

EAST AFR. PROT.

57911

57911

REC'D 16 DEC 15

For
 Prepared

Cont.
 No
 115

1915

Nov. 10

Last previous Paper.
 No.
 56589

Formation of local war council

Reports sent leading up to
 formation of local war council and
 describes steps taken to organize
 the white population in a war footing

Mr. G. Fildes.

Since this dispatch was written, they
 have gone on further and passed
 an ordinance providing for compulsory
 military and civic service (56589)

Mr. Henry [unclear]'s narrative
 certainly gives the impression that the
 local Govt. has taken off its shoes
 and that it is ^{making} ~~making~~ the
 situation energetically and ~~effectively~~
 The "war council" a representative
 body, should do a good deal
 to get the local settlers to take
 more interest in the African
 operations.

Cont. 5 January 916
 copy consp. to HQ. 5 January 1916

Next subsequent Paper
 No.
 56589

... will play in
phase of operations will be
thought about by the ... of
South African troops.

What seems to be a very
sound description of the ...
recruiting position will be found
in the ...
to first ...
It shows how entirely different the
question is in East Africa, with
its native population, to what it
is in Europe. It would be
interesting to know what has
been done in this respect of
the Germans in S. E. Africa, i.e.
have they abandoned farms &
plantations and concentrated
their women and children?

We must leave it to the
local authorities to work out
the details as best they can.
In the meantime, we should
ask the ...
... of the local

... by the ... and the whole
community ...
has heard with interest of ...
the formation of a representative
local War Council, and approve
to complement the action which the
Gov. has taken?

27/12/15

- send copy of ...
the W.O. for info.

H. J. R.

28/12/15

P. 28.12

28.12.15

29.12

GOVERNMENT HOUSE,
NAIROBI,
KENYA EAST AFRICA.

November 20th, 1915.

WEST AFRICA PROTECTORATE.

CONFIDENTIAL No. 114.

Sir,

I have the honour to report on the recent events which have led to the formation by me of a local "War Council". The constitution of that body is not yet complete but it is already rendering me valuable assistance in the organisation of the Community on a war footing and I feel that I should delay no longer in bringing the facts to your notice.

2. The idea of the creation of this "Council" may be said to have originated with your ~~express~~ telegram of August 14th, which made it evident that it was highly desirable to remove any wrong impressions which had got abroad as to the relations between the civil administration, the military authorities and

note by C.S.
24-9-15

Legis. Council
Minutes
13-9-15

Refer to D.C.E.
20-8-15

Circular
21-9-15

So.
35755 2nd
Sent

THE RIGHT HONOURABLE
ANDREW BONAR LAW, P.C., M.P.,
SECRETARY OF STATE FOR THE COLONIES,
DOWNING STREET,

the public generally. This was indicated that, after satisfying the necessities of Civil Industry, Government should call upon every available man to take his place in the ranks of the local forces.

3. After conferring with the General Officer Commanding I accordingly published Government Notices Nos. 159 and 160 which appeared in the local press and in the Government Gazette of September 1st. The former was an expression of appreciation of the past services of the settlers coupled with an invitation for further recruits, while the latter was a formal recruiting notice specifying the units for which men were more urgently required and detailing rates of pay and conditions of service. In addition, at the request of the General Officer Commanding, a meeting was held in the Secretariat on August 30th to discuss the recruiting question. This meeting was attended by the Chief Secretary, Brigadier-General Stewart, Commanding Nairobi Area, Captain Percival of the Game Department and Captain E.S. Grogan. Both of these last named officers are holding temporary commissions in the Intelligence Department and were instructed by the General Officer

Officer Commanding to attend the meeting because of their knowledge of the people generally and of the opinions held by those already serving with the forces. The conclusions come to at the meeting are recorded in a minute by the Chief Secretary dated September 3rd, a copy of which is attached. In paragraph 10 of that memorandum is the first reference to a Joint Committee consisting of representatives of the Civil Administration, the Military Authorities and the unofficial community; though at that stage the proposal had taken no concrete form. The memorandum further urged a system of registration of persons as an essential preliminary to any organisation of the Community on a war footing. I was in complete accord with this view and accordingly instructed the Attorney General to draft a bill to give effect to the recommendation.

4. Following close on the Secretariat meeting came the mass meeting of Nairobi Citizens held in the Theatre Royal on September 8th at which a resolution in favour of universal service was passed as reported in my telegram of September 10th. A full report of what transpired at the mass meeting

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was published in the weekly editions of the "Leader" and "East African Standard" of September 11th, which have doubtless reached you through other channels. I should like here to make it clear that the Mass Meeting was entirely uninspired by Government. It was convened by Captain Grogan - possibly as a result of the meeting which he attended at the Secretariat a few days earlier after he had assured himself that the purpose for which he proposed to convene it was unobjectionable to myself and the military authorities. I am informed by persons who were present that the mass meeting was handled in a most masterly manner by the Chairman and those responsible for its conception. Unlike most public political meetings, which have taken place in East Africa in the past, no attempts were made to condemn the Government for any general or special act of policy. The spirit displayed was one of great earnestness and of intention to assist the Government in dealing with the emergency situation in which the war had plunged the country. Captain Grogan's occasional jocular references to certain Government Departments and to the issues of society.

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society, who have long been butts for local witticism, kept his audience in a good humour throughout and, if any persons came to the meeting with the intention of ventilating real or imagined grievances, they left without doing so.

5. The next step towards the formation of the War Council was the Special Session of the Legislature held on September 19th when the "Registration of Person Ordinance" was passed through its various stages. Following the opening of the session the appointment of a committee for formulating the Bill was decided upon. I enclose the draft of that Bill which will be duly submitted to the members for confirmation when we next meet. As soon as the bill had become law I consulted with the Chief Secretary and the Attorney General as to the constitution of this "Committee" and decided to nominate the Chief Secretary, the General Manager of the Uganda Railway, the Commissioner of Police and the Director of Agriculture as the Government members. I also requested the General Officer Commanding to approve of the nomination of Colonel Sheppard,

General

General Staff, Major (1), and Lieutenant Colonel Graham, Commanding the King's African Rifles, as military members, and invited Captain McMillan, 25 Royal Fusiliers, a large local landholder, Captain Grogan, who has large and intricate local interests, and Mr. Toogood, Manager of the Nairobi branch of the Standard Bank of South Africa, to serve on the Committee as unofficial members. On receiving an intimation from the different gentlemen of their willingness to serve I summoned them to an informal meeting at Government House the following day, instructed them in the duties I wished them to perform and drew up the terms of reference under which they were to proceed. The next day Government Notice 177 appeared in the Government Gazette which, for convenience of reference, I here reproduce:-

GOVERNOR'S WAR COUNCIL.

I, HENRY CONWAY FRANKFIELD, Knight Commander of the Most Distinguished Order of Saint Michael and Saint George, Governor and Commander-in-Chief of the East Africa Protectorate, hereby appoint:-

The Hon. Charles Elphinstone Bowring, C.M.G.,
(President)

for the purpose of introducing a policy of compulsory service having due regard to the requirements of the civil administration and the bare necessities of civil industry.

Nairobi,

September 14th, 1915.

H.C. BELFIELD,

Governor and Commander-in-Chief.

The "War Council" held its first meeting the day it was formed and has since been meeting almost daily putting up to me for consideration the conclusions arrived at by them in the form of resolutions.

The Nairobi Mass Meeting naturally attracted the greatest interest throughout the whole area of the Protectorate and local meetings were subsequently held at Kiambu, Mombasa, Mandera, Malindi, and Eldoret. The War Council attended each of these meetings except the one held at Eldoret at which transport difficulties rendered it impossible for them to be present. The Nairobi resolution was endorsed with certain qualifications at the other meetings and follows:-

At Kiambu the following was passed:

"That this Meeting is prepared to fully endorse the resolution brought forward by Mr. Grogan at the Nairobi Meeting and further wish to express their thanks to Mr. Grogan for the patriotic way he has exerted himself to bring the wishes of the Settlers to the notice of Government".

At Nakuru and Lumbwa the Communities endorse the Nairobi resolution subject to the proviso that by doing so they had not stultified other resolutions passed by them.

At MOMBASA the resolution read:-

"This Public Meeting of Mombasa citizens assures His Excellency the Governor of its unqualified support in any measures he considers necessary for the further prosecution of the war".

The Eldoret Community passed the following:-

"This meeting strongly supports the principles of National Defence and the scheme of general organisation".

At Kiambu the Community expressed a desire for special representation on the War Council and passed the following resolution:-

"That while this Meeting has no direct influence in the various matters of the War Council, it will support the Government in any measures it may take for the prosecution of the war".

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Council, it draws the attention of His Excellency the Governor to the fact that the Committee includes no non-official practical men to represent the Stock, Agricultural and Planting interests of the country and respectfully requests him to consider the advisability of including such representatives in the Council".

At Nakuru and Limbwa, however, the Settlers could not see their way to accept any War Council as originally constituted as sufficiently representative and the following was passed:-

"That this Meeting whilst upholding the principle of National Defence is strongly of opinion that it should only be introduced if vitally necessary for the safety of the country. We thoroughly endorse a scheme of general organisation and believe that every Settler, townsman and official who can be spared, should put themselves at the disposal of the Government. We urge very strongly that three practical farmers elected by the Settlers themselves be appointed to the War Council, whether National Service is introduced or not to assist in this scheme already referred to and which would materially help

the Council in their organisation of the farming community. We think these should be elected from three parts of the country by all Europeans, official and others. We consider these proposed members should be elected exclusively from the following areas:-

No. 1. AREA.

Ulu, Kiambu, Kikuyu,
Limuru, Port Hall, Kenia.

No. 2. AREA.

Uasin Gishu, Trans Nzola.

No. 3. AREA.

All other Districts west of
Escarpment to Kibos."

The War Council in due course put up the following resolution to me:-

"After hearing the reports of the meetings recently held at Kiambu, Limuru and Limbwa, and after learning from the deputations which attended those meetings the impressions formed by them of the attitude of the rural communities towards the constitution of the War Council and being convinced that the success of the scheme for organising the resources of the Protectorate on a war footing would be prejudiced unless effect is given to the unanimously expressed

desire of the said communities for more direct representation on the War Council.

It was resolved that the following recommendation should be made to His Majesty the Governor:-

THAT the War Council be increased by three members one to be selected in each of the three areas specified in the Watafu and Lumbwa resolutions - or from any modification of such areas as may be mutually agreed between them.

THAT, in the absence of any electoral machinery, these three additional members be selected by such means as the male European communities in each area may find to be convenient and sufficient, provided that those on active service with the forces are not precluded from taking part in the selection of representatives for their respective areas, the Military authorities being willing to make the best possible arrangements to enable such individuals to record their votes.

which I decided to accept in order that the success of the organisation scheme might not be endangered by internal differences.

Yours faithfully,
[Signature]

opinion. Steps are now being taken by the committee concerned to select their representatives.

At Moulana, although the concessions I had agreed to extend to the upcountry communities were fully explained, the meeting was content to leave the arrangements in my hands without qualification and no request was made for a direct representative.

7. In the meantime the War Council had passed the following resolution on September 16th:-

"RESOLVED that His Excellency be asked to issue a circular letter to all District Commissioners briefly detailing the purposes of the Ordinance, stating that the situation requires that every available fighting man should be warned to hold himself in readiness for active service due regard being had to the requirements of the civil administration and the bare necessities of the civil industry also informing them he has appointed a central War Council to assist him both as to the best means of carrying out the purposes of the Ordinance and in the better co-ordination of the Military administrative and industrial activities of the

protectorate, such co-ordination being based on the principle of equality of sacrifice. Adding that the collection of the detailed information for the proper elaboration of the plan and, later on, the local application of any general policy must devolve upon local committees who, being acquainted with local conditions would be best qualified to obtain the desired military result with the minimum damage to the civil system. That District Commissioners should therefore take steps to form such local committees and should shew His Excellency's circular letter to a few of the more prominent and discreet residents in their districts and invite their co-operation".

As a result of this resolution I addressed a circular letter to each of the District Commissioners who have proceeded to form local committees to deal with local affairs. I attach a copy of this letter as well as of one which was issued at the same time from the Secretariat. These local committees were subsequently officially recognised by Government Notice and appearing in the Official Gazette of October 13th. They, as well as the War Council itself, were

cer special powers under the Registra-
tion of Persons Ordinance, 1915 - vide Govern-
ment Notice No. 100 in the Gazette of the
3rd date.

I am convinced that the existence
of this Council and of the District
Committees at the present time will be of
very great help to me in securing the local
co-operation of all members of the Community
in the task which lies before us and I trust
that the action I have taken will meet with
your approval.

I have the honour to be,

Sir,

Your humble obedient servant,

Andrew Beyced

GOVERNOR.

Minute by the Honourable Chief Secretary.

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Your Excellency,

As already reported, a meeting took place in my office on the 30th ultimo to discuss the possibility of obtaining additional recruits for our local volunteer forces and the steps that should be taken to enlist further men. General Stewart, Commanding Nairobi Area, and Captains Grogan and Percival of the Intelligence department were present in addition to myself.

2. The meeting was unanimously of opinion that although a special appeal attended by a recruiting campaign on the lines suggested in S. 12521 might result in a few volunteers for active service during the coming year, no appreciable addition to the combatant forces could be expected unless and until some form of registration of all Europeans in the Protectorate were introduced. General Stewart had already written in to the General Officer Commanding suggesting that a Register of white men similar to that now in force in the United Kingdom should be compiled for the whole of his area, vide (A).

3. On 31st ultimo I discussed the matter further with Captain Grogan and Mr. Netley, Commissioner of Police, who was equally convinced of the necessity for a system of registration of Europeans as a preliminary to any considerable further recruitment of volunteers.

4. In approaching the recruiting question at the two meetings above referred to, we accepted as an axiom the advice of the Secretary of State in his speech & telegram of August 12th that, after satisfying the above
necessities

necessities of civil industry. The Government should call on every available soldier to take his place in the ranks of local forces.

5. It will I think be admitted by all that it is no easy matter to decide when the "bare necessities of civil industry" may be considered to be satisfied. A very complete system of registration is essential in the first instance and the next step will be to organise the white population on a war footing so as to make the best use of every individual.

6. It is important to bear in mind the fact that certain measures for satisfying the "bare necessities of civil industry" which might be perfectly feasible in Europe would be quite out of the question in Africa. These measures refer mainly to the employment of women in farming and planting industries. Here the settled areas are surrounded by large tracts reserved for the manual labour employed in agriculture and it would be manifestly impossible to withdraw all the settled area from the cultivating farms and plantations and to leave the negroes at the disposal of white women.

The "bare necessities of civil industry" which may be satisfied in Europe and in Asia would not be so easily satisfied in Africa. In Africa, the negroes are not only not so numerous as in Europe but they are also not so well organized. They are practically unorganised and untrained and would readily succumb to any form of discipline.

especially in the Kikuyu country, land which has once been cultivated and then allowed to become overgrown with weeds and native grass becomes far more difficult to clear again than ordinary jungle land.

8. It would appear therefore that some compromise will have to be arrived at whereby steps are taken to ensure that the local interests of settlers who join the military forces are not entirely neglected; and it will be of paramount importance to see that arrangements are made whereby their wives and families are safeguarded from all risk of molestation by natives.

9. There are various methods whereby these objects could be attained. It might be possible for farms and plantations to be grouped for purposes of supervision and one or more persons told off to look after each group. Arrangements might be made to congregate the women and children from the outlying farms at certain specially organised centres. The Military authorities might be willing to allow the men to spend in rotation a certain proportion of their time on their farms and plantations. The Civil Administration might be able to arrange with native chiefs and headmen for the working of the land and the harvesting of the crops.

10. These are, however, matters which cannot be gone into in detail until the Register has been compiled and it will then probably be desirable to appoint a Joint Committee consisting of representatives of the Civil Administration, the Military Authorities and the unofficial community to make recommendations on the subject. One thing is certain and that is that all

three sections of the public must work together with mutual confidence and loyalty if a satisfactory arrangement is to be arrived at.

11. In paragraphs 8-10 I have dealt more especially with the non-urban population. As regards the towns the difficulties do not appear to me to be so great and I believe that the proper organisation of the inhabitants of our larger townships would free a number of men both for service at the front and for replacing farmers and planters who might enlist.

12. But I believe also that, unless the European population of the Protectorate is organised on a war footing, the prospect of obtaining more volunteers for the combatant forces is bad. There are in my opinion two principal hindrances to volunteering at the present moment. The first is, the fact that a stage has now been reached at which merchants, professional men and retailers generally do not see why they as individuals should make large personal sacrifices while their neighbours not only continue to carry on business as usual but also in certain cases even acquire the business of those serving at the front. To remove this feeling a war-footing organisation appears to be the only remedy. The second cause I believe to be the idea which has undoubtedly got abroad, that Government is not allowing a sufficient number of civil servants to enlist. I am at present compiling figures which will I hope dispel this idea, but I would propose in addition on completion of the Register, to convene a meeting of Heads of Departments and see whether it would be permissible still further to deplete the staff.

I do not believe that there would be any real opposition to a... of the European community in... which the... of a Register is an essential... to the... I believe it would be well... by all... of these... and... of such persons would not be... of... I therefore most... a special meeting of the Legislative Council... in order to pass a... Ordinance... General... at home... in the... of... which could be... required... have to be... useful to... of business... also... their wives and families during... proceed to collect... required under Martial Law, but I think it would be more satisfactory to obtain the... by... for... after consultation with... that... District... and that... be left to the Police... Officer, ... would give to assist in... of all newcomers or persons returning

returning to the Protectorate. All completed forms would be sent to the various District Commissioners who would analyse and tabulate them and return them to some central authority - preferably the Secretariat. Here the District abstracts would again require to be analysed and tabulated and probably voluntary helpers would come forward to assist in this work. The next stage would be the tentative organising of the community with due regard to their individual circumstances and qualifications - this as I have already remarked could probably best be taken in hand by a special committee. Finally provision would be required to bring the organisation into operation, but perhaps it would be better to treat this as a matter for separate legislation and in the first instance merely to take powers for registration.

(Signed) C. G. SCHEIDT

CHIEF SECRETARY

to the GOVERNMENT.

3rd September, 1915.