cathedral.

Ecclesiastical establishments.

For many years the Church Missionary Society bore the whole expense of the churches established in the different villages throughout the peninsula in which the liberated Africans were settled. In 1860 it was considered that the time had arrived when a great portion of this burden might be legitimately thrown on the people and country, the society reserving to itself the maintenance of a single church in Freetown, and purposing to devote its efforts more especially to the higher class educational establishments.

Church Missionary Society.

In 1861 the native pastorate was accordingly formed by the transfer of nine native clergymen to the parochial duties of the Colony, under the control of the bishop. The stipends assigned to these ministers have been fixed, on a very moderate scale, and the whole cost of the arrangement has been hitherto provided for by a temporary grant from the Church Missionary Society, and the contribu-

Native pastorate.



tions of the native congregations. The system has not been in operation for any length of time, but the manner in which the people have accepted the novel and unexpected charge thrown upon them, entitles them to much praise. The Church Missionary Society having now withdrawn its grant, the Colony has voted a sum in aid of the establishment, which there is no doubt will be augmented, should it be found necessary still further to supplement the efforts of the people. It is right to add that, notwithstanding the reduction which the Church Missionary Society has felt bound to make in its expenditure in the maintenance of missionaries and native clergy in Sierra Leone, it still devotes annually 3,000 *l.* to this important object. The Society for the Propagation of the Gospel also support their Mission at a cost of about 600 *l.* a year. Churches and ministers representing nearly all the other Christian denominations are to be found in the settlements, principally in Freetown, but no authentic information has been obtained respecting the cost of their maintenance; none, however, receive any aid from the Government.

ther missions.

#### Education.

Objections of Chamber of Commerce considered.

The statement of the Chamber of Commerce that 292 *l.* is the whole sum devoted by the Colony to educational purposes is not strictly correct, an examination of the Estimates showing other grants amounting altogether to 374 *l.* for schoolmasters, rent of schools, &c., and making the total contribution of the Colony 666 *l.* It cannot be denied that, compared with the means of the settlement and the appropriation it makes for other objects, it would be neglecting one of its most obvious duties, were it to leave the education of its people dependent solely on the expenditure of so small a sum as this; but the plea alleged by the local Government for the limitation of its efforts in this direction is, that very extensive funds have long been, and still are, appropriated through other agencies to this important work, and that until this aid be withdrawn or diminished, great assistance from the revenue is not required. The educational establishments of the Colony which receive no help from its funds, are the schools for the liberated Africans, maintained by the Church Missionary Society with the assistance of the Imperial Government, at a cost of about 2,700 *l.* a year. The Society further supports entirely the Fourah Bay College at an expense of about 700 *l.* per annum, the Grammar School in Freetown costing 180 *l.* per annum, and the Female Educational Institution at an outlay of nearly 800 *l.* a year. Moreover, the village schools, in connection with the native pastorate, are maintained at an expense of 400 *l.* a year, which is furnished partly by the children's payment, and partly by aid from Home.

The total amount devoted annually for educational purposes in connection with the Church Missionary Society, is therefore 4,700 *l.*, and if to this be added 150 *l.* furnished by the Society for the Propagation of the Gospel, and about the same from the Lady Huntingdon Ministry, even omitting the Wesleyans, Baptists, Independents, Roman Catholics, and other Christian churches, the amount of whose contributions it has been impossible to obtain with exactness, it will be seen that the cause of education in Sierra Leone does not need more assistance from the Government than it at present receives.

Hospitals

The Colony supports, at an expense of between 3,000 *l.* and 4,000 *l.*, a hospital, a lunatic asylum, and a hospital for incurables. The benefits conferred by these institutions are thoroughly appreciated by the people, and a considerable amount is received in payment for the support and treatment of patients.

Natives.

The natives to the north of the settlements are chiefly Mandingos, who differ in no essential particular from those at Gambia, who have been already described; they cultivate the ground nut, and bring also to the Colony beniseed, palm kernels, horses, cattle, and hides. In the immediate vicinity are found the Timmanees, a quiet Pagan race, engaged in agriculture.

Treaties.

All these people are under chiefs who govern larger or smaller communities, according to their wealth and influence, and with many of them, occupying the coast from the River Pongas on the north, to the River Gallinas on the south, and to a distance of four days' journey up the Sierra Leone river, the Government has established relations. This has been done by treaties, which stipulate that the slave trade shall be abolished, that perfect freedom of trade shall be allowed in their countries, and their canoes permitted to come to our ports; that British subjects shall be protected, and if they commit offences, shall be sent to Sierra Leone for trial. In return they receive stipends varying from 5 *l.* to 100 *l.*, and involving a total cost to the local Government of nearly 1,400 *l.* a year. It was urged by the Chamber of Commerce that this money was ill bestowed,

Stipends.

Objections of Chamber of Commerce to



bestowed, but this is not established on inquiry. No doubt some of the treaties are with chiefs whose influence has greatly diminished since they were entered into; and, as no provision was made for such a contingency, there may be a few cases out of the whole 79 in which the stipend is paid without an adequate return. chief's stipends considered.

In the majority of instances, however, this is not the case; the treaties are generally faithfully observed, and where they are broken by the people it is found that a threat of withdrawing his subsidy has generally the effect of inducing the chief to compel the offenders to make restitution.

It is unquestionable that by means of these treaties the Sierra Leone Government exercises an influence over a large extent of country from which it would otherwise be excluded—an influence which is most useful in securing the safety of its trade and the protection of its people, as well as enabling it to interfere on occasions between the natives themselves, not only greatly to their advantage, but often for the security and peace of the settlement.

The slave trade, understanding thereby the export of slaves to America, is unknown in Sierra Leone; but as domestic slavery exists in every part of the continent not under British rule, it has constantly happened that the natives, whilst engaged in transporting purchased or kidnapped slaves from one part of the country to another, find they have brought themselves within the reach of British authority, which at once restores their slaves to liberty. Slavery.

Although domestic slavery certainly existed in the Sherbro and Quiah territories before their acquisition by the Government, there is no reason whatever to believe that persons in this condition are now to be found there; this circumstance is the more curious since the difficulty of eradicating domestic slavery from any locality over which we could with advantage exercise control, has hitherto been the great obstacle to our adopting such a step on other parts of the coast. One cause of this result is, that there were not in these territories any large proprietors of slaves. Moreover, from the proximity of Sierra Leone, with its large free population, there would be less sympathy here for slavery than in any other part of the coast. It is certain that on the cession of these territories no complaints were made by the chiefs on the liberation of their slaves: probably there were not many in this condition, and if so, from this cause and that last mentioned, they would become free without its attracting much notice, or their owners thinking it worth while to struggle against this result. Domestic slavery.

Although the presence of our settlements at Sierra Leone and the Gambia has had the effect of driving away the slave trade entirely from the neighbourhood of both, there remains a small space of coast near the Nunez river, about midway between the two, and with which neither has ever had much communication, containing many rivers and creeks well suited for the purpose of the traffic. For a number of years the presence of a portion of the squadron on the northern part of the coast was found sufficient to keep in check the slave trade at this spot, and it is believed that of late years not a slave was exported from thence. In February 1864, it was however decided to withdraw altogether the cruisers from the northern coast, and the result was that in September last a vessel with slaves on board was despatched from thence under circumstances which will be found detailed in the Appendix (letter A). There can be no doubt but that the attention of the cruisers will now be again directed to this locality, and that there will be an immediate cessation of the trade; but the circumstance shows the readiness with which, if the opening be afforded, it can be restored in a place from which it may for a long time have been altogether banished. Slaving near the Nunez river.

In point of healthiness Sierra Leone does not contrast unfavourably with any of the other settlements. Indeed, the garrison, who are quartered on a hill 400 feet high and overlooking the town, are singularly exempt from epidemics and from the more fatal form of African fever. It is now a subject of regret with many of the inhabitants, that they did not originally establish their permanent residences, or at least country houses, on the high lands surrounding the town, when at an elevation of 3,000 feet they would have been entirely free from the dangers to which they are now exposed in the low-lying ground of Freetown, where all their houses are situated. Climate.



## GOLD COAST.

- Extent of territory.** THE territory on the Gold Coast which is recognised as British consists of a large number of forts and posts, many of them abandoned or in ruins, which have come into our possession either by settlement, capture, or purchase, during the last 200 years, together with the line of the sea-coast adjacent to them.
- Dutch territory.** The Dutch Government also possesses many posts and forts on the same line of coast, and it is understood and allowed by the natives that whatever portion of the seaboard is not Dutch is British territory.
- Territory actually occupied.** The territory actually under occupation at the present time consists (in addition to the coast) of the Fort of Dixcove, in the Ahanta country; of Cape Coast Castle, and Annamaboe Fort. in the Fantee; Winnebah, in the Agoonah country, and of Accra, in the district of the same name. Quittah Fort, on the River Volta, has not been occupied since 1856.
- Protected territory.** Immediately in rear of the 300 miles of coast along which these posts are situated, and extending to a distance of about 80 miles inland, is a country inhabited by a number of native tribes, the principal of whom are the Wassaws, Denkeras, Akims, Assins, and Fantees, the whole of whom, with the exception of a small number residing immediately in rear of some of the Dutch posts, are included in what is termed the "Protectorate."
- Kingdoms of Dahomey and Ashantee.** To the eastward of the settlements is situated the powerful and barbarous kingdom of Dahomey, and to the north of the Protectorate extends the equally powerful and barbarous kingdom of Ashantee. The protected tribes thus form a complete barrier between the Colony and these two warlike and dangerous bodies of savages.
- History of the Protectorate.** The history of the Protectorate is so little understood that it may be as well to give an outline of the circumstances which led to its establishment. At the beginning of the last century the Ashantees, who are supposed to have come from the interior and to have been compelled to move southward by a pressure from thence, attacked and subdued some of the more powerful of the tribes who now form the northern part of the Protectorate. Moving steadily onwards, about 1760 they had extended their conquests so far south as to excite some apprehension in the minds of the European settlers on the coast; and in 1800 had forcibly subdued the whole country from the seaboard of the Assinee river on the west, to the mouth of the Volta on the east, excepting only a small crescent embracing the Fantees, and a few other small tribes situated immediately in rear of the settlements.
- Emboldened by the success which had hitherto attended their progress, and encouraged no doubt by the hope of acquiring, or at least sharing the benefits which they soon found resulted from a closer contact with Europeans, the Ashantees, at the commencement of the present century, attacked the Fantees and the remaining unconquered tribes whom the settlers, with a selfish but mistaken regard for their own interest, left to their fate.
- In 1807 the Ashantees were masters of the whole country, and had even attacked and taken one of the European settlements. With the British they came once into collision, but were repulsed, and their further aggressions were averted by an engagement on the part of the authorities not to assist the Fantees. During the next few years so bitter was the yoke imposed on the conquered nations, that several of them combined and revolted against it, but without success; the Ashantees not only maintained their hold over the country, but even threatened Cape Coast, whose safety was only purchased by discreditable concessions. This state of things lasted until 1817, the unhappy Fantees continuing to suffer the greatest oppression at the hands of their conquerors, when it was thought by the authorities at Cape Coast advisable to attempt to negotiate with the Ashantees, with the view of establishing peace on a secure footing, and promoting the prosecution of lawful trade. The mission which was sent was much struck, in passing through Assin and Fantee, with the traces of desolation which the Ashantees had everywhere left behind: "Not a vestige of cultivation was to be seen, and heaps of ruined villages appeared on every side, round which the miserable natives stalked with the gaunt and sullen aspect of famine and despair."
- The result of this mission was the conclusion of a treaty by which the Fantees, who



who were now reduced to the position of tributaries of Ashantee, were placed under a sort of protectorate of the British, it being stipulated that the king should not engage in hostilities against them, even in case of their aggression, without previous reference to the Governor of Cape Coast. This treaty did not produce the benefits which had been anticipated, the slave trade progressed to the injury of legitimate commerce, and induced a general state of lawlessness and disregard of life and property throughout the country.

A fresh treaty was concluded with the Ashantees in 1819 which was disavowed by the local authorities, and in 1822 the Imperial Government, having assumed the control of the forts and settlements, placed them under the jurisdiction of Sierra Leone, and sent out Sir Charles M'Carthy as Governor in Chief.

Sir C. M'Carthy on his arrival found our relations with the Ashantees in so unsatisfactory a state that he appears to have felt that there was no way of establishing peace but by the sword. War was soon declared, and in January 1824, Sir C. M'Carthy and the force under his orders were destroyed by an invading army of Ashantees. Cape Coast Castle was then invested, and, but for a panic amongst the invaders, might have been captured; late in the year 1826 the whole power of the settlement with aid from home being brought to bear upon them, the Ashantees were completely defeated and driven from the country.\*

An unanimous spirit of resistance to the Ashantees was now aroused in every tribe from the Assinee to the Volta, but several years elapsed before the efforts of the British authorities succeeded in placing matters on a satisfactory footing. In 1831, however, the exertions of the able, energetic, and resolute Mr. Maclean, then Governor of the Settlements, were rewarded with success. Convinced of the hopelessness of expecting that peace could be maintained so long as the Fantees and other tribes remained subject to the exactions and oppressions of their former rulers, and yet foreseeing at the same time the dangers which must result if so large a body of natives, composed of different tribes, and having different interests and views, were left to carry on their affairs without the control or guidance of any superior power, believing moreover that the influence of such a superior and civilised power would help to work valuable reforms among the most turbulent and lawless of them, he conceived the idea of compelling from the King of Ashantee an acknowledgment of their independence, and by the influence over them which our interference on their behalf had obtained for us, of inducing them to band themselves together under our guidance and control for protection against the common enemy. These important objects were at length secured by the signing of a treaty, on the 27th April 1831, between the Governor, the Ashantees, and the Fantee and other tribes then in alliance with us, and during the next 12 years the results of this arrangement under the administration of Governor Maclean are detailed in the Report of the Committee of 1842, "there was exercised a very wholesome influence over a coast not much less than 150 miles in extent, and to a considerable distance inland, preventing within that range, external slave trade, maintaining peace and security, and exercising a useful though irregular jurisdiction among the neighbouring tribes, and much mitigating, and in some cases extinguishing some of the most atrocious practices which had prevailed among them unchecked before."

In consequence of the recommendation of this Committee, the direct management of the Gold Coast Settlements was in 1844 resumed by the Imperial Government, and at first placed under the jurisdiction of Sierra Leone; but in 1850 it was by letters patent created into a separate Government with executive and legislative councils for the administration of its affairs, an arrangement which continues at the present time.

Gold Coast placed under Sierra Leone in 1844. Made, in 1850, independent. Form of Government.

The Gold Coast is not an agricultural country, and the palm oil trade does not flourish to any extent in its neighbourhood; in the most prosperous condition of trade its exports, therefore, are not considerable. Return No. 14 (Appendix) shows what they have been for the last ten years, and that gold and palm oil form the principal part of them. There is a considerable falling off in the

Exports.

\* Note.—On the conclusion of the war, the Government was on the point of destroying the forts and abandoning the settlements, but it was eventually decided to place them under the management of a committee of the merchants, to whom a Parliamentary grant of 4,000*l.* a year was made for their maintenance.



the quantities of palm oil produced in some years as compared with others, which is stated to be owing to failures in the crops; whilst the diminution in the amounts of gold dust and ivory, both of which come from the interior, and chiefly through Ashantee, depend mainly upon the state of our relations with these people.

## Imports.

The principal articles of import (Return No. 15, Appendix) are Manchester goods, arms, gunpowder, and spirits. The disturbed state of the country in 1863 had the effect of materially reducing the amount of imports, and there is no anticipation of a revival of trade until terms are made with the Ashantees, and the roads to the interior re-opened.

## Revenue.

The revenue of the Colony during the last 10 years has averaged from 8,000*l.* to 9,000*l.* a year (Return No. 17, Appendix). It is principally derived from a Parliamentary grant of 4,000*l.* a year, and from a small duty of 2 per cent. on imports (Return No. 18, Appendix). By a recent ordinance a tax has been levied on the sale of spirits, but it does not appear probable that it will add, except in a slight degree, to the revenue.

## Parliamentary grant.

## Import duty.

## License duty.

## Expenditure.

The expenditure, which has of late somewhat exceeded the revenue, is chiefly caused by the maintenance of the civil establishments of the Colony (Return No. 19, Appendix). The Ashantee war has also had the effect of involving the Colony in pecuniary difficulties, and its debt (Return No. 20, Appendix) amounts to nearly 3,000*l.*

Difficulty in the way of raising a revenue, owing to proximity of Dutch forts and settlements.

As the natives of the Gold Coast fully recognise the right to the possession of the seaboard as belonging to the European powers, which own the forts that stud its margin, and as they have never objected to the imposition by these powers of such duties on all imported goods as they see fit to levy, there ought to be no difficulty in raising on this coast a revenue not only sufficient for the maintenance of an efficient system of Government, but also capable of affording aid in measures of improvement for the benefit of the natives themselves, such as the establishment of hospitals and schools, and the rendering more perfect and accessible the administration of justice among them. Unfortunately, however, the Dutch Government, which occupies or owns a large number of forts or posts intermixed with, and in many instances in close proximity to our own, has never imposed any duty on the admission of goods through its settlements, and any duties which we may levy must therefore be fixed at so low a rate as not to render it worth the importer's while to land his goods in Dutch waters, and carry on his trade under Dutch protection for the purpose of evading the duty. For several years past no opportunity has been lost of impressing upon the Netherlands Government that were they to join with our own in the imposition of a specific, but not oppressive rate of duty on articles, the introduction of which cannot be beneficial to the natives, as arms, gunpowder, tobacco, and spirits, with a small *ad valorem* duty of 3 or 4 per cent. on all other imports, a revenue would be raised sufficient to maintain effective establishments without making, as is now done, any charge on the Home Governments, and which would also enable the local Governments to do much for the improvement of the social condition of the natives. Our efforts, however, have been hitherto unsuccessful, the Netherlands Government, though not denying the possibility of attaining these results, is not disposed to incur the risk which so complete a change of its policy might entail, and at present continues to pay between 7,000*l.* and 8,000*l.* a year for the support of its influence amongst the few natives who recognise its authority, and for the protection of a somewhat insignificant trade. The only positive advantage which it is understood to derive from the possession of the settlements is, that it has been able to enter into arrangements with some of the friendly chiefs, and it is said with the Ashantee Government, by which it is permitted to obtain annually a certain number of natives whom it sends out to be trained as soldiers for the protection of Java and its East India dependencies.

## Currency.

On the Gold Coast the cowrie is used as the currency in all small transactions. Gold dust is taken at the rate of 3*l.* 12*s.* sterling per ounce, and British gold and silver coins with those of America are also current.

Civil establishments on larger scale than consistent with the revenue raised.

An examination of the expenditure on the civil establishments of the colony leads to the conclusion that they are fixed on a larger scale than is consistent either with the requirements of the settlements, or the revenue which can be raised for their maintenance. Admitting fully the necessity for a large and more highly paid staff of officers in an African Colony than is required in one

more



more congenial to the European constitution, an expenditure of 7,472*l.* (which is the sum estimated for salaries during the current year) seems hardly warranted when the total revenue is calculated at 11,568*l.*, of which but 6,173*l.* is proposed to be raised in the Colony. The finances of the Gold Coast can hardly be said to be satisfactorily administered until care is taken to regulate its annual expenditure with reference to its liabilities and expected revenue.

The judicial establishment consists of a chief justice, a Queen's advocate, justices of the peace, four commandants who act as magistrates at the posts of Dixcove, Annamaboe Accra, and Winnebah, interpreters, and a small force of constables and gaolers; the whole cost of these establishments for the ensuing year is estimated at 3,008*l.*, of which estimate 746*l.* is for police and gaols. The administration of justice within British territory is amply provided for by this staff.

Judicial establishment.

The ecclesiastical establishment consists of a Colonial chaplain and sexton, costing 424*l.* per annum. The Wesleyan Society has extensive establishments throughout the country, and supports missions and schools in many of the towns; its expenditure for these praiseworthy objects having in some years reached 5,000*l.* The Basle mission, though working on a different system, devotes itself with great energy to the same objects.

Ecclesiastical establishment.

Under the head of education, provision is made at a cost of 183*l.* a year, for the payment of teachers in the Government school.

Education.

The Colonial surgeon receives 300*l.* a year, and 65*l.* is provided for medical services at the outstations.

Medical.

The military force at present appropriated for the occupation of the settlement, consists of one complete West India regiment of eight companies and about 800 strong, of which one company is quartered at Accra, and two at Lagos, with small detachments at the other three outposts. The strength of troops found for many years past, sufficient for the defence of the settlement, was 300 men, and the only reason for the recent augmentation, has been the fear of the renewal of those hostilities with the Ashantees, which the Colony has recently had so much cause to deplore. Circumstances (hereafter to be adverted to) have appeared to render it unnecessary that any troops should be retained at Lagos, and there seems no reason to suppose that in the present position of affairs with the Ashantees, any danger would accrue from the reduction of the force on the Gold Coast to about its former strength. This arrangement, if approved of, would liberate at least half a regiment from African service, and would cause a large reduction in the estimates for military services on the west coast.

Military.

An account has already been given of the origin of the protectorate, and it remains now to consider what is the meaning which is attached to the term by those whom it affects.

Meaning attached to the term "protectorate" by natives.

In the recent operations against the Ashantees, it seems to have been assumed by the local Government, that in return for corresponding concessions made by the people of the coast, they had been guaranteed by the British Crown protection against all enemies.

Now a reference to the position of the respective parties to the treaty of 1831, at the time it was made, and to the object which Governor Maclean had in view, when framing it, appears sufficiently to disprove the idea that the natives were guaranteed complete protection in return for any concession to us. It is true that they had fought with us to procure their freedom from Ashantee bondage, but their success was due not to themselves, but to the aid afforded by the large British force employed, and especially to the terrible engine of warfare, Congreve rockets, which were then first made use of against the enemy. On their liberation, the Governor, for reasons already given, involving their security far more than that of the settlements, and also to a great extent their future benefit, when stipulating with the King of Ashantee for their complete independence, contemplated that the influence which our interference on their behalf had already obtained for us, would be thus largely increased, and that we should be enabled to exercise in future a most useful control over them in their foreign and domestic policy. This was termed placing them under British protection, but there is nothing in the treaty to show that the engagement contemplated the right to such a protection as is now assumed to exist, whilst it is evident that the natives neither did nor could offer any concession or advantage which would have compensated Governor Maclean for incurring



incurring such a liability. Indeed it may safely be affirmed that up to 1852, when the poll tax was introduced, nothing that the natives had done furnished any grounds for the claims recently advanced on their behalf.

It is absolutely necessary to the future well-being of the settlements that the question now raised as to the extent of protection we may be called upon to afford the native tribes should be clearly and distinctly defined. The whole of Governor Maclean's history forbids the supposition that a man of his ability and judgment, knowing that he was responsible for the safety and peace of the Colony, that for all purposes, offensive and defensive, he had a force of about 100 black militia, and a total revenue of but 4,000 *l.* a year, would, without any corresponding advantage in return, have pledged himself to protect the numerous native tribes, just freed from a lengthened bondage, from the future aggressions of their former masters.

The closer the matter is investigated, the more probable does it appear that Mr. Maclean contemplated using the influence which the term "British protection" would necessarily give him both over the natives and the Ashantees, to preserve the former, as far as his means allowed, from the aggressions or oppressions of the latter; how successfully and at what little cost he accomplished this, and how beneficial was his rule to those he thus befriended, have been already detailed.

It may therefore safely be assumed that there was no stipulation, prior to 1852, that the protected tribes of the Gold Coast should be maintained (if necessary, with all the resources of the British power) against the Ashantees or other enemies. It was, however, declared in the third clause of the Poll Tax Ordinance, passed in 1852, that the natives, taking into consideration the advantages which they derive from the protection afforded them by Her Majesty's Government, consider it reasonable and necessary that they should contribute to the support of the Government by paying certain taxes; and had they performed their part of the agreement by continuing to pay this tax, it might fairly be questioned whether they had not thus entitled themselves to a greater amount of protection than had been previously contemplated. Fortunately, however, in this respect, the conduct of the natives has relieved us from all embarrassment as to our actual position in regard to their protection.

On the conclusion of the treaty of 1831, Governor Maclean directed his attention to the improvement of the government of the natives thus placed under his protection, and for whose peaceable conduct he had become responsible to the King of Ashantee. He restrained and punished the tyranny of the chiefs, and compelled them to an observance of greater humanity; and he also interfered with, and greatly succeeded in putting down the barbarous custom of human sacrifice. These repressions were regarded by the people on the spot, discontented with the reforms he was introducing, and insensible to the benefits they conferred, as acts of tyrannical oppression, and were as such represented to the Imperial Government. After inquiry, it was admitted that, although we possessed no legal jurisdiction in the country, it was possible that we might exercise with great advantage to the people a species of irregular authority, partly tolerated from a conviction of its usefulness, and partly compulsory, from the nature of our position; but the Governor was advised to be very careful in his interference with native practices, and the whole responsibility of these acts were thrown upon him. This was the origin of our judicial interference with the customs and practices of the natives, an interference which was legalised, when the settlements were taken back by the Crown in 1844, by the passing of an Act of Parliament, appointing Mr. Maclean judicial assessor to the native chiefs, and entailing on him the judicial administration of the country, not in accordance with the strict form of English law, but with a large discretionary power to assimilate native law and practices to English ideas of justice, an arrangement which has been maintained with the full concurrence of and with marked benefit to the natives up to the present day.

The natives are not subject to any taxation. In 1852 the consent of a considerable number of the more powerful and important chiefs was obtained to the imposition of a poll tax of one shilling per head on every inhabitant of the Protectorate, the revenue arising from which, it was provided, should be devoted "first, to the payment of stipends to the chiefs and the expense of collection, and then to the public good in the education of the people, the improvement and extension of the judicial system, in affording greater facilities of internal communication,

Taxation of natives.  
Poll tax.



communication, increased medical aid, and in such other measures of improvement and utility as the state of social progress may render necessary."

The first year the sum of 7,567 *l.* was raised by this tax, but in succeeding years various causes, amongst which may be enumerated the mismanagement which attended both its collection and appropriation, produced a strong feeling of dislike to it, and, as is shown by the Return, No. 21 (Appendix), the receipts fell off to 1,552 *l.* in 1861, since when, partly from the antipathy which is entertained to it, and partly from the disturbances which have occurred, and the consequent distress to which they have given rise, no attempt has been made to levy the tax.

Notwithstanding the failure of the poll-tax, the natives are not insensible to the justice and propriety of asking them to contribute to a fund to be specially applied towards the objects for which the poll-tax was designed; and, under proper guarantees, which should restore their confidence, they would probably not be found averse to a measure proposed with this end.

The slave trade is and has long been unknown on the coast; indeed, were it desired to export slaves from any part of the settlements, it would be found impossible to collect them for the purpose without the fact becoming at once known to a magistrate or some official. Were the restriction which our presence imposes, however, once removed, the chiefs would, no doubt, gladly seize the opportunity of disposing of a few surplus or troublesome domestic slaves; but when this was effected, it would be necessary to make inroads on the weaker tribes to keep up the supply. This would soon lead them into collision with the Ashantees, who would not be long in availing themselves of the opportunity of regaining their lost ascendancy; and when this formidable power reached the sea it cannot be doubted but that it would act as the neighbouring kingdom of Dahomey does, and export every negro for whom purchasers could be found. Nor would the result be far different if the protected tribes were able successfully to resist the Ashantees; for the wars with one another, in which in accordance with their universal practice they would soon be found engaged, would lead to the capture of prisoners, the readiest and most satisfactory way of disposing of whom would be by sale to the slave dealers.

Such would be the probable consequences, as regards the slave trade, of our withdrawal from the coast; and though our place might be taken by some other European power, it must be very questionable whether such a change would insure perfect immunity from the same results.

The natives of the Gold Coast have been termed a race of slaves; and it has been stated by one who knew them well, that every man in the country is born liable to the condition of a slave; notwithstanding this, the condition of the domestic slave in the protected territory is by no means one of great hardship; under ordinary circumstances he is considered a member of his master's family, with which he lives on terms of equality; he is, as a rule, treated with kindness and consideration, and although cases of cruelty and oppression cannot fail to occur, it is well known throughout the country that an appeal to the British power for protection or redress is never made in vain.

The climate of the Gold Coast is not superior, in point of healthiness, to that of the other settlements. Although the yellow fever is not known there, dysentery in a very fatal form is extremely common, the only complete remedy for which is immediate removal from the country; and so well is this now understood, that the casualties of officers serving in the Colony are not, from this cause, probably larger than those of the other settlements on the coast.

The neighbourhood of Accra has long enjoyed the reputation of being a healthier, as it is certainly a more cheerful and pleasanter residence than Cape Coast, and it has been proposed to move the seat of Government thither. This scheme, which was fortunately not carried out, is now rendered impossible by the almost entire destruction by earthquakes, in 1863, of the two castles and other public buildings which would have been occupied by the Government establishments, and whose condition is such as altogether to preclude their restoration, were even the country secure against a return of this dangerous and destructive visitation.

Slavery.

Domestic slaves.

Climate.

Removal of seat of Government to Accra.



## LAGOS.

Situation of  
settlement.

FROM the settlement of Liberia, in longitude 11° west, to the River Benin, in longitude 5° east, a distance of upwards of 1,000 miles, there is not on the whole extent of its surf-bound and dangerous coast an opening capable of admitting vessels, except at Lagos. On either side of this opening there is, moreover, a safe and secure communication for boats, extending on the eastward as far as the Benin river, and on the westward, throughout the whole border of the notorious slave-dealing kingdom of Dahomey.

Lagos, formerly  
head quarters of  
slavery.

Thus situated, it was natural that for many years the Island of Lagos should have been the head quarters of this traffic in the Bight of Benin, although at the same time the seat of a considerable trade in palm oil, and that its transactions, with all but the piratical slave dealers who infested it, should have been characterised by lawlessness and brutality.

History of the  
cession.

In 1851, the country being under the rule of Kosoko, who had driven away the rightful king, Akitoye, an attempt was made to exact satisfaction for the insults and defiances which the usurper had offered to the British cruisers; and shortly afterwards a successful attack on the town resulted in the flight of Kosoko, and the restoration, by the British authorities, of Akitoye to the throne. A treaty was then made with the king and chiefs of Lagos, by which they engaged to prevent the export of slaves from their country, to open the port to legitimate trade, to put a stop to human sacrifices, and to permit and encourage the establishment of missionaries. A consul was also appointed for the protection of British interests; and the presence of a man-of-war assisted in preserving order and in supporting the king against the efforts of Kosoko to displace him.

In 1855 Akitoye died, and was succeeded by his son, Docemo, a man of low intellect and weak character, who soon proved his incompetency for the office. In the absence of any head possessed of sufficient authority to control the discordant elements which then composed the society of Lagos, the greatest disorder and misrule prevailed: there was no effective protection for property, no mode of enforcing the payment of debts; traders were plundered and ill-used, and no redress of grievances could be obtained without bribing the people about the king. Human sacrifices were permitted, even in sight of the town, whilst slaves are said to have been exported from its immediate neighbourhood. In fact, the treaty became a nullity, and Docemo's control over his people was little more than nominal.

Moved by the necessity of interposing some check to these evils, which were yearly becoming worse instead of better, and satisfied that the permanent occupation of Lagos was indispensable to the complete suppression of the slave trade in the Bight of Benin, Her Majesty's Government decided, in 1861, on changing the anomalous protectorate which existed under the consul into an avowed occupation of the island as a British settlement.

Cession of Lagos.

On the 6th August 1861 a treaty was accordingly signed, by which Docemo ceded to Her Majesty the Island of Lagos, with all rights and territories appertaining to it, retaining the title of king, and being guaranteed a pension equal to the net revenue annually received by him, a pension which was fixed at 1,000 *l.* per annum.

Pension to King  
Docemo.

Return of  
Kosoko, ex-king,  
permitted.

Kosoko, the ex-king, having expressed his desire to return and reside permanently at Lagos, was permitted to do so, in 1862; and on his renouncing all rights of sovereignty over the eastern districts, where he had hitherto been acknowledged as king, was granted a pension of 400 *l.* a year, which he continues to receive. By this arrangement the ports of the towns of Palma and Leckie, which up to that time had been open for the export of slaves, became British territory, to the exclusion of all but legitimate commerce.

Pension to Kosoko.

Acquisition of  
Palma and Leckie.

Cession of Badagry.

The town of Badagry, situated on the Lagos Lagoon, some distance to the westward, had been included in the territory belonging to Docemo, and ceded by him; but some claim to it having been put forward by the king and chiefs of Porto Novo, the question of its title was, in 1863, set at rest by a formal cession of the town by its chiefs and people, in consideration of an annual payment to them.



At the present time the Island of Lagos, with the towns of Badagry, Palma, and Leckie, the whole seaboard extending between them, with the waters of the lagoon, is recognised as British territory, and is placed under the administration of a Governor, with Executive and Legislative Councils. The land interposed between the lagoon and the sea beach, having belonged to Docemo, became ours by cession; but to avoid any complications arising from the presence of domestic slavery, it has not been thought advisable to recognise it as British territory; at the same time, as the existence of a country or district without a recognised protector is unknown in this part of Africa, it will not be advisable that we should altogether renounce the rights which we have acquired, though it will not be necessary for us to exercise them when the doing so may lead to inconvenience.

Present extent of territory.

Form of government.

There are also two independent territories, Okeodan and Addo, adjacent to Lagos, the people of which have, by their own desire, entered into treaties with us, whereby they pledge themselves to be guided by our advice in all their dealings with the surrounding tribes, to prevent the export of slaves on their passage through their country, and to protect and facilitate all lawful commerce. In return for this concession they were promised British protection, a protection which is not, however, understood by either party to involve the responsibilities which have been supposed to apply to it on the Gold Coast. The small and adjoining territory of Igbessa, which was formerly dependent on the King of Lagos, has also been included in the same arrangement, but without any treaty being made with it.

Treaties with towns of Okeodan and Addo.

Arrangement with Igbessa.

The exports of Lagos consist principally of palm and other oils, with a small quantity of ivory and cotton. The palm oil tree grows freely in the immediate neighbourhood of the island, and on either side of the lagoons; but hitherto the greater part of the export has been derived from the interior, where the natives, in peace time, occupy themselves extensively in its collection. It appears from a return of the vice consul that in 1861 the value of palm oil that left Lagos was 153,295 £, whilst the export of the article in the last half of 1862, when it first became a British Colony (Return, No. 22, Appendix), was but 60,069 £, and in the following year, 1863, had only risen to 138,250 £. This falling off arose from the prevalence of wars in the neighbourhood of the settlement between the Egbas, Dahomians, and Ibadans; it being a law of the country, emanating, no doubt, from the chiefs and head men, who are usually the instigators and encouragers of these wars, that during their prevalence no trade or cultivation shall be carried on, and thus the mass of the people who would otherwise be employed in these occupations are constrained to remain in camp or with the army. For this reason the Egbas refuse to allow the removal of any of the immense stock of palm oil and other produce belonging to merchants in Lagos, and now locked up in Abbeokuta, to the great loss of its owners and to the injury of their own people and trade: and, on a recent occasion, when some successes of the Egbas appeared to Lieutenant Governor Glover to present a favourable opportunity for procuring from them a temporary relaxation of this restriction, he succeeded in obtaining permission for the removal of about 200 tons of cotton (Letter B, Appendix), but not a gallon of palm oil would they allow to be taken away. The explanation of this proceeding is to be found in the fact that cotton is cultivated to some extent by women and children, whilst the manufacture of palm oil is the work of men.

Exports.  
Palm oil trade.

Prospects of the trade.

Notwithstanding the obstacles at present interposed to trade, there is much reason to hope that the influence which the Local Government now exercises over the contending parties will ultimately be successful in reconciling their differences, and it is the opinion of competent persons engaged in the trade, that 8,000 tons of palm oil might be exported from Lagos the year after peace was secured; in the meantime, the export is maintained by the people of Lagos, whose former employment as carriers and canoe-men to the neighbouring tribes having been put to an end by the war, have turned their attention to the collection of palm oil (and the cultivation of provisions) on the lands bordering the lagoons, and are thus usefully occupied in developing the resources of the country.

There is no authentic record of the imports into Lagos prior to its becoming a British possession; but, for the latter half year of 1862, duty was paid on goods to the value of 77,932 £, which was increased in 1863 to 171,139 £, of which the principal articles were (Return, No. 23, Appendix) wines, spirits, cotton

Imports.



cotton goods, tobacco, and the materials for casks for holding palm oil. Although the disturbances in the interior prevent the egress of any produce, the importation of goods is not prohibited, and some of the merchants, with the view of keeping up their connection with their native dealers, and to insure the safety of the produce belonging to them in their hands, have continued to send up supplies, but the general imports into the settlements have naturally been much reduced.

Duties levied  
previous to cession.

Previous to the cession of Lagos the duties levied by the king consisted of a 3 per cent. ad valorem duty on imports, or 2 per cent. on exports from the port. For this the British Government substituted, in June 1862, an ad valorem export and import duty of 2 per cent., which was altered in 1863 to 3 per cent. on imports, with certain higher specific duties on spirits, tobacco, guns, and gunpowder, the export duty being abolished; further modifications took place in the same year, and the duties were finally fixed at 4 per cent. on imports, with specific duties on the articles before mentioned, rates which still continue in force, and which constitute the whole taxation of the settlement. No complaint appears to have been made by any one that these charges are oppressive or burdensome; and, considering the circumstances of the people, and the ample return which their labour produces, it cannot be said that they are heavily taxed.

Present duties.

Revenue.

The revenue raised during the first half year's occupation of the settlements amounted to 7,130 *l.*; in the following year 16,708 *l.* was raised; and the revenue of the past year is found to have reached 22,826 *l.* The greater part of this is produced by Customs' receipts, and the balance is made up by a Parliamentary grant, which has averaged 2,000 *l.* a year, and of certain small amounts from fines, forfeitures, and sales of land. (Returns, Nos. 25, 26, Appendix.)

Parliamentary  
grant.

Expenditure.

The expenditure of the Colony, as will be seen by Return, No 25, has been 6,510 *l.* in the half-year of 1862; 15,837 *l.* in the year 1863; and in 1864 it amounted to 22,805 *l.*; the Return, No. 27 (Appendix), exhibits the principal objects to which it was applied, none of which, on inquiry, seem open to particular objection. The charge for the fixed civil establishments and for miscellaneous services shows a large increase, a considerable porportion of which was for additional offices, and, in some instances, for augmentations of salaries; whilst the outlay on police, and especially for the armed police, which have been raised for the protection of the settlement in consequence of the small military force appropriated for the purpose, has been attended with heavy expense. On the whole, the expenditure does not show an excess over the revenue, though it is necessary to observe that this does not accurately represent the financial condition of the settlement, since it appears by the Return, No. 28 (Appendix), that there has been incurred, in addition to the recorded expenditure, a debt of 4,224 *l.*, partly for the hire and expense of a steamer, which was rendered necessary by the withdrawal of one of the men-of-war hitherto appropriated for the purpose, and also by the heavy expenditure for works and buildings which was required on the establishment of the government. The recent depressed state of trade has also temporarily affected the receipts from revenue, and rendered necessary the borrowing of a small sum for current expenses.

Debt of the Colony.

Although it is clear that the first formation of a new Colony, especially in such a situation as Lagos, must have involved very heavy demands upon the public purse, it does not seem unreasonable to expect that the 45,674 *l.*, which was the amount raised from revenue in the two years and a half it has been in existence, would have been found sufficient to effect all that was most wanted without involving the settlements in any debt. All that has been said as to the necessity of more careful management of the finances of the Gambia and Gold Coast applies with equal force to Lagos, which has, however, an advantage over these Colonies in the steady growth of its revenue under circumstances of considerable depression in its trade; and if, as there seems reasonable ground for supposing, this increase is maintained, the settlement will have no difficulty in relieving itself of all its liabilities without diminishing in any way the extent or efficiency of its establishments.

Administration of  
justice.

The administration of justice is undertaken by a chief magistrate, a police magistrate, and the two civil commandants of Badagry and Palma, an establishment which appears sufficient for the duties which at present devolve upon it; eventually, however, as the inhabitants, of whom the number on the island is variously



variously estimated between 40,000 and 80,000, and is probably nearer the larger than the smaller number, learn to avail themselves of the cheap and ready justice which our courts dispense, it may be expected that some addition will require to be made to the judicial staff.

It has been stated that the protection of the settlements has rendered expedient the establishment of a local armed force raised from the natives of Houssa, large numbers of whom are found in Lagos, where they have, in most instances, been brought over as slaves. These people have a strong antipathy to their former masters, with a considerable aptitude for military duties; 100 of them have accordingly been organized as an armed police, who not only share in all the duties of the garrison, but also perform many others which the custom of the service prevents soldiers from being employed upon, and which are absolutely required in a new settlement in the position of Lagos; for example, when summonses from the court have to be executed by the ordinary civil police in localities where resistance may be apprehended, or when prisoners have to be brought through similar places, or when it is necessary to send messengers through disturbed districts, these men are found capable of executing such services with great courage and fidelity; whilst when not so employed they perform all the duties of soldiers, mounting guard over stores, magazines, buildings, &c., and are ready to turn out at once on the order of the Governor for the suppression of any disturbance or commotion.

Local force of Houssas, or armed police.

It has been already stated that in the contemplated reduction of the force on the West Coast of Africa the two companies of black troops who form the garrison of Lagos are intended to be withdrawn; there being no proper barracks for officers or men, they have suffered considerably in their health, and as the cost for providing the necessary accommodation for them is estimated at 20,000 £, it is considered better, as it will be more economical, to remove them at once, and to entrust the entire protection of the settlements to the Houssas, whose numbers will be somewhat augmented for the purpose.

Present military force to be withdrawn, and their place supplied by Houssas.

There is as yet no Government ecclesiastical establishment, but the Church Missionary Society maintains three churches in Lagos and one in Badagry; the Wesleyans also support a church in Lagos.

Ecclesiastical establishment.

Education receives no assistance from Government, but there are four schools in Lagos and one in Badagry supported by the Church Missionary Society, and one in Lagos by the Wesleyans. One of the Church Missionary establishments in Lagos is a grammar school conducted on similar principles to that at Sierra Leone, and which has been in successful operation since 1859; it has at present 25 pupils of the better class of natives.

Education.

The natives of Lagos are a mixed race, Pagans in religion, and resembling in many points the people of the Gold Coast. To the north of the lagoon, in which the island is situated, are various tribes, the principal of which are the Egbas, occupying the town of Abbeokuta, about 60 miles up the river Ogun, due north of Lagos. The Egbas speak the Yoruba language, though they are said to be a distinct tribe, formerly occupying a country near Oio, to the north of Abbeokuta, and who were compelled to move downwards before the Yorubas when the Fellanees, a Mahommedan race from the interior, in pursuance of that principle which seems to govern all the followers of the Prophet in Africa, pressed the Yorubas south. The Egbas then settled at Abbeokuta, and the Yorubas occupied amongst other towns Ibadan, to the east of it. Differences long existed between the two tribes, which in 1860 and 1861 came to an issue on a claim of the Ibadans to have a direct road to Lagos and the "white man," in place of being compelled to send their produce and receive their goods through Abbeokuta, paying the usual tribute thereon to the Egbas.

Natives.

War between Egbas and Ibadans.

The town of Ikorodu, situated at the head of the lagoon opposite the settlement, being the spot where the Ibadans' road was intended to debouch, speedily became an object of contention between the opposing parties, and the Ikorodu people being induced to side with the Ibadans, were threatened with the vengeance of their rivals.

The war was now brought into the more immediate neighbourhood of the settlements, and the result was, caravans of traders from Lagos were robbed, and carriers murdered in passing through the seat of war; representations made to the Governor resulted in appeals from him for redress to the Abbeokutan chiefs, who did not deny such excesses had occurred, but pleaded the disordered state of the country, and promised to make compensation when in



their power. The Governor, not feeling satisfied with their reply, and believing that the war was being carried on by a retrograde minority of the people, threatened to bring the Egbas to reason by closing the road to Abbeokuta and preventing all trade between that place and Lagos. Further robberies on traders, and the prospect of an attack by the Dahomians on Abbeokuta, led the Governor to issue a proclamation recommending the Europeans residing there to leave the place, and eventually to carry out his threat of proclaiming a blockade of Abbeokuta; these proceedings were very displeasing to some of the inhabitants of Lagos, and were made the subject of complaint by the Church Missionary Society in England, who addressed a memorial on the subject to the Secretary of State for the Colonies, in which they urged that immediate measures should be taken for checking the policy of the Governor.

Now, without denying that exception might perhaps be taken to the language and style of the Governor's proclamations and communications to the native chiefs, and admitting that his policy may have been injurious to the Abbeokutan cause, it does not, therefore, follow that it was either improper or injudicious. In an interview with the acting Governor in 1863, the head chief of the Abbeokutans not only admitted that robbery and destruction of property were the natural results of war, but stated that it was their custom under such circumstances to destroy trade and property in order to recruit the army, and to drive the people to war, and that if they allowed trading there would be no soldiers. This statement goes far to support the opinion expressed by the Governor that the war was carried on for the satisfaction of a minority, and to justify him in believing that the best way to bring the chiefs to reason would be to stop their supplies from Lagos.

It has been alleged that the Local Government has made itself a partisan in native quarrels, and evinced hostility towards Abbeokuta. It is quite natural that the friends of the Abbeokutans should view with dissatisfaction any proceedings likely to be prejudicial to the interests of that people; but although the sympathies of the Government may possibly have been more on the side of the Ibadans, who were striving to overthrow an unnecessary and objectionable monopoly, than of the Abbeokutans, who were endeavouring to maintain it, inquiry fails to establish that the Government has shown the slightest partiality in its dealings with either party; its sole desire, and the object of its efforts has been to procure the return of peace and the re-opening of trade, and thus to restore prosperity to the settlements. It is true that its efforts have not as yet been attended with success, but they have certainly obtained for it the respect and confidence of both the contending parties, and materially increased its influence over them.

In the Appendix (C., D., E., F.), will be found copies of four memorials; from King Docemo, from the Sierra Leone emigrants, from certain natives and traders at Lagos, and from the British merchants at Lagos. Two only of these memorials were addressed directly to the Commissioner, but the others were placed in his hands for such observation as they might seem to him to require.

The memorial of Docemo relates chiefly to the insufficiency of the pension which he receives from the Government in return for his cession of the country. He urges that he formerly received 2,000*l.* a year from the duty on exports, with import duties on tobacco and cowries, besides fines and fees, whilst the presents of the merchants contributed largely to his revenue. He complains of his pension having been stopped for four months by the act of the Governor, and that he is not permitted to use his seal to grants of land as stipulated in the deed of cession.

There is good reason to believe that there is truth in Docemo's statement that the 1,000*l.* a year he now receives does not represent, as the third article, second paragraph, of the treaty provides, "the net revenue hitherto annually received by him." This matter should receive attention; and if, on inquiry, the claim is established, the necessary augmentation of his pension should be made from the ample revenue which the settlement is returning.

The complaint that his pension was withheld for four months by the Governor is well founded, but Her Majesty's Government approved the proceeding, and warned him that if he again manifested any disposition to resist British authority, they would be compelled to withdraw it.

His claim to use his seal in the transfer of lands, is by the first paragraph of the

Memorials from  
Docemo and  
others in Lagos.

Docemo's  
memorial.



the third article of the treaty to be only as "proofs that there are no other native claims upon it." He now desires to be able to establish, by the mere fixing of his seal, his own title to lands belonging to deceased natives, to whom under the old native laws he was heir. Under British law the heirs of such deceased persons are recognised as the lawful owners of the property, to the exclusion of the King's claim, which, indeed, is altogether barred by the first article of the treaty, whereby he ceded all his rights to the Queen.

One other point, not adverted to in the memorial, but brought by Docemo before the Commissioner at a personal interview, will require some consideration: viz., is he to have a successor on the throne? if so, by whom is this successor to be chosen, and what stipend, if any, is he to receive? The King evidently attaches much importance to this question, and it will be as well to remove an additional cause of dissatisfaction by settling it at once. Probably the conclusion which would be least inconvenient to the settlements, and not unsatisfactory to the King, would be that he should select his successor once for all, but subject to the approval of Her Majesty's Government, and that he should receive a pension of 500 *l.* a year from colonial revenue for his life. This arrangement would no doubt extinguish all future claims or pretensions arising from our somewhat summary occupation of Lagos.

The memorial of the Sierra Leone traders consists chiefly of complaints of the existing state of affairs in the settlement, which it declares to be much worse than when it was under native rule, a statement which can require no refutation. It speaks of the occupation having brought with it the distrust of the natives, stagnation of trade, and a continuance of war, and gives as the chief reason that British law cannot be reconciled with native law (by which is meant that native law is better for Lagos than British), and that slaves who come to Lagos are made free. It also again recurs to the prosperity which attended the settlement when under the King's rule, which it terms a protectorate, and the safety to life and property which prevailed; and after lamenting the little consideration which the memorialists receive from the Local Government, which it alleges takes every opportunity of showing its contempt for them, it concludes with a statement intended to show the evils resulting from the present administration of the law, and prays that trial by jury may be introduced into the settlement.

Sierra Leone  
traders' memorial.

The last, which is the only point in the memorial requiring notice, may be considered as disposed of by the result of the trial it has received in Sierra Leone.

The memorial of Tiwo, and certain other native traders and residents at Lagos, is a brief recapitulation of the advantages which they enjoyed during the government of their beloved King Docemo and the protection of the British Consul, and a complaint that having been slaves themselves they are now slave-owners, and that their wives and slaves are liberated by British interference, greatly to their discomfort. There is also an allusion to a law relative to the thatching of their houses, which is stated to operate with much harshness, but which has since been repealed. Beyond this the memorial does not appear to require notice.

Memorial of Tiwo  
and others.

The last memorial is addressed to the Lieutenant Governor, for the information of the Commissioner, and is signed by four gentlemen, the representatives of the largest British mercantile firms in Lagos. Whilst acknowledging the depressed condition of the trade of the country, which they admit exceeds anything known even in the most barbarous state of the settlements, they charge this entirely on the war which has prevailed in the interior for the last five years. Without deeming it necessary to enter into the causes which have led to this war, they express an opinion that some of the Egba chiefs, who are the principal supporters of it, are encouraged in their persistence in it by false notions instilled into their minds by injudicious advisers in Lagos of the advantages which they will obtain by their present course of action. Believing these delusions to be detrimental to the best interests of the natives and the country, and that the restoration of peace will enable the resources of the country to be developed to an extent hitherto deemed impossible, they earnestly entreat that these facts may be brought to the notice of Her Majesty's Government, with an expression of their desire to see peace preserved in any manner that may seem best to the Government.

Memorial of British  
merchants.

This memorial, emanating from some of the most intelligent and experienced gentlemen



gentlemen in the settlement, expressing, as it does, views so completely at variance with those of the other memorialists, is deserving of attentive consideration.

Slavery.

The slave trade does not now exist nearer to Lagos than Whydah and the other sea-coast towns of Dahomey where, moreover, at present it is effectually repressed by the vigilant exertions of the cruisers, five of whom are continually at anchor along this line of coast within two miles of the shore.

Domestic slavery.

Domestic slavery prevails in much the same form as on the Gold Coast.

Climate.

From the situation of Lagos, the settlement cannot fail to be prejudicial to the health of Europeans; it has, however, been occupied by Government establishments for too short a time to enable any decided conclusions to be arrived at on this point.

### GENERAL OBSERVATIONS.

HAVING described the condition of the four settlements with respect to their trade, finances, taxation, administration, and relations with the natives, it becomes necessary to consider how far they satisfactorily attain the objects which the country has in view in maintaining them, viz., the suppression of the slave trade and the encouragement of British commerce, and how far they may be more completely attained by any improved arrangements.

Disappearance of slave trade from the neighbourhood of settlements.

As regards the slave trade, it is a well established fact that it has disappeared from the neighbourhood of every spot on the West Coast, which has been made a British settlement; the distance to which it has been removed depending in a great measure on the extent to which the authorities of the settlement have been able to make their influence felt. Nor need this statement be limited to British territory, the Dutch and Danish possessions on the Gold Coast, and the Republic of Liberia having been equally the means of banishing the traffic from their vicinity.

This is mainly due to existence of settlements.

It may be supposed that the presence of the squadron has had some share in producing this result, but that it is mainly due to the existence of the settlements, is supported by the fact that even in those which have been the least visited by men-of-war, it has been as effectually suppressed as in those which have been their most constant resort.

Introduction of commerce not of itself sufficient to suppress the slave trade.

As the introduction of legitimate commerce furnishes a safer and more remunerative occupation to the negro than he derives from trafficking in slaves, it will no doubt suggest itself as one cause for this banishment of slavery from the neighbourhood of the settlements, but experience shows that commerce is in itself powerless to produce this result. Lagos has for many years had a large trade carried on by British and other European merchants, yet this did not prevent it from being at the same time the head quarters of slavery in the Bights. At Whydah an extensive trade in palm oil has existed since 1849, and yet slaves have been regularly shipped from that port up to the present day, and, as has been already stated, a cargo was awaiting embarkation there in December last. Nor is this difficult of explanation; palm oil, which forms the principal article of trade, is collected by natives, chiefly domestic slaves, residing at or near the coast, its weight and bulk preventing it from being brought from a great distance in a country where there are no rivers; and it is evident that it would answer the chiefs better to turn their labour to account in this way than to sell them for exportation, even were not the customs of the country entirely opposed to such a proceeding. There is nothing, however, to prevent the chiefs from purchasing for export any number of the slaves captured in the hunts which are regularly undertaken for this purpose in certain parts of the interior, and so legitimate commerce and the slave trade may be found combined in any spot on the coast to which British authority or influence does not extend.

Only two spots on the West Coast of Africa where slavery exists now.

Thus the existence of the British settlements, and of the Republic of Liberia, has served to eradicate the slave trade from all but one spot on the 1,500 miles of coast extending from the Gambia to Quittah; and the recent acquisition of Lagos may be said to have freed almost entirely from the curse the remainder of the coast; the two exceptions being the small spot between the Gambia and Sierra Leone, the case of which has already been referred to in the report on the

the



the latter colony, and a portion of the sea coast lying between Quittah and Lagos, immediately in the rear of which are the dominions of the notorious King of Dahomey.

It is well known that from the peculiar circumstances of his country this monarch is indebted for his wealth and the maintenance of his authority over his people, almost exclusively to the slave trade. Whydah, the chief seaport of his dominions, is, as it has always been, the principal place of export; and advantage is also taken, when the vigilance of the cruisers renders it necessary, of the independent towns of Great Popo, Aghway, and Little Popo, situated to the westward, the inhabitants of which are only too ready to afford every facility for a trade from which they derive such profit.

In 1848, the King of Dahomey requested that a British Governor might be sent to Whydah, an offer which it is needless to say was not made with any expectation that his slaving operations would be thereby impeded; but it is open to question whether, had the arrangement been adopted, the influence which our presence would have brought with it would not have produced a very different state of matters in regard to the slave trade to that which now exists.

The town of Little Popo applied in 1861, through the Government of Sierra Leone, to be permitted to cede its territory to Great Britain, an offer with which it was not thought advisable to close, and there is little doubt that we might, were it considered expedient, readily obtain such a footing in this neighbourhood as would enable us to impose a very serious check to the slave dealing which now prevails. It is true that the export in this locality is almost, although not entirely, kept under by the vigilance of the squadron, but this is only effected by keeping a number of men-of-war (there were six in December last) anchored within two miles of the coast, at short distances from each other, with armed boats in the intervals; an arrangement entailing the severest and most trying duties on the officers and men employed, and attaining its partial success only at very great cost to the country.

If the present trade of the settlements be compared with that of any other British possessions, it is not certainly of any great moment; but, such as it is, it owes its continuance mainly to the encouragement and protection which their presence affords it. Their exports in 1863 (the latest for which complete returns can be obtained) amounted to within a trifle of 650,000 *l.*, whilst their imports for the same period reached 533,000 *l.*

The mode in which the trade is carried on has been already alluded to in the former part of the report, and it will be readily understood that a commerce which is conducted chiefly by native agents, and to a great extent in countries inhabited by savage and lawless tribes, at considerable distances from the settlements, can only be prosecuted in safety when their influence is felt and their authority respected; indeed, notwithstanding the comparative security afforded to trade, local interruptions of it are but too numerous, and the difficulties which have arisen between the natives and ourselves have, in many instances, had their origin in robberies and assaults committed by them on our traders and their servants, so that the merchants are probably not in error in asserting that the complete annihilation of their trade would in most cases follow the withdrawal of the protection they now enjoy.

It has been already stated that the commerce of the settlements is, at the present moment, in a somewhat depressed condition, a result partly attributable to the great rise in the value of cotton goods occasioned by the war in America, and, in a greater degree, to the wars and differences which have prevailed of late amongst the natives in their neighbourhood; peace and order are, however, now being gradually restored, and the recent formation of several new companies, who are already engaged in extensive commercial operations, leads to the belief that the resources of the country are at length about to be developed, and its trade to receive an impetus which will render unquestioned its right to such support and protection as are accorded to all our other possessions.

So far, then, as the suppression of the slave trade and the encouragement of commerce are concerned, it may be said that the settlements satisfactorily attain the principal objects for which they are maintained; but it must be borne in mind that there are other objects, the attainment of which augments greatly the advantages which the maintenance of the settlements confers; these are, the abolition of human sacrifice, and other similar barbarous practices, the

King of Dahomey peculiarly interested in support of slavery.

Request of Dahomey for a British Governor at Whydah.

Application of Little Popo for annexation.

Trade of settlements as compared with other British possessions.

Total value of exports and imports of the settlements.

Difficulties arising from the mode of carrying on trade.

State of commerce.

Settlements attain objects for which they are maintained.

Other important objects also served by their existence.



removal of that oppression and injustice which too often attend the administration of the native laws, and the introduction of such modifications into the laws and customs regarding domestic slaves as shall at least lead to some improvement in their condition, if it does not altogether free them from bondage.

Now, it may be safely affirmed that, wherever there has been a necessity for them, our efforts have been successfully directed to these important ends. Human sacrifices and torture for witchcraft are unheard of in the neighbourhood of the northern settlements, and although not altogether unknown on the Gold Coast, are even there of extreme rarity, punishment never failing to be visited on the offender who is convicted of them, no matter what his rank. The establishment of our own legal tribunals in all the territories under our rule has given facilities for relief to those who are oppressed, of which they are very ready to avail themselves, and by this, amongst other measures, a great deal has been done to mitigate the evils of domestic slavery. Moreover, there has been spread widely abroad an appreciation of the superiority of European civilisation, and of the advantages it brings with it, the results of which, if not yet apparent, there can be no doubt will be seen hereafter.

Whilst claiming for the settlements the successful attainment of these important ends, it is not to be denied that many weighty objections have been urged against them: it has been said that they are fatal to life, costly to the country, and ill-managed; that they involve us in wars and collisions with the natives, and bring no benefits in return which could not be obtained as readily and more economically were they altogether abandoned, or at least retained only as small trading posts, perhaps with a consular officer to protect British interests.

That they are prejudicial to the health of Europeans is undoubted, though notwithstanding this fact, there is no part of the coast in which establishments are not to be found kept up by British and other merchants, some of whom reside for years in the country, without suffering materially from its climate; but with respect to its effect on the lives of the officers and men of the army and navy, and the civil servants whom our policy compels to remain on the coast, such statistics as are accessible do not seem to establish that the country deserves the fatal character attributed to it. In the Appendix, No. 29, will be found a return exhibiting the mortality of the navy employed on the West African station, and of that on the North American and West Indian station, in the five years from 1857 to 1861, from which it appears, that whilst the North American and West Indian squadron loses on that station an average of 28·26 per 1,000 of its officers and men, the West African squadron loses on an average 31·14 out of the same number. A similar comparison of the mortality amongst the black regiments employed respectively in the West Indies and on the West Coast (Return, No. 30, Appendix), shows an average of deaths in the former of 23·92 per 1,000 against 32·19 per 1,000 in the latter. These returns do not certainly establish the objection that, compared with other stations on which our army and navy are called upon to serve, the West Coast of Africa is particularly fatal to life. No detailed information has been obtained respecting the loss by death of civil servants of the Government on the West Coast; but it may be stated that the loss of life from climate amongst this class is by no means large; the facility with which officers of all the services who suffer to any dangerous extent from disease are permitted to return home on sick leave, must operate to diminish considerably the number of fatal cases.

The expenditure of the Imperial Government for the settlements consists of a small grant in aid of their civil establishments which averages about 12,000*l.* a year; and of the cost of the military establishments required for their protection, an amount which varies with the strength of the force employed. Recent events on the Gold Coast had caused a considerable increase to be made to this force, but the present appearance of affairs seems to justify its reduction to about its usual strength.

It will be considered presently whether larger reductions cannot be effected in the cost for military establishments without endangering the security of the settlements, and with increased efficiency to their administration.

Admitting that there may have been errors in the administration of these settlements, that their finances may not have been always carefully managed, and that differences or collisions with the natives have occurred which greater forethought or judgment might perhaps have in some instances prevented, it

cannot

Objections that have been urged against the settlements.

Objection that they are fatal to life.

Average mortality of navy and army on West Coast of Africa and West Indies.

Objection that they are costly to this country.

Objection that they are ill-managed, and involve us in native wars.



cannot be denied that, from their circumstances and position, they are exposed to risks and embarrassments, from which most other colonies are free, and that whenever settlements are brought into contact with warlike and lawless savages such complications as have occurred on the West Coast are by no means unfrequent, and are generally productive of financial and other difficulties.

The possibility of introducing improvements into their administration will, however, presently form a subject of consideration.

The suggestion that the benefits accruing from the settlements would be as readily obtained were they abolished, or, at least, made trading posts with a consul, is supposed to be supported by the fact, that the oil rivers, as the district is termed, in which the Benin, Nun, Calabar, and Bonny Rivers are situated, have a trade in palm oil exceeding that of the settlements, and yet that it is sustained without any aid or interference from Government.

Objection that settlements would flourish as well under consular agents.

Case of the oil rivers quoted.

This statement is perfectly correct, except as regards the non-interference of the Government, the Commodore being compelled at times to exercise all the authority which the power of the squadron gives him to maintain order in these rivers, which are said to be occasionally the scene of great irregularities.

It must, however, be borne in mind, that the district in question is most prolific in palm oil trees, and that ready access is obtainable to it through its numerous rivers; thus favourably situated, Europeans had every opportunity of making the natives aware of the value of the produce that lay around them, and of inducing them to turn their attention to its collection, whilst the facilities which were afforded to trade, were such as are not to be found in any other part of Africa.

Urged by these considerations, the chiefs were soon led to see that it was more advantageous to employ their slaves in the manufacture of palm oil than to sell them; and it is easy to understand how, under these circumstances, no Government aid should have been required to create the large trade that now exists, and by its agency has abolished the former traffic in slaves.

Unfortunately, however, on the whole length of coast on which our eastern settlements are situated, there is no river capable of admitting a ship of any kind (indeed there is but one stream between Sierra Leone and Benin, a distance of 1,100 miles), and in the northern colonies of Sierra Leone and Gambia, both of which possess rivers, there is not the material for such a trade as is found at the oil rivers; their case must, therefore, be admitted to be an exceptional one, and, as such, to afford no ground for the objections which have been raised upon it to the retention of the settlements in their present form.

The idea of reducing the settlements to the condition of trading ports, with a consular authority to protect British interests, no doubt recommends itself to notice by the impression it creates that the expense, trouble, and inconvenience the settlements now entail would be thus altogether removed; but we are fortunately not without experience of the consequences to which such an arrangement would lead.

Supposition that under consuls the expense and trouble, &c. of settlements would be reduced.

For ten years from 1852 to 1861, the island of Lagos was the residence of European merchants, who carried on an extensive and remunerative trade, for the prosecution of which its position afforded considerable facilities, and which at the same time preserve it to a great extent from the aggression of neighbouring tribes. It was governed by its native king, who was placed on the throne, after the expulsion of the usurper, by the efforts of the British squadron, and was maintained in that position by the same power, and lastly it had the assistance, as British Consuls, of men of ability and local experience, who exerted themselves in every way to promote its prosperity and advancement. The result has been already detailed; after 10 years of misrule, Her Majesty's Government, notwithstanding its reluctance to extend the British dependencies on the African coast, was compelled, in the interest of humanity, to take possession of Lagos, and make it a British settlement.

Case of Lagos under a consulate cited.

If such were the consequences of this experiment in a place like Lagos, possessing so many conditions favourable to its success, it can hardly be doubted what would follow an attempt to apply it to places like the Gambia and the Gold Coast, surrounded by powerful and warlike natives, who are now only kept in restraint by the knowledge that we possess the power to enforce submission to our authority.

Consequence of such a change at Gambia and Gold Coast.

But if the reduction of the settlements to the condition of trading posts would be likely to prove so injurious, how much greater would be the evils accruing

Consequence of abandonment of settlements.



from their entire abandonment? It may be presumed that the use which Sierra Leone must always be as a coaling station for men-of-war, and the position and influence she exercises over so considerable a portion of the country, coupled with her prosperous and peaceful state, would prevent any thought of her abandonment. The Gambia and Gold Coast have not, however, these claims to consideration, and whilst of the latter, it has been already shown that the withdrawal of the British authorities would probably be the signal for the re-opening of the slave trade, it is impossible to predict a better fate for the Gambia; the religious and other wars constantly prevailing there between the natives, lead to the capture of large numbers of prisoners, of whom they are always anxious to dispose to one another, but whom they would be highly gratified to be able to sell for export beyond the seas, were the opportunity which our absence would afford once granted them, an opportunity which the free navigation of their fine river would place at the disposal of tribes far in the interior.

If, therefore, the slave trade is to be effectually and economically repressed, the settlements must be maintained; and it now remains to consider what improved arrangements should be introduced into their administration, with the view of securing their greater efficiency.

On reviewing the history of the settlements, the conclusion seems inevitable, that in respect to the three smaller, Gambia, Gold Coast, and Lagos, whether as regards the state of their finances, their taxation, legislation, and the general management of their affairs, the present condition of each of them may be attributed in great measure to the want of a regular and well-defined system of administration. For this, as well as for another evil, the existence of which is equally apparent, viz., the entire absence among the four colonies of anything like a uniform general policy in their dealings with the natives, the remedy that suggests itself is the placing the whole under the control of one central authority.

The principle on which this arrangement should be carried out is that which prevails in our smaller West Indian Colonies, each of which is permitted to raise and appropriate its revenue, to pass its laws, and generally to administer its affairs, subject only to the approval of the Governor in Chief.

Sierra Leone, as the most important and centrally situated of the West African settlements, naturally presents itself as the proper seat of the Central Government, from which would emanate such directions as were necessary for the general guidance of the other settlements, whilst in cases of greater emergency opportunity would be afforded to their administrators of referring for instructions which would in many instances relieve them from the difficulty in which they are now often placed, of having to determine on their own unaided responsibility on matters of great moment to the welfare and even safety of their settlements.

The length of time that this system of Government has been in successful operation in the West Indies will probably be considered a sufficient ground for proposing its trial in the settlements, and it seems only necessary to observe in answer to the objection that may possibly be urged against it—that it has been already tried and condemned; that the arrangement under which the Governments of the Gambia and the Gold Coast were formerly administered under the jurisdiction of Sierra Leone differed from that now contemplated in the important point, that these minor colonies were not then permitted to legislate in the smallest particular for themselves, and had not even the liberty of administering justice in their own courts, thus rendering their dependence upon the central Government an impediment in place of an advantage to them. It may also be added that the absence of any certain and speedy communication between the settlements in those days had, doubtless, some share in leading the Committee of 1842 to recommend the separation of all the Governments.

The arrangement now contemplated will make it necessary to provide the colonies with greater facilities for intercommunication than they at present possess, and in making the necessary provision for this purpose, it will be right to consider whether it will not be also possible so to arrange that the settlements having an extensive sea-board or much internal water communication may be assisted in maintaining that regular and certain intercourse with their people, which is one of the surest guarantees for the preservation of peace.

Sierra Leone as the head quarters of the general Government, will require the

Settlements must be maintained if slave trade is to be repressed.

Advantages to the settlements of a central government.

Sierra Leone proposed seat of central government.

Success of this system in the West Indies.

Objection to the proposed system.

Greater facilities of intercommunication to be provided.



the exclusive services of a small steamer suitable for visiting the settlements. Having several outlying dependencies, and much internal water communication, she will also need the aid of a vessel of light draft of water, capable of running up the smaller creeks.

The Gambia has only her river, for the navigation of which sufficient provision is already made by a steamer supplied by the Imperial Government, and supported partly by the Colony.

The Gold Coast, though having an extensive sea-board, has no navigable river, and it would not, therefore, be advisable that a vessel should be appropriated for the exclusive use of the Government.

At Lagos the Admiralty has hitherto supplied the services of two gun-boats, which have been employed in the navigation of the lagoons, and in communicating with vessels outside the entrance.

From the shallowness of the water of the lagoons it is necessary that the vessel employed in their navigation should have a very light draught of water, whilst, for going outside, the heavy sea that prevails on the bar necessitates the employment of a larger and deeper steamer.

Although two vessels are thus required for the use of the settlement, it would be quite possible to dispense with the service of the larger, except at particular periods; for example, when the arrival of the mail, men-of-war, or store ships, &c. was expected; but during these intervals she might proceed to the Gold Coast, and afford the Governor of that settlement an opportunity of visiting some of his numerous out-stations. As the distance between the two Colonies is but 300 miles, there would be plenty of time to allow of her performing this service at frequent intervals, without prejudice to her ordinary duties at Lagos.

It appears from the Army Estimates for the present year that the proposed military expenditure on the four settlements amounts to 127,897*l.*, and that this provides for an effective force of two-regiments of black troops, or about 1,600 men.

Reductions in military expenditure, how to be effected.

It has been already stated that the condition of affairs on the Gold Coast and Lagos is such as to warrant the reduction of the force allotted for their occupation one-half, or by half a regiment; this should effect a corresponding diminution of one-fourth in the amount of the estimate, but so much of this expenditure is caused by the large establishment of staff, which the exigencies of the climate appear to render necessary, that it will not effect anything like this saving.

The force formerly employed on the coast averaged about 1,000 men, and there seems no reason to suppose that it might not be at once reduced to this amount without exposing the settlements to any risk; further reductions are, however, needed to bring the charge for their defence within reasonable limits, and the readiest mode of effecting this is to be found in the extension to the other settlements, so far as their circumstances warrant, of the system already successfully tried at Lagos, the employment of an armed police force of the natives, known as houssas, as auxiliaries to, or even substitutes for, regular soldiers.

In the report on Lagos will be found a more particular account of the history and characteristics of this tribe, who, in addition to their other good qualities, have, unlike most other natives on the coast, no objection to go to other countries, many of them having readily enlisted for service in a black regiment in the West Indies.

Protected as the West Coast Settlements have been hitherto by a body of regular troops, it would not be expedient to make suddenly the experiment of confiding their security entirely to a local force, but as a sufficient number of houssas can be organized, a reduction may be effected in the strength of the garrisons, especially of the minor settlements, and the chief part of the troops concentrated at Sierra Leone, where it would be, with the increased facilities of communication to be supplied, at once available for movement on any point where it might appear to the head of the Government that its services could be usefully and judiciously employed.



Expense of proposed alterations.

The concentration of the Government, the employment of additional steamers, and the organisation of a new police force will involve a considerable addition of expense, which most of the Colonies are certainly not now in a condition to meet. With improved administration will, no doubt, come an improved revenue, and the time may not be far distant when under such circumstances they will be able to bear the whole cost of their Government; for the present, however, aid must continue to be given them, and when it is noticed (Return, No. 31, Appendix) that of the 89,500 *l.* which is the total cost of their establishments, they raise 77,000 *l.*, leaving but 12,500 *l.* to be supplied from Imperial funds, it must be admitted that according to their means they contribute fairly to the expense of their administration.

If, however, the proposed reductions of the military establishments be carried into effect, there will result a very large saving to the Imperial Government on this head, and it may be presumed that should inquiry establish the propriety of retaining the settlements, such assistance will be afforded as may be necessary to place them in a position to discharge efficiently, though economically, the important objects for which they will be maintained.

I have, &c.

(signed) *H. St. George Ord.*

The Right Hon. Edward Cardwell, M.P.,  
&c. &c. &c.



## APPENDIX.

## Appendix, No. 1.

## GAMBIA.

VALUE of the Principal Articles Exported in each of the Ten Years from 1854 to 1863.

—	1854.	1855.	1856.	1857.	1858.	1859.	1860.	1861.	1862.	1863.
	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.
Ground-Nuts -	109,846	149,714	130,497	162,649	188,747	68,745	79,612	101,060	134,321	102,948
Hides -	18,078	22,632	8,548	12,482	14,531	17,600	8,983	10,730	8,468	15,974
Wax -	22,202	25,147	21,416	9,493	15,651	12,178	7,781	12,478	6,187	9,022
Miscellaneous -	23,756	18,311	16,116	17,004	8,531	11,841	12,761	12,570	5,447	13,729
TOTAL - - £.	173,882	215,804	176,577	201,628	227,460	110,964	109,137	136,838	154,423	141,673

## Appendix, No 2.

## GAMBIA.

VALUE of the Principal Articles Imported in each of the Ten Years from 1854 to 1863.

—	1854.	1855.	1856.	1857.	1858.	1859.	1860.	1861.	1862.	1863.
	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.
Amber, Beads, and Coral.	7,963	5,217	7,280	2,986	3,988	1,105	311	no return	1,149	3,446
Cotton Goods -	31,243	27,510	27,285	27,231	33,183	17,966	12,859	25,994	21,532	23,318
Guns -	8,617	4,891	5,196	8,820	7,784	5,649	3,644	2,540	3,680	13,661
Gunpowder -	5,731	4,722	3,576	6,073	6,711	3,470	2,976	2,347	3,619	4,131
Rice -	6,628	6,200	4,231	3,150	4,390	3,739	3,547	5,037	7,357	21,505
Tobacco -	8,413	18,567	11,433	25,176	19,621	9,964	13,323	14,747	17,771	22,353
Wines and Spirits -	7,805	12,038	7,678	12,004	10,077	8,110	8,585	12,358	11,329	17,313
Miscellaneous -	47,647	47,309	42,173	33,180	32,939	26,747	27,893	46,558	33,438	70,238
TOTAL - - £.	124,047	126,454	108,852	118,620	118,693	76,156	73,138	109,581	99,825	175,965

## Appendix, No. 3.

## GAMBIA.

TOTAL Value of the Imports and Exports in each of the Eleven Years from 1854 to 1864.

—	1854.	1855.	1856.	1857.	1858.	1859.	1860.	1861.	1862.	1863.	1864.
	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.
Imports -	124,047	126,454	108,852	118,620	118,693	76,150	73,138	109,581	99,825	175,965	135,777
Exports -	173,882	215,804	176,577	201,628	227,460	110,964	109,137	136,838	154,423	141,673	148,157

## Appendix, No. 4.

## GAMBIA.

AMOUNT of the Public Revenue and Expenditure in the Ten Years from 1854 to 1863.

—	1854.	1855.	1856.	1857.	1858.	1859.	1860.	1861.	1862.	1863.
	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.
Revenue -	16,103	15,353	17,375	16,434	15,920	15,599	14,154	16,162	15,169	17,254
Expenditure -	18,686	15,210	14,097	17,737	15,547	16,962	15,274	16,492	15,177	19,325



## Appendix, No. 5.

## GAMBIA.

RETURN showing the Principal Sources from which the Public Revenue was derived in each of the Five Years from 1859 to 1863.

	1859.	1860.	1861.	1862.	1863.
	£.	£.	£.	£.	£.
Customs - - -	8,345	7,744	8,591	8,314	10,125
Fines and Forfeitures -	140	111	125	160	194
Licenses - - -	757	567	555	679	772
Parliamentary Grant	4,647	3,731	4,831	3,720	4,068
Palm Wine Duty -	551	460	380	460	507
Rents - - -	604	550	547	547	503
Miscellaneous - -	555	991	1,133	1,289	1,085
<b>TOTAL - - £.</b>	<b>15,599</b>	<b>14,154</b>	<b>16,162</b>	<b>15,169</b>	<b>17,254</b>

## Appendix, No. 6.

## GAMBIA.

RETURN showing the various Branches of the Public Expenditure in each of the Five Years from 1859 to 1863.

	1859.	1860.	1861.	1862.	1863.
	£.	£.	£.	£.	£.
Civil Establishments (fixed)	10,477	10,225	10,256	9,839	10,594
Education - - -	100	100	100	177	150
Administration of Justice.	71	78	65	112	189
Hospitals - - -	309	220	163	190	680
Revenue Services -	332	492	512	102	219
Police and Gaols -	376	548	484	297	737
Public Works, Buildings, and Roads.	2,079	1,537	800	437	1,075
Transport (Government Vessels).	1,686	338	757	674	2,128
Aborigines - - -	540	679	555	800	833
Miscellaneous - -	992	1,057	2,800	2,549	2,720
<b>TOTAL - - £.</b>	<b>16,962</b>	<b>15,274</b>	<b>16,492</b>	<b>15,177</b>	<b>19,325</b>

## Appendix, No. 7.

## GAMBIA.

RETURN of Assets and Liabilities on the 1st January 1865.

Assets :	£.	s.	d.	£.	s.	d.
Balance in Colonial Chest - - -	104	3	-			
Advances to Heads of Departments - - -	55	-	-			
Local Improvements - - -	77	19	9			
<b>TOTAL ASSETS - - - £.</b>				<b>237</b>	<b>2</b>	<b>9</b>
Liabilities :	£.	s.	d.	£.	s.	d.
Salaries and Outstanding Accounts in the Colony -	1,523	17	1			
Amount due, Crown Agents to 30th September -	1,465	10	9			
Ditto - Admiralty for Coals - - -	1,774	16	4			
Ditto - Paymaster General - - -	1,063	-	-			
Ditto - Postmaster General - - -	40	9	7			
<b>TOTAL LIABILITIES - - - £.</b>				<b>5,867</b>	<b>13</b>	<b>9</b>
<b>Liabilities over Assets on 1st January 1865 - - - £.</b>				<b>5,630</b>	<b>11</b>	<b>-</b>



## Appendix, No. 8.

## SIERRA LEONE.

VALUE of the Principal Articles Exported in each of the Ten Years from 1854 to 1863.

	1854.	1855.	1856.	1857.	1858.	1859.	1860.	1861.	1862.	1863.
Benniseed - - -	£. -	£. 5,758	£. 4,859	£. 4,958	£. 5,199	£. 3,475	£. 7,090	£. 2,637	£. 3,341	£. 3,794
Camwood - - -	8,441	7,381	4,816	6,803	5,647	7,982	8,255	2,285	2,039	675
Ginger - - -	-	5,136	6,118	6,056	7,531	7,246	4,958	7,716	9,024	14,680
Gold - - -	8,515	6,627	7,349	15,493	9,075	7,563	43,542	6,269	5,241	3,610
Ground-Nuts - -	8,144	27,702	25,002	25,612	14,449	24,576	34,514	17,346	28,500	35,170
Hides - - -	23,798	12,102	35,373	34,142	40,394	47,336	32,710	23,088	26,070	37,919
Ivory - - -	1,454	1,437	1,797	3,422	2,858	2,101	3,305	1,033	2,047	925
Palm Oil and Kernels	24,497	46,174	62,434	76,994	46,014	45,410	60,066	61,530	52,310	82,495
Timber - - -	29,646	25,872	9,841	26,859	41,086	19,034	13,302	5,052	15,030	2,042
Miscellaneous - -	49,631	32,403	22,793	88,389	53,096	82,538	96,652	86,248	125,212	114,543
TOTAL - - -	154,126	170,547	180,385	288,728	225,349	247,261	304,394	213,204	268,814	295,853

## Appendix, No. 9.

## SIERRA LEONE.

VALUE of the Principal Articles Imported in each of the Ten Years from 1854 to 1863.

	1854.	1855.	1856.	1857.	1858.	1859.	1860.	1861.	1862.	1863.
Beads - - -	£. 2,504	£. 1,510	£. 3,423	£. 2,203	£. 1,871	£. 4,504	£. 4,077	£. 2,350	£. 2,128	£. 2,604
Cotton and Silk Goods.	46,110	54,113	68,836	63,897	48,448	85,252	76,337	60,597	56,048	72,890
Guns - - -	2,230	975	1,821	2,881	3,631	2,631	1,235	no return	839	1,792
Gunpowder - - -	2,405	1,179	5,495	10,901	5,387	3,487	6,650	8,620	5,384	8,585
Hardware - - -	6,639	5,564	7,487	7,053	3,596	6,230	5,606	6,591	5,309	7,180
Tobacco - - -	5,003	7,514	9,101	4,065	15,195	12,817	2,246	4,322	13,126	32,374
Wines and Spirits -	9,486	10,471	14,022	11,311	13,654	13,710	8,349	13,275	14,736	12,479
Miscellaneous - -	36,435	33,584	42,717	70,004	48,023	41,036	68,226	72,315	46,699	71,202
TOTAL - - - £.	110,812	114,910	152,907	172,315	139,805	169,727	172,726	168,070	144,269	209,106

## Appendix, No. 10.

## SIERRA LEONE.

TOTAL VALUE of the Imports and Exports in each of the Ten Years from 1854 to 1863.

	1854.	1855.	1856.	1857.	1858.	1859.	1860.	1861.	1862.	1863.
Imports - - -	£. 110,812	£. 114,910	£. 152,907	£. 172,315	£. 139,805	£. 169,727	£. 172,726	£. 168,070	£. 144,269	£. 209,106
Exports - - -	154,126	170,547	180,384	288,728	225,349	247,261	304,394	213,204	268,814	295,853

## Appendix, No. 11.

## SIERRA LEONE.

AMOUNT of Public Revenue and Expenditure in the Years from 1854 to 1863.

	1854.	1855.	1856.	1857.	1858.	1859.	1860.	1861.	1862.	1863.
Revenue - - -	£. 29,225	£. 28,777	£. 35,601	£. 33,068	£. 30,681	£. 31,432	£. 33,734	£. 36,461	£. 37,355	£. 47,136
Expenditure - - -	27,584	32,417	34,457	30,582	28,981	29,147	31,136	36,243	44,265	47,051



## Appendix, No. 12.

## SIERRA LEONE.

RETURN showing the Principal Sources from which the Public Revenue was derived in each of the Five Years from 1859 to 1863.

	1859.	1860.	1861.	1862.	1863.
	£.	£.	£.	£.	£.
Customs - - -	19,125	20,168	20,033	18,160	24,991
Fines and Forfeitures -	869	741	1,587	1,741	1,584
Licenses - - -	2,877	3,123	3,341	3,818	3,744
Parliamentary Grant -	1,520	1,250	2,000	1,614	1,834
Receipts from Hospital -	2,105	2,558	3,975	1,700	2,678
Taxes - - -	3,066	3,229	3,145	3,501	3,788
Miscellaneous - - -	1,870	2,665	2,380	6,731	8,517
TOTAL - - £.	31,432	33,734	36,461	37,355	47,136

## Appendix, No. 13.

## SIERRA LEONE.

RETURN showing the various Branches of the Public Expenditure in each of the Five Years from 1859 to 1863.

	1859.	1860.	1861.	1862.	1863.
	£.	£.	£.	£.	£.
Civil Establishments (fixed).	17,080	17,220	19,863	20,557	22,973
Administration of Justice	308	358	165	307	393
Revenue Services - -	420	390	298	323	630
Ecclesiastical - - -	nil.	nil.	78	128	182
Hospitals - - -	1,286	1,258	1,857	1,359	1,854
Police and Gaols - -	1,187	1,090	1,177	1,186	2,632
Public Works, Roads, &c.	3,139	3,703	3,290	7,125	7,667
Aborigines - - -	1,364	947	1,598	1,256	978
Miscellaneous - - -	4,363	6,170	7,917	12,024*	9,742
TOTAL - - £.	29,147	31,136	36,243	44,265	47,051

\* Including 4,114*l.*, expenses of the Quiah war.

## (Appendix A.)

SUBSTANCE of a Statement made to Governor *Blackall* and Colonel *Ord*, by Mr. *Wilkinson*, a Resident in the neighbourhood of the Pongas.

(About 9th Oct.) THIS schooner arrived off the Isles de Los, from whence she went to the Dubreeka River, where she shipped some slaves; she then proceeded to the Bremiah River; whilst there she saw the smoke of H.M.S. "Ariel" in the distance, and immediately started for the Nunez River; whilst here she was frightened off, having mistaken the boat which was bringing her off slaves for a man-of-war's boat, and, leaving half her cargo behind, sailed with about 180 on board.

About three days after sailing there was great discontent evinced amongst the slaves, owing to the scarcity of water, and a *fracas* occurring between the head-men of the slaves and the cook of the vessel, the former mutinied and killed the master and the cook. The crew at first took to the rigging, but were persuaded by the slaves to come down and work the ship back to the coast. The vessel was ultimately wrecked on the rock, about one mile north of the Nunez River, but the crew, who were white men, and all the slaves, landed safely.

[At this time Captain Ruxton, in H.M.S. "Pandora," having obtained information of the movements of this vessel, proceeded to the neighbourhood of the River Nunez, where he found the vessel on the rocks, and learned that the story related of her proceedings by Mr. Wilkinson, was perfectly correct. Having burned the wreck he returned to Sierra Leone, and proceeded to obtain her condemnation in the regular manner in the Vice-Admiralty Court.]



## Appendix, No. 14.

## GOLD COAST.

VALUE of the Principal Articles Exported in each of the Ten Years from 1854 to 1863.

	1854.	1855.	1856.	1857.	1858.	1859.	1860.	1861.	1862.	1863.
	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.
Gold Dust - -	82,202	33,104	59,360	68,973	96,141	73,544	71,219	85,968	7,758	27,009
Gum - - -	800	1,721	390	1,250	427	991	1,642	2,342	2,690	850
Ivory - - -	2,000	1,000	1,984	1,538	1,952	2,941	2,795	1,032	1,330	1,547
Monkey Skins - -	no return	400	no return	no return	no return	no return	2,860	3,177	2,200	1,060
Palm Oil - -	115,000	80,000	54,471	50,402	55,388	38,346	26,604	52,398	85,910	22,569
Miscellaneous -	nil.	24,472	4,794	2,231	228	2,741	5,337	1,502	2,189	629
TOTAL - - £.	200,002	140,697	120,999	124,394	154,136	118,563	110,457	145,819	102,086	53,764

## Appendix, No. 15.

## GOLD COAST.

VALUE of the Principal Articles Imported in each of the Ten Years from 1854 to 1863.

	1854.	1855.	1856.	1857.	1858.	1859.	1860.	1861.	1862.	1863.
	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.
Beads - - -	6,600	4,034	6,179	2,083	2,563	2,910	1,497	1,005	no return	no return
Cotton and Silk Goods.	38,000	68,187	30,887	41,838	49,413	44,769	37,282	76,795	68,000	26,000
Guns - - -	no return	no return	no return	2,125	2,471	1,580	2,129	2,660	3,200	2,139
Gunpowder - -	13,400	7,027	8,580	7,531	8,074	5,505	6,873	9,406	5,400	2,049
Hardware - -	8,500	16,746	4,918	6,361	3,453	5,839	5,491	6,592	11,800	14,840
Tobacco - -	11,600	5,445	9,781	7,616	3,828	7,473	9,326	6,924	7,500	6,314
Wines and Spirits -	21,200	11,383	36,114	24,902	29,175	29,139	31,854	39,991	40,000	18,773
Miscellaneous -	7,900	36,765	9,175	25,814	23,480	17,381	18,002	19,577	9,200	6,840
TOTAL - - £.	107,200	149,587	105,634	118,270	122,457	114,596	112,454	162,970	145,100	76,955

## Appendix, No. 16.

## GOLD COAST.

TOTAL Value of the Imports and Exports in each of the Ten Years from 1854 to 1863.

	1854.	1855.	1856.	1857.	1858.	1859.	1860.	1861.	1862.	1863.
	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.
Imports - -	107,200	149,587	105,634	118,270	122,457	114,596	112,454	162,971	145,100	76,955
Exports - -	200,002	140,697	120,999	124,394	154,136	118,563	110,457	145,819	102,086	53,764

## Appendix, No. 17.

## GOLD COAST.

AMOUNT of the Public Revenue and Expenditure in the Ten Years from 1854 to 1863.

	1854.	1855.	1856.	1857.	1858.	1859.	1860.	1861.	1862.	1863.
	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.
Revenue - -	10,211	9,830	12,917*	7,408	7,062	8,286	7,948	9,335	9,154	8,547
Expenditure - -	9,376	8,501	10,772	7,492	7,855	7,568	9,558	9,196	9,204	9,409

\* Including Poll Tax.



## Appendix, No. 18.

## GOLD COAST.

RETURN showing the Principal Sources from which the Public Revenue was derived in each of the Five Years from 1859 to 1863.

	1859.	1860.	1861.	1862.	1863.
	£.	£.	£.	£.	£.
Customs - - -	2,801	2,664	3,467	3,581	2,330
Fines and Forfeitures -	702	707	767	1,296	1,009
Parliamentary Grant -	3,478	2,943	4,187	3,121	4,583
Miscellaneous - - -	1,305	1,634	914	1,156	625
TOTAL - - - £.	8,286	7,948	9,335	9,154	8,547

## Appendix, No. 19.

## GOLD COAST.

RETURN showing the Various Branches of the Public Expenditure in each of the Five Years from 1859 to 1863.

	1859.	1860.	1861.	1862.	1863.
	£.	£.	£.	£.	£.
Civil Establishments (fixed).	5,206	4,339	6,376	5,646	5,768
Administration of Justice.	81	49	311	243	133
Prisons, &c. - - -	253	165	260	234	290
Public Works, Roads, &c.	46	275	143	21	164
Transport - - -	610	693	645	187	1,102
Aborigines - - -	nil.	nil.	nil.	101	110
Miscellaneous - - -	1,372	4,037	1,461	2,772	1,842
TOTAL - - - £.	7,568	9,558	9,196	9,204	9,409

## Appendix, No. 20.

## GOLD COAST.

RETURN of Liabilities on the 1st January 1865.

	£.	s.	d.
Amount due Agents General, up to 30th September 1864 - - - -	1,484	-	-
General Post Office, up to 31st December 1864 - - - -	600	-	-
Local Debts, 30th November 1864 - - - -	891	13	10
TOTAL Liabilities - - - £.	2,975	13	10



## Appendix, No. 21.

## GOLD COAST.

STATEMENT of RECEIPTS on Account of POLL TAX, from the Year 1853 to 1861, showing the Balance remaining in Poll-Tax Chest, and Total Expenditure.

	£.	s.	d.
1853 - - - - -	7,567	6	1
1854 - - - - -	3,624	15	9
1855 - - - - -	3,990	3	7
1856 - - - - -	3,353	9	2½
1857 - - - - -	3,191	12	1½
1858 - - - - -	2,921	1	11
1859 - - - - -	2,350	13	7½
1860 - - - - -	1,725	4	11½
1861 - - - - -	1,552	3	4¼
TOTAL Receipts - - - - £.	30,286	10	8
TOTAL Expenditure - - - - £.	30,130	10	5
Balance - - - - £.	156	-	3

## Appendix, No. 22.

## LAGOS.

VALUE of Principal Articles Exported in each of the Years from 1862-64.

	1862.	1863.	1864.
	£.	£.	£.
Cotton and cotton cloth - - -	1,451	1,475	16,148
Ivory - - - - -	61	1,208	512
Nut oil - - - - -	-	14,474	6,444
Palm oil and kernels - - -	60,069	138,250	123,107
Miscellaneous - - - - -	351	2,934	19,882
TOTAL - - - - - £.	61,932	158,341	166,093

## Appendix, No. 23.

## LAGOS.

VALUE of Principal Articles Imported in each of the Years from 1862-64.

	1862.	1863.	1864.		1862.	1863.	1864.
	£.	£.	£.		£.	£.	£.
Beads - - -	1,151	3,622	2,667	Shocks and iron hoops.	2,400	10,258	5,453
Cotton goods - -	31,832	17,411	15,543	Tobacco - -	10,553	14,980	18,996
Cowries - - -	97	6,020	22,340	Wines and spirits	12,744	26,300	22,469
Guns - - -	4,336	7,330	1,629	Miscellaneous -	9,083	74,009	27,630
Gunpowder - -	3,846	5,248	564	TOTAL - - - £.	77,932	171,139	120,796
Hardware - -	1,890	5,961	3,504				



## Appendix, No. 24.

## LAGOS.

TOTAL Value of the Imports and Exports in each of the Three Years from 1862-64.

	1862.	1863.	1864.
	£.	£.	£.
Imports - - - - -	77,932	171,139	120,796
Exports - - - - -	61,932	158,341	166,903

## Appendix, No. 25.

## LAGOS.

AMOUNT of the Public Revenue and Expenditure from June 1862 to December 1864.

	1862.	1863.	1864.
	£.	£.	£.
Revenue - - - - -	7,130	16,708	22,826
Expenditure - - - - -	6,510	15,837	22,805

## Appendix, No. 26.

## LAGOS.

RETURN showing the Principal Sources from which the Public Revenue was derived in each of the Three Years from 1862 to 1864.

	1862.	1863.	1864.
	£.	£.	£.
Customs - - - - -	2,984	14,345	11,300
Fines and Forfeitures - - - - -	640	528	693
Land, Sales, and Revenue - - - - -	463	407	516
Parliamentary Grant - - - - -	2,822	704	4,455
Miscellaneous - - - - -	221	724	* 5,862
TOTAL - - - - - £.	7,130	16,708	* 22,826

\* Both these amounts include a balance of 1,490*l.* from 1863.



## Appendix, No. 27.

## LAGOS.

RETURN showing the various Branches of the Public Expenditure in each of the Three Years from 1862 to 1864.

	1862.	1863.	1864.
	£.	£.	£.
Civil Establishment (fixed) - - - -	1,702	6,917	9,836
Pensions - - - - -	480	867	1,654
Police and Gaols (exclusive of fixed establishments) - - - - -	1,743	2,290	* 781
Public Works, &c. - - - - -	1,114	2,816	2,023
Transport - - - - -	605	490	562
Aborigines - - - - -	181	566	560
Suppression of Slavery - - - - -	99	708	126
Miscellaneous - - - - -	586	963	7,283
TOTAL - - - £.	6,510	15,837	22,805

\* This does not represent the whole cost of Police and Gaols, a considerable portion of the charge being introduced under the head "Miscellaneous," the details of which have not yet been supplied.

## Appendix, No. 28.

## LAGOS.

RETURN of Debts due by the Lagos Government up to 20 December 1864.

DEBT.	AMOUNT.	REMARKS.
	£. s. d.	
Hire of steamer "Eyo Honesty" to 31st December.	450 - -	In case this steamer be purchased by the Colonial Government, this item, together with any further amount due for her hire, will be cancelled.
West African Company - -	367 - -	For coals and materials supplied to the Colonial Government.
William M'Coskry, Esq. - -	46 - -	"
Agents General - - -	2,142 - -	
Advances from Treasury Chest -	694 - -	The debt is 1,800£., but 1,106£. is to be repaid from the Parliamentary grant for "Works and Buildings," that sum having been advanced from colonial funds for that purpose.
Henry Eales, Esq. - - -	525 - -	Borrowed for current expenses of Colony. The amount includes interest at 5 per cent., and is repayable in March 1865.
TOTAL - - - £.	4,224 - -	



## Appendix (B).

## LAGOS.

EXTRACT from the "Iwe Irohin," 5 December 1864.

## COTTON.

"THE quantity of cotton that has passed the Arogate since the opening of the road is 3,574 bales; each bale is estimated to contain 130 lbs. of cotton, at which rate the entire amount will be 464,620 lbs. The price paid for it may be reckoned at 6 *d.* per pound; that is, the sum received by the natives for their cotton amounts to 11,615 *l.* The amount of duty paid on passing the gate is 486 *l.*, or about 3  $\frac{1}{2}$  per cent. on its first cost. The carriage from Abeokuta to Lagos, together with the labour of pressing, amounts to about 328 *l.* The total sum, therefore, received by the native population on account of cotton is 12,359 *l.* The whole of this sum is the price of labour (except the sum paid for duty); land costs nothing; the cost of raising cotton is the value of the labour bestowed upon it. The stock of cotton in the hands of the natives is by no means exhausted, and we are now on the eve of gathering another crop; there is a prospect that the yield will be good.

"The sum of 12,359 *l.* would be over the value of 1,000 slaves caught in war; 2,000 Dahomians would be scarcely worth that amount."

## Appendix (C).

## LAGOS.

To the Right Honourable the Lords Spiritual and Temporal of Great Britain and Ireland, in Parliament assembled.

The humble Petition of Docemo, King of Lagos, in the Bight of Benin, West Coast of Africa,

Humbly sheweth,

THAT your Petitioner is the rightful heir to the throne of Lagos, after the death of King Akitoye, his father (*vide* laws for the Government of Lagos by Arthur P. Eardley Wilmot, and Akitoye, your Petitioner's father).

That your Petitioner has been unfortunate and inexperienced at his accession to the throne, that he had the advice of Benjamin Campbell, Her Britannic Majesty's Consul of Lagos, the gentleman whose memory will ever be remembered; all disputes of consequence were referred to him, and the decision of the Consul is the decision of Docemo. After the death of Benjamin Campbell, his successor to the consular office did not know how, and in what manner, Lagos was governed, and all sorts of false reports were lodged against your Petitioner by those whose misconduct brought them under the censure of Benjamin Campbell, whom your Petitioner supported, to punish either by fine or imprisonment, hence the bitterness of many against him. After the death of Benjamin Campbell, many fines were also inflicted upon individuals who broke the laws, and none were imposed without the sanction of the Consuls.

Your Petitioner was compelled, on the 6th of August 1861, to give up his sovereignty to the Queen of Great Britain and Ireland, on certain conditions; might being right, he was obliged to submit, and signed the deed of cession, and then complained to your Lordships, through the Colonial Office. Your Petitioner memorialised the Government to no effect; your Petitioner and his chiefs have been in the most miserable condition since the cession; your Petitioner's chiefs have no source of maintenance.

Your Petitioner begs your Lordships to consider and provide for these helpless chiefs. They were entitled to the inland revenue by receiving so much on every piece of cloth bought, and so much on every measure (10 gallons) of palm oil sold by the natives, their own people: and as these chiefs are now starving for want of support, your Petitioner humbly prays that your Lordships would relieve them.

Your Petitioner has been very badly provided for since the cession, and has not been able since then to keep up his dignity nor to accommodate strangers, or to send presents, to the chiefs and kings in the interior who are his friends.

Your Petitioner regrets to state, for the information of your Lordships, that his allowance as pension is not enough to meet the demands of his household. Before the cession the revenue of your Petitioner was as follows:—2,000 bags of cowries, or about 2,000 *l.*, was the amount of the export duty; all fines and summons, and the import duty on tobacco and cowries at the landing-place, with extensive presents from the merchants, were not then even sufficient to keep up his dignity.

Your Petitioner regrets to state, for the further information of your Lordships, that the present position of your Petitioner is a disgraceful one, for previous to his accession the treasures were robbed and the palace destroyed by Kosoko, the usurper, and your Petitioner



tioner has undertaken the rebuilding of the palaces, and as he has no means to carry on the work, your Petitioner prays your Lordships to make a grant for the prosecution of the work, as the Palaces of your Petitioner are in a truly dilapidated state.

Your Petitioner further prays that your Lordships would examine the deed of cession, and see if your Petitioner is justly dealt with.

Your Petitioner regrets to state, for the information of your Lordships, that unless these things are properly and considerably looked into by your Lordships, he is sure that he can have no justice from the Executives, who think that Lagos is too good to be governed by a black man.

Your Petitioner is glad to state that he has not, either directly or indirectly, broken any of the treaties concluded with either his father, King Akitoye, or himself.

Your Petitioner deeply regrets that such prejudices should be cherished against him, although he has ratified all treaties and engagements with Her Britannic Majesty's representative.

Your Petitioner is fully aware that it was through the false representations made to your Lordships that no notice was taken of his complaint; sometimes it is reported to your Lordships that his petition is drawn up by the slave traders, and at other times it is reported that your Petitioner is a fool, and another time that he is a fisherman, and not capable to govern his people and the three English houses of business, one French, two Hamburgh, one German, one Italian, two Brazilians, &c.

Your Petitioner has the gratification to state that during his and his father's reign not a single slave has been shipped from Lagos. Your Petitioner begs that your Lordships would continue the hereditary regal power, and support its dignity, till such time as the rightful heir be capable of assuming the reins of the Government of Lagos.

Your Petitioner begs your Lordships to allow the regal power of Lagos to be recognised, and to press upon the authorities, Her Majesty's representatives at Lagos, to be kind and gentle with your Petitioner; he must confess that he approaches Her Majesty's representatives with dread.

Your Petitioner's small allowance can be stopped whenever it suits them, and once he was kept starving for nearly four months for no tangible cause.

Your Petitioner had to trust money for his support, and when the late Duke of Newcastle sent to the Governor to continue the pension, a portion of it has been kept back from him till this day. If Her Majesty's representatives can do what they like without regard to person or property, treating the former with contempt and seizing the latter, to sell at their pleasure, regardless of title, your Petitioner fears that the respect won for the British name by most of Her Majesty's worthy and noble-minded men who have been here, has been lost. Your Petitioner had the privilege to know many of them, and found that they were men whose superior minds would not allow them to look down with prejudice upon Africans, and that they could hold out to them the hands of brotherly friendship. Your Petitioner begs leave to name some of these noble men who understood thoroughly the affairs of Africa and African characters. Admiral Bruce, Consul Beecroft, Benjamin Campbell, Commodore Wilmot, Captain Coote, R.N., Captain Gardner, Consul Brand, and many more whose names escaped his memory.

Your Petitioner begs to urge upon your Lordships that the course hitherto adopted by the Executive, with regard to real property, should be changed, and your Petitioner be allowed to use his seal according to the deed of cession. Your Petitioner urges your Lordships to take into consideration that the prosperity of the country depends upon the rulers in Lagos. Many of the local laws passed in Lagos have driven the people into the woods; the Executives are too severe in carrying into execution the laws passed by governors and council, which oppress and distress the natives.

Your Petitioner deeply regrets that misunderstandings should exist between this Government and Egbas and Ijebus, who are his immediate neighbours; this state of affairs and the tribal wars are bringing ruin upon all concerned. The Executives not having taken the proper course to bring these conflicting affairs to a close, your Petitioner begs your Lordships, for the development, civilisation, Christianisation, and the commerce of this part of Africa, to command Her Majesty's representative not to exhibit the power and might of Great Britain in its full force towards the surrounding tribes. Although your Petitioner is not regarded by the Executive, yet he has the interest of his country and people at heart.

Your Petitioner prays your Lordships that immediate steps should be taken to arrest the fears of the interior tribes by changing the policy of the Government, and giving satisfaction to your Petitioner and his former subjects, by repealing several of the acts of the Governors.

Your Petitioner, therefore, humbly, but earnestly, urges your Lordships to consider these matters, and assure your Petitioner that he will receive such moral support and countenance as your Petitioner was in the habit of obtaining from the former representatives of Her Majesty's Government; and your Petitioner, as in duty bound, will ever pray.

King *Docemo*, of Lagos.



## Appendix (D).

LAGOS.

Lagos, 27 December 1864.

Sir,

We, the undersigned, British subjects, emigrants from Sierra Leone, with our children, hail with joy your arrival at this Colony, as Commissioner from Her Britannic Majesty's Government, to visit all her Colonies on the West Coast of Africa, and to investigate the state of their respective affairs.

We, therefore, feel ourselves highly privileged by the opportunity afforded us of furnishing you with information relative to the state of affairs in this part, based on facts, and warranted by our long residence, experience, and relation with the people of the interior; we humbly trust you will submit the same to the serious consideration of Her Majesty's Government.

On the cession of Lagos to the British Crown, anticipation of a glorious future filled our breasts with joy, with this exception, that the cession was not prudently and honourably accomplished, knowing that under British rule the land of our fathers is more opened to improvement, lives secured, property protected, Christianity and civilisation advanced, and legitimate trade encouraged.

Your memorialists regret to state that the experience of the past three years under British rule have proved the fallacy of our hopes. We learn from sad experience that British laws cannot be reconciled with native laws, nor be appreciated by them; the consequence is, that instead of increasing friendly relations with the surrounding tribes, we have distrust; instead of extensive commerce we have stagnation of trade; for peace, we have continuation of war; for contentment, dissatisfaction.

Your memorialists are fully aware of the equity, purity, and impartiality of British laws, when compared with the laws of other civilised nations. Yet we cannot conceal the fact, that it is impracticable to work both the British and native African laws together. We are convinced that the most prominent cause of the deplorable state of things above enumerated are occasioned by the diametrically opposite views in which the question of slavery is taken by the two Governments in question, say British and native Africans, to wit.

1st. Lagos, as a British Colony, is *bonâ fide* asylum for slaves; all slaves therefore, that put their feet in Lagos, become free.

The natives look upon, and hold their domestic slaves in the same light and manner as civilised nations, their real and personal property.

Since the cession, hundreds of slaves have made their escape to Lagos; many were sent by their masters to convey supplies from their creditors, but on reaching Lagos took shelter within the Slave Court, and in course of time they were either liberated, apprenticed, or a compensation, in most cases not half the value of a slave, were given them. These liberated slaves became Government servants, either as policemen, armed police, or by being enlisted in the regular West India companies, or employed as farm labourers by Government Agents; such, then, are the various manners in which the native masters see their slaves made use of.

Another cause to which we attribute the distressed state of affairs is the distrust and suspicion engendered in the minds of the interior people by the grand and extensive display of power, coupled with the extraordinary number of appendages attached to this local Government in the gun boats, military and houssas, or armed police, and the uses put to, as the late attack on Epe, the annexation of Badagry, Okeodan, and Addo; these led the people to infer that the occupation of Lagos by the British is fraught with danger for their safety as a nation, and their lands being theirs much longer.

Your memorialists beg to state that since the commencement of the late Ijaye war, our trade with Abeokuta was interrupted; but we having been doing a little trade with Ejirin and Ikorodu, two market towns on the Jebu territory. After the attack of Epe, the expedition, in coming down, burnt the market town of Ejirin; since that time our native traders have not been able to buy any oil from that market.

Your memorialists beg to express that this country was more prosperous as a protectorate than as a Colony. During the protectorate the British name is venerated, confidence placed to an unlimited extent, so much so, that then the dress of an Englishman is a sufficient passport to any man to travel through these parts inland as far as the banks of the Niger; a consular stick is sufficient (in those days) to secure the countenance and support of any of the surrounding kings and chiefs in the interior of this part; but since the cession of Lagos, the interior is closed against us, either for commerce or exploration, we are looked upon as spies and deceivers, the British name became odious, our lives are not even safe among the natives.

Your memorialists feel convinced that, had a less demonstrative establishment been kept, a more conciliatory policy pursued, a regard for native right and privilege being acknowledged, and a promulgation to the natives given out, the sum and substance of the British Government's views in reference to their relations with neighbouring kings and chiefs, and of the Government intentions as regards annexation of territories from native kings and chiefs.

That better feelings will be engendered, suspicions removed, confidence restored, and, consequently, peace and prosperity.

Yours



Your memorialists deeply regret to state that the authorities of this settlement has, since the occupation of Lagos as a British Colony, break through that unity which exists between the European residents and educated native Africans in Lagos. Because the latter have expressed their dissatisfaction of the general state of things, of the manner in which Lagos was annexed to the British Crown, and are consequently looked down upon; the intelligent ones among us, and our children, are counted upstarts, interlopers, Government opposers, and such like opprobrious terms; that the most humble suggestion from us are visited with the abuse, scandal, and persecution of the authorities.

That your memorialists take this opportunity to defend themselves against the malicious and calumnious charges often preferred against the emigrants from Sierra Leone by the Government Agents in this part, by stating that the Government authorities take great delight in disseminating any rumours, however unfounded, since they tend to render us contemptible. As an instance of this we give the following. Early in October 1863, a party of our class were commissioned to proceed to Ibadan to endeavour to effect peace; this deputation was well received, and returned safely to Lagos with the intention of proceeding to Ibadan, *via* Ikorodu, to arrange a final agreement between the contending parties for peace. Our executive will not co-operate with us, and not satisfied with discouraging us, but we are told for the first time that the deputation have been presented with two slaves, which were not reported, inferring thereby that we are engaged in the slave trade. This we have proved, and are still ready to prove as a gross falsehood.

Your memorialists are denied the rights and privileges of British subjects, inasmuch as we are not allowed the rights of being judged and condemned by our countrymen. We are refused to be tried by juries. We give an instance of glaring injustice resulting from the system of administration hitherto pursued by our Government.

A Mr. C. W. Carew was convicted and sentenced to two years' imprisonment and hard labour, in \* last, under the evidences (copy of which annexed). This individual, after labouring six months in the chain gang, was released without any explanation or satisfaction, because his prosecutor, who was a judicial assessor, having represented to the Executive his belief and conviction that the evidence against Carew to have been malicious. On this confession alone he was released, although the evidences were conflicting. The prisoner in this case was not afforded the benefit of the doubt. We, therefore, humbly pray that we should be blessed with that great right of British subjects, a trial by jurors. We learn, for the first time in Lagos, that the laws as administered in Sierra Leone will not be tolerated in Lagos; that your memorialists, in any case that they are concerned in Lagos, are not permitted to defend themselves in the public court, but are invariably silenced by the assurance that we, the authorities, will have none of your Sierra Leone privileges.

\* Sic in orig.

Your memorialists therefore humbly pray that your Excellency will be pleased to represent these facts to the serious consideration of Her Majesty's Government, that your life may be spared to accomplish your commission.

Your health unimpaired, a happy and safe return home is the sincere wishes of,

Yours, &c.  
(signed) *Jas. H. Gordon.* *Thos. G. Hoare.*  
*James Thompson.* *C. W. Faulkner.*  
*Jas. J. L. Davies.* *Thos. B. M'Cauley.*  
*W. J. Richard.* *Thos. E. Beckley.*  
*J. J. Leigh.*

To His Excellency Col. Ord., R.E.,  
Her Majesty's Commissioner,  
&c. &c. &c.

(Enclosure in Letter D.)

Sessions Court.—Lagos, 6 October 1863.

Before S. Burges Lamb, Esq., Lieut.-Colonel, Acting Chief Magistrate of Lagos.

CHARLES W. CAREW appears a prisoner before the court, charged with having stolen certain bags of cowries, four or more, a quantity of rice confided to him for subsistence of certain Kru boys, and stealing from the clerk the key of the warehouse, and also one piece of silk.

Prisoner pleaded not guilty. R. B. N. Walker, Esq., agent for the West African Company, being duly sworn, said:—Early in July 1863, I took the prisoner with me to Porto Novo, having engaged him as an assistant in the service of the company. I then engaged a house for the purpose of commencing business, and left the prisoner in charge thereof, until I could send up an European clerk. I left him with 243 heads of cowries, and 2 cwt. of rice; the latter was for subsistence for three Krumen I left with him. I also left a cooper with 20 puncheon packs to make into casks. My instructions to the prisoner were simply to keep the cooper employed at his work, and to be as economical as he could in all his expenses. I more particularly told him that as there was rice for the Krumen, there was no necessity to give them cowries. I did not in any way authorise him to make use of the



cowries in the way that he has done; neither did I authorise him to draw anything on account of his salary, or to lend them, as I find, for his own interest, he has done. I accuse him of having taken at least three bags of cowries for his own use, and of having lent one bag of cowries to Mr. Stockdale. From his account, it appears the prisoner gave the Krumen both rice and cowries, contrary to my instructions. With regard to the piece of silk, on my return to Lagos I sent 50 pieces of silk to Porto Novo with two European clerks. During the time the prisoner remained at Porto Novo, there was no trade done there, nor any of the goods sold; some of them, including the silk handkerchiefs, were however, opened. No one had access to the goods, except the two European clerks and the prisoner. The senior European clerk was obliged to return to Lagos, leaving the prisoner there. Upon recovery he returned to Porto Novo, and took an account of the stock, and found one piece of silk missing. The piece of silk the cooper, Charles Cole, saw the prisoner give to a woman, but he rendered no account of it.

Charles Cole, the cooper, being duly sworn, said: I know the prisoner to have paid the three Kru boys daily some cowries, and also to each man he gave daily two cups of rice. One Sunday, Mr. Simmonds, the European clerk, was sick, and put the key of the warehouse in his coat pocket, and the coat under his pillow. I saw the prisoner take the key out of the coat pocket, and go and open the warehouse door; I saw him bring out in his hand a piece of handkerchiefs, then locked the door, and returned the key into Mr. Simmonds' coat pocket. Mr. Simmonds was asleep, and knew nothing of the key having been taken. The same day, about half-past 6 p.m. he gave the piece of silk handkerchiefs to a man in my presence, and the man took it away. When the clerk returned and took account of the stock, the piece of silk handkerchiefs was missing.

Edward Simmons sworn. I am a clerk of the West Africa Company. About the middle of July 1863, I went to bed as usual, placing the key of the warehouse in my coat pocket which I put on a chair on the bedside. The following morning I got up and found the store open, and was told by the cooper that the key had been taken from my coat pocket by Carew, the prisoner, and that he had been in the store some considerable time. I found him there. He came out along with me, after I had some conversation with him. I was very ill, and was obliged occasionally to give him the key to get cowries. On Mr. Sachel returning to Porto Novo from Lagos, he took an account of stock and found one piece of silk handkerchiefs missing.

Mr. Sachel being at Porto Novo, Mr. Walker produces to the court a letter, dated 27th of September 1863, from him, stating that at the end of July 1863, when he took an account of the stock the piece of silk handkerchiefs was missing.

#### DEFENCE.

The prisoner, Charles W. Carew, being put upon his defence, states: The day when I was employed by Mr. Walker was the 1st July 1863. I left here on the 3d July 1863, for Porto Novo. I was left in charge of 24 bags and 3 heads of cowries, out of which Mr. Walker spent that day for provisions some heads. On the following day he told me to take charge of the rest. He told me there are three Kru boys with me, and gave me a bag of rice for them, and told me to do the best I can. I gave the Kru boys 15 strings a day and 6 tumblers of rice daily, for the whole of them, and I lived upon the rice myself. Half the rice was consumed and the other half remained when I left, Mr. Sachel and Mr. Simmonds eat part of the rice during the time I was there. With regard to the cowries. I have spent 19 heads and a few strings for provisions for six of us, viz., the 2 European clerks, myself, and 3 Kru boys: 10 heads and 25 strings I paid for trade expenses. I debit myself in the account book with 30 heads, and I only spent 29 heads, 10 strings, making the whole 6 bags, 20 strings, 20 cowries, that I spent at Porto Novo. Previous to the European clerks coming to Porto Novo, I had charge of the store; there were only the cowries and my chest of clothes in the store. I put a nail in the wall for the key, and it was hung there for the use of the European clerks and myself. I did not know when they conspired to keep the key without my notice. One key having been lost, in searching for the key I found it in Mr. Simmonds' pocket. I went into the store to get out some provisions for the day, and took my clean clothes from my chest. It was then that Mr. Simmonds came in and asked me how it was I opened the store. I told him, to get provisions for the day, and for my clean clothes. I deny having taken any silk, I only took my clothes and a bottle of rum, and gave the bottle of rum and my country cloth to a young man, the cloth to be dyed, and made him a present of a bottle of rum and a half biscuit I was eating at the time.

The court was cleared for deliberation.

The court having duly considered and weighed the evidence for the prosecution, together with what the prisoner has urged in his defence, is of opinion that the prisoner, Charles W. Carew, is guilty of the charge preferred against him, with the exception of having stolen the rice.

The court was re-opened, and the prisoner present.

The court having found the prisoner guilty to the extent above stated, I do hereby sentence him to undergo an imprisonment with hard labour for the period of two years.



## Appendix (E).

## LAGOS.

Sir,

Lagos, 27 December 1864.

WE, the undersigned natives and residents at Lagos, hasten with heartfelt gratitude to welcome the arrival of the messenger from Her Majesty the Queen of England; that he will receive this communication with a kindly feeling and some consideration, is the origin of our begging humbly to present our Petition, and asking in return for a just and peaceful hearing; confidence being wanting in our interpreter who attended us on the occasion of our personal interview with you is also another cause that has called forth this written communication.

At the time when Lagos was ceded to the British Crown we disapproved of the measures resorted to on that occasion; we were weak and could not bring force forward or persuasion strong enough to deter the British from taking possession. We were threatened, and the following facts will prove how injudiciously the British policy has been carried out. At the time we speak of there was a market held every nine days at Ejirin, and to which market the various traders resorted to with their produce, and to such an extent did their trade become, that it became the grand source from whence Lagos was supplied, and our merchants reap profitable returns. One of the first acts of Governor Freeman was to destroy this place by fire, and since then it has caused such an ill-feeling to be engendered in the minds of most tribes, that the King of Ijebu makes it a capital offence should any person carry produce thereto, and for so doing he seizes upon the produce and kills the person so offending by burning them alive. He says he is fearful that what the British have done at Lagos and Ejirin, so they will not hesitate to do to any other place. He also regrets that he has been a long time misled by putting confidence in a wrong person, therefore he shuts his eyes against the English, and will not aid our trafficking with them.

At the time when Lagos was under consular jurisdiction, the roads to Abeokuta were never closed under any consideration for more than a month, and the people of that place had to beg it as a favour of us to carry trade to them. Observe the difference at this time: goods are taken to them; we give them credit, and what is the result? it is as they chose it, to open or close the roads, and as a matter of course we at Lagos are the sufferers. We had at one time means of our own to enforce redress, but we have none now.

We who are the originators of this communication were born slaves, and our friends before us, and we have risen by our energies; at this time we have become the possessors of slaves, but we only use them as labourers or any other capacity that demands assistance; we have canoes, we are planters, and as a necessity we must have help to assist us, and for these purposes do we redeem them, and not to oppress them.

When late King Akitoye was placed upon the throne of this place, he was recommended to prohibit the exportation of slaves, and we have obeyed; since then slavery has become but another name for domestic servitude; some of our officials have deprived us our wives and slaves, who are now working and serving under them.

The British love of territorial acquisition is also another cause of the present unfriendly feeling of the interior tribes, and we are looked upon suspiciously whenever we do visit them. Some short time ago it was proclaimed by the Government that we were to cease thatching our houses (a practice in custom from time immemorial), and that we must use Calabar mats; now, compared to the price paid for thatch, the Calabar mats are far dearer, and many persons could not afford to use them; and to explain such, several of our chiefs went to the police magistrate during the absence of the Governor, and what was the result, they were imprisoned. We do not know whether the imprisonment was justifiable, but certainly it has not added to the popularity of the Briton's mercy.

We beg to be brief with Her Majesty's Commissioner, and trust that our above grievances would be forwarded to Her Majesty the Queen, who will grant us once more the happy days as in the time of Her Consular Agents, and under our much beloved King Docemo, which will tend to the resuming of trade and prosperity to the now depressed colony of Lagos.

We have, &amp;c.

× <i>Tiwo.</i>	× <i>Abudulai.</i>
× <i>Ali Balogun.</i>	× <i>Adaeus Otun Agunde.</i>
× <i>Ojoe Agrdegudu.</i>	× <i>Maga fi.</i>
× <i>Ogunbujii.</i>	× <i>Sw wo ow Aui ma sa wuu.</i>
× <i>Suwiauu Latiri.</i>	× <i>Fa gbe mi.</i>
× <i>Sule.</i>	× <i>Iga gbo.</i>
× <i>Allagpujugu.</i>	× <i>La gbe mi jo.</i>
× <i>Odujege.</i>	× <i>Ga ku bu.</i>
× <i>Outokosi.</i>	× <i>O Gpe mi la.</i>
× <i>Esubi aro wo gbuda mu.</i>	× <i>De Gba ri.</i>
× <i>Esubi oba sua.</i>	× <i>Disu ogpe ri.</i>
× <i>Aro wo si gbe.</i>	× <i>Ela gba ro go.</i>
× <i>Ocolo.</i>	× <i>Ai na Ewe nu.</i>
× <i>Agia Dogo.</i>	× <i>Ba du e letu.</i>
× <i>Adaeu.</i>	

Their marks.

To His Excellency Col. Ord, R. E.,  
Her Majesty's Commissioner, &c. &c. &c.



## Appendix (F).

## LAGOS.

To His Excellency *John Hawley Glover*, Lieutenant Governor of Lagos.

THE Memorial of the undersigned Merchants of Lagos,

Humbly sheweth,

THAT your memorialists having heard of the presence in this colony of an Imperial Commissioner to inquire into the condition of the West African settlements, take advantage thereof to request your Excellency to bring to the notice of Her Majesty's Government, through the said Commissioner, the great depression under which trade is now suffering from causes entirely beyond your memorialists' control. Your memorialists allude to the war, which has now been raging for five years between the Egbas and the Ibadans, the result of which has been to involve in heavy debt a considerable number of persons trading with Abeokuta, who possess in that country large quantities of oil and produce, to the removal of which the natives persistently refuse consent. Trade has thus been completely paralysed, and the mercantile interests are oppressed to an extent unknown even in the most barbarous state of Lagos. Into the causes of this war your memorialists deem it unnecessary for them to enter; but they have reason to know or fear that some at least of the Egba chiefs, who are the principal supporters of the war, are encouraged in their persistence in it by false notions, instilled into their minds by injudicious advisers here, of the advantages which they will ultimately attain by their present course of action. Your memorialists are fully satisfied that these delusions are detrimental to the best interests of the natives, and country generally; and believing that the restoration of peace would enable the resources of this country to be developed to an extent hitherto deemed impossible by those who judge of Lagos and its resources from the present unfavourable point of view, your memorialists earnestly entreat your Excellency to bring these facts to the notice of Her Majesty's Government, and to express on your memorialists' behalf their anxiety to see peace procured in any manner that may seem best to Her Majesty's Government, and their readiness to assist in any way in its accomplishment.

And your memorialists, &c.

(signed) *W. McCoshry*, Agent, West African Company.  
*Henry Dunkley*, Agent, London and African Trading Company.  
*J. R. Leaver*, Agent for Banner, Brothers & Co.  
*Henry Horner*, Agent for J. Chillingworth & Co.

Lagos, 27 December 1864.

## Appendix, No. 29.

MORTALITY of the Navy on the West African, and North American, and West Indian Stations, taken from the Statistical Returns presented to Parliament.

WEST AFRICAN STATION.		NORTH AMERICAN AND WEST INDIAN STATION.	
YEAR.	Ratio of Deaths per 1,000 Men.	YEAR.	Ratio of Deaths per 1,000 Men.
1857 - - -	22·2	1857 - - -	25·
1858 - - -	20·8	1858 - - -	20·8
1859 - - -	56·6	1859 - - -	9·4
1860 - - -	22·	1860 - - -	44·
1861 - - -	34·1	1861 - - -	42·1

Average mortality on the West African Station for five years, 31·14 per 1,000 men of the squadron.

Average mortality on the North American and West Indian Station for the same period, 28·26 per 1,000 men of the squadron.



## Appendix, No. 30.

MORTALITY of the Black Troops serving on the West Coast of Africa, and in the West Indies, taken from the Reports of the Army Medical Department presented to Parliament.

## WEST COAST OF AFRICA.

PLACE.	Ratio of Deaths per 1,000 Men.	Ratio of Deaths per 1,000 Men.	
	1859 and 1860.	1861.	1862.
Sierra Leone - -	24·48	40·53	28·36
Gambia - -	30·13	46·40	19·13
Gold Coast - -	16·89	42·64	28·74
Lagos - -	- -	- -	23·57

## WEST INDIES.

PLACE.	Ratio of Deaths per 1,000 Men.	Ratio of Deaths per 1,000 Men.	
	1859 and 1860.	1861.	1862.
Windward and Leeward command.	21·86	20·85	18·92
Jamaica - -	31·20	18·65	30·25
Bahamas - -	30·45	26·33	27·31
Honduras - -	20·57	16·12	16·30

Average mortality of the West African settlements in four years (excluding Lagos), 32·19 per 1,000 men of black troops.

Average mortality of the West Indian station in the same period, 23·92 per 1,000 men of black troops.

## Appendix, No. 31.

ESTIMATE of the Cost, for the Year 1865, of the Colonial and Military Establishments at the Settlements on the West Coast of Africa, showing the proportion in which the same is defrayed from Local and Imperial Sources.

	Estimated Cost of Colonial Establishments.	Amount provided for Colonial Establishments		Estimated Cost of Military Establishments provided from Imperial Funds.	Total Amount provided from Colonial Funds.	Total Amount provided from Imperial Funds.	Total Cost of Colonial and Military Establishments.
		From Colonial Funds.	From Parliamentary Grant.				
	£.	£.	£.	£.	£.	£.	£.
Gambia - - -	18,607	14,377	4,230	24,097	14,377	28,327	42,704
Sierra Leone - -	43,059	41,059	2,000	34,871	41,059	36,871	77,930
Gold Coast - - -	11,568	7,568	4,000	53,859	7,568	57,859	65,427
Lagos - - -	16,300	14,019	2,281	15,070	14,019	17,351	31,370
TOTAL - - - £.	89,534	77,023	12,511	127,897	77,023	140,408	217,431



WEST COAST OF AFRICA.

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COPY of the REPORT of Colonel *Ord*, the  
Commissioner appointed to Inquire into the  
Condition of the BRITISH SETTLEMENTS on  
the WEST COAST of AFRICA.

(*Mr. Adderley.*)

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*Ordered, by The House of Commons, to be Printed,*  
*29 March 1865.*

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