

1911.

SNP 7: 1895/1911 - Ilorin Province
Report Annual 1910

THE RESIDENT, ILLORIN PROVINCE.

I am directed to forward for your information the enclosed copy of a despatch No. 585 of the 31st July last bringing to the attention of the Secretary of State certain passages of interest in the Annual Report on the Ilorin Province for the year ending 31st December 1910.

I am to say that it is the intention of His Excellency to send similar reports to the Secretary of State annually in future.

JHS
Chief Secretary
to the Government.

The Chief Secretary's Office,

ZUNGERU, 31st October, 1911.

1911.

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Resident's Office,

Illorin Province,

2nd August 1911

Your Excellency,

With regard to your telegram No. 4013 of 25th July 1911, copy attached, I have the honour to inform you that I made no pledges to the Emir with regard to payment of land rent.

(2). The Emir has been informed again and again that I have no power to alter or make regulations without first having received the sanction of His Excellency the Governor Zungeru.

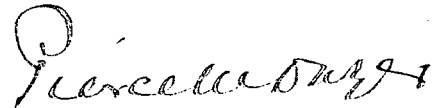
(3). All I stated was that in my opinion a revision of land rent, every three years, would be of advantage to the native administration as well as to the Government. In fact this is the policy I have acted on since the collection of land rent was instituted. It must be remembered that with the limited staff I have had at my disposal, it was impossible to make a correct assessment all at once and experience proved to me I could not assess the Province under this period.

(4). I trust Your Excellency will believe I have had no intention of usurping the prerogative of Your Excellency or acting in any way contrary to the regulations laid down.

I have the honour to be,

Your Excellency's

Most obedient servant,



Resident Illorin.

His Excellency The Governor,

Z U N G E R U.

J.E.A.

1895/1911.

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THE RESIDENT ILORIN PROVINCE.

With reference to your report No.57 for the year ending 31st December 1910 His Excellency the Acting Governor comments as follows:-

Para 3. Each officer in dealing with et seq. 'Without forgetting I hope that the Emir of Ilorin is intimately concerned in these affairs'.

But a guardian to all et.seq. 'As a representative of the Emir'

For one and all are intimately et sq. 'This is as it should be'.

But by constant & careful touring 'Quite so'.

Paras 3 & 4. ' I concur with the general tenour of the Resident's remarks. There is however one point in regard to decentralization which, though I feel sure that Dr. Dwyer fully realises its importance, I have yet thought it advisable to emphasize when commenting on his report; that is the importance of not allowing the fact that a Political Officer is residing at a place other than the headquarters of a native administration unit to interfere with the authority of the Emir or Chief who lives at these headquarters. Unless the Political Officer is very much on his guard against this happening there is a great danger that by the mere fact of his deciding matters locally the District Head and the people may come to disregard the Emir with the result that the authority of the native administration generally loses prestige and disorder sooner or later creeps in: for once the people throw off their allegiance to their titular chiefs

they are very sure to flout the authority of the Governmen knowing well that it can be enforced to any good purpose only through the machinery of the native administrations!

Para 5. Not in Offa Division. 'The Political Officer in charge should continually and persistently instil obedience to the Emir'

Para 6. But I doubt if any good et seq. 'I think they will gradually'

Para 7. When staves of office et seq. 'I hope they look on these staves as conferred by the Emir and not by the Government'.

These visits are as I have said et seq. 'quite agree'

Para 9. But I regret to say the Olupo et seq. 'I am sorry to hear this'

Para 12. Informed the Mohammedans et seq. 'Of course'

Para 34. Mr. Budgen however complains et seq. 'We cannot expect too much at first'

They are however ready et seq. 'This is satisfactory and as much as can be expected at present'

Para 43. More than half the people et seq. 'Very satisfactory'.

Para 44. They have never taken any action et seq. 'That is the point to watch'

Para 46 He now resides at Lade District. 'Who succeeded him?'

Para 47. 'I am glad to hear this'

Paras 52/3 'Has been noted for the personal files of Asst. Residents Chapman and Budgen.'

Para 56. Almost every town & village et seq. 'This is satisfactory but I should like to see the District reports sent in by these officers vide Chief Secretary's circulars'

Para 57.

Para 57. The Emir & Chiefs were informed et seq. 'I regret that you should have given this pledge and trust that you made it clear that it was subject to the confirmation of Governor. A yearly revision of rents is clearly indicated in Memo No. 26 page 3 as being the policy of the Government and it has not proved to be ^{the} "fatal policy" in those Provinces where these questions exist, and can be studied, at a large scale.

The only pledge you were entitled to make was that no individual would be with your knowledge and consent called on to pay a tax which it would exceed his ability pay and which would reduce him to a state of poverty; and you should have informed them that the question of the assessment of each village would be gone into annually.

(N.B. Since writing this minute I have ^{received} a telegram from Dr. Dwyer informing me that no pledge was given. However the minute may stand in case there may be any misapprehension')

Para 58 Of course individual villages et seq. ' I am at a loss to reconcile this with para 57!

Para 59. I cannot think that it serves et seq. 'Assessment reports should be sent in as each district is finished'

Para 63. Proportional Capitation Tax 'It is impossible to attach any significance to this phrase vide my remarks on your March 1910 Quarterly Report para 24'.

The Political Officer assesses a village et seq. 'Qu^{is} This in accordance with the Policy in the Memos but the phrase 'proportional capitation' does not convey this sense - any other'.

Personally I agree with Dr. Dwyer that the system which he outlines is for many reasons the more suitable for a Province where there is a superfluity of land. The underlying principle, is that which is emphasized in the report of the Northern Nigeria Lands Committee of 1908 that ^{natives} ~~give~~ prefer t

enjoy local self government up to a certain point; and the great safeguard against extortion is to entrust the assessment of the taxes paid by the individual, to the village head, or elders, who live in contact with the people whom they assess and who are, for that reason, restrained by public opinion of the villagers in the midst of whom they have to pass their lives and whose goodwill they are compelled-for personal if for no other reasons- to cultivate.

I have written a "province in which there is superfluity of land" because it appears to me that there might be a danger in introducing the system, which has been successfully adopted in Kano, of measuring farms and charging a rent in such circumstances, for, it appears to me possible that the natives might curtail the size of their farms in order to diminish the rent which they would be called upon to pay. This danger does not exist in Kano where there is land hunger.

At the same time there is certainly a vagueness about the system which Dr. Dwyer describes and which opens the door to misapprehension. Owing to the attitude of criticism adopted by certain persons in Southern Nigeria I have thought it advisable, therefore, having regard to all the circumstances, to direct Dr. Dwyer to institute measurement of farms in the Southern portion of the Ilorin Emirate; this, in order to disarm criticism in the first place, and in the second place in view of the fact that there is, I understand, a considerable migration into those districts from Southern Nigeria, a fact which points to the possible existence of land-hunger.

Mr. Palmer the Acting Commissioner for Native Revenue is proceeding to Ilorin with a native staff, borrowed from Kano, to institute this system, which met

with Sir H. Hesketh Bell's approval in Kano, and I have asked Dr. Dwyer to consider the rent per acre to be charged; it will probably amount to about 1/- per acre'.

Para 65. By these means I am assured et seq. 'Very good in the circumstances'

Para 70 It is most satisfactory et seq. 'Very satisfactory'

It would be too much to expect et seq. 'The regular payments of the Judges by the Beit-el-Hal will have a great effect'

Para 71 Last sentence which I see no reason to cavil at. 'I fully concur'.

Para 75. 'When you get your dogarai organised I expect matters will improve'

Para 87. Inspector General of Police has been informed.

Acting Chief Secretary
to the Government

The Chief Secretary's Office,
Zungeru, 8th August, 1911.

/1911.

THE INSPECTOR GENERAL OF POLICE, Z U N G E R U.

The following extract from Report No.57 by Resident Ilorin Province for year ending 31st December 1910 is forwarded for your information:-

POLICE. (87) I cannot speak too highly of the excellent behaviour of the men; crime may be considered non existing among them. They have carried out their duties in a most reliable manner and have avoided causing friction with the inhabitants. This good result must of course be put to the credit of Captain Fowler, who was in charge of them during the year.

Acting Chief Secretary
to the Government.

The Chief Secretary's Office

Zungeru, 8th Aug

1895
1911

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Northern Nigeria

Government House,

No. 585

Zungeru, 31st July, 1911.

Sir,

With reference to the last paragraph of my despatch No. 158 of the 15th of March, 1911, I have the honour to bring to your attention certain passages of interest in the Annual Report on the Ilorin Province for the year ending 31st December, 1910.

2. With regard to population the Resident Dr. P. M. Dwyer writes, "The population of the Province has been calculated to be as follows:-

Males 53,799, Females 70,812, Children 66,586, Total 191,297".

3. On the general condition of the Province he reports, "The general condition of the Province during the year has been most satisfactory, there has been a

well

The Right Honourable

Lewis Vernon Harcourt, P.C.,

Secretary of State for the Colonies,

&c., &c., &c.,

well marked and steady improvement in all directions, especially in law and order.

"The Province is divided into three Divisions each under a Political Officer

(a) Ilorin, (b) Offa, (c) Pateji

"This decentralization of Provincial work is of the utmost value, especially as the widest latitude has been given to each Officer in dealing with purely local affairs. In the past before decentralization was in force, the different divisional chiefs would one day go before the Officer in Charge, another treck all the way to Ilorin, to lay before me some trivial, but to them very real grievance. They were always listened to and then informed that the Officer in Charge of their Division was the proper person to lay their complaints before. I am pleased to say that at the present moment, each division is what I might call self containing, in fact a miniature Province, where the Officer in Charge is not alone an administrator, but a guardian to all, for one and all are intimately acquainted not alone, with the important chiefs, but even with the greater part of the talakawa. Needless to say this personal knowledge is not acquired by remaining at Divisional Headquarters, but by constant

nt and careful touring.

"I consider that the healthy condition of the Province is in great part due to this touring, for the Political Officer can then hear at first hand any complaints, and rectify them if possible on the spot. The many years I have served in the country has proved to me how necessary it is to deal at once with any real or imaginary grievance, and not let it fester and become a canker in the mind of the native."

I concur with the general tenour of the Resident's remarks. There is however one point in regard to decentralization which, though I feel sure that Dr. Dwyer fully realises its importance, I have yet thought it advisable to emphasize when commenting on his report; that is the importance of not allowing the fact that a Political Officer is residing at a place other than the headquarters of a native administration unit to interfere with the authority of the Emir or Chief who lives at these headquarters. Unless the Political Officer is very much on his guard against this happening there is a great danger that by the mere fact of his deciding matters locally the District Head and the people may come to disregard

disregard the Emir with the result that the authority of the native administration generally loses prestige and disorder sooner or later creeps in: for once these people throw off their allegiance to their titular chiefs they are very sure to flout the authority of the Government, knowing well that it can be enforced to any good purpose only through the machinery of the native administrations.

4. On the subject of assessment Dr. Dwyer writes, "Almost every town and village has been personally visited and assessed by one of the European staff, and grouped into Districts with the most gratifying results. The District Heads are quite satisfied with their position and would not, even if allowed, return to reside in Ilorin town. I am pleased to state that the Emir has quite outgrown his suspicions that the appointment of District Heads would, in the end, spell disaster to his authority. He sees for himself that instead of weakening they are strengthening his authority, and binding the people together under him in a manner he could not conceive.

5. "As I have stated in past reports the Political Officer assesses a village at so much and then leave it to the headman to apportion this amount among

"the individuals according to their wealth. Experience has proved that this is the most satisfactory way of dealing with the subject; in fact I consider it is the only possible way to arrive at a fairly correct conclusion",

6. Personally I agree with Dr. Dwyer that the system which he outlines is for many reasons the more suitable for a Province where there is a superfluity of land. The underlying principle, is that which is emphasized in the report of the Northern Nigeria Lands Committee of 1908 that natives prefer to enjoy local self government up to a certain point; and that the great safeguard against extortion is to entrust the assessment of the taxes paid by the individual, to the village head, or elders, who live in contact with the people whom they assess and who are, for that reason, restrained by the public opinion of the villagers in the midst of whom they have to pass their lives and whose goodwill they are compelled-for personal if for no other reasons-to cultivate.

7. I have written a "province in which there is superfluity of land" because it appears to me that

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there might be a danger in introducing the system, which has been successfully adopted in Kano, of measuring farms and charging a rent in such circumstances, for, it appears to me possible that the natives might curtail the size of their farms in order to diminish the rent which they would be called upon to pay. This danger does not exist in Kano where there is land hunger.

At the same time there is certainly a vagueness about the system which Dr. Dwyer describes and which opens the door to misapprehension. Owing to the attitude of criticism adopted by certain persons in Southern Nigeria I have thought it advisable, therefore, having regard to all the circumstances, to direct Dr. Dwyer to institute the measurement of farms in the Southern portion of the Ilorin Emirate; this, in order to disarm criticism in the first place, and in the second place in view of the fact that there is, I understand, a considerable migration into those districts from Southern Nigeria, a fact which points to the possible existence of land hunger.

8. Mr Palmer the Acting Commissioner for Native Revenue is proceeding to Ilorin with a native staff, borrowed from Kano, to institute this system,

which

which met with Sir H. Hesketh Bell's approval in Kano, and I have asked Dr. Dwyer to consider the rent per acre to be charged; it will probably amount to about 1/- per acre.

9. Dr. Dwyer further writes on this subject, "At the commencement of the financial year the Emir sends his messengers out in the districts warning the different headmen that the time has come for them to collect their taxes each has an arabic book with the name of each village and the amount it has to pay entered in it. It also contains instructions that the whole amount is to be collected in one lump sum and not piecemeal.

"These men collect the rents and bring it in to the Emir who sends it up to my office where it is counted before one of the Political Officers and divided in accordance with instructions laid down. By these means I am assured that the whole amount is collected and not only the Government share. A very proper precaution to take in my opinion."

10. With regard to Revenue the Resident writes,

"The

"The Revenue for the year ending 31st March 1910 amounted to £4875. 0. 2 being an increase of £1447. 19. 11 over the past year. The following is a comparative statement showing the revenue for the past four years:-

1907/1908.....	£3068
1908/1909.....	£3427
1909/1910	£4875
1910/1911.....	£5747 "

11. As to the Native Administration Dr. Dwyer writes, "As I stated in my past reports, so must I repeat in this, that I cannot speak too highly of the loyalty and correct behaviour of the Emir and principal Chiefs. Owing to his loyal cooperation, crime in the Province has, and is, decreasing every year; the revenue is collected without trouble or arrears, and the people under him are enjoying a peace that a few years ago they thought would never be theirs.

"He has encouraged his chiefs who are acting as District Heads to carry out their duties in a careful manner and to at once report, if they are unable themselves to rectify any abuse that may be brought before them."

12. Regarding Native Courts the Resident

writes,

writes, "There were 528 cases tried in the Native Courts of the province during the year and I may say that on the whole I am satisfied at the way they are carrying out their duties. Ilorin Court is, of course, the most important; the others are merely in an embryonic stage, but the little they do, gives hopes for the future. It is most satisfactory that not a single appeal was made against the decision of the Ilorin Court. Every day the Emir and his chiefs see more clearly the importance of doing away with corruption and abuse, that a pure judiciary is not alone a benefit to those that apply to the court, but to the Court itself. It would be too much to expect that no abuses exist, but I consider these abuses are becoming fewer in number and of less importance."

The institution of a Beit-el-Mal and the regular payment of the native judges will certainly have a great effect as regards the administration of justice.

12. On the subject of trade the Resident reports, "That the trade of the Province has increased and is increasing. I would say without fear of contradiction that one has only to watch the crowd of petty t

that are flocking all over the Province, laden with Manchester goods (cloth, looking-glasses and coloured beads) to be convinced of this, a large trade must also be done in a cheap form of cigarettes. The following firms have stores at Ilorin. The Niger Company, The Lagos Stores, John Walkden and Paterson Zochonis. Messrs Gaiser are also erecting stores, but they are not complete".

13. As to Roads the Resident writes, "Roughly 250 miles of new roads have been constructed in the Province during the year. About 200 miles were constructed in Pateji Division at a cost of not more than £20, the natives rendering willing assistance.

14. With regard to slavery the Resident states that it might be considered abolished in the Province.

Having in view the fact that the administrative difficulties in Ilorin have been enhanced owing to the existence of intrigue introduced from outside by certain semi-educated natives of Southern Nigeria, who I regret to say have not scrupled to embarrass the situation in this Province, thereby rendering the tortuous path of native politics harder to follow here than elsewhere, I think that

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the existing state of affairs, which is satisfactory on all concerned and especially on those who are principally responsible. Dwyer and the

15. The relative position of the finances of this Province compared with those of other Provinces can be seen by consulting the table enclosed

will be of great reference.

for

I have the honour to be,

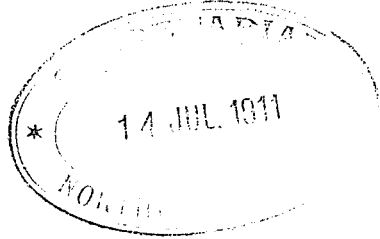
Sir,

Your most obedient,

humble servant,

J. C. [Signature]
Acting Governor.

No. 316/1911.



The Resident's Office,
Illorin Province,
6th July 1911.

Sir,

I have the honour to forward you my "Annual Report" for the year ending 1910.

(2). I trust His Excellency will excuse the delay in submitting it; a delay caused by press of work and the limited staff I have had at Illorin.

I have the honour to be,

Sir,

Your obedient servant,

Pierce Burgess

Resident Illorin.

The Secretary,

Z U N G E R U.

J.E.A.