

1925

KENYA

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RE 16 FEB 25

DATE

17th February 1925.

PROTESTANT ALLIANCE MISSIONARY COLLEGE AT AIKUYU.

Explains situation that has arisen. Considers whole educational position should be reviewed by Advisory Committee with a view to securing effective co-operation between Govt and Societies.

Previous Paper

MINUTES

Mr. St. John called about this & I asked him to write. I have since discussed with Major Vischer.

1. The idea of using the building, purely for the education of medical students appears to have been dropped - wisely I think, as any thing beyond the training of medical students should surely wait until we have a class of students of good character for which the local medical profession of the place can be drawn.

Subsequent Paper

4 MAR 1925

18 MAY 1925

is be general, there certainly seems to be no reason for continuing the arrangement by which the Protestant Alliance <sup>disposed of</sup> subscribed money is retained for a definite purpose, and the scheme just proposed by the Government seems generally desirable, though (d) seem to be impracticable in view of the number of denominations.

Myself & I have agreed that the matter is not yet in a proper form to put before Advisory Committee, and that we must have something from the O.G. as we can't act officially on Dr. Fisher's private communication to Mr. O'Shea, it will be best that I should go to Mr. O'Shea and ask for an official dispatch explaining his position fully.

3 to A in Mr. O'Shea's letter, the Committee, some of them (I think Education) was deferred

deferred in the hope that Mr. Orr was about to come home but knows now that he will not be here till 14th, & perhaps Vischer will consider whether through contact now be put on the Agenda. We have not, however, yet had the regulations under the Education O.G. and hence he cannot give more for the Committee to consider than a reference to the Chief

~~Chief~~ Chief  
I enc - O.S. 2/3/35

Mr. Vischer  
Headmaster

Mr. O'Shea's letter of 2/4/35 attached. Will send you around results.

Chief 17.4.25

The Committee will examine the Grammar as soon as they can see the Regulations  
Hammerton  
30.4.25

Handwritten initials and scribbles at the bottom left of the page.

to Henry or a date <sup>to the</sup> ~~from the~~  
old name. I have written to  
the Bank as in copy attached  
was.

18/5/15

Your recommendations  
done at your earliest  
convenience, in order that  
I may communicate  
them to the Trustees of  
the Carnegie Corporation.

3. I would suggest  
for your favourable consideration  
that the annual instalments  
might be applied to the  
payment of the J. W. C.  
Hosgall and the staff  
of the Jeanes Teachers  
Training College which  
has been inaugurated on  
the special recommendation  
of Mr. Thomas Jesse Jones,  
the Chairman of the  
Pheasant-Stokes Educational  
Board Commission to East  
Africa. Mr. Jesse Jones  
considered that the training

of native ~~primary~~ teachers

was the most urgent need

for the ~~education~~ <sup>furtherance of native</sup>

Education

~~operation~~ - 1901

(Signed) L. S. AMERY



Downing Street,

18 May, 1925.

My dear Danham,

You wrote to me on April 2nd about the Protestant Alliance building at Kikuyu, and you then had good hopes of a settlement locally.

I am sure that we should have been delighted to lease it at that, but Mr. Oldham called here last week and explained that the final decision, on the Mission's side, would rest with their headquarters here and that they would not necessarily take the same view as their local representatives.

He expected that he would be able to tell us of the views of the Church Missionary Society and the Church of Scotland Mission Committee in four or five weeks, and he was anxious that you should know how matters stood.

A.M. Jeevanjee called here a few days ago - fluent but not very intelligible about a scheme (just before Coryndon's death) under which he was to do lightering business for the Government. <sup>Ellis</sup> Ellis has since

told

DANHAM, ESQ., C.M.G.

Downing Street,

18 May, 1926.

My dear Denham,

You wrote to me on April 2nd about the Protestant Alliance building at Kikuyu, and you then had good hopes of a settlement locally.

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DENHAM, ESQ., C.M.G.

... of these ...  
... and said that a settlement had almost been reached.  
... should you be aware that he is anxious that both parties  
... be entirely satisfied of.

We are on the eve of the start of the Fall-Session  
... on Monday ... and the Commission. This  
... is in the hands, and the Office is not, of course,  
... represented there, I don't know how it will go.

*Yours sincerely*

*W. S. ...*

Missings. I am sure that  
 there is a good ground  
 that a <sup>good</sup> <sup>Smiths</sup>  
 with a working Board  
 on which your Missions  
 can be represented.

I shall do my best to effect  
 a settlement. I am anxious  
 to know of anything to do  
 to see the Missings really  
 settled which is what

Mr. Edward Hunt that  
 I have seen a change to  
 England and then said  
 to Robert Jaydon. he  
 had been of the same  
 in a long time in his opinion  
 was there to nothing to  
 indicate the success of  
 the internal work.

I am always glad to hear  
 from you. I remember please  
 that <sup>the</sup> ~~the~~ <sup>is</sup> ~~is~~ <sup>to</sup> ~~to~~ <sup>be</sup> ~~be~~ <sup>our</sup>  
 full measure of discussion



It means being staying back  
to when appreciation <sup>is</sup> ~~is~~  
to finish of one Re  
there well joined. The work helped

James Vincent

Edward B. Deaneham

100/100 of and there is some  
written in the book  
things to be done. But

D Arthur, I understand, from  
the proposal generally realistic  
that the millions are not  
at present being put to  
full use. The justice is based  
the of control & management  
whether for a Scotch Minister  
I am an impression that the  
C. M. I. forms the former to  
control that the writings are  
in their charge as well as

from possible Street Room  
 all I can think is reasonable  
 & I can always find him.  
 He has an aspect  
 engaged in some papers on  
 the subject. Will then  
 see Ben with a  
 proposal can then probably  
 be put before the local  
 Advisory Committee on  
 Native Education.

Some aspect to reference  
 there is the Advisory Committee  
 in England & I think that  
 being a well settled  
 the better local. If we  
 can't I shall send you a full  
 dispatch explaining the  
 different points of view.  
 The problem itself is that the  
 budget was fixed out of  
 the unsupplied balance of the  
 East African War Relief.  
 Kind to land at the University  
 & I think this is found

GOVERNMENT HOUSE,

KENYA.

EAST AFRICA.

April 2. 1925.

Dear Mr Bottomley,

I am pleased to hear that you have been found possible to visit Kenya in the near future. I am sure that your presence will be of great value to the Advisory Committee. I am sure that you will be able to give us some very valuable information regarding the educational situation in Kenya. I am sure that you will be able to give us some very valuable information regarding the educational situation in Kenya.

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NEWSPAPER: THE EAST AFRICAN

CODES: MISSION CODES: EAST AFRICA MISSION

TELEPHONE: EAST AFRICA MISSION

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# INTERNATIONAL MISSIONARY COUNCIL

Consistent of representatives appointed by

UNITED MISSIONARY COUNCIL OF AUSTRALIA  
UNION DES MISSIONS PROTESTANTES AU CONGO  
NATIONAL CHRISTIAN COUNCIL OF CHINA  
NORWEGIAN MISSIONS BOARD  
NORWEGIAN EVANGELICAL MISSIONS BOARD  
UNION DES MISSIONS EVANGELIQUES DE PARIS  
CONFERENCE OF MISSIONARY SOCIETIES IN GREAT BRITAIN AND IRELAND  
NATIONAL CHRISTIAN COUNCIL OF INDIA, BURMA AND CEYLON  
NATIONAL CHRISTIAN COUNCIL OF JAPAN

CHURCH OF ENGLAND (The Bishopric of)  
MISSIONS COMMITTEE  
THE LONDON MISSIONARY SOCIETY  
THE SOCIETY FOR PROMOTING CHRISTIAN KNOWLEDGE  
(CHURCH NORTH AND CANADA)  
MISSIONARY SOCIETY OF SOUTH AFRICA  
SOCIETY OF CHRISTIAN BROTHERS  
SOCIETY OF MISSIONARIES  
ASSOCIATION OF MISSIONARY SOCIETIES IN SWITZERLAND

7803

15 FEB 1925

SECRETARY  
JOHN R. MOTT

EDINBURGH HOUSE

2 RATON GATE, LONDON, S.W.1.

17th February 1925.

W.C. Bottomley, Esq., C.M.G., O.B.E.,  
Colonial Office,  
London, S.W.1.

Dear Mr Bottomley,

In response to the request you made yesterday I enclose a note about the communication from Dr Arthur with reference to the proposed Protestant Alliance Missionary College at Kikuyu.

I have cabled to Dr Arthur telling him that in my judgment the situation is too complex to advise upon and suggesting that the missions refer the matter to their home boards. I think it would be of great advantage if the whole educational situation in Kenya could be reviewed by the Advisory Committee with a view to arriving as far as possible at some plan which would make for the most effective co-operation between the Government and the missionary societies.

I am,

Yours very truly,

J. H. O'Connell

Enclosure

THE PROTESTANT ALLIANCE MISSIONARY COLLEGE

Dr Arthur of the Church of Scotland Mission at Kikuyu reports a conversation which he had with the Colonial Secretary, the Commissioner for Native Affairs and the Director of Education on December 31st, 1924.

The Protestant Missionary Alliance has for some time had in view a plan to establish a missionary college at Kikuyu with provision for higher education, medical education, teachers' training and theological training.

In 1920 a sum of £5,600, being the balance of the East Africa War Relief Fund, was handed over to the Alliance to put up buildings for medical education. These have already been erected on land leased to the Missionary Alliance by the Church of Scotland to whom it belongs. The arrangement arrived at with the Government appears to be that if the building ceased to be used within twenty years for the purpose for which the money was given the Missionary Alliance should repay the sum of £1,500. The medical buildings are not at present being used for the purpose intended and only to a very limited degree for other purposes.

Dr/



Dr Arthur proposed that Government should give its sanction to the use of the buildings already erected for the more general purpose of higher education and teachers' training. 7/14/14

The Chief Native Commissioner and the Director of Education were of opinion that the institution should be carried on by Government and not by the Protestant Missionary Alliance. Following on the conversation on December 31st Mr Orr sent to Dr Arthur a copy of a letter from the Education Department to the Colonial Secretary submitting for the consideration of Government the following proposals:-

(a) The school must be a Government school for the higher education of Africans who have obtained the School Certificate and desire to fit themselves to become teachers, clerks, or medical students.

(b) The buildings if not being used for the purpose for which the money was handed by Government to the Protestant Missionary Alliance should be restored to Government.

*char?*  
(c) The land which was presented by the Church of Scotland Mission for the purpose of medical training should be repurchased by Government at the price charged by the Mission.

(d) As in the case of English Public Schools a governing body should be appointed upon which missionaries of all denominations sending pupils to the school should be represented.

(e) Ordination should be no bar to possible appointment on the school staff.

- 3 -

(f) Facilities should be given for religious instruction in the tenets of the various denominations.

(g) A limited number of scholarships should be offered to boys educated at schools of the Protestant Alliance.

(h) The cost of the school to be borne wholly by Government.

The home authorities of the Church Missionary Society and of the Church of Scotland, which are the principal societies concerned, have not yet taken up any definite attitude in regard to Dr Arthur's proposal.

R. H. O'Connell

26. 12. 1925

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D 3

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sterion Smith.  
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~~DATE~~

AFT.

- 4 MAR 1925

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Dear Mr. Oldham,

I only received your  
letter of the 17<sup>th</sup> about the  
proposed  
Protestant Alliance College  
at Wanganui. We agree that  
it will be a matter for the  
Committee but first I  
am writing to Mr. Stoddart

asking for a full reference  
despatch on the subject. Some  
priority such a reference  
is already on the way  
home

Yours sincerely,

(Signed) W. C. BOTTOMLEY.

Kenya  
1923  
3/3/23  
Mr. Shackley  
Mr. S. Sheehy  
Mr. O. Davis  
Mr. G. Grindle  
Mr. J. Masterson Smith  
Mr. G. Crosby-Gore  
Mr. D. Inery

Answer  
at 11  
J. H.

DRAFT.

4 March 1923

Dear Sir,  
only.

My dear gentleman,  
We have heard, through a letter  
from Dr. Arthur to Mr. J. H. Graham,  
of a controversy which exists  
between you and the other members  
of the Executive Council of the  
Protestant Alliance as to the  
use of the War Relief funds.  
Mr. Graham has told Dr.  
Arthur that as the matter  
is under the auspices of the  
Executive Council, it should be  
dealt with by the Executive Council,  
and not by the other members.  
One of the main objects of the  
Executive Council is to  
aid and encourage in Kenya, the

should be expressed  
advisory Committee & Director  
here. We agree, but there is  
very little about this Hibernian  
question in April we can have  
a reference to the (2) or other  
a document of regarding to you as  
J.A.G.

So we have thought it best  
that I should write to suggest  
that, if you have any interest in  
this, you should be interested  
feel sympathetic in the subject  
which we can put to the Committee.  
This is the sort of point on which I  
regard the best for interest of  
our cause.

(Signed) W. C. BOTTOMLEY.

A NOTE  
ON THE REPORT  
OF THE  
EAST AFRICAN  
COMMISSION

By J. H. Oldham

May 1925

## A NOTE ON THE REPORT OF THE EAST AFRICAN COMMISSION

The Report of the East African Commission is an imperial document of the first importance. It brings together a most valuable body of information, not hitherto easily accessible, about the vast territories which constitute our East African empire. One of its great merits is that it envisages East Africa as a whole and presents particular problems in their proper setting, true perspective and relation with one another. It sets forth a policy and makes positive recommendations which, if acted on, must contribute greatly to the well-being and progress of these territories. It would be regrettable if the opportunity created by the publication of the Report were allowed to pass without decisions which will mark a turning point in the history of one East African Empire.

### I.—THE SIGNIFICANCE OF THE REPORT.

The governing idea of the Report is that there is a moral obligation resting on Great Britain to develop the vast productive areas in East Africa, for the administration of which it is responsible. Their potential wealth, as the Report makes plain, is prodigious. Dr. Shantz, of the Agricultural Department at Washington, who accompanied the Phelps-Stokes Education Commission in its recent visit, estimates that the area of East Africa (including Abyssinia and Portuguese East Africa) capable of being brought under profitable cultivation is equal to that in the United States. He considers that ninety million acres could, if desired, be put under wheat, as contrasted with the thirty-four million acres in which cotton is grown in the United States.

It is plain from the facts set forth in the Report that, if these rich territories are to be developed, improvement

of transport facilities is a primary necessity. Without this, progress in other directions is impossible. The conclusion to which the facts set forth in the Report inevitably point finds expression in the main proposal of the Commission that Parliament should authorise a loan of ten million pounds, guaranteed by the Imperial Government, for the construction of harbours, railways and roads.

Along with the moral obligation to make available the potential wealth of these territories, there exists a parallel and equal obligation, as is fully recognised in the Report, to promote the physical, mental, moral and social advancement of their native inhabitants. To this responsibility His Majesty's Government is committed by many public pronouncements, and notably by the Kenya White Paper of 1923, as well as by its adhesion to various international treaties. It is stated in the Report, with reference to Tanganyika Territory, that since this is a "mandated" area, "Great Britain has a special responsibility before the world for ensuring its good government and development." It will, however, be generally agreed that the responsibility which we owe to our own imperial traditions, public professions and sense of duty is not less weighty and exacting than the obligations arising out of international engagements.

The object of this paper is to urge (1) that in endeavour to carry out this twofold responsibility the central problem for which a solution has to be found is that of population; (2) that the basis of any attempt to deal successfully with this and other problems that find a place in the Report of the Commission must be an unprejudiced and scientific study of the facts and, in particular, of the human factor on which everything else depends; and (3) that the best results from the proposed loan for development will be obtained if a small proportion of the sum voted is put at the disposal of the Secretary of State for expenditure at his discretion for the purposes of research and educational experiment.

### II.—THE QUESTION OF POPULATION CRUDAL.

A careful perusal of the Report makes clear that the

fundamental problem is that of population. On this depends the supply of labour for the economic development of the territories.

The area of the territories under British rule in East Africa is approximately 1,000,000 square miles and the population is estimated at about 12,000,000. The relative sparseness of the population is the dominating fact in the situation. As the Governor-General of the Congo recently remarked with reference to the Belgian Congo, where conditions are analogous— an area of 900,000 square miles with an estimated population of 25,000,000. The population is manifestly too small, much too small, to utilize the known wealth of our colonies and the resources of which the existence may be presently demanded an abundant supply of labour.

From the standpoint of the economic development of these areas account has to be taken not only of the fact that the population is limited in numbers, but also of the fact that the people are for the most part ignorant, untrained, unaccustomed to continuous effort, and undisciplined in habits of regular work. These deficiencies have to be remedied before the existing supply of labour becomes deficient. According to the Report (p. 40) there is already a shortage of labour in Uganda and Kenya and Tanganyika. In Nyasaland and Northern Rhodesia there is a surplus, but this is due to the lack of transport facilities which at present stands in the way of the economic development of these territories.

If a shortage of labour already exists in three of the most important territories, it is all the more important to look ahead and to prepare for those increased demands that will be made by the economic developments which the Report contemplates as the result of the opening up of fresh areas by new railways and roads.

A still graver issue arises if there are reasons for thinking that the population as a whole is decreasing rather than increasing. The facts necessary for a decisive judgment are lacking. Reliable vital statistics do not exist. The Report holds that there is no conclusive evidence as to whether the population of East Africa is increasing or

decreasing (p. 46). At the same time it is important, as Mr. Linfield points out in a supplementary memorandum, to note that in Nyasaland the Census Report for 1921 asserts that the indigenous population is declining, and gives reasons for this decline; that in Kenya the Chief Native Commissioner considers that, when every allowance has been made for defects in the estimates, it is difficult to avoid the conclusion that the population has lately shown a tendency to decline\*; and that in Uganda until recently the population has been declining rather than increasing (p. 144), and it is only now, thanks to the heroic efforts that have been made to combat disease, that the corner seems to have been turned and the population has begun slowly to increase (pp. 184-5).

It is perhaps worth while to note in passing the conditions in the Belgian Congo, where the subject appears to have received closer attention than in British East Africa.

The Commission for the Protection of the Natives, which is a permanent body in the Congo itself, established under the Colonial Charter, in its Report for 1919 stated that there was no difference of opinion among its members as to the fact of depopulation, which was "real, rapid and alarming." It quoted with approval a memorandum by one of its members in which it was estimated that the population of the Congo had since the European occupation fallen by half.† A thorough examination of the question of population was recently undertaken by the Standing Committee of the National Colonial Congress, and a Report, containing a large amount of evidence and valuable information, was published in 1924 (*La Question Sociale au Congo*). After citing opinions and evidence on both sides of the question, the authors of the Report inquire whether, apart from the devastation wrought by sleeping sickness, regarding which there is no question, it is possible to affirm

\* Dr. Norman Leys, in his recent book, *Kenya* (p. 282), expresses the opinion that the population of Kenya has declined since the European occupation 33 per cent.

† *Rapport au Roi de la Commission Institutée pour la Protection des Indigènes* (pp. 18, 20).



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The area of the territories under British rule in East Africa is approximately 1,000,000 square miles and the population is estimated at about 12,000,000. The relative sparseness of the population is the dominating fact in the situation. As the Governor-General of the Congo recently remarked with reference to the Belgian Congo, where conditions are analogous, an area of 900,000 square miles with an estimated population of 20,500,000. The population is manifestly too small, much too small, for the exploitation of the known wealth of our colonies and the resources of which the existence may be preserved and demand an abundant supply of labour.

From the standpoint of the economic development these areas account has to be taken not only of the fact that the population is limited in number, but also of the fact that the people are for the most part ignorant, untrained, unaccustomed to continuous hard and undisciplined in habits of regular work. These deficiencies have to be remedied before the existing supply of labour becomes urgent. According to the Report (p. 40) there is already a shortage of labour in Uganda and Kenya and Tanganyika. In Nyasaland and Northern Rhodesia there is a surplus, but this is due to the lack of transport facilities which at present stands in the way of the economic development of these territories.

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† *Rapport au Roi de la Commission Instaurée pour la Protection des Indigènes* (pp. 24, 26).

with certitude that among the native population generally there is a decrease. While exact data for an authoritative and final judgment are not available, they find themselves compelled to state that it is extremely probable that depopulation is taking place in the Congo.\*

In the present state of our knowledge, controversy as to the facts of increase or decrease of population would be futile. It is sufficiently serious that the healthy, natural increase of population, on which the economic development and prosperity of these territories entirely depend, should be a matter of doubt. Moreover, whether an actual decrease in the population of East Africa is taking place or not, there can be no question that the forces tending to produce such a result are active, powerful and dangerous. They may be divided into two main classes.

First, there are the ravages of disease following in the wake of the European occupation. Sleeping sickness is said to have carried off 300,000 people round Lake Victoria in the epidemic of 1901-3, and the Commission point out that in the past year cases of sleeping sickness have been recorded in all the five territories visited, and that since the tsetse fly is advancing in most parts of East Africa there is abundant cause for anxiety (p. 53). An the district of Bunyoro in Uganda practically the whole population is said to be infected with venereal disease. The spread of this same disease is a real danger in other territories and the infection of the population must inevitably result in the decline of the birth-rate, which has only now been overcome in Uganda through the energetic and costly efforts of the medical department over a period of years. Ankylostomiasis is stated to be second only to syphilis in its bad effects on the community: investigations in specimen districts in Kenya showed that between 60 and 80 per cent. of the population were infected with some kind of worm disease (p. 55). Plague exists in Kenya and Uganda, and constitutes a danger which may at any time become a scourge. Malaria, yaws, dysentery, tuberculosis, influenza, leprosy and spirillum fever are among the other diseases

\* *La Question Sociale au Congo* (p. 41).

which are a menace to the health and increase of the population.

The second group of causes adverse to the growth of population are those connected with the disturbance of native life as a result of contact with a more advanced civilisation. The effects of this contact on native life call for more exact study than has yet been given to them. The gravity of the situation in the Congo has led to increased attention being given to the subject by Belgian students of Colonial affairs and its great importance is recognised in the Report of the Standing Committee of the National Colonial Congress which has already been quoted (*La Question Sociale au Congo*).

Prolonged periods of absence from wife and family for work at industrial centres; disease contracted at such centres and brought back to infect the reserves; social conditions in labour centres unfavourable to the setting up of a home and the birth of children; changes in habits of life resulting in a greater susceptibility to disease and lessened power of resistance; conditions of life at labour centres and in the journeys to and from them prejudicial to health; excessive strain of the male members of a tribe leading to the neglect of the cultivation of food crops or imposing an excessive burden on the women, and resulting in under-nourishment of both adults and children—these and other similar causes operate in greater or less degree to prevent the healthy growth of population. In addition to those more directly adverse influences there are also operative, in the opinion of some students of the subject, certain more subtle psychological and social causes, resulting from readjustment between the inherited mentality and habits of the people and the new environment into which they have been suddenly introduced. These influences undermine the social stability which is conducive to the natural increase of population.

The Belgian Government recently appointed a strong commission to examine and report on the labour situation in the Congo. The Report of the Commission, which is in process of publication, accepts as a basal fact that "native societies progress slowly and with difficulty"

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\* *La Question Sociale au Congo* (p. 41).

which are a menace to the health and increase of the population.

The second group of causes adverse to the growth of population are those connected with the disturbance of native life as a result of contact with a more advanced civilisation. The effects of this contact on native life call for more exact study than has yet been given to them. The gravity of the situation in the Congo has led to increased attention being given to the subject by Belgian students of Colonial affairs and its great importance is recognised in the Report of the Standing Committee of the National Colonial Congress which has already been quoted (*La Question Sociale au Congo*).

Prolonged periods of absence from wife and family for work at industrial centres; disease contracted at such centres and brought back to infect the reserves; social conditions in labour centres unfavourable to the setting up of a home and the birth of children; changes in habits of life resulting in a greater susceptibility to disease and lessened power of resistance; conditions of life at labour centres and in the journeys to and from them prejudicial to health; excessive strain of the male members of a tribe leading to the neglect of the cultivation of food crops or imposing an excessive burden on the women, and resulting in under-nourishment of both adults and children—these and other similar causes operate in greater or less degree to prevent the healthy growth of population. In addition to those more directly adverse influences there are also operative, in the opinion of some students of the subject, certain more subtle psychological and social causes, resulting from maladjustment between the inherited mentality and habits of the people and the new environment into which they have been suddenly introduced. These influences undermine the social stability which is conducive to the natural increase of population.

The Belgian Government recently appointed a strong commission to examine and report on the labour situation in the Congo. The Report of the Commission, which is in process of publication, accepts as a basal fact that "native societies brought into contact with civilisation

exhibit an extreme fragility," and holds accordingly that the starting point of any consideration of the labour problem must be an attempt to determine the proportion of labourers which can be safely withdrawn from native society without disturbing the economic, political or social equilibrium of tribal life.\* This seems to be the right approach to the problem. Measures designed to ensure a healthy increase of the population are an indispensable foundation for the economic development of the territories.

If this point of view is adopted and the problem is taken firmly in hand there appears to be no need for pessimism. The results already achieved by the medical departments in combating disease are full of encouragement. Recognition of the danger makes it possible to devise measures for dealing with it. The hearty co-operation of the administration, the medical departments, the education departments, and the missionaries in carrying out a constructive policy may be expected to bring about a great improvement in the situation. But success can be hoped for only if the increase and health of the native population and their increased efficiency as producers are seen to be the fundamental economic problem of East Africa, and the attainment of these ends is made a primary object of administrative policy.

### III.—A PLEA FOR THE SCIENTIFIC TREATMENT OF EAST AFRICAN PROBLEMS

The Report contains an admirable and illuminating chapter on the importance of scientific research in relation to the development of East Africa.

The Commission point out that anthropology is a subject having the most important applications in the sphere of administration. Attention is called to the paucity of systematic records, regarding rainfall and crop production. The need for scientific and technical experts in connection with crop production, animal husbandry, the exploitation

\* *Rapport de la Commission pour l'Etude du Probleme de la Main-d'Œuvre au Congo Belge.—L'Essai Colonial et Maritime*, April 1925.

of minerals and forests, the conservation of water supply, the improvement of existing industries and the development of new ones is strongly emphasised. Scientific investigation of human, animal and plant diseases is indispensable if these are to be successfully combated. Yet in almost all these directions the Commission found the existing provisions quite inadequate for the work to be done. Additional scientific workers are urgently required in every colony. The increase is needed alike in the agricultural, veterinary and medical departments. The Commission are of opinion that one of the chief methods by which Great Britain can assist her tropical possessions and her own trade is by increased provision under this head (p. 94).

Valuable and important as are the recommendations of the Commission in this chapter of the Report, it seems necessary, if they are to yield the largest practical results, to carry the matter a stage further and to consider whether the particular proposals put forward in the chapter can be co-ordinated in some comprehensive and unifying plan.

If the local governments and the Imperial Government are to initiate and give effect to a considered and progressive policy directed to the economic development of the territories and the advancement of their inhabitants, they must have at their disposal fuller information than is at present available regarding the forces at work in East Africa in order that they may bring them increasingly under intelligent control, combat tendencies of a destructive nature and direct the course of development to wise and beneficent ends.

The enquiry that is wanted would need to be scientific in the sense that it would be a disinterested attempt to ascertain the facts and would enlist the aid of the best expert knowledge obtainable. The use of the term scientific research is apt, however, to be misleading, inasmuch as it does not immediately suggest two aspects of the enquiry that are of fundamental importance.

In the first place, as ordinarily used, it tends to convey the suggestion of enquiry related to natural products and physical forces. These must, of course, be included in the enquiry, but if, as has been contended, the question of

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population is fundamental, it is essential that the approach to the subject should be from the human side. The primary questions are how native life may be protected from disintegration, how the health of the people may be promoted, and how they may be trained in habits of industry and taught to make the fullest use of the natural resources of their environment. In recent Belgian discussions of colonial questions the vital relation of these questions to the economic future of the Congo is clearly recognized.

Scientific research is apt, secondly, to suggest exclusively the work of specialists, whereas the main point of the suggestion that has been made is the need of co-ordinating the work of specialists and relating it to administrative policy. The services of specialists in the various sciences are indispensable but the largest returns from their labours will be obtained only if the investigations undertaken are related to a constructive policy aiming at the most advantageous economic development of the territories and the health and progress of their inhabitants. For this task of co-ordination a committee is required, not so much exceptional proficiency in a particular department of knowledge, as a broad outlook on human affairs, with sympathy and a sense of responsibility. It is an interesting fact in this connection that the survey of Medical Education in the United States and Africa, which has led in the past fifteen years to a revolution in the conditions of medical education in Africa, was made by Dr. Abraham Flexner, who was not himself a medical man.

It would be premature at this stage to consider what kind of machinery is needed for the kind of survey that has been suggested, whether for example, some permanent machinery is required or whether the end in view could be achieved by a Commission which should report within a definite period. Such questions will be the composition of the body undertaking the enquiry can be determined only after a careful study of the existing situation with the aid of expert advice. It is obvious that no single body could undertake directly the whole of the enquiry. The greater part of it could doubtless best be provided for by strengthening the scientific staffs of the medical, veterinary

and agricultural departments, as is proposed by the Commission. Moreover, as the Commission point out, a great deal of valuable information could be assembled not by instituting new independent enquiries but by bringing together knowledge already possessed by administrative officers, missionaries and others, and by enlisting their co-operation in obtaining information which could be utilized by specialists. But to set on foot these various lines of investigation and direct them towards a common end, there is need of some central driving force and co-ordinating mind of minds. The range of possible enquiry within each department of knowledge is practically unlimited. The essence of the problem is to know what in view of the total requirements of Government policy should come first. A primary qualification in those directing the enquiry would be the ability to recognize what amount of information at any particular stage is enough. The value of the survey would depend more than anything else on an appreciation of the relative value of facts.

In order to give more definite content to the suggestion that has been made, it may be desirable to indicate the kind of matters with which a survey might deal. The following tentative suggestions are offered for the purpose of making clearer what is intended and not for any sense an adequate exposition of the subject.

(1) Since the question of population is crucial an endeavour might be made to find out how present estimates of population are arrived at, how far they may be regarded as approximately correct, and whether any improvement can be effected in the method of arriving at results. Conditions in Africa will so long make it impossible to obtain exact statistics corresponding to those in European countries, but it may be found possible to obtain estimates sufficiently accurate for practical purposes. It might be considered further whether by carefully conducted investigations in selected areas it would be possible to obtain information that would shed valuable light on questions relating to the increase of population.

(2) It should be possible with the aid of the experience of administrative officers, missionaries and others to arrive

at an estimate of the proportion of adult males which can be safely withdrawn at any given time from the life of a tribe for employment outside. The percentage would doubtless vary according to the circumstances of the tribe. The estimate could be revised from time to time, since with the progress of education, increase in efficiency and the introduction of improved and labour-saving methods into the reserves, a larger supply of labour would be released and become available for work outside. This method of approaching the labour problem is a distinctive feature of the recently published report of the Labour Commission appointed by the Belgian Government, and determines the lines of the Report. (*Rapport de la Commission pour l'Etude du Problème de la Main-d'Oeuvre au Congo Belge.*)

(3) An enquiry might be instituted into the more economical use of existing labour. This would include such questions as the progressive elimination of portage through the improvement of communications and the increase of mechanical means of conveyance, improvements in organization which would prevent wastage of labour; the encouragement, wherever possible, of the introduction of labour-saving machinery in industrial enterprises; and the reduction of the amount of manual labour required in the reserves through the introduction of better tools and labour-saving methods of various kinds.

(4) It should be possible, as has been done by the Belgian Labour Commission, to obtain estimates of the present and prospective demands for labour in the various colonies, and to regulate the pace of development by the supplies of labour that are available, or that can be by improved organization and the introduction of labour-saving methods progressively be made available.

(5) Much fuller information than is at present available is needed, as is pointed out in the Report of the East African Commission, regarding the conditions of life, customs and beliefs of the various tribes. In such enquiries the assistance of anthropologists is indispensable. But while every fact relating to the life of a people has both a scientific value and a human interest, it will doubt-

less be found that for the purposes of successful administration, with which we are here concerned there are certain facts that are of primary importance—the facts, for example, which relate to customs that affect the health and physical efficiency of the people or to beliefs and tabus that hinder production or to the industrial organization of the tribe and the division of labour between men and women. Measures might be taken to collect and relate information of this nature, which for the most part is already in the possession of administrative officers, missionaries and others, but which needs to be assembled, co-ordinated and made available for administrative use.

(6) Questions of health, which are of vital importance, are for the most part the concern of experts, and the primary necessity is no doubt to strengthen the medical departments, not least on the scientific side. But there are many points where such questions touch, and need to be definitely related to, the subjects dealt with in preceding paragraphs.

(7) A special Advisory Committee has been set up at the Colonial Office to consider the question of education, but at every point educational policy needs to be related to the general policy of Government for the economic development of the territories and the advancement of their peoples.

(8) It has been recommended by the Commission that provision should be made to obtain systematic records of rainfall and temperature. This important information can be obtained at relatively small cost, but unless definite provision is made for securing it, there is danger of the matter being neglected.

(9) Consideration should be given to the question whether it is desirable or possible to co-ordinate and extend the information at present in the possession of the agricultural departments regarding the possibilities of the soil. In this matter valuable advice and help could probably be obtained from the Agricultural Department at Washington, which has had to undertake soil surveys on a large scale and has had experience in dealing with the question of soils, as a geographical rather than a chemical problem.



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Such investigation would supply additional information regarding the economic possibilities of the country and the most effective use to be made of the different types of land.

(10) Enquiry could be made whether present information regarding crop production, area under cultivation, and yields is adequate and presented in the most convenient form to provide a basis for a policy of economic development. The same question might be asked in regard to information relating to stock and to industries.

(11) Dr. Shantz, of the United States Department of Agriculture, in his chapter on "Agriculture in East Africa," in the Report of the Phelps-Stokes Commission, lays great stress on the importance of the study of native methods of agriculture. He is of opinion that it would be a great mistake in many cases to interfere with their established customs until a thorough and unprejudiced study of these methods and their results has been carried out. The suggested study of native agriculture, which would include the crops raised, the amount of the yield, the unit of cultivation, by which individual, the implements used, the amount of manure used, etc., would not only lead to improved methods of increased production, but would also have an important bearing on other matters dealt with in preceding paragraphs.

(12) Land tenure and transport, are subjects of which the importance is obvious.

It is not intended to suggest that a comprehensive survey should be immediately instituted embracing all the matters touched on in the foregoing paragraphs. This would be an undertaking beyond the capacity of any body that might be constituted for the purpose and would inevitably break down under its own weight. Much of the information required can best be obtained through the normal activities of the agricultural, veterinary, and medical departments. It may be found that the best way to deal with certain matters is to send expeditions in selected areas, and, if the results are found to justify it, to extend such efforts to other areas.

\* Education in East Africa, pp. 365-71

The essential thing is to determine whether there is at present available the information which is necessary to enable the local and Imperial governments to frame a wise policy of economic development that includes in its plan the well-being and advancement of the native peoples, and, if this information is lacking, what kind of information is required and how it may best be obtained. The wisest course may be to make a beginning with the examination of some one subject of pressing importance, such as the question of labour, on which economic progress entirely depends. It is important, however, that each particular enquiry should be viewed in relation to the main objective and to the other factors in the situation. A survey of the soils and the potential production of the territories, for example, would lose a large part of its value if account were not taken of the human element by means of which alone the agricultural potentialities can be realised. So long as the ultimate end is kept clearly in view a beginning can safely be made at some one point. The attempt to deal with the problems of East Africa in a scientific spirit and to base policy on a thorough and progressive study of the facts, even if it is only a beginning, may be expected to exert a stimulating and vitalizing influence in many unforeseen directions.

#### IV.—ADVANTAGES OF THE SUGGESTED METHOD OF DEALING WITH EAST AFRICAN PROBLEMS.

(1) The suggestion that has been made is in line with important tendencies which are manifesting themselves in our industrial life at home. Public attention has recently been directed to an investigation that is being undertaken by the Industrial Institute with a view to preventing unemployment. *The Times*, in a leading article on the subject (April 2nd, 1925), pointed out that "it is not enough to study things as they are and in the light of ascertained knowledge to reach conclusions that will minister to the improvement of industrial life." It has the single-minded purpose of examining the industrial

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system, with a view to the development of a descriptive science of its working, especially from the point of view of the human relations, and ethical conditions involved. Attention is called in the same article to the fact that in launching out on a purpose so wide, the Institute has seen the wisdom of fixing upon certain definite and relatively circumscribed subjects of enquiry in order to harness and concentrate its energies.

The investigation undertaken by the Industrial Institute is only one indication of a growing recognition that the chief hope of finding a solution of the industrial problems which constitute so serious a menace to our civilization lies in a dispassionate and unprejudiced study of the facts. Problems of a similar character are beginning to emerge in Africa, with the added complication of racial differences. We have in East Africa to deal not merely with difficult economic problems arising from the introduction of western capital, but with racial issues that may have a profound influence on the future of the Empire. The wise course would seem to be to apply to them in the early stages that unbiased study and scientific treatment which we are coming to recognise to be our chief hope of dealing with economic problems at home, in order that we may be able to gain through knowledge a rational control of forces that may later become much more difficult to direct and manage.

(2) A scientific treatment of the problems of East Africa would help to avert, or at least greatly to mitigate, the conflict which is apt to arise between those who are concerned primarily with the exploitation of the national resources of the country and those who from humanitarian motives are interested primarily in the welfare of the native peoples. Both points of view have their legitimate place, and there is no necessary antagonism between them. It is not desirable that the perfectly legitimate endeavour to make available for the good of mankind the potential wealth of our East African territories should, through lack of a policy which takes account of all the factors, give rise to abuses which are incompatible with our declared aims and which can be redressed only by public agitation. Such

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agitation is an unnecessary and wasteful expenditure of energy, and our national reputation is apt to suffer discredit as a result of the exposures which have to be made. These undesirable results could be to a large extent prevented by the adoption of a constructive policy based on a scientific study of all the factors and giving due weight to the primary consideration which is the welfare of the people concerned, as well as by the due observance of the

(3) It is easy to see, in the theoretical and practical development of the East African Empire, that the Government has prepared to meet the increasing demand for labour by increasing the supply of labour that are made available, by taking appropriate measures on the rock of unstable government is avoided. There is bound to come, as the African Labour Commission insist throughout their Report, a rupture of the equilibrium between the demands of development schemes and of European enterprises and the existing supply of labour. When that point is reached either development schemes must be held up and European enterprises allowed to go bankrupt, or recourse must be had to methods of obtaining labour which are injurious to native welfare and which can therefore only have the effect of reducing the population and making the situation worse. The means of averting such disaster is to be found in a far-sighted policy based on an accurate knowledge of all essential facts.

(4) If as a result of the Report of the East African Commission this country were to initiate a policy of bringing scientific study to bear on the problems of our East African Empire, she would gain a position of leadership in methods of colonial administration which, in virtue of the magnitude of her responsibilities in the African continent, ought to belong to her. Reports on colonial subjects published in Belgium in recent years show how much systematic thought is being given in that country to the problems of its colony in the Congo. With our larger responsibilities there is the greater need for such study. A serious attempt to lay the foundations of a large constructive imperial



policy in scientific investigation and knowledge would undoubtedly make a favourable impression on public opinion in the United States, and in particular on the small but influential section of opinion which is beginning to recognise that the future of the African continent is a world problem and to take an interest in the progress of its peoples. The line of treatment suggested is in accord with ideas which have inspired some of the most successful leaders in African life to grapple with their own problems. In South Africa at the present time there is an increasing body of opinion which recognises that scientific study is indispensable if a solution is to be found for the many difficult and pressing problems connected with the native question. Significant efforts are being made in the South African Universities to provide for such study. A strong move in the same direction by the Imperial Government might be of great assistance to South Africa and would open up many lines of fruitful co-operation between that Dominion and this country. Any action taken on the lines suggested in addition to the advantages which it would bring to East African territories would have a wider international significance and influence.

#### RECOMMENDATIONS

The most effective means of achieving the objects set forth in this paper would appear to be that if Parliament in accordance with the recommendation of the Commission authorizes the issue of a loan of ten million pounds for the development of the territories in East Africa, the Secretary of State should at the same time be authorized to expend a proportion of this sum, not exceeding, say, five per cent., at his discretion for the purposes of research and of education.

A very small part of this sum would suffice for the expenses of a special Commission, or central organizing and coordinating body, which appears to be essential for the purpose of surveying the whole field and advising how the rest of the money available for research can be used to the largest advantage. But in addition to any more general survey,

there is urgent need of provision for investigation of particular lines in connection with the work of the medical, veterinary and agricultural departments. The Commission state that the outstanding example of neglected opportunities in research work in East Africa is the once world-famous Amani Institute which they found lying derelict. They recommend that Parliament should make provision for the restoration and upkeep of this essential undertaking. For the solution of many of the problems which have been touched on not only research is needed but the training and education of the natives. Generally speaking, education ought to be a charge on the ordinary revenues of the colony; but in relation to the problems which have been discussed there appears to be urgent need for educational experiments. The term education is used here in the widest sense to include the introduction of improved agricultural and industrial methods, of labour-saving devices and of sanitary and health measures. Hand in hand with scientific research must go the advancement of the natives in all that makes for true human efficiency. From the economic standpoint the one is as important as the other. In many directions what is needed is experiment. Local governments with their very meagre resources may be reluctant to embark on expenditures on such experiments. Capital funds may be legislatively used to initiate such experiments at selected centres, which, once their value has been demonstrated, may be given a place in the programmes of the governments of all the territories.

It is respectfully submitted that if five per cent. of the proposed loan were placed at the disposal of the Secretary of State for the purposes which have been described, both the East African territories and this country would obtain a far larger return for the loan than if the whole of it were spent exclusively on the development of transport. Merely to open up new areas by railways will not yield results of the same value, even from the economic standpoint, as may be looked for if measures are taken simultaneously to deal with those other factors which, as well as transport are involved in production.

It might be thought that the question of scientific survey is one which concerns the Empire as a whole and that the best means of providing for it would be to create some general body having a purview wider than East Africa. Experience, however, seems to show the superior advantage of demonstrating the value of a new method in a limited area. The problems of East Africa are of exceptional urgency and have recently engaged a large share of public attention. Parliament is being asked to grant a loan of ten million pounds. Even if it be true that the need for scientific survey is not limited to East Africa, it may be the more practicable course to make a beginning in connection with the developments which are expected to take place in East Africa. If the methods tried there prove to be a success they can easily be extended to other parts of the Empire. If Parliament were to earmark a proportion of the proposed loan for expenditure on research and education in the territories concerned, and if careful thought is given to the most fruitful use to which these funds can be applied, the experiment may lead to valuable results in the evolution both of the African continent and of the British Empire.

J. H. O.