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Governor
Milfield
Cont
97

NAIROBI TOWNSHIP
DEVELOPMENT

1915

2nd Sept

Trs Minute by the Municipal Committee on
Professor Simpson's Report. Submits observations.

Last previous Paper.

19025

Mr. Fiddian

We sh^d have this printed
& brought before the J.A.A.S.

H. V. B. 3/27/15

Print & circulate.

At 5/1/15 at

Circulated to J.A.A.S. Committee 16 Nov 1915

See memo 5/1/15

HT

17/1/15

Last subsequent Paper.

5/1/15
See memo 5/1/15
2/1/15 for info - location

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50323
REC'D
GOVERNMENT HOUSE,
NAIROBI,
BRITISH EAST AFRICA.

241

CONFIDENTIAL No. 27.

22nd September 1915.

5759-40

Sir,

With reference to your predecessor's Confidential despatch of February 20th respecting Professor Simpson's proposals regarding the future development of the township of Nairobi, I have the honour to transmit herewith a Minute on the report by the Municipal Committee.

2. The views of the Municipal Committee, as expressed in their minute dated April 14th 1915, so nearly approximate to my personal opinion regarding the matters under discussion that I do not find it necessary to write at length upon the subject, and will content myself with briefly recording the conclusions at which I have arrived after perusing that minute in conjunction with all that has already been written upon this important subject. In so doing I propose to follow the order in which the various points have been dealt with by the Committee.

3. It is apparent that the Committee was not in possession of full information when its findings were promulgated last year. The contents of this

later/

THE RIGHT HONOURABLE

ARTHUR BOMAR LAW, F.C., M.P.,

SECRETARY OF STATE FOR THE COLONIES.

DOWNING STREET,

LONDON, S.W.

* 1/19 38 in reference No 1031

later minute should therefore be taken in representing its revised and final opinion.

4. The principle of the segregation of races has been accepted by all concerned, and a first step to effect that end has been taken by the definite fixation of the African location. When that location is ready for occupation it should, as the Committee observes, be made available for all African labourers, whether "temporary" or otherwise.

5. The extent to which the principle of segregation should be applied as between the European and Asiatic communities has, in my opinion, been correctly defined by the Committee. It would be an inadvisable and unnecessarily restrictive measure to erect such a barrier between the two commercial areas as would preclude members of either race from owning premises or carrying on business in a zone other than their own. So long as residence within the allotted area is compulsory, the principle may be considered to be sufficiently applied.

6. The later observations made by Professor Simpson, as recorded in the Colonial Office despatch of 20th of February, do not alter my view that the complete and compulsory expropriation of the Asiatic Bazaar is out of the question. I have no doubt that material improvement will be effected by means of strict sanitary supervision, and the Professor's suggestion that complete abolition is essential would appear to have caused him to overlook and undervalue the fact that the preparation of the Asiatic

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Asiatic commercial area will be an incentive to many of the present occupants of the Bazaar to migrate to more convenient premises, thus relieving the congestion which is one of the principal causes of the conditions which he has condemned.

7. I agree with the Committee that the addition of the River Road area to the European commercial division is neither necessary or desirable. I consider that it should be regarded as the Asiatic commercial area as originally proposed. In this connection it would be of advantage if the Committee would approach Mr Jeevanjee, as proposed in the note which has been incorporated in their minute, though I take it that no final arrangement can be concluded with him until we know that the allotment of this Area to Asiatics is approved.

8. I think we are all in agreement that the riparian area across the river is the proper place for Asiatic residences, and I understand that the members of the community concerned consider it a convenient arrangement on the assumption that their business premises are to be on the adjacent land across the stream.

9. The views of the Committee regarding the Asiatic protection seem appear to be sound.

10. With regard to the special points dealt with in the Minute under the head of "General", I would make the following observations:-

Cross Estate. The proposal to purchase this has been abandoned.

Section 123, IV, V, IX. I agree.

Section 124. The Attorney General has not yet been able to draw up the Public Health and Buildings Bill which will be a work of considerable magnitude when completed.

Section 125. This is a question of expense entirely, and cannot be entertained at the present time.

I have the honour to be,

Sir

Your humble, obedient servant,

H. C. ...
H. C. ...

GOVERNOR

SECRET

ENCLOSURE
In Despatch No. 97 of 32/9/11's
MUNICIPAL OFFICES,

NAIROBI,

April 14th. 1915.

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Recd
Res. 1.4.15

Sir,

Simpson's Report

I have the honour to forward herewith by the Municipal Committee on the Simpson Report.

2. The Committee was adopted yesterday unanimously except for a slight difference of opinion on one point. Mr. Fannhill and Dr. Ribeiro disagreeing with the recommendation on page 8 that no extension should be made of the existing Commercial Area, and expressing the opinion that a single line of shops should be allowed on either side of Kyambu Road. The other members were strongly opposed to this proposal.

3. I should add that Mr. Ghandy, who was not present at yesterday's meeting, expressed himself when sitting on the Sub-Committee which dealt with the subject as unconvinced of the necessity for any segregation as between Europeans and Asiatics.

4. A separate letter dealing with certain town planning proposals made by Mr. Jeevanjee has been forwarded to the Hon. the Land Officer.

5. I return the copy of Professor Simpson's Report which you kindly lent me.

I have the honour to be,

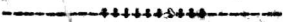
Sir,

Your most obedient servant,

EDWIN CLARK

The Chief Secretary.

Minutes by the Municipal Committee upon the Report
of Professor SIMPSON in so far as it relates to
Nairobi.



On 25th May 1914 the Chief Secretary kindly forwarded to the Committee for their consideration copy of a Report by Professor SIMPSON on the subject of Town Planning at Nairobi. Two special meetings were held thereon, on 22nd and 26th June; and on 27th June the Chairman forwarded to Government the Minutes of these meetings, which appear not to have been confirmed by the Committee.

Professor Simpson's Report in its final form which has now been placed before the Committee proves to be very materially different from that which they considered last year. In particular it contains an important recommendation not contained in the previous Report, that the European Commercial Area should extend to Nairobi River.

The Committee are now satisfied after full examination of both Reports that their findings of June 1914, when no plan illustrative of Professor Simpson's town planning proposals was before them (see their Minute No. 14) were based upon insufficient information, and they therefore feel justified in asking that the Minutes be cancelled and the following be accepted in place thereof as a final statement of their views on the whole question.

1. Proposed division of Nairobi into separate zones.
Professor Simpson's views on the subject of the principle of segregation of zones confirm the evidence of the experts before the Advisory Committee (Dr. Wilson, S.C. Report Part II, p. 79 (8); Dr. ... S.C. Report Part II, p. 14; Dr. ... S.C. Report Part ... p. 30.7;

Dr. Radford, S.C. Report Part II p. 26 B; also Aiddin Wisnom; S.C. Report Part II p. 49 B). If finality in such matters is attainable it would appear to be definitely established (in Dr. Milne's words) "as an accepted axiom in the planning and laying out of all towns in the tropics that the European population should be segregated from the natives." On these grounds the Committee agree with Professor Simpson on the necessity for an African location.

The extent however, to which this principle can be put into operation in respect to the Asiatic population at Nairobi is a question of some difficulty.

It is understood that Government has definitely decided to abandon any idea of expropriating the Bazaar. With this decision the Committee agree. Expropriation is in their view impracticable on financial grounds: it is not essential, for they believe that with proper drainage and under vigilant sanitary administration the Bazaar can be made a sanitary area: and they are also of opinion that even if the necessary money were forthcoming it could be laid out to better advantage in other directions (i.e. in establishing a water borne system of sewage).

But if the Bazaar is to remain in its present situation, it is clearly impracticable to convert the River Road area into a European area as proposed by Professor Simpson. Conversion, to be effective, means expropriation. All the arguments against expropriation of the Bazaar apply with equal force against the conversion of this Area into a European quarter, a scheme which besides being unfair to the Asiatics is unnecessary.

(3).

as the proposed Commercial area, which will eventually include the area now occupied as the Railway Subordinates Quarters, extending to about 90 acres will be amply sufficient for all commercial purposes for many years to come.

If these arguments are accepted and the removal of Professor Simpson's town planning scheme is removed; his proposal to establish a self contained Indian town on the north side of the River Falls and it becomes necessary to decide, absolute segregation being impossible whether a qualified segregation is practicable or desirable.

The negative view on this question has been urged upon the Committee by Mr. Jeewanjee through the Land Officer. Mr. Jeewanjee objects to segregation as savouring of caste distinction and proposes that the Commercial Area should merely be divided into a high class and a middle class area, the latter to include the Bazaar.

The Committee are not impressed by the argument advanced by the Land Officer that segregation is not enforced in the principal cities of the Orient. The reasons why comparisons between Nairobi and ancient Oriental cities are wholly misleading are admirably stated in Professor Simpson's Report (Para 183 p.55) as well as in the Report of the Sanitary Commission (Part 1 p.15) and the Committee consider it of vital importance that the principle be accorded the fullest possible recognition in Nairobi before it is too late.

They agree however, and have so advised the Land Officer that practical considerations must govern its segregation.

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They agree, however, and have so advised the Land Officer that practical considerations must limit its operation.

(5).

It is impossible to prescribe one Commercial Area exclusively for Europeans and another exclusively for Asiatics. If this were done the principal manufacturing and business houses of Nairobi would be forced to close down. Contact between different races is an essential and inevitable feature of life in Nairobi. It has not however been proposed to prohibit residence in the Commercial Area, and they consider that the dividing line proposed in the Report of the Sanitary Commission as the line between the European and Asiatic Commercial Areas, must be maintained as the dividing line between the zones within which Asiatics and Europeans respectively may reside. Either race should be allowed to hold land and to trade in either zone; but as regards actual residence each race should be restricted to its own zone. This must be enforced gradually by making the execution by the lessee of a covenant binding him to prevent residence on his plot by persons not of the appropriate race a condition of transfer of every lease. By this means the desired end would be attained within a reasonable period without injustice or loss to anyone.

The Committee desire to point out that there is and always has been in Nairobi a demand for small shops suitable for petty dealers altogether in excess of the supply. This has led on the one hand to rack-renting, and on the other to verandah-boarding, over-crowding and other insanitary features. The Committee consider it incumbent upon the authorities, especially if stringent Sanitary Control in the Bazaar is

contemplated, to arrange for the provision, preferably by private enterprise, of cheap and sanitary sleeping accommodations for petty Asiatic traders upon a suitable site. With this object a number of small shops should be erected on the arcade or other approved system for letting out at low rents.

With reference to the above proposal the most suitable site appears, as by the Madras State River Road property, Plot 477 which is in every way well adapted for the purpose. The Committee would be glad, if desired, to approach Mr. Jayaram on the subject. They have worked out a detailed scheme of what they consider necessary.

The town planning scheme above proposed contemplates the retention of the existing Commercial area as gazetted. Concentration is an essential condition of success in business as detachment from commercial surroundings is of residential sanity. The Committee therefore recommend that no extension be made at present of the Municipal Commercial Area, which will be amply sufficient for all requirements for many years to come, and that the Ngara Plain area be reserved as the Asiatic residential Zone as shown in the Sanitary Commission Report map. Here the Asiatic may enjoy domestic life in peaceful and pleasant surroundings and at a comfortable though not inconvenient distance from his business premises.

A "protection zone" might with advantage be established between the Asiatic residential and business areas, consisting of the land between Quarry Road and the northern boundary line of plot 257 (now used as a sports ground) produced in both directions. This zone might be utilized for recreation, sports grounds, temples &c. as recommended by the Town Planning Commission.

II. General.

The Committee offer the following comments upon particular recommendations and remarks contained in Parts 118-145 of Professor Simpson's Report:

Section 132. Proposal to Acquire Crown Estate. It is understood that Government has definitely decided not to acquire any part of the Crown Estate, and the proposals of the Sanitary Commission under this head may therefore be treated as superseded.

Section 134. General of Revenue. Deal with above. Professor Simpson's suggestion that traders should be controlled by license was anticipated by the Municipal Committee before his visit to Nairobi.

Section 132. 1. General of Revenue. Deal with above.

II Asiatic Zone do. The proposed protection zone is approved of.

III Sanitary Control. A separate minute dealing with control of subdivisions is being submitted to Government. For the rest, full power is and should continue to be vested in the Municipal Committee under Township Rules.

IV Asiatic Area - Process of Immigration.

The removal of the Indian villages, which involves the establishment of an African location, is a necessary preliminary to the opening up of the proposed Asiatic residential area. Provision of sites for public buildings is dealt with above. The scheme above set forth will not admit of

markets in this zone. The Jaevanjee market already provides for the sale of fresh foodstuff. A suitable site has been reserved for the Municipality on Tenth Avenue near the present Office of the Commissioner of Police, for Produce Market purposes and this, to the north, is the appropriate place for a grain market. The Committee consider that the place, placed of amusement &c. should be left to private enterprise, and entirely disagree with the suggestion that Crown land should be provided for any such purposes.

V. Reparation of Stores (presumably grain storage).

Free shops. This proposal it is considered though possibly feasible taken as part of Professor Simpson's scheme, must be regarded as impossible now that the idea of establishing a new self contained Indian town on the north side of the River is proved to be impracticable - Nor does there appear to be sufficient necessity to justify it. The Health Office has power to prevent storage of foodstuffs in unsuitable buildings. Further under Rule 47 of Municipal Building Rules especially stringent constructional regulations may be applied to any given case. The fact that the Sanitary Department has not yet found it necessary to ask for the

Rule to be applied points to the conclusion that the careless storage of foodstuffs can be adequately controlled under existing conditions.

VI. Control of traders by license. Such control as above mentioned is already in existence.

VII - VIII. Native Location and Quarantine Hospital sites. The sites for these have now been determined by Government.

IX. Sites for European labourers. The Committee do not agree that sites elsewhere than in the Native Location should be provided for lodging "temporary African labourers" or that provision by Government for any such sites for Asiatics is required.

X. Encouragement of migration by new sons. Subject to their views as set forth in Part I. of this Minute the Committee approve of Professor Simpson's suggestions.

Section 183. This Section expresses with admirable force the reasons why it is considered essential that the principle of segregation should be accepted; and the Committee commend it to the consideration of Government.

Section 184. Public Health Bill. The Committee have not had the advantage of seeing the Bill referred to by Professor Simpson; but they agree that a reasonable Public Health Ordinance is a necessity.

Section 185. Public Health Bill. In view of the steadily increasing mortality from dysentery and other diseases

especially among children the Committee strongly urges adoption of the Sanitary Commission's Recommendation (Report p. 17) for laying pipe sewers and for the connection of the main sewers into sewers proper as soon as septic tanks and filters can be installed. There appears to be no material difference in opinion between the Sanitary Commission and Professor Simpson, except that the latter, who would not shrink from expropriating the entire Bazaar, apparently accepts the view that a system of water borne sewage must meantime be regarded as financially impracticable. It is however daily becoming more obvious that such a system, at any rate in the Commercial Area, is a real necessity for the preservation of human life, and that it would be wiser to face the situation at once than to wait until the increase of the death rate renders delay impossible.

The Committee agrees that the outfall should be moved eastward if the levels admit. They understand that farm treatment is impracticable owing to the rocky nature of the soil; and believe it not to be indispensable.

The proposed night soil depot must be constructed with the consideration of sewage tanks and treatment. Channeling of Washahi River. This would be a great expensive improvement. It is thought the money could be better applied in other directions.

(5) Interrupting Drain at Foot of the Hill. Do.

The Committee agree that a filtered and pure water supply is a necessary thing for themselves however to be insufficiently equipped with