

# LEGISLATIVE COUNCIL

(Constituted under the British Guiana  
(Constitution) (Temporary Provisions)  
Order in Council, 1953)

THURSDAY, 18TH MARCH, 1954

The Council met at 2 p.m. His Honour the Speaker, Sir Eustace Woolford, O.B.E., Q.C., in the Chair.

## PRESENT

His Honour the Speaker, Sir Eustace Gordon Woolford, O.B.E., Q.C.

*Ex-Officio Members* :—

The Hon. the Chief Secretary, Mr. John Gutch, C.M.G., O.B.E.

The Hon. the Attorney-General, Mr. F. W. Holder, Q.C.

The Hon. the Financial Secretary, Mr. W. O. Fraser, O.B.E.

*Nominated Members of Executive Council* :—

The Hon. Sir Frank McDavid, C.M.G., C.B.E. (Member for Agriculture, Forests, Lands and Mines).

The Hon. W. O. R. Kendall.

The Hon. G. A. C. Farnum, O.B.E.

The Hon. G. H. Smellie.

The Hon. R. B. Gajraj.

The Hon. R. C. Tello.

*Deputy Speaker* :—

Mr. W. J. Raatgever, C.B.E.

*Nominated Officials* :—

Mr. W. T. Lord, I.S.O.

Mr. J. I. Ramphal.

*Nominated Unofficials* :—

Mr. W. A. Phang.

Mr. L. A. Luckhoo.

Mr. W. A. Macnie, C.M.G., O.B.E.

Mr. C. A. Carter.

Mr. E. F. Correia.

Rev. D. C. J. Bobb.

Mr. H. Rahaman.

Miss Gertrude H. Collins.

Mrs. Esther E. Dey.

Dr. H. A. Fraser.

Lt. Col. E. J. Haywood, M.B.E.  
T.D.

Mr. R. B. Jailal.

Mr. Sugrim Singh.

Clerk of the Legislature—Mr. I. Crum Ewing.

Assistant Clerk of the Legislature—Mr. I. R. King.

*Absent* :—

The Hon. P. A. Cummings (Member for Labour, Health and Housing).  
—on leave.

Mr. T. Lee—on leave.

The Speaker read prayers.

The Minutes of the meeting of the Council held on Friday, the 5th of March, 1954, as printed and circulated, were taken as read and confirmed,

## REPORTS AND DOCUMENTS

The following documents were laid on the table:—

## By the Chief Secretary:

The Georgetown Sewerage Regulations, 1954 (No. 1 of 1954).

Report on Land Settlement Problems in British Guiana with particular reference to the Coastal Belt, by Frank A. Brown.

## By the Financial Secretary:

The Report of the British Guiana Rice Marketing Board for the period 1st October, 1952 to 30th September, 1953.

## By Sir Frank McDavid (Member for Agriculture, Forests, Lands and Mines).

Memorandum inviting Council to approve of the system of guaranteed minimum prices for ground provisions at the rates at present obtaining being continued for the remainder of 1954.

Memorandum inviting Council to approve of the Rice Farmers (Security of Tenure) Ordinance, 1945, being continued in force for a further period of one year from the 1st May, 1954.

## GOVERNMENT NOTICES

## INTRODUCTION OF BILLS

The Chief Secretary gave notice of the introduction and first reading of the following Bills:

A Bill intituled "An Ordinance to make provision for the supply of water to certain rural areas and for purposes connected therewith."

A Bill intituled "An Ordinance to provide for the provisional registration as medical practitioners of certain persons who have passed the qualifying examinations in medicine and surgery."

The Financial Secretary gave notice of the introduction and first reading of the following Bills:

A Bill intituled "An Ordinance further to amend the Customs (Consolidation) Ordinance, 1952".

A Bill intituled "An Ordinance further to amend the Tax Ordinance, 1939."

## NOTICE OF MOTIONS

## MINIMUM PRICES FOR FARMERS' PRODUCE

Sir Frank McDavid (Member for Agriculture, Forests, Lands and Mines) gave notice of the following motions:

Whereas by Resolution No. XXIX of the Legislative Council passed on the 9th day of March, 1951, the guaranteed minimum prices to farmers for ground provisions was extended up to the 28th day of February, 1954;

And whereas it is desirable that the said guaranteed minimum prices shall continue in operation for a further period;

Now, therefore, be it resolved that the guaranteed minimum prices to farmers for ground provisions shall be extended from the 28th day of February, 1954, for a further period to the 31st day of December, 1954.

## RICE FARMERS (SECURITY OF TENURE) ORDINANCE

Whereas by Resolution No. XXXIV of the Legislative Council passed on the 25th day of April, 1947, the Rice Farmers (Security of Tenure) Ordinance, 1945, was continued in force up to the 30th day of April, 1951;

And whereas by Resolution No. XXXI of the Legislative Council passed on the 9th day of March, 1951, the said Ordinance continues in force up to the 30th day of April, 1954;

And whereas it is desirable that the said Ordinance should continue in force for a further period;

Now, therefore, be it resolved that the Rice Farmers (Security of Tenure) Ordinance, 1945, shall continue in force for a further period of one year from the 1st day of May, 1954.

#### DEVELOPMENT PROGRAMME 1954-55

Sir Frank McDavid also gave notice of the following motions, and of his intention to move the suspension of the relevant Standing Order to enable him to proceed with them at this meeting.

Be it resolved:

That, with reference to the Report on the Economic Development of British Guiana by the Mission organised by the International Bank for Reconstruction and Development, this Council approves in principle of the expanded and accelerated development programme for the years 1954 and 1955 presented to Council on 11th February, 1954, and of the financial arrangements for its implementation.

Be it further resolved that this Council further approves of the continuation of expenditure on all works in progress previously approved by the Legislature, and of the incurring of expenditure on new projects pending the preparation and submission of detailed estimates for the approval of the Council.

#### APPRECIATION OF INTERNATIONAL BANK REPORT

Be it resolved:

That, with reference to the Report on the Economic Development of British Guiana by the Mission organised by the International Bank for Reconstruction and Development, this Council places on record, and requests His Excellency the Governor to convey to the Directors of the Bank and through them to the Chief and the Members of the Mission, an expression of its appreciation and gratitude for the valuable report and recommendations presented by the Mission.

#### GRATITUDE TO H.M. GOVERNMENT

"Be it resolved:

That this Council places on record, and requests His Excellency the Governor to convey to the Secretary of State for the Colonies, an expression of its deep appreciation and gratitude to Her Majesty's Government for the generous measure of financial assistance assured to British Guiana in connection with the implementation of plans for its economic development.

#### NOTICE OF QUESTIONS

##### DEMERARA ELECTRIC COMPANY'S FRANCHISE

Mrs. Dey gave notice of the following questions:—

Is it not the case that the franchise granted by Government to the Demerara Electric Company, Limited, to generate and to sell electricity in the City of Georgetown as well as 5 miles outside of the City of Georgetown is for a period of 50 years?

Is it the case that the franchise is due for revision this year and such revision shall take place by or before August?

Is it the case that the Demerara Electric Company, Limited, is obligated under the franchise to supply electric current to any local authority within 5 miles of Georgetown on such local authority serving a requisition signed by six or more persons on the Demerara Electric Company, Limited?

Has the Demerara Electric Company, Limited, the right to make the fuel charge they are now making in every consumer's bill?

#### GIFTS TO THE LEGISLATURE

##### CLOCK FOR CHAMBER

The Chief Secretary: Mr. Speaker, with the permission of His Excellency the Governor I beg to give notice of my intention to move the suspension of the relevant Standing Order to enable me

[The Chief Secretary]

to move two motions expressing this Council's appreciation of two gifts—one of a clock from the Demerara Company, Ltd., and the other a gift of chairs from the Demerara Tobacco Company, Ltd. Perhaps I may be permitted to read those motions:—

“Be it resolved:

That this Council places on record its sincere appreciation and thanks to Messrs. Demerara Company, Limited, for their generous gift of a clock for the Council Chamber, and directs that an expression of its appreciation should be conveyed to the Company.”

“Be it resolved:

That this Council places on record its sincere appreciation and thanks to Messrs. Demerara Tobacco Company, Limited, for their generous gift of seven chairs for the Council Chamber, and directs that an expression of its appreciation should be conveyed to the Company.”

I believe it has been brought to your notice, Mr. Speaker, that we have among the visitors in the Chamber Mr. T. H. Naylor, the Chairman of the Demerara Company, Ltd., and it has been suggested that we might adjourn to enable him to unveil the clock for us.

**Mr. Speaker:** I propose to take that course. The next item is the Order of the Day, but before proceeding with the business I shall adjourn the Council for a few minutes.

*[During the adjournment Mr. Naylor addressed the Members of Council and unveiled the clock presented to the Legislature by his firm].*

Council resumed at 2.30 p.m.

#### APPRECIATION OF GIFTS TO THE COUNCIL

**The Chief Secretary :** I beg to move the suspension of the relevant

Standing Orders so as to enable me to proceed with the two motions which I read to the Council earlier on.

**The Attorney-General** seconded.

Question put, and agreed to.

Relevant Standing Orders suspended.

**The Chief Secretary:** Sir, I should imagine that I should get the Governor's permission to move the suspension of the relevant Standing Orders so as to enable me to proceed with these two motions. I am sure that I am speaking on behalf of all my colleagues in moving them. I had hoped also to speak on your behalf, Sir, but you have done so already. It will be understood when I say that we are deeply grateful to the Demerara Company, Ltd. for the gift of this magnificent clock which Mr. Naylor has just exposed to our view. We are also deeply grateful to the Demerara Tobacco Co., for the generous gift of seven chairs which should have been previously acknowledged. We are also very grateful for the happy circumstance that Mr. Naylor's visit to the Colony, happening just at this time, has enabled him to be in this Chamber today, to unveil the clock and to hear these words of thanks. I have listened with interest to his account of the vast number of years of his firm's connection with this Colony, and I think we have all listened with pleasure to the implication in his speech that his Company fully intends to continue this long association. Both the chairs in which we are sitting and the clock which hangs on the wall are very necessary components of the furnishing of the Legislative Chamber.

As you have just said, Sir, certain Members of this Council, from time to

time, have shown a tendency to ignore the acts of the clock and, during my service in this Chamber at least, one of those most addicted to this sat on the side of the Chamber facing the clock. In fact, I think the words of Tennyson which Mr. Naylor has quoted to us this afternoon—"I go on forever"—may well be applied to every clock. I doubt whether the beauty of the new clock will cause it to impose any more restraint on members than its predecessor. Our thanks are due to the donors of the chairs, and also to the donors of the clock for having given us some things so beautiful for the eye to rest on.

It was Sir Frank McDavid who, as a Member of this Council, made the suggestion in introducing the 1953 Budget, that firms and others who had long connection with and affection for this country, could show it, if they so wished, in the form of gifts for furnishing the Council Chamber on the introduction of the 1953 Constitution. That suggestion met with generous response, and today it is my very pleasant task to move these votes of thanks for two of these gifts — the clock presented by the Demerara Coy., Ltd., and the chairs presented by the Demerara Tobacco Coy.

There is another gift which stretches down the centre of this Chamber in the shape of this greenheart table, and I think I am right in saying that thanks for this gift has already been recorded by the late Council. It is a sad fact that the 1953 Constitution has already come and gone, and that the high hopes which we had and which were the occasion for these generous gifts, were brought to nothing by those who abused that Constitution and perverted it. But, I can give the assurance to this Council that we shall take these gifts in trust and

cherish them against the day when Constitutional progress can be continued. I beg, formally, to move the adoption of the two motions which I read to the Council.

**Mr. Bobb:** Custom decrees that on occasions like this, there ought to be given to people who are willing to undertake the task, the opportunity of expressing gratitude on behalf of others. I do not know whether it is true to say this afternoon that the mantle has fallen on the right person, when I realized that I was being asked to second the motions expressing the appreciation of this honourable Council for the magnificent gifts which we have seen here. Yet, I cannot hide my feelings of appreciation and I do wish, very sincerely, to add to the remarks of the hon. Mover of these motions, and to say that these gifts have come at a rather auspicious time. With the coming of the clock itself, it would appear that the very design is an indication to us that the gloom which had settled upon this country will now begin to pass away.

These things, I do not think, Sir, happen always by chance, and I rather want to think that the hand which designed these gifts has been guided in so doing, to lift our hopes and to give us further inspiration for the work in hand. I was speaking to someone on the East Bank, roughly a month ago—before Mr. Naylor arrived in this Colony. I do not think the person knew him, but he said to me: "I know that Mr. Naylor is coming and that he is a great donor". He was speaking about something else, not about this occasion at all. Therefore, although we have heard enough this afternoon by way of expression of appreciation for the gifts already received, perhaps the half has not been

[Mr. Bobb]

told. I want to join this afternoon, on behalf of myself and of all those who have spoken, in expressing to the Chairman of the Demerara Coy. Ltd., and those connected with his firm, our sincere and grateful appreciation of this gift. Reference has already been made to this firm's long period of association with this Colony, and one has reason to think that this association is going to show itself in more progressive forms in the days that lie ahead. Similar appreciation is due to the Demerara Tobacco Coy., for its generosity.

It might be quite in place and appropriate for me to throw out another suggestion,—a suggestion which has come from one of our Labour leaders. He once said within my hearing: "We would like to see the firms of this country, instead of just paying bonuses to our workers, do something more—like helping to build a hospital which generations to come would be able to look back at with pride and appreciation. That is a suggestion which was made in all sincerity, and it just shows how some people are thinking. I am sure that this clock, like the chairs and the table which are in this Chamber, will be cherished, and I am very happy to be associated with those who are fortunate to see these gifts exhibited. I join in profound appreciation of the magnificent spirit of generosity and goodwill manifested by these firms.

**Mr. Speaker:** As no other Member wishes to speak, I shall put the question that both of these motions be approved.

Question put, and agreed to.

Motion unanimously approved.

## ECONOMIC DEVELOPMENT OF BRITISH GUIANA

**Sir Frank McDavid:** I beg to move that the relevant Standing Orders be suspended so as to enable me to move the first of the three motions of which I have just given notice. This first one is a matter of some urgency, and I feel that hon. Members will agree to the suspension I now crave. The motion reads:—

"Be it resolved:

"That with reference to the Report on the Economic Development of British Guiana by the Mission organised by the International Bank for Reconstruction and Development, this Council approves in principle of the expanded and accelerated development programme for the years 1954 and 1955 presented to Council on 11th February, 1954, and of the financial arrangements for its implementation.

"Be it Further Resolved: that this Council further approves of the continuation of expenditure on all works in progress previously approved by the Legislature and of the incurring of expenditure on new projects pending the preparation and submission of detailed estimates for the approval of the Council."

The Attorney-General seconded.

Question put, and agreed to.

Standing Orders suspended.

**Sir Frank McDavid:** Mr. Speaker, this motion deals with the Development Programme, copies of which have been circulated to hon. Members. I hope Members have their copies. I am not sure whether you, Sir, have one, but if you have not, one would be supplied to you.

**Mr. Speaker:** I have one; a copy was sent to me this morning.

**Sir Frank McDavid:** Mr. Speaker, Sir, exactly five years and 14 days ago,

to be precise, on the 4th of March, 1949; I moved a motion inviting the Fourth Legislative Council to approve in principle the adoption of the Colony's Ten Year Development Plan and of the financial arrangements to implement it. The analogous motion which I am now about to move is almost in exactly similar terms. In introducing my motion in March, 1949, I began my speech with these words—I am quoting from column 378 of Vol. 21 of the *Hansard*:

“With regard to the motion at item 1 on the Order Paper, I think hon. Members will agree that this is probably the most important motion which this Fourth Legislative Council has so far had on its Order Papers.”

Addressing the then Governor, Sir Charles Woolley, in the Chair, I went on:

“Fortunately, Sir, I have no great task in introducing the motion because Your Excellency in your recent Address to the Council on the 16th of December last, at the opening of the current session covered the ground so fully that there is little need for me to do more than give a brief outline such as will serve to initiate discussion of the subject.”

I went on:

“... You, Sir, informed the Council that after a series of discussions and conferences in London you were able to secure the Secretary of State's general approval of the Colony's Ten Year Development Plan as it was presented in Council Paper No. 8 of 1947, and also of the financial arrangements which were necessary to implement it.”

The parallel with today's proceedings is thus quite complete. A little later in my speech in March, 1949 I went on to say this:— and I quote from column 379 of the same volume of *Hansard*—

“As Members are aware, the Development Plan is the result of the work of the Development Committee which was appointed in 1946, consisting of all the Unofficial Members of this Council under the Chairmanship of Colonel Spencer, the Economic Adviser.”

Only three of the 18 Unofficial Members who collaborated in the preparation of or appended their signatures to that report are with us today—Mr. Lee, Mr. Raatgever and Mr. Farnum. I should like to say that that report is a remarkable document, comprehensive in scope and broad and far-seeing in its outlook. It comprises two volumes: one containing the main report and the other containing a series of subsidiary reports prepared by the sub-committees, covering in great detail every aspect of the development programme which was recommended both for the first five years and for the second five years of the Plan. Here are the two volumes, comprising altogether 466 printed pages.

And yet a little later in my speech in March, 1949, I said this, and I quote again:

“In speaking of this Plan I think we should be careful to have in our minds the basic idea behind it, and in this respect I can do no better than again read a quotation, because the meat of that idea is contained in paragraph 3 of the report itself. That paragraph reads thus:

“The Ten Year Plan now proposed, therefore, represents an effort to fit a balanced programme of development within practical financial limits with the hope of possible expansion later on, particularly in the second five years. Even so, it should not be judged solely as an isolated collection of schemes and projects, but rather as part of a more general programme in which other administrative activities of Government and above all, its financial policy, private business enterprise and public and private research can and shall all be directed towards the same objective of development.”

I went on:

“That contains the basic idea behind this Plan. It is not an isolated collection of schemes just put together. It is the base from which our general development springs. We must also depend upon what private enterprise can do . . .”

[Sir Frank McDavid]

Now, this Plan was duly initiated and carried into effect with modifications from time to time. Eventually the Administration considered it necessary and desirable to seek expert advice as to the next stage of the plan particularly in the light of changing circumstances which had become so obvious; and so with the concurrence and assistance of the Government of the United Kingdom an invitation was extended to the International Bank for Reconstruction and Development to send a technical mission to British Guiana to survey the field and to make recommendations. As members know, typescript copies of the report were received last year and printed copies became available to Members during the last few weeks.

Now, I wish to draw attention to what the Mission had to say about the original Development Programme. In Chapter 2 of their Report — I hope Members have their copies—at page 16, they deal with “The Postwar Development Programme” and begin the chapter thus:

“In the postwar period, a sizeable development programme was carried forward in British Guiana. Public and private investments together averaged 21 per cent. of gross national product between 1948 and 1951. Private investment alone furnished nearly 17 per cent. out of this 21 per cent. A very substantial part of the funds for investment came from external sources.

On the whole, the results were satisfactory. Between 1947 and 1952 exports of sugar rose by 20 per cent., rice by 40 per cent. and bauxite by nearly 80 per cent. In real terms, *i.e.*, allowing for the rise in the price level, national income increased by about 14 per cent. between mid-1948 and mid-1951 (4.6 per cent. a year) and average income per head by 6 per cent. There was a further increase in national and per capita income in 1952.

In the public sector, investment for development purposes (as somewhat loosely defined) from the end of 1952 amounted to about \$28 million. The programme resulted in the completion of a number of projects, especially in agriculture, which strengthened the economy, and in marked improvements in the health, educational and social welfare services of the colony. The programme was carried out without fiscal or monetary disturbance, an achievement especially noteworthy in view of the unsettled world conditions of the period. The experience gained in carrying out this programme affords guidance for future development. If, therefore, the mission draws attention to some shortcomings, it is with this end in view, and not from any underestimation of its substantial achievements.”

I repeat that phrase—“and not from any underestimation of its substantial achievements.”

Mr. Speaker, I began my address to this Council with these introductory remarks with set purpose and deliberate intent. I have done so in order to draw attention to them and to condemn as strongly as I can, and indeed as vehemently as I can, an attitude of mind which is prevalent among people in this community as regards both their country and themselves.

I refer to the idea that British Guiana has been and is still suffering from what is termed stagnation; that it has been and is still a much neglected country; that nothing has been done to advance its economic and social progress; and finally, that past Administrations and the British Government are guilty of failure to take appropriate steps in these respects, and that now is the time for repentance and a change of heart. There is, of course, no truth whatsoever in these allegations and assertions, and much of what is said is just arrant nonsense. I am amazed at the frequency with which these baneful outcries are repeated in the written and the spoken word—in public speeches and



in the Press. When made by the unintelligent it may amount to mere self-deception. When made by those whose wilful purpose it is to delude and mislead the credulous it is understandable. But when these misrepresentations are made by intelligent people who ought to know better, then, in my opinion, it amounts to folly, and criminal folly at that.

What is the real truth of the matter? I myself have spoken on this theme before, and recently in the late State Council, and I was glad to hear my friend and colleague, Mr. Macnie, touch briefly on it in his very excellent speech during the recent Budget debate. The truth is that British Guiana has been triumphantly successful in achieving very real progress over the last 20 or 30 years, and particularly during the last 10 years; that it has overcome most of the formidable difficulties inherent in its geographical and its physical situation; and that its present problems arise out of and because of that very success. I wonder how many of my listeners have read "British Guiana's History" by Rodway? He wrote the history of British Guiana in 1891, and what he then wrote in his introduction is still true today. Wrote Rodway:

"Every acre at present under cultivation has been the scene of a struggle with the sea in front and the flood behind. As a result of this arduous labour through two centuries, a narrow strip of land along the coast has been rescued from the mangrove swamp by an elaborate system of dams and dykes. Centred along the rivers and creeks lie a thousand abandoned plantations, most of them indistinguishable from the surrounding forest; these present the failure of the early settlers. At first sight the narrow line of sugar estates seems but a very poor show for such a long struggle with nature, but when all the circumstances are taken into consideration it is almost a wonder that the Colony has not been abandoned altogether."

Were Rodway alive today he would doubtless be surprised and very happy to find how far we of this generation have surmounted all those formidable difficulties of which he wrote. He would be more than surprised to find that this country can now claim to be the equal in health conditions or better than any of the more favoured countries of the Temperate Zone. Perhaps I am exaggerating. I may say better than many of the most favoured countries of the Temperate Zone. We of this generation have seen the sea defence problem almost entirely solved, and the inception of many large-scale drainage and irrigation works which will ultimately, we believe, completely solve that other problem also.

You, Mr. Speaker, are a little older than I am. Shall I say an older man than I am, and you have been in public life far longer than I have, but I am sure you will bear me witness when I speak of the remarkable transformation that has taken place in both town and country during the period of our official careers. We have seen Georgetown transformed into a fine city, properly sewered and drained, with fine buildings, streets and roads. The sewerage system in the city alone is a remarkable achievement. We have seen Georgetown provided with a potable water supply. We have seen the people of the rural areas—most of them—provided with potable water through a system of artesian wells, and by this means the people have been rescued from the dangers and risks of intestinal diseases which were so prevalent. Last, but not least, we have seen the complete eradication of that scourge, malaria. As a result this country has at last become a place fit to live in, and is now having a natural increase in its population.

[Sir Frank McDavid]

Only a few years ago the Evans Commission came to British Guiana with terms of reference to inquire into and make recommendations as to whether the surplus West Indian population might be migrated here, and I remember one of their chief considerations was the health of this country—as to whether the good people of the West Indies who were surplus could reasonably be expected to live here. The Evans Commission did give us a favourable nod. Indeed they recommended migration here, and in their report they did not hesitate to recall that only a few years back there were a fewer number of East Indians in the Colony than had been brought here under immigration, even discounting repatriation. That is to say there had been no natural increase at all, so that we had less than were brought in.

That was only a few years ago, and it was dealt with in that report which is not five years old. The fact that our population has at last started to increase naturally, to a point where such increase becomes a problem, is something which I am sure neither you, Mr. Speaker, nor I could have conceived in the early days of our official life. The effect of that rise in our population is seen in the fact that some 38 per cent. of the population is now under 15 years of age; and this is the core of our present problem.

Before I leave this "success story" I want to say something in tribute to a few of the many individuals who have contributed to the progress in this Colony. I recall that Mark Antony said in his oration:

"The evil that men do lives after them. The good is oft interred with their bones."

Here in this Colony it is so rare to find tributes paid and recorded in appropriate places to whom they are due. I would like to recall the work of

the late Mr. Case. It was he who first showed us the way of solving our drainage and irrigation problems. I would also like to recall the name of Mr. Harrington, to whom far too little tribute has been paid. It was due to his engineering skill that we have been able to take artesian well water in potable form to our rural population.

I also recall my respected chief, Sir Gordon Lethem. It was he who had first the vision of comprehensive drainage and irrigation schemes in this Colony, and prepared plans for them, but he could not get the money for all he wanted to do. It was he also who foresaw the rise in the population of the Corentyne area, although he did not see the result of D.D.T., and it was for that reason, and in the face of some determined opposition, he pressed on with the initiation of what is now the Corentyne Drainage and Irrigation Schemes on which we are still engaged. I would also like to recall the predecessor of our present Chief Secretary, Mr. William Leslie Heape, who is not always considered a brilliant person, but it was he who, with great determination and again against opposition, initiated and sponsored what became the D.D.T. campaign for the eradication of malaria in this country. I will not speak of Sir Charles Woolley. His regime is not old enough for any historical reference, but I may say that it was his great determination to carry through the first five years of the Development Programme of which I spoke at the beginning of my address.

I am sure no Member of this Council would want me to omit the name of Dr. Giglioli. I think we owe him more than any other man the tremendous improvement in our health conditions.

I think, Mr. Speaker, that it is essential that the canker of self-decep-

tion and self-depreciation should be removed from the minds of our people. They must cease to believe that they and their country are failures, and what is worse, failures through the evil machinations of others. What is also very necessary is that they should cease to believe that the world owes them a living, and a very good living at that. The good things of this world usually come by honest hard work.

There is one other thing: I spoke of repentance. I wholeheartedly subscribe to the condemnation by the Clergy of the deterioration among our people of moral and spiritual standards, of discipline, of respect for law and order and the rights of others. That is where we need repentance more than ever, and revival.

Our present social and economic problems, as I have shown, arise mainly out of our very successes, and more particularly our successes in achieving an increasing population. We are suffering from insufficiency of schools, from inadequacy of housing accommodation and from growing unemployment and under-employment. What we need is more schools, more houses, more cultivable lands, more equipment and more industry. We must have those things if we are to maintain and improve the standard of living of our people. These problems and necessities are now very pressing and very urgent. Speedy action is essential, and that is the reason why the second stage of our Ten-Year Development Plan on which we are now embarking is so vitally important. Time is not on our side. If we fail now to act promptly and energetically the future will be grave indeed.

And so at long last. I come to the Development Programme itself, the first two-year phase of which we are now considering and which is the subject of

the motion before the Council. Before speaking of expenditure allocations and of details, I do suggest that it would be well if we examine and have clear in our minds what are the general aims of this Programme, and for that I think we should turn to another part of this Mission's Report. Let us turn to Chapter 3, page 23, of the Report, and will Members indulge me if I again do some quoting. Chapter 3 begins with this head "The General Aim" and states:

"Because of the rising population, a continuing high level of domestic investment is essential to maintain or increase the present standard of living. The investment programme recommended by the Mission for 1954 to 1958 aims to increase the national income by 20 per cent. and income per head by 6 per cent. in the next five years. Its success will depend very heavily on the maintenance of a high level of both private and public investment.

"To achieve the over-all objective of increasing the Colony's gross national product, the recommended programme has four principal aims, which are essential to the objective:

1. To strengthen, as rapidly as the technical resources of the Colony permit, those sectors which appear most urgently in need of improvement, in order to provide better balance in the economy;

2. To provide for continued progress in those sectors where the economy is already strong.

3. To provide a programme of technical research and experimentation in agriculture and related fields as well as soil, geologic, hydrographic, topographic and other surveys, as a prerequisite for the development of the Colony's resources both during the next five years and thereafter.

4. To stimulate local savings and local investment, both public and private, in order to reduce the dependence of the economy on external capital inflows and external grants".

That is the general aim, and everything we do must be related to those

[Sir Frank McDavid]  
objectives. A little further on in the Chapter, on page 25, the Mission referred to the Five-Year Programme which they were recommending, and they said this:

"The Mission formulated its recommended five-year programme in close collaboration with the Government staff and was thus able to take full account of all current projects and activities of the Government, including projects under preliminary study as well as those in an advanced stage of preparation."

The second Five-Year Programme therefore follows on the general lines of the first and, indeed, incorporate all of the projects already in progress and planned by Government departments as well as many of those contemplated by the original Development Committee. Nevertheless, it is, I think, important to note the vital change in emphasis and direction. The new emphasis is on the individual and individual needs in recognition of the fact that the provision of adequate financial assistance to the individual in the form of credit is an essential factor in the Development Programme and in achieving economic progress. We are very greatly indebted to the Mission for having so strongly recommended in their report a very comprehensive expansion in respect of agriculture, industry, forestry, fishery and rural housing.

I think, Mr. Speaker, we are also very much indebted to them for having formulated the idea and recommended very strongly the establishment of a British Guiana Credit Corporation. I can recall discussing this matter of our credit organisations with Dr. Harrison Clarke who was chief of the Mission, and I told him what we were then contemplating. I told him we were about to start an agricultural and general loan bank which would replace the very old Co-

operative Credit Banks. Dr. Clarke insisted that that did not go far enough. What he said was required was a comprehensive form of credit designed to promote every form of industrial activity including the provision of short-term, medium-term and long-term loans for the farmer and the industrial man—the small as well as the larger ones—and for enterprise. That, he said was necessary to stimulate and promote the expansion of industry, and to increase the production and well being of the people. So, as I have said, the emphasis in this new stage is laid on the individual. It is directed towards individual improvement and individual needs.

I pass on now to the immediate position. Hon. Members, I am sure, are aware of the genesis of the present proposals for which we are very greatly indebted to the initiative and the energy of our Governor, Sir Alfred Savage. With regard to this, I feel I can do no better than to write into the record of this Council what His Excellency has himself publicly said on the subject. I think it is my duty to do so, and so I will ask you, Sir, to permit me to read an extract from His Excellency's broadcast address over our local station—Radio Demerara—on his return to British Guiana a few weeks ago.

Hon. Members will be familiar with this, but I hope they will agree with me that it is important that we should have it recorded in our *Hansard*. His Excellency said:

"While accepting without question the Bank's view that a development programme for British Guiana must of necessity give priority to projects which will enable the Colony to support its increasing population at an adequate standard of living'. I was and am of the opinion that every effort should be made to accelerate also the programme in relation to Housing, Hospital Services and Education.

In brief, the draft proposals for the first two years amount to \$44 million, of which roughly \$33 million is in respect of economic development and about \$11 million for social services. I am very pleased to state that the financing of that programme is assured.

Of the total, it may be said that we have available from our own funds nearly \$44 million by way of unspent loan balances and roughly \$2.5 million may be taken from our General Revenue balance, leaving about \$37.5 million to be found from other sources.

I am very happy to announce that H.M. Government is prepared to make a free grant of roughly \$21 million—I repeat, \$21 million of which \$15 million is new money, and to finance temporarily new loans of the order of \$16.5 million until such time as a British Guiana loan can be floated successfully.

Furthermore an assurance has been given that the whole position will be kept under review and the exact method of providing further finance for the balance of the Bank's programme will be determined in the light of the Colony's needs and the actual process made with the Development Schemes. In fact proposals for the subsequent period are now being prepared for submission to the Economic Council.

I would like to give you a brief summary of the proposed two-year programme. You will appreciate from the figures I have mentioned that considerable increases over the Bank proposals have been adopted and indeed we have brought in a number of new items.

My purpose has been within the limits of our operative capacity and due economy to spread development as far as possible to every district of the country.

In passing may I say when I speak of economy I do not mean reducing expenditure but endeavouring to obtain full value for every dollar spent.

The two largest heads of the programme are:

- (a) Agricultural schemes totalling nearly \$11 million.

- (b) Housing schemes totalling nearly \$10 million.

As regards Agriculture, the Bank's allocation has been increased by just over \$4 million, mainly to provide acceleration of the Corentyne and Boerasirie projects, which have been recently reviewed on the spot by Mr. Lacey, the Adviser of the Secretary of State on drainage and irrigation, and also to cover funds for a vigorous implementation of the recent recommendations of Mr. F. A. Brown in regard to Land Settlement for small farmers, particularly in the coastal and riverain areas.

You may recall that the Bank said that the most urgent problem for the next five years will be to settle new farmers on farms of appropriate size and to begin a programme to enlarge those existing farms which are now too small to be economical.

Also a much increased provision totalling \$700,000 is proposed for the pool of Drainage and Irrigation machinery which will enable us to obtain sufficient lines for renting to farmers for clearing and improving land and so ensure in a reasonably short time an increase in agricultural production.

Included also is nearly \$2 million for agricultural research with four additional establishments of one kind or another in different parts of the country.

As regards Housing, it is proposed to accelerate and extend the present schemes in an endeavour to provide financial assistance to as many people as possible who are not presently eligible for housing loans.

Roughly \$3 million has been allocated for rural and urban housing to be undertaken by Government; both I hope for making sites available and also for building more houses for purchase or rental.

\$2 million is proposed for loans for rural and urban workers not covered by the Sugar Workers Housing Scheme; \$2 million for housing loans to public servants, which in the past have been limited to pensionable officers, but I am suggesting to the new Government that the

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field should be extended and other grades be brought within the Scheme.

\$1 million for housing at the three Government land settlement schemes, and nearly \$2 million to provide the very necessary accommodation for public officers stationed in various parts of the country.

And so in addition to the \$2.5 million recently allocated for sugar workers housing, it is proposed to provide nearly \$10 million for housing in the next two years.

Next, nearly another \$10 million has been allocated to Ports, Shipping, Railways, Roads and Civil Aviation, whilst Telecommunications, Sea Defences, minor drainage works and new public buildings will require about \$4.5 million while forestry and geological projects total roughly \$1.5 million.

As roads are much in the news, you'll be glad to hear that the proposed road programme includes adequate provision for the East Bank road, Demerara, from Georgetown to Atkinson Field.

The Bank's proposals in respect of education have been increased and whereas it recommended expenditure of \$175,000 a year for the provision of additional primary schools, it is intended to accelerate the programme by providing \$500,000 in the two years and to extend the Carnegie Trade School for Women and to provide funds for Youth Welfare.

In passing I should mention that although not part of the capital budget, it is hoped in order to improve health standards among primary school children to adopt a school feeding scheme and an application for financial assistance has been made to the United Nations International Children's Emergency Fund.

The bank did not suggest an extension of our existing medical and health services in the first five years, but I am satisfied that many improvements are essential and therefore \$700,000 has been included to cover an expanded hospital and dispensary programme over the next two years.

Under this head, the programme of providing artesian wells in rural areas has been much accelerated. New hospitals are proposed at Port Mourant, Mahaicony, Wakenaam and Leguan, while a mobile dispensary service by launch is intended on the Lower Demerara River, a dispensary at Fort Island and improvements in hospitals and dispensary services elsewhere.

I have already referred to the provision of funds for agricultural projects but in addition it is proposed to provide \$5 million to cover agricultural credits for farmers, copra dryers, animal husbandry and fishermen, and for credits and technical aid to existing and prospective industries and for the development of rural aided self-help schemes.

It is in this group of smaller schemes for the small man that I hope to see the quicker results. Also I believe it is here particularly that the Regional Development Committees will be able to help.

I have not mentioned the new Credit Corporation which will require probably half a million dollars as a working balance, but the main funds they will operate are included in the proposals I have summarised.

That then in brief is a summary of the proposed Development Plan for British Guiana for the next two years."

The end of this part of His Excellency's address is like this:

"Some people may say that the Plan is too ambitious and doubt our operative capacity to carry it out in time. I know that some delays will occur, but H.M. Government share with me the determination to do as much as is practicable as soon as is possible."

That is the end of the quotation from His Excellency's broadcast, and I am grateful to hon. Members for having listened so patiently to something which they have no doubt heard on the

air or read in the Press. But as I said, it is appropriate that it should be recorded in our official record, and it also saves me a good deal of trouble in going over the same ground again in words which probably would be much less expressive than those used by His Excellency.

I should, however, like to simplify somewhat what His Excellency has said about the financial arrangements. The position at the moment is that the unexpended balance of the money allocated to British Guiana under the Colonial Development and Welfare Act is approximately \$6 million. Practically the whole of this amount is already committed to schemes in progress or about to begin, extending up to the end of the United Kingdom financial year in March, 1956. However, with the Secretary of State's approval we can release some of this money and re-allocate it to other items of expenditure under the Plan, if this becomes necessary. The new money which has been assured to us, also under Development and Welfare, is, as His Excellency said, \$15 million, thus making our C.D. & W. money a total of \$21.

Our next resource is the unexpended balance of the proceeds of the Public Loan which we raised in England in 1951. That balance amounts to approximately \$3.9 million. Hon Members will recall that the 1951 Loan Ordinance, under which that loan was arranged, authorised the raising of a loan or loans to a total of £3 million, together with the expenses of issue. Only part of that amount was raised in 1951, and we can still raise the balance of some \$4.4 million under the authority of that particular Loan Ordinance. We can do this because—and this is important—the Schedule to the Ordinance setting out

the purpose to which the loans may be specifically applied states (I do not want to quote it) that the money is to be applied to defray expenditure on works and services set out in the Colony's Ten-Year Development Plan as approved by Council Resolution No. VII of the 4th March, 1949.

As I have already explained, what we are now doing is promulgating the second phase of the original Ten-Year Development Plan, so that the Crown Agents for the Colonies—to give their new title, the Crown Agents for Overseas Governments and Administrations,—will have no legal difficulty in putting on the market or raising privately the balance of this loan for this Plan, because it is the logical development and expansion of the Ten-Year Development Plan for which this Loan Ordinance was enacted.

Finally, hon. Members will recall that, with the concurrence of H.M. Treasury, the Colonial Office agreed in 1951 to our raising another loan of £2½ million (that is, \$12 million) to help us defray the expenditure on our drainage and irrigation schemes. We shall have to pass another Ordinance to enable that loan to be issued. It is, however, to the raising of these two loans—\$4.4 million under the 1951 Ordinance and \$12 million under a new Loan Ordinance which we have to pass, totalling \$16.4 million to which His Excellency referred when he said what I read to you—that H.M. Government has agreed to finance temporarily new loans of the order of \$16½ million. What His Excellency meant by that statement was that H.M. Government has agreed to provide facilities for a total of that amount of loans to be raised on the London market and that arrangements have been made for temporary finance through the Crown

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Agents pending the raising of these loans. All these amounts I have been dealing with—\$21 million under C. D. & W.; \$3.9 million unexpended loan balance, and \$16.4 million new loan-money to be raised—add up to \$41.3 million. So if we do spend \$44 million, the balance would have to come from our own surplus revenue.

Mr. Speaker, I have endeavoured to explain the financing arrangements at some length—probably I have wearied Members in listening to me—because of their importance and because the motion before the Council seeks specifically the approval of the Council of these financing arrangements.

One last point about His Excellency's speech and some other public speeches and comments. Comparisons have been made between this projected \$44 million programme for two years and the Mission's recommended \$66 million programme over the whole of the five-year period. But it must not be overlooked that the Mission's recommended programme also includes two projects in the first two years which have been omitted altogether from the programme now under consideration. I am referring to the expansion and development now being undertaken by the B.G. Rice Development Co., Ltd., at an estimated cost of \$5 million and the Tumatumari Hydro-electric project initiated by the B.G. Goldfields, Ltd., for which the Mission put down \$1.4 million.

As hon. Members probably know, the rice project is already well on the way, and I am very glad that I am able to say "Construction work on the hydro-electric scheme has been started". It follows, therefore, from

what I have just said that for the purposes of comparison there should be added to the \$44 million another \$6.4 million, or altogether over \$50 million.

I must express my personal opinion that we shall be unable to attain to this rate of expenditure. I think that we have not at present the physical, organisational and operational capacity to do so. Nevertheless it is well that we should have this high objective in view, and it is better still that we have secured assurance of the necessary finance to enable us to undertake it.

So far, Mr. Speaker, we have been dealing with the Programme in quantitative terms; that is to say, with reference to allocations of money to various particular sections. I am sure that hon. Members will prefer, as I do, to evaluate this Programme by an actual short examination of the various projects which are embodied in it. Therefore, I hope hon. Members will join me for just a few minutes in running through this Development Programme as it has been submitted. I should explain that there was one important section which should have been included, and that is a one-line section to provide for what I may call "Development Specialist Staff". I expressed the view a while ago that we should find it difficult to attain to this rate of expenditure and one of the reasons, of course, is shortage of technical staff and the tremendous burden on our existing staff. We require some more specialists and, consequently, I think it would be well if, at the proper time, some allocation is provided for the payment of the salaries of specialist staff to be engaged, particularly for the supervision of the projects in this Programme.

Under the head Agriculture, there are now included two schemes which



we used to embody under Public Works, —Drainage and Irrigation, one being the Corentyne (Drainage and Irrigation) with (a) Blocks I and II; (b) Torani Canal; and (c) Block III; and the other the Boerasirie project. There are also other schemes in progress that have been brought forward in this Plan, the intention being to extend and complete them. The Blocks I and II scheme does not carry any provision for major works at all. For the first year, 1954, we would use the \$150,000 as provided, especially for surveys.

The other items I should like to mention include the Rose Hall Village District Permanent Drainage System, which is a project that has suffered many vicissitudes and, indeed, I am glad to see it appearing in this programme. I hope it would be completed shortly. The reconditioning of drainage in North Pouteroyen—\$77,845—is also an old project which has already started. The Drainage and Irrigation Machinery Hire Pool—\$200,000—is, of course, an expansion of something which was undertaken last year and the year before. The Land Settlement Programme calls for \$250,000 in 1954 and \$1½ million in 1955. Land Settlement is also another very important item.

The hon. the Chief Secretary has just laid on the table the Brown Report, and that would be an important guide to what we want to do and what we ought to do.

I feel sure hon. Members will agree with the idea that was first promulgated within recent years by Mr. Lord that we should now expand on the riverain lands. We shall soon have exhausted the scope for expansion on the Coast and it is very desirable we should have land settlement on the river banks.

The Milk Pasteurization Plant is an old scheme. We have ordered all the

equipment already and I hope it will be completed this year. The Fish Market for Georgetown and Fisheries Inland and Sea are old schemes. Government has been for some time in consultation with the Town Council, about the Fish Market, as I think my friend Mr Gajraj will remember. The Abattoir and Refrigeration plant at Lethem is also an old scheme, and I hope that too will be completed this year. As regards the Lethem Abattoir I should like to say that various plans and proposals were put forward from time to time for the establishment of a tannery at Lethem and I am proposing—and I do hope that my friend Mr. Kendall will agree—to set up a committee with him as chairman to go into this question and come to a final decision. The proposal has been wandering about Government departments for a long time and I hope we will be able to do something now about it.

I need not refer to Development of the Coconut Industry or the maintenance of the Central Cocoa Processing Depots: those are all research programmes. The Central Agricultural Station is an "Evans" recommendation while the Hosororo Experiment Station is an existing scheme. So also are the St. Ignatius and Ebini Livestock Stations. I was very glad to see and talk with Mr. Good, an expert on Livestock who has accepted the post of Manager and is now living with his family at Ebini. I hope these too, will succeed. There are no other items in that section that I wish to refer to.

With regard to Agriculture, as a subject, I wish to say one or two things. Everybody knows we have reached the limit in sugar output capacity under present world marketing conditions, and we are banking heavily on rice. I know that at least one Member of this Council—I refer to my

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friend on my right, Mr. Raatgever—mentioned this matter during the Budget debate and will speak on it during this debate. He is going to issue a warning about rice. He is going to say, I believe, that the price of rice will go down in the world, and there is going to be over-production very shortly. We have been reading reports on this subject from various sources with interest. The Consultative Committee met in Hong Kong in December last and its report indicated that at that time half a ton of Burma rice was floating around somewhere. I believe this is some old weevil-infested stock which the Burmese could not sell at their price. I think it is true to say there is an increase in the production of rice in the East, and there is a tendency for the price to come down. However, in my own view, and in the view of people more competent than I, the people who eat rice are increasing in number much more rapidly than the production of rice.

British Guiana has very great rice-producing potentialities. We are well equipped to and our people know how to grow rice, and we should encourage in every way the expansion of our rice industry. That does not say we should not also do what is right and proper, that is, diversify our agriculture. This is dealt with in Mr. Brown's report on land settlement, and he recommends how such diversification should be accomplished. I know the Financial Secretary has very much at heart dairy farming, as a corollary to rice. All these things will be done, and I am sure we should not get frightened about possible over-production of rice in the world; and I am also sure warnings alone will do us no good. We must go ahead with our rice expansion schemes although, as I have said, we should not base our whole economy on rice. So much for

this particular aspect of Agriculture proper.

I now come to Forest Projects. The most important item there is—Central Timber Manufacturing Plant. I do not wish to go into it in detail because hon. Members will have read the notes and will understand that it is proposed to equip the Forest Department to handle a large variety of woods, and thus enable our production to be more concentrated on woods other than green-heart and mora—types of wood of which we have so much and which are so little used.

Under Geological and other Surveys I do wish to refer to one small item—Aerial Surveys. Mr. Lord will tell the Council that he has been very much delayed in the production of maps by aerial surveys through the difficulty in carrying out those particular surveys under the climatic conditions in British Guiana. Aircraft come here and are delayed day after day and week after week owing to unfavourable weather conditions, and of course the cost is high, because we have to pay for the detention of the planes while they are not flying and mapping. So we are now considering the employment of the British Guiana Airways to do these aerial surveys. Quite obviously, if that can be arranged it would be very suitable, because they could go about their ordinary commercial work and could be engaged in doing mapping when atmospheric conditions are favourable.

The last item in that section relates to investigations for major drainage and irrigation projects. I am sure hon. Members will agree that the amount of money there is not too small. I can only hope that we will have the surveyors necessary to carry out these surveys.

Under Transport and Communications the large sums of money there are for the continuation of the programme which hon. Members know we have been carrying out for a long time in order to put our railways in order—temporarily I mean—so that they may last for another 15 years, at least, while we are making up our minds as to what we are going to do about them. There is one item—2 motor ships—in respect of which I am very glad indeed to be able to say that it has been decided that one of those ships for the Transport and Harbours Department should be built in this Colony and built by Messrs. Sproston, Ltd. (Applause). I congratulate that firm on being able to tender for a contract of that nature, and I am quite sure I am expressing the views of hon. Members when I say we are extremely proud that we can undertake in this Colony work of such a nature.

I referred just now to the continuation of the railway service. We did put this particular problem to the International Bank Mission, and in their report they have come out on the side of keeping the railway and also rebuilding of the roads on both sides of the Demerara River. I may say that Government has not yet entirely accepted that. I feel myself that it requires a good deal of further study. Nevertheless, in the next section of the programme hon. Members will see the provision for the reconstruction of the East Coast main road. What is down there is only the beginning. There is provision also for a stone quarry, purchase of steel barges and so on to provide for the material to begin this construction. We hope to establish a quarry and equip it to provide the necessary stone to build the roads. The road between New Amsterdam and Crabwood Creek has been built on a burnt earth base, but the Mission

recommended that this particular road, the East Coast main road, should have a granite base. Here again I have reason to think some hon. Members may be doubtful about the wisdom of Government going back into the production of stone—quarrying on a large scale, but I ask Members to be very cautious and prudent in accepting or advocating the alternative.

I think I should be wearying the Council if I go into any more detail on this programme, and so I would ask them to turn at once to the section dealing with finance, because that is really the most important of all. In that section Members will see that the allocation is \$2,250,000 in 1954 and \$3,050,000 in 1955. All of these items are intended to be operated through the proposed Credit Corporation. As hon. Members know, His Excellency has been successful in securing the services of a very able man in the person of Dr. Duthie, as Chairman-designate of the Credit Corporation. As you know, Sir, and hon. Members know, Dr. Duthie has been with us for some weeks, his purpose being to explore the ground and to decide in his own mind what organisation he should require to be set up for this Credit Corporation.

I myself, before the Governor went away to England, prepared a rough draft of the necessary legislation, but the matter is still under consideration and, I hope, with Mr. Duthie's assistance in regard to his own views, that legislation will come forward as quickly as possible. I am sure all hon. Members think and agree that this part of the programme is the most important. It is the part of the programme which captures public imagination, and the part which, as I indicated, represents a new emphasis, a new direction and a new approach. I do hope we shall be able

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to get on with that feature of our development programme as soon as possible. I feel I ought not to take up any more of the Council's time in dealing with the details of this programme and must bring this speech of mine to a conclusion as quickly as possible.

There is one feature adding to the execution of this programme to which I omitted to refer, and that is the creation and appointment by His Excellency the Governor of the Regional Development Committees. I think everybody agrees that it is not practicable to stimulate development on a broad front, to encourage rural self-help schemes for which we have provided, unless at the same time we create the machinery by which the people themselves would come forward, speak their minds, indicate their needs and help to decide on what is required and what should be done. That is what we hope would come out of the Regional Development Committees.

I should have referred also to another institution the erection of which was recommended by the World Bank Mission, namely the Economic Council. Members probably know that the Governor has already appointed such a body and that it is composed of certain Members of the Executive Council with himself as Chairman and also with the addition of the Chairman-designate of the Credit Corporation, Dr. Duthie. The Economic Council is already functioning and has had two or three meetings at which important development matters have been considered and decisions taken. I referred a moment ago to our difficulties in starting, our difficulties in getting the necessary technical assistance. I am very glad to say, I have been invited to take the Chair at a meeting

of representatives of the U.S.A. Technical Assistance Mission, some of whom are already in British Guiana, and I do hope that organization would be able to provide us with some assistance in some form in the way of Specialists. I do not know, but I am hoping that out of that we would be able to get some of the help we need.

I have touched very briefly on this Report of the International Bank. I would not have dared to ask this Council to approve specifically of its adoption. I am sure hon. Members agree that it requires intensive study, which none of us has yet been able to give it. What we have done is to take the essential meat of it and incorporate it in our present programme. Of course, we are also working on the programme for the remainder of this second five years. What is very important about this is that a new Colonial Development Welfare Act will be passed by the United Kingdom sometime in 1955. Under that Act we know that British Guiana will receive a substantial allocation and, consequently, it is our duty to prepare for submission the extended programme for the whole of the next five years. That is something which we shall have to get on with at once.

The motion which is before the Council embodies a second clause which is not in the original draft, and that clause seeks to obtain the approval of this Council for the continuation of expenditure on all works in progress previously approved by the Legislature, and of the undertaking and incurring of expenditure on new projects, pending the preparation and submission of detailed estimates for the approval of the Council. The Financial Secretary has stated that it would be possible for him to present to the Council a Development Estimate in proper form, that is, cover-

ing the schemes, works and projects on which expenditure is to be incurred and is being incurred in the year 1954, and setting out the items of expenditure in proper detail. He may not be able to produce that in a composite form at once, in which case he may, if I am correct, submit individual schemes in detail to the Council for approval.

So that what we are doing today is not, as was contemplated, and perhaps so understood by hon. Members, considering a "Development Budget". We are seeking approval in principle of this Development Programme for two years, and we are saying we wish the Council to approve of expenditure being continued on works in progress which were previously approved by the Legislature, and of expenditure being incurred on the initiation of new works, pending the submission of those estimates to the Council. Quite obviously, everyone would understand that we do not wish to delay anything. The Governor will, with the concurrence of the Development Council and the Executive Council, authorize the initiation of expenditure where this is necessary with respect to any new scheme, and I have stated that Development Estimates, in due form, will be submitted by the Financial Secretary at a later date and as soon as possible. I hope I have made the position clear.

I have made a long speech on this motion—very much longer than I have ever attempted, except when I speak about rice. In it I have tried to explain that this Programme represents largely a continuation of projects which are in the original Ten-year Development Plan with a new emphasis and deviation towards the credit needs of the individual. I have also tried to emphasize that much success has already

been achieved and that, in some respects, the progress made has been remarkable. I have also tried to show that our present problems arise out of that success and because of it, and more particularly because of our success in achieving a natural increase in our population. Incidentally, I took the opportunity of attacking the false allegations and assertions of many people in referring to British Guiana as being in a state of stagnation and suffering from neglect, and I also invoked a more realistic and appropriate attitude on the part of some of our people. I have recorded the Governor's statement about this Development Programme, very properly I think, and lastly, I made a brief excursion into the Programme itself.

In concluding his broadcast the Governor made a strong plea for co-operation and goodwill, and I feel sure that every hon. Member will join with me in endorsing and supporting that plea. But I also want to supplement it with a call for more energetic action. We want less talk—it is almost ridiculous for me to talk about 'less talk' when I have been talking so much myself—and by that I mean, if we are going forward to advertise, let us advertise some achievement or, at least, the beginning of some achievement. It is time for action and, as I have emphasized, unless quick and energetic action is taken now the future will be grave. I would like to end with a phrase I used earlier on—"Time is not on our side." Mr. Speaker, I commend this motion to the Council.

**Mr. Speaker:** Before this motion is seconded I would draw attention to the form in which it appears on the Order Paper, and suggest that it be cut in two and the words, "Be it further

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resolved" be put at the beginning of the second resolution.

**Sir Frank McDavid:** Thank you, Mr. Speaker, I shall certainly accept that advice.

**Mr. Speaker:** In the original notice of motion the words "in principle" do not appear in (i). It is proposed by the mover that that paragraph be amended, and you would read the resolution with the words "in principle" between the word "approves" and the word "of" in the fifth line. In other words, ". . . this Council approves in principle of the expanded and accelerated development programme . . ."

**The Financial Secretary:** I rise to second the motion so ably moved by my friend on my right, but I do not propose to speak on it now.

**Mr. Speaker:** I suppose Members will signify their intention of speaking on this motion this afternoon or after the adjournment. I feel sure Members would like to hear everybody's opinion. It is a very important motion, and the mover has spoken at length on it. There are those who would wish to speak now. You can do so or await the final details.

**Mr. Luckhoo:** I am not rising to speak, but with your permission, Mr. Speaker I will ask a question which I feel sure is relative to one's approach to the subject. The hon. mover said that details will be submitted later for approval. Will those details be submitted in the very near future? This week? Ten days from now? How long will it be? One observes in this programme on paper, heads and large sums attached to them. I suppose the details will give a breakdown of the sums of money. The purpose of my enquiry is

to find out if we will be given an opportunity to see the breakdown before making comments on the programme.

I would also like to know if we will be permitted the opportunity of discussing the various heads as we do ordinarily in Finance Committee with a view to making our own recommendations and not just accept what is handed to us.

**Sir Frank McDavid:** The procedure which we have decided on is precisely what was followed in 1949 when we put forward the Development Plan. We had put forward a broad outline of the plan, it was discussed in a manner similar to this and approved in principle. I had undertaken to see that every item would come before the Council for approval like any other item in the recurrent budget, and as Members who were Members of the last Council know all schemes came before Finance Committee; and that of course, is the intention now. I tried to say that my friend, the Financial Secretary is contemplating producing a complete budget—in one document. But as I said, we might not be able to do that, and items may come to us individually. What is before us is not an expenditure vote, although it is seeking approval in principle of something which is making progress at the discretion of the Government. I hope I have made myself clear.

**Mr. Raatgever:** The hon. Member did not make himself clear. If I may rise to a point of correction; not to make a speech—When the proposals were put to the last Council we knew all about them. This programme was prepared by His Excellency and his advisers, and Members of this Council have only been given a broad outline; we must wait for the details. We cannot

give Government a blank cheque in this matter at all. It is so entirely different now. I was one of the Members of Council in 1946 when the proposals were made, and also when they came forward for approval in 1949. We are being asked to give Government a blank cheque for something we do not know about. I am suggesting we cannot do it; we would be failing in our duty if we did.

**Sir Frank McDavid :** I just want to say that the hon. Member may be failing completely in his duty in not supporting the programme as it is now.

**Mr. Speaker:** The consideration is that this resolution be deferred.

**Sir Frank McDavid :** The words that fell from the lips of the last hon. Member seem to infer that this Council is asking Members to give a blank cheque for the Government. It is nothing of the kind. This resolution seeks approval in principle of a plan. The second clause seeks to get permission to go on with works in progress. By that is meant, works that Members know are going on—sea defence, potable water supply, railway rehabilitation. It also seeks to authorise the Governor to stop those works wherever desirable, pending these schemes being submitted. This is the warning I gave: the longer we wait, the more delay we will have.

**Mr. Raatgever :** Sir, I crave your indulgence to draw attention to the second clause which says “. . . the incurring of expenditure on new projects . . .” I would like to say publicly that I have no desire in any way to hold up the development programme, because I am interested in having it done, but I am here to protect the taxpayers' money, and I shall do my duty

irrespective of what the hon. Member says.

**Mr. Speaker:** With the permission of Members consideration of this motion will be deferred.

**Mr. Ramphal:** I was wondering if it would not be easier for the Council if we took the resolution separately.

**Mr. Speaker:** There are, in fact, two resolutions, but the point is, in view of the expression of opinion of some members it appears that more information is required by them.

**The Attorney-General:** Shouldn't there be some formal motion for an adjournment? The question is whether we should proceed with the debate in general terms, or whether the Council should adjourn in order to get the details.

**Mr. Speaker:** The first resolution might very well be carried, but the point is that even in principle some Members say they are not sufficiently informed.

**The Attorney-General:** Is it possible for the hon. Mover, in the light of the views expressed by the two hon. Members who have spoken, to say whether it might not be desirable to split up the resolutions and take a vote on the one which is not controversial?

**Mr. Speaker :** That may be all right, but even on the first resolution which deals with the acceptance of the Development Programme in principle, Members say they want more information.

**Mr. Bobb:** I desire to endorse very fully what has been said by previous speakers. To me—and I think I am speaking for many Members—the proposition before us is so important

[Mr. Bobb]

that it is difficult for me to accept the motion in its entirety. I should like to see the motion for the acceptance of the Development Programme in principle taken first, as I am very reluctant to commit myself to the second resolution without knowing to my satisfaction something of the details involved in this tremendous expenditure. We have a duty to ourselves and to our people, and I think we ought to be in a position to have as many facts as possible at our disposal in order to satisfy ourselves about them before we are asked to commit ourselves to expenditure of this magnitude. I think the first motion should be accepted in principle, and that further information should be made available with respect to the second resolution, for which purpose the debate should be adjourned.

**Mr. Ramphal:** Perhaps I did not make myself clear. I suggest that we deal with the two non-controversial motions—(ii) and (iii)—and defer motion (i).

**Mr. Bobb:** No one desires to hold up the pace of the Development Programme. Everybody is anxious that we should get on with the job, but we have to be very careful. The time has not yet come for me to compliment the hon. Member for Agriculture on his brilliant presentation. We recognize the attractive and very efficient manner in which he has presented the Development Programme, but these defects we just cannot pass by.

**Mr. Raatgever:** I agree that motions (ii) and (iii) may be taken this afternoon because they are non-controversial.

**Mr. Speaker:** At the present moment we are at motion (i).

**The Financial Secretary:** I see that the Council is rather anxious that some statement should be made in regard to details. All I can say is that I am striving to get the detailed estimates under the programme, but I cannot at this moment say that I would be able to come back in 10 days or two weeks with detailed figures. Hon. Members will realize that the programme is a tremendous one and detailed expenditure incurred would take quite a long time to work out, but if I could get out the details for eight or nine schemes, or perhaps more, I could bring them before the Council. Then the details of the other schemes, as they come in, could be treated as supplementary items of the Development Budget.

**Mr. Speaker:** Does the Mover agree with the views expressed by Members?

**Sir Frank McDavid:** Personally, I welcome an adjournment now. Indeed I proposed to move one in order to allow Members more time. I will at once admit that some of the things I have put to Members are new. I have put new phases of this programme to them and I also indicated what, possibly, some Members did not know before—that this is not the Development Budget. It does not authorize in itself the expenditure as detailed in the various sections. What it proposes to do is to get the general acceptance of the Council, in principle, of what is proposed, and of the financial arrangements necessary. Every item has to be voted by the Council individually. The words in the second resolution which seem to be exercising the minds of certain hon. Members are:

“approves of the continuation of expenditure on all works in progress previously approved by the Legislature and of expenditure on new projects pending the preparation and submission of detailed estimates for the approval of the Council.”



I should have thought that that would not cause any alarm. The implication of the words "and of the incurring of expenditure on new projects..." is that His Excellency should have the power and should not be precluded from doing something to get a start with one or more of those schemes which Members know are desirable. In point of fact, we all know that attempts have been made to get on with the programme. For instance, orders have been placed in connection with the silvicultural scheme of the Forest Department, and it is intended to get a sort of covering approval to enable executive action to be taken in advance. It does not mean that the Council is deprived of its right to approve of all items of expenditure. The same conditions and rules hold good. Every item of public expenditure has to be voted by the Legislative Council, but I am quite prepared to and I do now move an adjournment of the debate.

**The Attorney-General** seconded.

**The Chief Secretary:** It seems to me to be a most urgent motion, and that no exception could be taken to any part of it, except perhaps the three last lines of the second resolution. To defer the whole debate and by implication hold up the continuation of expenditure on all works voted by the Legislature is to arrive at a very ridiculous conclusion.

**Sir Frank McDavid :** I am quite prepared as Mover, if it is suggested by some Member that those last three lines of the second resolution be deleted, to accept such an amendment after consultation with the Financial Secretary. I would however suggest that the implication of that would be that His Excellency *must* wait for formal approval before taking any action at all. I wish to make that

quite clear. If these words are removed it would mean that until a formal vote is obtained loans or other advances to be made through some organisation in advance of the establishment of the Credit Corporation cannot be made. If it is the view of Members that those four lines of the second resolution are unacceptable and undesirable, they can be removed.

**The Attorney-General:** I thought the view was that the first part of the resolution could be accepted because it deals with the principle, and I do not think there is any Member who will not accept the principle relating to the Plan for the economic development of the Colony. Consequently, if the first part of the resolution is disposed of and got out of the way, the hon. Member for Agriculture could introduce a resolution in similar terms when he is in a position to explain the programme to Members in greater detail. It does not necessarily mean that he would have to provide all the details as are required by a budget. What I thought hon. Members wanted was more information with regard to detail than was given this afternoon by the hon. Mover.

**Mr. Luckhoo :** If I may say so, having started the discussion, the real purpose behind it was to obtain more information relative to the expenditure which is contemplated. But no one wants to gum up or stop the work, or do anything to retard the progress of works previously approved by the Legislature. Up to that point it appears that all Members are in full agreement, but if there are works which are about to be started or are contemplated, and the hon. Member for Agriculture brought it to the notice of the Council that approval was required for the expenditure of money in respect of certain items, I have no doubt the Council will con-

[Mr. Luckhoo]

sider those items and give the necessary approval. I feel that we should get the information for which we ask, and that it is within our province so to ask.

**Mr. Raatgever:** I am quite prepared to accept the first part of the resolution, but not the additional paragraph. It is not our intention to hold up the works, but we cannot approve of the programme without having any information about it. We must know what we are approving before the works start.

**The Chief Secretary :** May I suggest for the consideration of my hon. Friends the omission of the last few words relating to expenditure on new projects from the second paragraph of this resolution. If there are any urgent projects with which it is desired to go ahead, such as advancing money for the new Credit Corporation, those particular items can be brought to Finance Committee and discussed there and approved or otherwise, as the case may be.

**Mr. Raatgever:** That is the idea.

**The Chief Secretary :** Not being a member of the Finance Committee myself supports my suggestion.

**Sir Frank McDavid:** I have already made that suggestion. If it is the view of hon. Members that those last words be deleted, I would accept that. Since then I have discussed the matter with the hon. the Financial Secretary and with his concurrence, I propose to delete the whole of that second resolved clause. It was introduced after the Order Paper was completed under considerations which we thought to be important. In view of the views of hon. Members, I, and the hon. the Financial Secretary as

my Seconder, have decided on the deletion of the whole of that paragraph.

**The Attorney-General:** If the hon. Member who has just spoken considers the second paragraph of the resolution which he is now seeking to delete, it is important—

**Mr. Speaker:** As far as I can see, some Members are not prepared to discuss the motion even as regards the first resolution until they know more about the expenditure. If there is to be any debate on the motion, I would like Members to say that with those words deleted they are prepared to discuss the policy of the motion. I have not heard anyone say so.

**Sir Frank McDavid:** I have already said that I wish to excise the second resolve clause. Hon. Members are perfectly in order in saying that every expenditure item must come before the Council for approval in proper form. That is what should be done. It should be done in respect of works brought over from the previous year as well as new works, thus securing approval of things going on in advance, with supplementary estimates showing items in progress and any new items which are intended for immediate execution. Consequently I wish to excise the second resolved clause which was put in so as to allow immediate action to go on. In view of what has been said, it is proper to excise that second resolved clause which I had attached to the first resolved clause.

**The Attorney-General :** May I remind the hon. Member of the concluding words in his speech—"Time is against us". Therefore, we are thinking in the first part of the resolution of accelerating the operation of all these works, and the other works in the

second part of the resolution are works already approved by the Legislature. The whole object is to get on with the works. If the works have been approved by the Legislature and this Legislature sees no objection to the works being continued then, I think, the first part of the resolution should be approved now.

I think the whole idea behind the question of the hon. Member, Mr Luckhoo, and the hon. Member, Mr. Raatgever, was directed towards any vague or nebulous statement. If there was some programme without giving them the details, they were perfectly willing to agree to the programme as indicated by the hon. Member for Agriculture. As I understand it, the first part of the resolution seeks the approval in principle of something which everybody who has the interest of the country at heart has already approved. The next point is, how far we can stimulate and accelerate the works. Therefore, this first part of the resolution seeks to do what the Member for Agriculture has requested of this Council. I am agreeing with the hon. Member for Agriculture.

**Sir Frank McDavid:** This debate is quite irregular. I can assure hon. Members that the omission of formal approval at this stage of those works in progress, is not going to make the slightest difference, as the works must go on. Let us go forward and have the items properly voted on in Finance Committee. I can assure hon. Members that the works on the sea defences, potable water supply, repairs to the Transport and Harbours steamers and railways, etc., will not stop; they will go on.

**The Attorney-General:** Despite of risks, having regard to what the hon. Member has said, this Council should put its acceptance on it.

**The Financial Secretary :** There seems to be a misconception of the expenditure. Works in progress are works actually proceeding on Warrants of the Governor. The only thing that is not likely to go on is expenditure on new works. I have intimated that as soon as I obtain the details in respect of new schemes, I will bring them at once to this Council and also the details of schemes in progress. I should have brought the latter with the ordinary Budget, but omitted to do so as the schemes had been transferred to the Development Budget.

**Mr. Speaker :** Do hon. Members understand what the hon. the Financial Secretary has stated? He has said that no new expenditure will be incurred. With that understanding the motion need not be amended, and Members can speak on the whole motion whether those words are in it or not. In view of the understanding given by the hon. the Financial Secretary, it is for Members to say whether they accept it or not, that no new expenditure will be incurred without this Council knowing about it. There seems to be no desire to get on with this debate, but even when you go into Finance Committee that does not prevent you from speaking on anything that is suggested. It is for the Council to decide. I cannot allow the words to be withdrawn unless it is put to the Council.

**Sir Frank McDavid :** I move the adjournment of the meeting to tomorrow.

**Mr. Speaker :** Any Member can move the adjournment of the Council and I am bound to put that motion only.

Question put, and agreed to.

**Mr. Speaker:** I adjourn the Council until 2 o'clock tomorrow afternoon.