

1925

E. AFRICA

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E. AFRICA

Date

31st March 1925.

Editor,
E.A.T.

RECAPITULATION

Mr.
Mr.
Mr.

Affairs in Kenya and Zanzibar.

Asst U.S. of S.
W. S. Shackley

Memo. re position of embodying views of the late Sir R. Coryndon.

Perm. U.S. of S.
Part U.S. of S.
Secretary of State.

Previous Paper

MINUTES

I do not think it is necessary to minute at length. *and point*

a) Labour and the "Times".
? wait till we have the accurate report of Mr. Danham's speech.

b) Immigration.
We too have had difficulty, and have made no progress yet in framing a draft Ordinance. I agree that if the native can be brought on there will be no need to control Indian immigration.

c) Native education. Orr is immersed in detail; I am not sure that he would not be alright if he had more freedom from routine. This and many other native questions can wait for the Commission's report

d) Labour recruiting. The Report will expose a

N.L.

Handwritten notes:
in relation to
the native and African
5/12/25

Subsequent pages

N.L. Bureau on the Rhodesia model. Why not follow Uganda's example - a Government organization plus a private organization working side by side?

e) European Education. A plan provision for the school has been approved, and the P.S. is searching hard for a good headmaster.

f) Garbutt paper: sent on. I fear I am one of the "possible critics".

g) Statistics &c. The point is taken in the Report.

h) Zanzibar currency. A draft letter will be considered by the Currency Board at ^{5 days} tomorrow's meeting.

i) Zanzibar H. Cr. ship. Minutes were sent on some time ago and in the papers about the salary of the Governor it has been assumed that he will no longer be H. Cr.

Sir A. Coryndon was an ardent supporter of "Federation", and it was the dropping of that idea that made the abolition of the one existing link a practical matter.

j) Marine Officers. This must be referred to the Private Secretary Appts. There was some delay in getting rec. last year: the chief difficulty now is

that vacancies are reported by telegram after the rush has well begun. Our R.N.R. candidates are all

Masters or extra Masters and have Mercantile Marine experience: of course on big liners that does not necessarily mean cargo experience, and it is only recently that Mr. Felling has asked for that.

k) Crown Agents delays. On the whole their answer was a good one.

l) Mbaraki. We still do not know Mr. Felling's view as to the ultimate utility of this port.

m) Kilindini. We have asked Crown Agents for an estimate for additional berths.

n) Railway land. The next word has been with local Government for some months. I think it is essentially a matter for a general policy paper and would not have been appropriate for discussion with the Government alone.

o) Port Control. Apparently Mr. Felling thinks that with a representative Board the Government nominee would be overborne by the more able officials, and his remedy is that ^{the} less able officials should have sole charge. At all events that is what I make of it.

p) Lanchester. Kenya has been permitted to employ him if they can get in touch with him (in India till May); but I am still sceptical of useful results until they are clearer as to what they want, at Nairobi at all events. Lanchester is not the man to tell them how many acres are required for residences of the 1st 2nd and 3rd class, for business and industrial premises of various kinds, and for railways offices, quarters, shops and sidings.

q) Sisal. Not understood.

*They said
to be best.*

*Dutton requested
out the help
I know how
and I will
arrange it.*

W.C.S. 1.4.25

Interim? Keep for reference when required.

Major Fess should see the Marine Officer. The Shipper spoke to me about the... large experience as arranged.

This has been with the... W.C.S. 6.4.25

Major Eaton

You acknowledge whether I had any objection on the remarks made on page 2 regarding the selection of officers for the Uganda Railway Marine. I think when Major Eaton refers to R.N.M. he must mean R.N. Most of the R.N.M. candidates on our list are in the merchant service and have a good deal of cargo experience in the normal course of their duties. Actually out of six selections made within the last year to the Uganda Railway Marine, 2 have been R.N. men. The reason why last year we asked that officers for the Uganda Marine should be selected here was that we had a large number of candidates on our books who had been definitely promised consideration in connection with any vacancies that might arise and it was felt to be rather unfair to them if a different system of recruiting was begun by which candidates would be selected locally. I think we may safely say now that all the men on our books have had a fair run for their money and I see no reason from our point of view why, if the General Manager proposes that he should be allowed to recruit his men locally, he should not be allowed to do so, but I think that such appointments should, in the first instance, only temporary and subject to confirmation from here. If this course is decided upon, it will of course leave it to the General Manager to make sure that the standard of the Service is not lowered and that only men who are likely to be fitted not merely for service as Second Officers but also for promotion in due course are recruited; but I am sure that we can safely leave Mr. Felling to see to this.

A.C. S. N.

papers to be taken *Rating* *Handwritten* *Nothing from the* 246

NOTES OF AN INTERVIEW ON TUESDAY, 21ST MARCH.

I am afraid there has been some difficulty over the Labour question, probably owing to the indiscretions of the "Times" Correspondent. The report of the Economic and Finance Committee did not satisfy the business community, which is inclined to regard the question as a soluble one, but have not so far suggested a solution in any but the most general terms. I am quite sure that the stupid report in the "Times" does not represent what happened; during the last year (and still more before) the "Times" Correspondent has done a great deal of harm one way or another, and it is time something was done to stop him doing any more.

Before I left Kenya I had the opportunity of discussing the point with the Acting Governor and with Lord Delamere, and also Mr. Sandford, who, as Editor of the "Standard" disclaims responsibility. Moreover, Mr. Sandford did not want to take away the duties and remuneration of the "Times" Correspondent from one of his staff, but was perfectly willing to scrutinise all that went out if some working arrangement for him to do so was made with the ^{"Times"} staff. If you think this would help to prevent ^{the} recurrence of the stupid telegrams I will see Mr. Geoffrey Dawson and try to arrange something on these lines. I will return, if I may, to the Labour difficulties later on, but I am quite sure that neither the Acting Governor nor Lord Delamere would say anything likely to embarrass you; they know too well with what delicacy the problem must be treated.

The subject to which Sir Robert paid the closest attention, in view of his impending visit to England, was Indian immigration, and before going any further I may as well tell you what he meant to do about it. When the subject first came up again he wished, if possible, to introduce something at the beginning of 1935 which would be regarded at least as an effort on the part of Government to carry out what they

the letters

considered to be the pledge given in the Ontario Office telegram on the 18th Feb. 1882. After four months he put it off because he had gained the impression that your own wish was that no definite action should be taken until the Duke and Duchess of York were out of the country. He therefore had the previous Draft Bill examined with a view to elimination or alteration of sections which had not met with approval in their present form; the Executive Council were to have considered these alterations at a meeting which had been convened the day before he died; the Attorney-General was then to have reviewed the Bill and drafted the new sections; and the Governor had then hoped to have been able to bring home with him for discussion a printed copy of a new Draft Bill together with a knowledge of the views expressed upon it by the leaders of the different sections of the community.

I know, however, that, with Mr. Benham and Lord Selkirk, he had misgivings about the wisdom of reopening the question. And when I came back from Kingston after the Governor's funeral I found both the Acting Governor and Lord Selkirk had come definitely to the opinion that although something should be done to restrict immigration, it should be done, when necessary, by means of administrative action and not by machinery set up in a new Bill.

I think I should say that in my own opinion Lord Selkirk's views on this subject are not those held by the up-country settlers, but represent more the views of the leading community.

In the letter however which I have just given, I see some idea of what form the Bill might take. Lord Selkirk, to my recollection, suggested that it were allowed to incorporate into our present immigration

rules something which ~~we could~~ ^{we could} ~~not~~ ^{be} ~~used~~ ^{to} ~~bring~~ ^{bring} ~~down~~ ^{down} ~~immigra-~~ ^{immigra-} ~~tion,~~ ^{tion,} they, on their part, could give an ~~idea~~ ^{idea} ~~of~~ ^{of} ~~not~~ ^{not} ~~to~~ ^{to} ~~make~~ ^{make} ~~use~~ ^{use} ~~of~~ ^{of} ~~it~~ ^{it} ~~until~~ ^{until} ~~certain~~ ^{certain} ~~classes~~ ^{classes} ~~of~~ ^{of} ~~immigrants~~ ^{immigrants} had reached a figure which seriously ~~impaired~~ ^{impaired} the present ~~balance~~ ^{balance} ~~of~~ ^{of} ~~racial~~ ^{racial} conditions in Kenya. The Acting Governor, in the short time before my departure, did not have a chance to go into the matter again, but I wrote to him from Aden saying that I did not see the Colonial Office handing to Kenya a loaded pistol with some vague proviso as to when they might use it. Possibly I shall hear something from him within the next week or so.

Although I discussed the Immigration question many times with Sir Robert before his death, I cannot say that I have any clear-cut idea of his opinions. I am quite sure that he felt that something should be done to remove the feeling in the country that the Colonial Office ^{people} had not kept their promise, and I am also sure that he was prepared to push the Immigration Bill while he was at home, if no other method could be found to reach the same end. I know also that he felt that if only Government were in the position to prosecute energetically a number of other schemes which would effect the same purpose without causing the same commotion. Sir Robert would probably have preferred that course. The difficulty has always been to get things done. ^{At any rate, all the schemes} ~~and all these schemes~~ were among those Sir Robert had intended to discuss on his arrival. Briefly, I believe he looked at the immigration question in this way: that if all measures for the development of the native and for the increase in the number of settlers were speeded up, and ~~as far as possible~~ ^{as well as everything possible being done to making it possible} ~~to be~~ ^{to be} ~~Government,~~ ^{Government,} our ~~difficult~~ ^{difficult} ~~position~~ ^{position} ~~on~~ ^{on} ~~the~~ ^{the} ~~immigration~~ ^{immigration} ~~question~~ ^{question} would become less and less likely. If this speeding up were not possible, he contemplated a new Immigration Bill which would gain the support of the settlers (including the

commercial section), the missionaries and the natives themselves. He would have tried to have made criticism difficult by obtaining the support of the missionaries in the interests of the natives: you will remember that the heads of the missionary Bodies telegraphed to the Duke of Devonshire in February, 1923, asking for restriction of Indian immigration on the ground that it was jeopardising the industrial development of the native.

Sir Robert felt that he would probably remain two more years in Kenya, and in those two years he hoped to finish off many problems which have now arrived at a stage where they are almost ready for some definite policy to be ^{envisaged} ~~envisaged~~ and carried out, but I am also quite certain that, at the back of his mind, he was determined not to touch any question that would interfere with the tranquillity of the country unless that question was forced upon him from one side or the other.

I would now like to deal with the points which he thought would effect his purpose.

The industrial training of natives, except for the entirely unofficial organisation to use up the small supply of trained labour, is practically where it was a couple of years ago. The Acting Governor is most enthusiastic, but as long as Mr. Orr is in charge of the Education Department the Government's policy must continue to be inconsistent and vacillating. Sir Robert hoped that as a result of the Phelps-Stokes Commission and the Commission of which you were Chairman something might be done to lay down a definite policy which on its main lines could not be attacked by hostile criticism. More than a duty the industrial training of natives is bound up both with the Labour question and the Immigration question and will help to solve both. The only real work so far has been the training of natives by Mr. Felling in the railway

workshops.

The Labour question will always be a source of criticism against Government, but that also Sir Robert thought might be put on a more satisfactory basis. Some settlers, for entirely unexplainable reasons, cannot get labour, others are wasteful of it, some give their labour long leave so that their services may be available to them and to no one else at the next harvesting, and some do not pay enough. On the other hand, it is easy for hostile critics to say that Government has been very dilatory in even attempting to deal with this problem and that, since Government is entirely incapable of obtaining labour for the building of railways, it must surely share some of the faults of private employers. There is no doubt that some administrative officers, even those most anxious to carry out the wishes of Government, would like to build up the native development in the reserves, *to the practical exclusion of everything else.*

When Sir Robert went into the reserves to speak to the natives about this, I spoke to some of the most serious administrative officers, and it was easy to appreciate their difficulties; the mistake has rather been to start native development straight away in the areas which are sources of native labour, instead of starting in the more distant areas, so that the impact between the European demand for labour and native development should be as gentle as possible. Government for many months now has played with the idea of instituting a Labour Bureau, and I do not know what anything definite has come of their deliberations. The lines on which such a Bureau would be run are doubtless familiar to you; briefly, they would follow the lines of those in Rhodesia and South Africa, where the labour on the mines is particularly well treated. From Beaufortland and other native territories there has been a constant flow of regular, well-contented native labour.

In the meantime Mr. Felling has pressed Government to

authorise him to create a native Labour Branch which would not only co-ordinate but improve his native recruiting work, and also act as a protector of the natives, study their conditions and become advisers to the General Manager in all matters affecting natives, including housing, pay, etc. It is clear that if such a Branch is formed - and Sir Robert intended to ask that it should be without delay - it would provide an example that would greatly assist the formation of a Bureau to deal with the supply of labour to farmers; on the other hand, it would also mean that unless that Bureau is formed Mr. Fellings' organisation will ^{drain} ~~absorb~~ still more the available supply, and more agitation and discontent will come of it. Incidentally, you will remember there is a Bureau working under entirely unofficial auspices in ^{Songhor} Senger District.

A good deal of discussion was taking place before I left Nairobi about the introduction of white trading into the native reserves. Some months previously Sir Robert had gone into the question and discovered there were many difficulties. I understand Colonel Turner, who is Acting Trade Commissioner for South Africa, has been approaching Government, and that the idea has been examined anew. Here is another point at which Indian immigration may be attacked indirectly.

The European and African Trades Organisation continues good work, which would ^{otherwise} ~~formally~~ devolve on Government. This organisation might well form the nucleus of the Central Labour organisation. It is not desired to make the Labour Bureau a Government affair - though in some measure it should be under the observation of Government - and Colonel Turner would be a ~~very~~ competent head.

It would take too long to deal in full with the other

subjects which Sir Robert wished to discuss in the hope that something might be done to push them forward on his return to Kenya.

The education of European children - as important from the native as from the European point of view - is hanging fire, and it is only now that we are calling for tenders for the European public school outside Nairobi. I think the Acting Governor is sending a despatch to the Secretary of State, but I am not quite clear as to his views. I knew that Sir Robert hoped to get tenders from England as from elsewhere, believing that it would prove an advertisement for Kenya and that the knowledge that there were good educational facilities in Kenya might serve to attract more settlers. I imagine that the Acting Governor is in agreement with this because he asked me to get into touch with any architects that put in a tender.

The Acting Governor has also addressed a despatch dealing in full with the Samburu.

I was most anxious that Sir Robert should visit the Samburu District in person before he accepted the findings of a Commission which hostile critics were inclined to discredit. He was not able to do so, but I still consider it would be wise for the Acting Governor, if he goes on tour at all, to visit the area for himself, and add the weight of his own opinion to that of the Commission, if he is in agreement with it. I have not read the despatch, however.

Sir Robert was anxious to press the importance of a new Department in the Secretariat which would deal with the ~~preparation~~ ^{preparation} of the reports, the debates in the Council, the reports of Select Committees, the collection of statistics of every kind, and so on; a Department in which

all the publications affecting the country would be stocked - Departmental reports, debates, reports of Commissions, etc. - for the information of the public. The present case is that, even when it is possible to obtain statistics they can never be employed with any certainty that they are accurate. The idea in the Governor's mind was, an officer in charge, with two competent shorthand-typists, in addition to the necessary clerks, as a start; this would take a great deal of work off the overburdened shoulders of the other officers in the Secretariat.

The adoption of the mainland currency by Zanzibar was a further point, and I understand that the Resident favours the idea, the main ground, of course, is, that the increasing amount of Zanzibar trade - last year it was 75% - is carried on in the currency of the mainland.

I do not know what steps the Commission have taken in regard to the High Commissionership of Zanzibar, but Sir Robert meant to oppose by every argument ^{he could find} the suggestion put forward by Mr. Calder to abolish the High Commissionership. He considered it a retrograde step, all the more so since the prosperity and importance of Zanzibar, in comparison with the mainland, was diminishing year by year. I know that he felt very strongly about Mr. Calder's allegation that Nairobi was apt to neglect the interests of the Sultan, especially since the only times when the Sultan's ^{can be said to have been} interests ^{are regarded} were ^{disregarded} neglected ^{the wish of} the High Commissioner: the first occasion was the handing over of the purchase price of the Sultan's coastal strip in German East Africa in Sir Rennell Rodd's time, and the second ^{occasion was} when the Sultan's property in Jubaland was handed over to another Power by the Colonial Office without seeking his consent. I know that Sir Robert meant to ask that this

Question was, did Sir Robert mean to ask that this matter was not to be considered?

question should be more carefully examined before any conclusion was arrived at.

Before Sir Robert's death Mr. Felling had long conversations about Railway affairs.

He pointed out to Sir Robert that the work on the Railway was increasing so rapidly that it was a most difficult matter for the General Manager to continue working the service with reasonable efficiency unless he had more power in connection with the selection and engagement of staff, rates of pay, variations of pay in the lower grades, and the like. I know that Mr. Felling intended to bring the matter up again officially, and I understand that Sir Robert assured him it was not necessary to do so as he himself would press the matter on his arrival in England.

He also asked the Governor to explain to you that, while he realised the desire to give preference to R.M.R. men for our marine service, most of the men selected had unfortunately no cargo experience, while in a recent case I understand a boat was almost lost through incompetent navigation.

Mr. Felling argues that we must ^{now, with} insist upon the substantial increase in the cargo work on the lakes, ~~necessitates~~ ^{insist upon} mercantile marine officers being appointed. He is quite sure he could obtain suitable officers if he were allowed to do so, the rates of pay being more favourable in comparison with mercantile marine rates of pay.

Mr. Felling had become very anxious during the last few months about the strain on the Railway services. This has been caused almost entirely by the delay in obtaining equipment such as cranes, delay in sending out the steamer for Lake Nipigon, and numerous other delays in getting conditions complied with have caused the greatest inconvenience, and he asked Sir Robert that steps might be taken at home to improve

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upon the Crown Agents the need for asking British manufacturers to comply more promptly with the requirements of the Railway. The present position is that between non-fulfilment of orders and local shortages of labour, the situation is at times practically impossible. When I went down to Kisumu to see the Duke and Duchess of York on to their boat, Mr. Elias told me that there were 2,800 tons of cargo from Uganda which could not be touched and that, owing to the inefficiency in handling, the stream of cargo flowed over it and that they were beginning to get behind on that too.

I know very little about Mbaraki, except that it is now badly overworked and that Mr. Felling strongly presses that the sheds, which are in an appalling condition and threaten to start an epidemic of the plague, should be re-conditioned. Concrete floors should be put in and action taken to fight the rats. I gathered that the main question of Mbaraki is still engaging the attention of the Colonial Office, and I understand Mr. Denham has addressed further replies to you about it.

Mr. Felling is now definitely of the opinion it would be wise not to stop work at Kilindini after the completion of the two deep water berths, but to proceed without a break to complete two more, and perhaps three, additional berths. If Pauling's shift their machinery the cost of any future construction would naturally be many times multiplied.

He also raised the question of difficulties in connection with land, owing to non-settlement of issues between the Government and the Railway. He himself is most anxious for the matter to be settled and he now considers that it does not seem matter in whom the ownership of the land is vested so long as development is allowed to proceed. At the same time

moment, according to Mr. Felling, development is more or less held up. He is anxious not to build more residences upon areas in possession of the Railway at Mombasa and Kilindini because these areas should be developed as business sites, and Railway quarters he considers should be built in more suitable localities. The Railway requires houses badly, both for senior and junior staff, and Mr. Felling is anxious to build on a large scale, but he feels that until he can get suitable land he is held up. Meantime, housing is one more difficulty for the Railway which increases month by month, and the unsatisfactory condition of his staff is giving the ^{service} Railway a very bad reputation, and soon he will find it difficult to get suitable men.

He also discussed with Sir Robert the general question of Port Control and the landing and shipping work; and asked him to make the position clear to the Colonial Office. He takes the strongest view of the present position at the Port, and regards it as highly dangerous; and I think his general attitude is that it would be most unfortunate for the Colony if the shipping interests are allowed to get control of the new piers under the same conditions as they control the wharfage work at present; and he feels that either the wharfage work must be done by Government or under a licence from Government, in such a way that the work and charges can be effectively controlled.

He thinks the suggestion in regard to a Port Control Board does not appear to show any appreciation of the real position at Mombasa, where the shipping people are not only the ablest people on the island but, to a great extent, control the commercial community. If a Board of Control is appointed, he is satisfied it will not last long; in any case it would be quite wrong to make the Railway subsidise it.

On all these points he hopes the Colonial Office will maintain an open mind until the Commission of Inquiry into conditions at the port have reported.

Eliza will be in England shortly, and should be of great assistance to anybody examining the question.

I am afraid that I have taken up a great deal of time although I have done little more than enumerate the main points Sir Robert wished to discuss. The feeling in the country is very good at present, and I do believe the consensus of opinion to be that the Commission of Inquiry has been of some good, but of course everyone is waiting for the Report with anxious curiosity.

Lanchester and Town-Planning.
Sisal

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