

1937

38016

CO 533/477
KENYA

38016

PROVINCIAL ADMINISTRATION

CLOSED
UNTIL

~~1938~~

BOUNDARIES

Previous

R 247

6/9

298

4/11

1935

247

Subsequent

Revision of Report 546/

1938

R. 277

26/6/37

R. 309

18/7

Mr. Paken

22/8

M. Flood

22

R 299

29/7

29/7

30/8/7

303

31/8

299

6/8

297

14/10

Mr. Paken

16

M. Flood

16

Mr. Paken

19/10

Mr. Flood

R 297

27/10

Sir F. Stockdale

27/10

R

Colonel Pudsey, brother of the D.P.W., Palestine, and a settler in Kenya, called yesterday afternoon. He said he wanted to speak about the proposal made by the Carter Land Commission in regard to the Suk tribe. This is contained in Chapter VII of the report, paragraphs 855-913, and the main thing is the last recommendation that the Suk-Karamoja boundary should be altered so as to get the tribe under one administration. As Colonel Pudsey pointed out, this has nothing in particular to do with the Carter Commission's arrangements, and the Commission made no recommendation about it beyond saying that it seemed worthy of consideration and that the matter could be dealt with quite separately by arrangement between the Governments of Kenya and Uganda. Of course, to alter the boundary would require the alteration of legal instruments and Colonel Pudsey said that fact did not matter so much because arrangements could surely be made whereby the portion of the tribe in Uganda was dealt with by the same people as dealt with it in Kenya. This, of course, is not so easy, since there are various questions of court jurisdiction and so on involved, but inasmuch as at present the 1,315 square miles of the West Suk district is administered from Karamoja it ought to be possible to reverse the process. Colonel Pudsey said that he took a great interest in the matter and thought that now would be a very good time to deal with this question. He suggested that the best way of tackling it would be for a local committee to be appointed, which committee, in his opinion, should consist of Provincial Commissioners, and not the District

Officers

C.I.
PROVINCES
SOMALILAND
NOMADS

R

2

Colonel Pudsey, brother of the D.P.W., Palestine, and a settler in Kenya, called yesterday afternoon. He said he wanted to speak about the proposal made by the Carter Land Commission in regard to the Suk tribe. This is contained in Chapter VII of the report, paragraphs 855-913, and the main thing is the last recommendation that the Suk-Karamoja boundary should be altered so as to get the tribe under one administration. As Colonel Pudsey pointed out, this has nothing in particular to do with the Carter Commission's arrangements, and the Commission made no recommendation about it beyond saying that it seemed worthy of consideration and that the matter could be dealt with quite separately by arrangement between the Governments of Kenya and Uganda. Of course, to alter the boundary would require the alteration of legal instruments and Colonel Pudsey said that fact did not matter so much because arrangements could surely be made whereby the portion of the tribe in Uganda was dealt with by the same people as dealt with it in Kenya. This, of course, is not so easy, since there are various questions of court jurisdiction and so on involved, but inasmuch as at present the 1,315 square miles of the West Suk district is administered from Karamoja it ought to be possible to reverse the process. Colonel Pudsey said that he took a great interest in the Suk and thought that now would be a very good time to deal with this question. He suggested that the best way of tackling it would be for a local committee to be appointed, which committee, in his opinion, should consist of Provincial Commissioners, and not the District Officers

Date 11
1) Copy

Officers

Officers, who were too narrowly involved in local administration, with somebody to preside over them who would be independent, if necessary. He thought that he himself might be able to help, as representing the Suk people.

I said I would look into the matter and, if possible, would start it by sending a despatch to Kenya to get the ball rolling.

S.E. Hand

23.6.1937

The history of this matter is summarized in No. 1 on 10233/26 in the minutes hereon.

The present arrangement was adopted as a result of a conference between the Provincial Commissioners concerned.

J.P. Packer
22/7

Yes: the despatch makes enquiry & can go off.

S.E. Hand
22-7-37

1 Tokomwa - 595 - Canso - 29/11 - 29/7/37

2 Tokoganda - 339 - (w/c 1) all - 29/7/37

HM

Col. Paddy called on me yesterday. I promised that if a reply to our despatch arrived before he left for Kenya (16 Sept.) I would get him here to discuss it. He was anxious that Sir A. Gordon should be kept in the loop, & I said that I would see if it could be done.

I shall depend if a look at it can be kept for a despatch, if it comes, the matter should be regarded as urgent.

noted in Registry

W.C.B.
70.9.37

W.C.B.
10/9/37

3. GOV'S DEPUTY, KENYA: 601 7.10.37.
Trs. copy of corres. with Govt. of Uganda and states that the Kenya Govt. would welcome a joint investigation on lines proposed in (1).

Mr. Packer
File reviewed for
letter 5.F.2 -
your room, for refer
f(13).

The arguments adduced by the Government of Uganda in 1934 against the rectification of this section of the Kenya-Uganda boundary are no doubt as cogent, if not more so, ^{today} than they were then; and there does not seem to be much prospect of the two Governments being able to agree on any such rectification. There is, however, nothing to be done until we get the present views of the Uganda Government. In the meantime, this can be put by.

Sir C. Cottonley
15.10.1937

They might have had us before. Uganda is more settled about revision in Keranga than one year ago, but it is interesting to see that the officers on the spot now agree that there are advantages in a change.

*African's opinion
does not go for
each

S.E. Hand 16.10.37

Mr. Hood.

We had better not
for mentioning to Sir P. Mitchell
if there is time. and Sir F.
Stockdale should see letter.

W.S.

18/10/37

We mentioned this to Sir Philip Mitchell
who said that it does not really matter very
much but that, as far as Uganda is concerned,
he could cheerfully surrender the whole of the
Karamoja. He says, however, that to do this
would not really help them much, since the
boundaries would always be arbitrary and any
trouble that there is turns upon fights round
water holes, which nothing except a conversion
of nature will ever stop. He asked, however,
that Mr. Merrick should be invited to do
nothing whatever about it until he returns,
so though there is not much chance that anything
will be done, I have written to Mr. Merrick.

J. V. Hood

26.10.1937

4

To J.E.S. Merrick 50

26.10.37

Seen

J. V. Hood
27

12/10/37

Mr. Flood.

We had better note this
for mentioning to Sir P. Mitchell
if there is time and Sir F.
Stockdale should see later.

X

W.S.
18/10/37

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who said that it does not really matter very
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V. L. Flood

26.10.1937

4 To J.E.S. Merrick 50 26.10.37

Seen

J. F. Stockdale
29/10

K298: 24

4
DOWNING STREET.

26th October, 1937.

Dear Merrick,

In the Secretary of State's despatch No. 339 of the 5th of August, we sent you a copy of a despatch to Kenya about the possible adjustment of the Turkana-Suk and Karamoja boundary, and we have now had from Kenya a copy of further correspondence between them and you, the last of which is a letter from Pilling to Uganda dated the 7th of October, in which he states that the Officer in Charge, Turkana, has started an agreement between him and the Acting Provincial Commissioner of the Eastern Province of Uganda, to the effect that there is a prima facie case, and suggesting the appointment of a Committee to go into the boundary.

We mentioned this matter to the Governor when he was in here, and he doesn't seem to be particularly impressed with the proposal one way or the other, but he does ask that you should do nothing whatever about it until he gets back. I don't suppose you would in any case,

because

J. E. S. MERRICK, ESQ., C.M.G., O.B.E.

4
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We mentioned this matter to the Governor when he was in here, and he doesn't seem to be particularly impressed with the proposal one way or the other, but he does ask that you should do nothing whatever about it until he gets back. I don't suppose you would in any case
because

J. E. S. MERRICK, ESQ., C.M.G., O.B.E.

because it is not a matter that is really pressing, and it is a matter in which Sir Philip's experience would be of particular value.

Yours sincerely,

SECRETARY OF STATE
LONDON

Dear Sir,

I have the pleasure to acknowledge the receipt of your letter of the 21st inst. in relation to the proposed extension of the term of office of the members of the Council of the Admiralty, and in reply to inform you that the Admiralty is in favour of the proposal.

I have also the pleasure to inform you that the Admiralty is in favour of the proposal to extend the term of office of the members of the Council of the Admiralty from three to five years.

I am, Sir, very respectfully,
Your obedient servant,
J. H. B. [Signature]

AIR MAIL

KENYA
No. 601



GOVERNMENT HOUSE
NAIROBI
KENYA

13 OCT 1937

C. O. REGD

7 October 1937.

Sir,

With reference to your despatch No. 895 of the 29th July, I have the honour to transmit to you, for your information, copies of correspondence with the Government of Uganda regarding the proposal that re-adjustment of the Kenya-Uganda boundary might be examined with a view to the inclusion of the districts of Turkana, West Suk and Karamoja under one Administration.

2. It will be observed that in 1934 it was suggested by this Government to the Government of Uganda that the matter should be jointly investigated by the Provincial Commissioner of the Eastern Province of Uganda and the Officer-in-Charge, Turkana. The Uganda Government, however, replied that in its view the present inter-territorial boundary should be maintained, subject to a modification of the Karamoja - West Suk frontier.

3. The existing temporary arrangement is unsatisfactory, and this Government would welcome a joint investigation on the lines proposed in your despatch.

I have the honour to be,
Sir,

Your most obedient,
humble servant,

A. Milling
GOVERNOR'S DEPUTY.

THE RIGHT HONOURABLE
W. CRISBY GORB, F.C.M.P.,
SECRETARY OF STATE FOR THE COLONIES,
DOWNING STREET,
LONDON, S.W. 1.

COPY

THE SECRETARIAT,
NAIROBI,
KENYA.

S/C.LND.9/1/1/51

1st October, 1954.

Sir,

I have the honour to refer to the Governor's despatch No.C/LND.9/1/1 of the 14th May, 1954 on the subject of the Karamoja - Suk Boundary, and to paragraphs 909 - 912 of the Kenya Land Commission Report, where the suggestion is made that the two Governments should give serious consideration to an alteration of the inter-colonial boundary so as to bring the districts of Turkana, West Suk and Karamoja under one administration.

2. I have to suggest that in the first instance the Provincial Commissioner, Eastern Province and the Officer in Charge, Turkana, should be requested to collaborate in defining the boundaries of the area, now occupied or required for the occupation of the tribes with natural affinities who should be brought under one administration, if effect is to be given to the Commission's proposal, and that they furnish the two Governments with a report indicating the administrative difficulties that may arise from the adoption of the boundaries proposed, if this area is administered by either Government. When this information is available, the two Government will then be in a position to give further consideration to the practicability and desirability of proceeding with the proposal.

3.. If you agree to this course, I have further to suggest that instructions should be issued to the two officers concerned to make the necessary arrangements direct for undertaking the investigation.

I have the honour to be,

Sir,

Your obedient servant,

SD. ADE V. WADE.

ACT. COLONIA SECRETARY.

THE HONOURABLE
THE CHIEF SECRETARY TO THE GOVERNMENT
OF UGANDA, ENTEBBE.

COPY.

No. B.20.II

CHIEF SECRETARY'S OFFICE,
ENLEBBE,
UGANDA.

22nd October, 1954.

Sir,

I am directed to acknowledge the receipt of your letter No.C/LND.9/1/1/51 of the 1st October, 1954, and to inform you that the Provincial Commissioner, Eastern Province, who is now on tour in Karamoja, has been instructed to arrange if possible to meet the Officer in Charge, Turkana, at an early date and discuss the matter under reference.

I have the honour to be,

Sir,

Your obedient servant,

Sd. ? ?

For CHIEF SECRETARY.

THE HONOURABLE THE COLONIAL SECRETARY,
COLONY AND PROTECTORATE OF KENYA,
NAIROBI.

COPY.

No. B. 20. II

CHIEF SECRETARY'S OFFICE,
ENTEBBE, UGANDA.

26th October, 1934.

Sir,

I am directed to refer to the correspondence terminating with my letter No. B. 20. II of the 22nd October, on the subject of the proposed alteration of the territorial boundary so as to bring the districts of Turkana, West Suk and Karamoja under one administration. I am to inform you that His Excellency the Governor proposes to tour the Karamoja district in December next, with a view to making himself as fully acquainted as possible with the considerations which will have to be taken into account when examining these proposals. In this connexion His Excellency would be grateful if your Government would furnish him with a map showing the relationship between the four areas referred to in paragraph 889 of the Kenya Land Commission Report and the area mentioned in paragraph 911 of the same Report.

2. His Excellency proposes to tour the Karamoja district from north to south, and would like, if Sir Joseph Byrne has no objection, to return to Entebbe via Kitale, as being the shortest route of exit from southern Karamoja. He proposes to spend the night of the 15th December a few miles from Kacheliba, and the night of the 16th at Kitale. If it is possible for the Provincial Commissioner, Turkana and the District Commissioner, West Suk, to meet him at either of these places, His Excellency would be very grateful if they might be permitted to do so. The object of the meeting would be merely to give His Excellency an opportunity of enlightening himself on various aspects of the problem and not, of course, to discuss definite proposals.

I have the honour to be,

Sir,

Your obedient servant,

S. D. ??

FOR CHIEF SECRETARY TO THE GOVERNMENT.

THE HONOURABLE THE COLONIAL SECRETARY,
COLONY AND PROTECTORATE OF KENYA,
NAIROBI.

COPY.

8th November, 1934.

U/EXP.3/1/1/34

Sir,

With reference to your letter No.B.20.II of the 26th October, relating to the proposed alteration of the Kenya-Uganda boundary, I have the honour to transmit, as requested, a map illustrating paras.889 and 911 of the Kenya Land Commission Report for His Excellency the Governor's information.

2. Arrangements will be made in accordance with His Excellency's request and the Officer in Charge, Turkana, is being instructed to get into touch with the Provincial Commissioner, Eastern Province for this purpose.

I have etc.

(sgd) H.G. FILLING

For ACT. COLONIAL SECRETARY.

THE HONOURABLE THE CHIEF SECRETARY
TO THE GOVERNMENT OF UGANDA,
UGANDA.

COPY.

CHIEF SECRETARY'S OFFICE

ENTEBBE, UGANDA

29th March, 1935.

No.B.20.

Sir,

I am directed to refer to correspondence ending with your letter No.S.C.L.M.9/1/72 of the 8th November, 1934, on the subject of a proposed visit by the Governor of this Protectorate to Karamoja and Turkana, and to express to you the thanks of this Government for the arrangements which you so kindly made to facilitate His Excellency's tour.

2. The Carter Land Commission has recorded the opinion that the suggestion put to them by your Government that the Karamojong, Turkana and Suk should be placed under one administration, with a view to alleviating the very grave situation which has arisen from over-stocking on the Kenya side of the boundary, merited serious consideration, and His Excellency's tour was undertaken, as you are aware, with a view to examining this question not only through the medium of reports and documents but by a study of the actual position in the area affected. I am now to communicate to you this Government's views on the above suggestion.

3. With regard first to the Turkana it is clear that the placing of this tribe and the Karamojong under one administration would only alleviate the present difficulties if it would facilitate penetration by the Turkana into grazing grounds not at present seeded by the Karamojong, and the desirability of facilitating and encouraging this penetration must first be considered.

4. For some time past it has been apparent to this Government that if matters were to be allowed to take their normal course Uganda might be faced at no very remote date with an overstocking problem in Karamoja (and in other parts of the Protectorate to which it is not necessary to allude in this letter).

The Honourable the Colonial Secretary,
Colony and Protectorate of Kenya,
NAIROBI.

letter). The Government therefore is committed to a long-range policy with a view to averting such a development. Every possible step is being taken to convert the comparatively wealthy natives living in the cotton districts of the Protectorate into regular meat eaters and very promising cattle markets are consequently developing at Kampala and Jinja. As a result of a sustained campaign conducted for many years by the Provincial Administration and the Veterinary Department, a campaign in the success of which the enforcement of the strictest possible quarantine along the Kenya-Uganda frontier has of course played an essential part, infectious cattle diseases have been greatly decreased in Karamoja and it has accordingly been possible during the past year to permit cattle to be exported from Karamoja to the Kampala and Jinja markets. When it is realised that these cattle have in the course of their journey to pass through thickly peopled areas in which the tribes are cattle-owners as well as agriculturalists it is clear that the present export trade can only be continued as long as serious diseases are adequately controlled in Karamoja. Concurrently with this export trade which is conducted under rigid control active instruction and propaganda will be maintained and increased among the Karamojong with a view to educating them to selection in breeding and to the desirability of aiming at quality rather than quantity in the maintenance of their herds. To this end a castration campaign has already been successfully initiated. Unfortunately the existing markets are too small to absorb more than a very small fraction of the normal annual increase of the Karamojan herds. A number of years must elapse before the stimulation of meat consumption in the wealthier districts and the education of the Karamojong in improved and far-seeing methods of animal husbandry will begin to attain the desired objective. During this interval it is inevitable that there should be a considerable increase in the Karamojan herds, and there is no doubt that any surplus pasture land which is at present

available, or which could be made available by creation of water supplies by boring or by measures to destroy fly-belts, will in course of time be required to meet the needs of the Karamojong, unless the areas at present under grazing are to be over-grazed with the inevitable consequences of denudation, desiccation and permanent destruction. The position therefore is that this Government is engaged in a long-range policy designed to avert on the Uganda side of the boundary the situation which has in fact developed on the Kenya side, and the penetration of Turkana herds into the Karamoja District will completely defeat and stultify that policy.

5. In view of the above facts you will appreciate that, this Government could in no circumstances agree to permit the incursion of Turkana herds into the Karamojan pasture lands as defined by the existing boundary. No concession can be made to the Turkana in this respect otherwise than at the cost of the future vital interests of the Karamojong, and the arguments against the adoption of such a course, sufficiently strong in themselves, are greatly strengthened, if, as appears to be the case, the concession would be merely a temporary palliative of the difficulties with which the Turkana are confronted, and would by no means afford any permanent solution of these difficulties. I may add that the Karamojong have now accepted the position created by the present boundary, which deprived them of certain watering places to which they formerly claimed right of access, and have settled down in the district as now defined. The ingress of Turkana cattle over the boundary however would revive these claims and would reawaken inter-tribal disputes and difficulties which are at present quiescent.

6. Turning now to the West Suk, there is certainly an ethnological kinship between the western section of this tribe and the Karamojong to a degree which does not exist between the Turkana and the Karamojong, who are now definitely antipathetic and naturally hostile, and there has been a certain amount of inter-marriage between the western Suk and the Kara-

mojong for some time past. It has been found, as you are aware, that the boundary at this point as laid down by the Order-in-Council is unsatisfactory and creates administrative difficulties. The incursion of Suk herds over the boundary in search of additional grazing was inevitable and led to quarrels between the two tribes accompanied at times by actual fighting. For the past two years therefore the experiment has been tried of reverting to the preexisting boundary, namely the Turkwell River, and placing this additional area under the administration of this Government. This experiment has proved a complete success. It has been possible for the Administrative Officers operating through a joint native administration representing both tribes to parcel out the grazing and to regulate the movement of herds in such a way as to maintain harmonious relations between the two tribes. It is necessary to emphasize very strongly that this experiment has given successful results not because the area in question has been placed under the administration of the Uganda Government, but because it has been found possible to place the two tribes under a combined Native Administration, - a solution which would be quite impracticable as between the Karamojong and the Turkana.

7. This Government therefore, while it could not agree to the alteration of the boundary at this point so as to bring the Protectorate boundary up to an area of European settlement in Kenya, considers it desirable that the Turkwell River should be adopted as the permanent boundary. I am to make it clear that the Karamojong will derive no benefit whatever from this arrangement, as the excessive number of Suk stock already grazed in the area prohibits any possibility of access to the Turkwell River by Karamojan. The arrangement is in fact entirely for the benefit of the Suk, who will thus be allowed to penetrate into the Karamojan grazing grounds. Moreover the effect of the proposed alteration of the boundary will be that this Government will assume responsibility for part of the Suk over-stocking problem.

I am to say that this Government will take over this responsibility with much reluctance, since it appears unlikely that the area of additional pasture land which can be allowed to the Suk without grave injustice to the Karamojong will avert the necessity of "culling" Suk stock with all the problems and difficulties which will result from this method of reduction. It is not considered that the fact that the West Suk will thus be divided for administrative purposes into two sections constitutes a valid objection to the adoption of the Turkwell River as the boundary. The section of the tribe lying to the east of the river can and should, it is suggested, be encouraged to revert to agricultural habits, and if this encouragement is successful it will not be unreasonable that this section of the tribe should be administered entirely separately from their pastoral kinsmen to the west of the river who will tend more and more to intermingle with the pastoral Karamojong. In any case, in the opinion of this Government, the objections to a reallocation of territory by which the Protectorate boundary at this congested point will march with an area of European settlement in Kenya outweigh any objections which might be urged against the division of the West Suk into two sections. I am to add however that the adoption of the proposal made in this paragraph, by which the penetration of Suk herds into the Karamojan grazing grounds will be facilitated, will render it more than ever necessary to preserve for the Karamojong any pasture land to the north which is surplus to their immediate requirements.

8. To sum up, it would appear that the proposal to place the Turkana and Karamojong under one administration can have no point or object unless it is intended that the Turkana should thereby be permitted to move with part of their herds into such areas of pasturage as are not immediately required by the Karamojong. Such an intention, however, appears to be entirely opposed to the views expressed elsewhere by the Commission; namely that pastoral tribes should not be granted unlimited areas/

areas of land through which to extend the denudation and desiccation which are the inevitable consequences of their ignorance, apathy and lack of foresight. It must be borne in mind that it is not only the Karamojong who are likely to suffer from a westerly movement of the pastoral tribes lying to the east of the present boundary. Such a policy must inevitably lead in due course to the desiccation of the Karamoja district and consequently to sustained pressure on the agricultural and stock-owning tribes (i.e. the Teso, Lango and Acholi) living to the south and west of Karamoja. In fact if this policy were to be continued the ultimate result would no doubt be the creation of a denuded desert belt right across the north of this Protectorate. This Government therefore considers it to be of the utmost importance that the line of the present boundary, with the amendment in respect of the West Suk section of it recommended in paragraph 6 above, should be strictly held as the westerly limit of the denuded area, and hopes that the cooperation of your Government may be secured in maintaining this policy. The present frontier, clearly demarcated as it is over the greater part of its length by the Turkana escarpment, affords a good natural barrier against the invasion by pastoral tribes of the areas to the west which are under the occupation and cultivation of agricultural tribes. No such natural boundary exists on the western side of Karamoja, and even if it ~~was~~ proved possible to confine the pastoral tribes to the east of a purely imaginary and undemarcated line on the western side of Karamoja, it is probable that the denudation and desiccation of Karamoja would have an adverse effect on climatic conditions in the fertile areas to the east and south which are at present occupied by agricultural communities. In order therefore to check the spread of desert or semi-desert conditions, it must be a first objective of this Government by means of the long-range policy outlined in paragraph 4 above, of which the strict enforcement of the present natural frontier must be an integral part, to maintain Karamoja as a well-preserved area of pastoral land, thus

constituting a "buffer" district between the desert conditions of Turkana and the fertile country lying to the west and south.

9. It is therefore the view of this Government that the present inter-protectorate boundary should be maintained, subject to the modification of the Karamoja - West Suk frontier recommended in paragraph 6 above, that the reasons accepted by our respective Governments for the adoption of the present boundary between the Turkana and the Karamojong in 1920 are no less valid to-day than they were then, and that to these reasons must now be added the very important considerations summarised in the preceding paragraph.

10. I am to take this opportunity of sending you a map showing the boundaries of the Karanga District for which you asked in your letter No.S.C.H.D.9/1/1/ of the 1st February, 1935, and to express regret for the delay which has occurred in complying with your request.

I have etc.

(sgd) L.L. SCOTT

CHIEF SECRETARY

18
COPY.

C.LND.9/1/122

18th September 1935.

Sir,

With reference to your letter No. B.20 of the 29th March, 1935, on the subject of the inter-territorial boundary between Uganda and Kenya, I have the honour to inform you that this Government still regards the inclusion of the Suk, Karamajong and Turkana Tribes under one administration as the only solution likely to be permanently satisfactory and cannot share the view expressed in paragraph 7 of your letter under reference that the division of the Suk Tribe by an inter-territorial boundary does not constitute a valid objection to the permanent adoption of the Turkwell River as the boundary.

In this connection I would observe that the portion of the Suk Tribe left in Kenya regards the existing temporary arrangement with no little dissatisfaction.

2. Moreover, this Government is unable to understand the objection which your Government entertains to the Uganda boundary marching with an area of European settlement.

3. I would explain, therefore, that, whilst it is agreed that as a temporary expedient the present arrangement should continue, this Government is not entirely satisfied with it as a permanent solution and is reluctant to make it permanent by an alteration in the Order-in-Council until it is shown more conclusively that no other solution is possible.

I have etc.

(sgd) A. de V. WADE.

The Hon. Chief Secretary
to the Government of Uganda.

COLONIAL SECRETARY.

BNCEBEE.

Col. HD. 8/1/1/11/59

7 October, 1957.

Sir,

With reference to your letter No. 2. 20 of the 29th March, 1956, I have the honour to invite attention to the Secretary of State's despatch No. 506 of the 29th July, of which a copy was sent to the Officer Administering the Government of Uganda, suggesting that, if the Governments of Uganda and Kenya agree that there is a *prima facie* case for the permanent readjustment of the inter-territorial boundary with a view to the inclusion of the districts of Turkana, West Suk and Karasoja under one administration, it might be desirable for the matter to be further investigated by a joint Committee consisting of the Provincial Commissioner of the Eastern Province of Uganda, the Officer in Charge, Turkana and an 'independent' chairman.

2. On the 22nd September the Officer-in-Charge, Turkana met the Acting Provincial Commissioner of the Eastern Province. The Officer in Charge reports that they are agreed that there is a *prima facie* case for the inclusion of the districts of Turkana, West Suk and Karasoja under one administration.

3. This Government is prepared to adopt the Secretary of State's suggestion for the appointment of a joint Committee to consider the permanent readjustment of the inter-territorial boundary on the lines proposed, and would be glad to learn whether the Government...

THE HON. MR.
THE CHIEF SECRETARY TO THE GOVERNMENT OF UGANDA,
KAMPALA.

Government of Uganda agree, and, if so, whether
your Government desires to offer any suggestion regard-
ing the appointment of a third member to be chairman
of the Committee.

4. Copies of this letter and of the correspon-
dence terminating with my letter of the 18th
September, 1955, are being sent to the Secretary of
State for his information, in reply to paragraph 2
of his despatch.

I have the honour to be,

sir,

Your obedient servant,

H. G. FILLING

ASSISTANT COLONIAL SECRETARY.

C. O.

Mr. Crossmith 16/17/37

Mr. *Phelan* 22/7.

Mr. Flood 22/7

Sir C. Parkinson

Sir G. Tomlinson

Sir C. Bodomley

Sir J. Shackburgh.

Perm. U.S. of S.

Parly. U.S. of S.

Secretary of State.

Downing Street,
29 July, 1937.

Sir,

I have etc. to refer to Chapter VII of the Report of the Kenya Land Commission ⁱⁿ which is discussed ~~the~~ Land Problem of the Western Suk (Turkana Province) in paragraph 918 of their report the Commissioners have expressed the view that ^{proposal that} the ~~question of adjusting~~ ^{should be adjusted} the inter-colonial boundary with a view to the inclusion of the Districts of ^{West} Turkana and ^{the} Suk in Kenya and Karuma in Uganda under one Administration, appears to merit serious consideration.

2. I shall be interested to learn ^{further} whether any discussions have taken place between the Governments of Kenya and Uganda on this matter, and if so, with what result.

DRAFT.KENYA.

NO. 295

GOVERNOR.

2. As indicated in Sir J. Byrnes' Memo No 310 of the 24th of June 1937, the arrangement at present in operation, whereby a part of the Suk District is administered by the District Commissioner, Karuma, was intended to be a temporary measure, pending the investigation of the problem by the Kenya Land Commission, and

FURTHER ACTION.

Copy to Uganda etc.

C. O.

Mr. Grossmith 16/7/37
 Mr. ~~Plakin~~ 22/7.
 Mr. ~~Fleet~~ 22/7
 Sir C. Parkinson
 Sir C. Tomlinson
 Sir C. Bottomley
 Sir J. Shackburgh.
 Permt. U.S. of S.
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Downing Street,
 29 July, 1937.

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whether any ^{further} discussions have taken place

between the Governments of Kenya and

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what result.

3. I would add that it has been suggested to me that the question of the preservation of the Suk tribe is one which could, with advantage, be considered by a local committee appointed especially for the purpose. You will no doubt furnish me with your views on this suggestion.

~~Doubt. This was the procedure followed in 1932 and is doubt to be adopted again~~
J.P.

I have, etc.

3. I observe that the present temporary arrangement was adopted following upon ^{impulse} ~~a result of~~ a Conference between the Provincial Commissioners of the Turkana Province of Kenya and the Eastern Province of Uganda. ~~It is~~ ~~doubtless~~ ~~that~~ ~~the~~ ~~Governors~~ ~~of~~ ~~Kenya~~ ~~and~~ ~~Uganda~~ agree that there is a prima facie case for the permanent ^{re} adjustment of the inter-territorial boundary in the lines suggested. It might perhaps be desirable for the ^{joint} matter to be further investigated by a Committee consisting of the Provincial Commissioner of the Eastern Province of Uganda, the officer in charge, Turkana, and an "independent" chairman.

I am sending a copy of this despatch to the Governor of Kenya.
W. ORMSBY GORE.

CHAPTER VII.

THE LAND PROBLEM OF THE WEST SUK. (TURKANA PROVINCE).

885. The land problem of the West Suk is the same which recurs with monotonous frequency among almost all the pastoral tribes. The love of accumulating live stock for its own sake without regard to quality or market value has produced a state of things whereby the country is heavily overstocked and is deteriorating. Any attempt to find a remedy by an addition of further land would be fruitless unless it is accompanied by other remedial measures which will go to the root of the evil and educate or force the people to have more respect for their land and to regulate the numbers and improve the quality of cattle which they keep on it.

The Nature of
the Problem.

886. It is clear, therefore, that a solution must be sought along two lines; first, better pastoral methods, and secondly, if circumstances permit, an addition of pasture land to relieve the position and allow a respite until those better methods can be taught or enforced.

887. A short preliminary survey of the economic position will illustrate these points, and we can then proceed to our recommendations.

888. The area of the district is in the shape of a pestle and consists of two plains separated by a central range of hills. It divides itself naturally into four parts, viz. (a) the Northern Hills; (b) the Southern Hills; (c) the Eastern Plain, and (d) the Western Plain. We shall begin with some general remarks about the district as a whole, and shall subsequently consider the four sections in greater detail.

The Area and
Density of
Population.

An interesting economic survey of the district has been submitted by Mr. E. M. Hyde Clarke, District Commissioner (Evidence, pp. 1736 to 1755). In the following paragraphs in which we offer a short account of the economic position of the West Suk we have relied principally on the figures which he has supplied. There are, however, two discrepancies between his figures and official figures which it is necessary to explain:—

Mr. Hyde Clarke has estimated the area of his district as 3,300 square miles; the Surveyor General's figures are 1,812 square miles for the native reserve. But the figures are to a large extent reconciled by the fact that certain land to the north and west of the Swam river, approximately 1,815 square miles in extent, is

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PART II—CHAPTER VII]

THE WEST SUK

counted officially as part of the West Suk District, though not yet gazetted as native reserve, a point which the Surveyor General has covered in a footnote.

Mr. Hyde Clarke has estimated the population at 24,000. The official figure for 1931 is 24,788. In the course of 1932 some eight thousand of the population migrated to Uganda, but it does not yet appear whether the move is permanent or not, and for the purposes of appraising the economic situation it is safer to work on the basis of the 1931 figures.

These points being noted, we find Mr. Hyde Clarke's figures to be sufficiently accurate to afford a broad survey of the position.

889. The following table shows approximately the density of the population:—

Section	Area Square Miles	Population	Density per Square Mile
Northern Hills	1,400	5,400	3.9
Southern Hills	400	9,100	23
Eastern Plain	600	4,100	7
Western Plain	900	8,400	9.3
	3,300	24,000	7

890. The exports of stock amounted in 1931 to some 400 cattle, 8,000 sheep and goats and 50 donkeys of a total value of approximately £1,575. Since the world depression set in, trade in sheep and hides has practically ceased owing to the fall in prices. There is, however, a considerable trade in tobacco which is bartered with the Turkana for sheep and goats.

891. The Northern Suk hills comprise the Chemerongit and Sekerr ranges north of the Marich Pass. The people are not the Hill Suk proper, but are natives who have been driven there by pressure of their former enemies, the Karamojong on the west and the Turkana on the east, and have since been kept there by the Administration. They live on the edge of the area for the most part and graze their stock, not on the hills which are unsuitable, but on the northern extension of the eastern and western plains. The hills themselves are described by the District Commissioner as "arid, rocky, barren and precipitous and covered only with scrub, valueless alike for grazing and agriculture." He does not think that any scheme for conditioning would succeed, nor does he consider that any territorial expansion is possible, as the surrounding areas are also inhabited by pastoral natives whose grazing is inadequate.

Conditions in
the Northern
Hills.

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THE WEST SUK

892. The total live stock in the Northern Hills is estimated by the District Commissioner at 74,000 cattle, 95,000 sheep and goats and 5,500 donkeys. This gives an average of 68 cattle, 83 sheep and goats and 5 donkeys for each household of five persons. This is undoubtedly a great many more than are necessary for the support of the natives as pastoralists.

893. The Southern Hills, approximately 400 square miles in extent, comprise the Sandang and part of the Cherangani ranges.

Conditions in
the Southern
Hills.

894. It is the most thickly populated area of the Suk Reserve, comprising some 6,000 agriculturists, as well as 3,100 pastoralists, the density being approximately 23 to the square mile. No information is available as to the extent of agriculture, but the District Commissioner estimates the stock as follows: 30,000 cattle, 20,000 sheep and goats and 700 donkeys. There are open spaces of grassland, alternating with dense forest or bush, while the rainfall is fairly constant in the region of 40 inches per annum.

895. In the opinion of the District Commissioner, this area could be made much more useful by the provision of veterinary services which should be directed to destocking and improving the quality of the stock and to the proper utilization of the pasture. Agriculture should be strongly encouraged in this part of the district.

896. The number of stock owned by the pastoralists per household is approximately 48 head of cattle and 96 sheep and goats. This again must be regarded as considerably more than necessary for their economic requirements.

897. The Eastern Plain consists of some 600 square miles. The ground is rocky, barren and thickly covered with thorn bush, while the denser vegetation near the rivers is heavily infested with tsetse fly. Of the 600 square miles it is estimated that some 400 are fly-infested, and consequently the remaining 200 square miles are heavily over-grazed, resulting in considerable mortality of stock from starvation, and also from tripanosomiasis in the case of stock which enter the fly-belt in their search for pasture.

Conditions in
the Eastern
Plain.

898. The live stock on the Eastern Plain is estimated at 8,000 cattle, 22,000 sheep and goats and 700 donkeys, giving an average of 37 head of cattle and 100 sheep and goats to a household. This is, in our opinion, in excess of their requirements.

899. In the District Commissioner's view some improvement is possible by means of irrigation schemes and the construction of dams. We have no information as to what in this respect can be done, nor what would be the probable cost, but the matter should be investigated. No expansion appears possible, nor do we consider it desirable.

NORTHERN FRONTIER AND TURKANA PROVINCES
PART II—CHAPTER VII]

THE WEST SUK

The Western Plain.

900. The Western Plain comprises 900 square miles. It is rapidly becoming covered with dense thorn scrub, which has killed the grass to such an extent that, except for a short time after the rains, grazing is now almost non-existent. It was apparently at one time a valuable grazing ground, but the fatal overstocking has now rendered it almost worthless, although it is still capable of being reconditioned.

901. The live stock is estimated at 106,000 cattle, 130,000 sheep and goats and 4,000 donkeys, giving an average of 83 head of cattle and 101 sheep and goats to a household of five persons.

The Cattle in Proportion to the Pasture.

902. If we take as a basis that the average number of cattle necessary for the support of a pastoral family is twenty, which, although opinions differ, is a high figure, it follows that in all four divisions of Suk the natives own several times more stock than are essential for their needs. We will now turn to consideration of the available grazing in order that we may discover whether the pasture is sufficient to carry the stock.

903. Leaving sheep and goats out of consideration for the moment, we find the number of acres available per head of cattle as follows:—

	Average per head of Cattle
Northern Hills	12—approximately
Southern Hills	8½
Eastern Plains	16
Western Plains	5½

The 4½-infested 400 square miles of the Eastern Plain have not been taken into account.)

904. When we take into consideration the facts: (1) that most of the stock belonging to the inhabitants of the Northern Hills graze on the Eastern and Western Plains; (2) that large areas of the country are unsuitable for grazing at all, and (3) that sheep, goats, and donkeys in very large numbers also use the pasture, we cannot avoid the conclusion that the district is grossly overstocked, not only far beyond the carrying capacity of the land, but also far beyond the essential needs of the people. The evidence of the District Commissioner and our own observations during our tour through the district show that the country is rapidly being destroyed, and dense thorn scrub is replacing grassy plains.

905. This overstocking has already had one very serious consequence. Shortage of grazing in the reserve has driven the Suk over the Uganda border, and caused serious friction with the Karimojong.

NORTHERN FRONTIER AND TURKANA PROVINCES
PART II—CHAPTER VII]

THE WEST SUK

906. We find it difficult to speak with moderation of the enormous numbers of stock which the Suk have been allowed to accumulate, and the problem thereby created is extremely serious. This people who were previously agricultural are becoming more pastoral every year. Urgent measures are required and we recommend action on the following lines:—

- An investigation should be made as to how the pasture-land can best be reconditioned and the use of the grazing be controlled, and action should be taken on whatever lines appear practicable. This investigation might well be conducted by the Provincial Commissioner.
- Such action as may be possible should be taken to reduce the area infested with tsetse fly, and so increase the grazing area.
- Efforts should be made to reawaken the nomad tendency of the Suk to practise agriculture.
- Immediate steps should be taken to reduce the number of stock.

Note 1.—These recommendations should be read in conjunction with the more general survey on the subject of overstocking which we offer in Chapter X of the third part of our Report.

Note 2.—We have also recommended the inclusion of the West Suk in one reserve with other tribes (see sections 1028 and 1029 below).

907. We now turn to the other side of the problem, and examine whether there is any land which it would be practicable and useful to add to the West Suk Native Reserve. Two proposals have been made.

908. The first proposal is that 10,770 acres be added to the reserve, namely, six unalienated farms numbered respectively L.O. 5,771, 2,035, 2,037, 2,039, two parts of L.O. 2,033 and a part of L.O. 2,038.

There is no suggestion that the Suk have any claim of right to the land, and the proposal is advanced simply on economic grounds. Regarding it in that light we cannot see that the addition of so small a piece of land, amounting as it does to less than 1 per cent of the total area of the reserve, could make any appreciable difference to the situation. Moreover, we have it in evidence and have seen for ourselves that contiguous land which has recently been added to the reserve has not been used by the Suk to any appreciable extent, owing to the incidence of stock disease, and to the fact that this land is higher and colder than the

The Question of adding land to the West Suk Reserve.
(1) From Unalienated Crown Land.

NORTHERN FRONTIER AND TURKANA PROVINCES
PART II—CHAPTER VII]

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NORTHERN FRONTIER AND TURKANA PROVINCES
PART II—CHAPTER VIII]

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NORTHERN FRONTIER AND TURKANA PROVINCES

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THE WEST SUK

adjacent parts of the reserve. For these reasons we do not think that any good object would be served by recommending this extension.

Possible
Alteration of
the Suk-
Karamoja
Boundary.

909. A proposal put forward for our consideration is that, by an adjustment of the inter-colonial boundary, the districts of Turkana and West Suk in Kenya and Karamoja in Uganda should be included under one administration.

910. Two reasons have been urged in favour of the proposal:—

(a) As divided by the official boundary, Kenya has more than its share of permanent water, while Uganda has some superfluous grazing. Amalgamation under one administration would ensure unity and sympathy of control.

(b) By interpenetration and inter-marriage the Suk are rapidly becoming absorbed by the Karamojong.

911. By a recent agreement of a temporary character, the 1,315 square miles of the West Suk District which is north and west of the Swam river (mentioned in section 888 above) is now administered from Karamoja. This agreement was reached because of constant trespass by the Suk over the official boundary and consequent friction with the Karamojong.

912. In our opinion this proposal, as involving an alteration of a colonial boundary, is outside our terms of reference and we make no recommendation, beyond remarking that, in the circumstances, it appears to merit serious consideration. The matter is one for mutual arrangement between the Governments concerned and the Secretary of State for the Colonies. We have, however, been requested by His Excellency the Governor of Kenya Colony to give careful consideration to the economic requirements of the Suk, in order that the Kenya and Uganda Governments may be in full possession of the facts.

913. The foregoing pages show, in our opinion, irrefutably that the West Suk Reserve is very heavily overstocked, and there is little doubt that, should it be decided to adhere to the official boundary, economic pressure will continue to drive the Suk to trespass over the border, unless the numbers of their stock are very considerably reduced.

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PART II—CHAPTER VII] THE WEST SUK

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