

1925

KENYA

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REC
REL 23 OCT 25

DATE

1st October 1925.

A. G. DENHAM.

1241

CIRCULATION :-

Mr.

Mr.

Mr.

Asst. U.S. of S.

Mr. Stanley

Perm. U.S. of S.

Part. U.S. of S.

Secretary of State.

REVIEW OF FORESTRY POLICY.

Fwds - considered in the light of Professor Troup's report, and shewing how far it has been found possible to carry out Professor Troup's recommendations.

Previous Paper

O.A.C. 43773/25 (1924 Report)

O.A. 6357/24 (Professor Troup's Report)

MINUTES

As this did not press I have kept it for what has, I fear, turned out to be a considerable time - minute within. Please see also further despatch on 50430 regarding the Grogan concession,

Stanley

1/1/26

Stanley

9.1.26

Subsequent Paper

Stanley

The Forestry Report of 1924 was received in 43773, which is referred to in paragraphs 4 and 5 of this despatch. The draft Estimates for 1926 do not show much change in the provision for the Forest Department. Additional provision has been made for one further ^{Asst} Conservator of Forests and three Assistant Foresters, and it is proposed that the additional Assistant Conservator should be made available for work in connection with the management of forests actually being exploited in the native reserves (see marked passages on pages 5 and 7 of despatch). As regards the marked passage at the top of page 9, the Estimates for 1926 include a sum of £600 as a rebate of royalty on pencil cedar.

This report seems satisfactory so far as it goes. Further ~~developments are~~ ^{action was} being held up for the views of the new Governor (this despatch is from the O.A.G.) and the new Conservator of Forests. The present Conservator of Forests retires about June next and the Governor of Kenya recently put forward a proposal that a first class man should be obtained as Conservator of Forests in both Kenya and Uganda. There has, however, been some misunderstanding, as the Governor of Uganda agreed on the understanding that the new man would be an adviser and that the present Conservator of Forests ^{in Uganda} would remain the chief executive Forestry Officer ^{here}. The matter has, therefore, been put back to the Governor of Kenya to discuss with the Governor of Uganda when they

restrictions as regards forest reserves outside the town areas for the simple reason they could not be enforced, and added that round Nairobi there is a legitimate trade in the collection and cutting of firewood, licences being taken out by natives, and the wood sold in the town, and a profit made. He added that he hoped, however, to write more fully later on. It was not felt that these matters were suitable subjects for an official despatch, and if it is desired to pursue them perhaps the best course would be to send the relevant extracts from the previous semi-official correspondence privately to Sir E. Grigg, asking him whether it is possible to add anything further.

Stroke
4/1/26

to [unclear]

Will you please say whether

to [unclear]

*On the whole I think we might get
 these matters of native interest on to the
 Special Compt. This date [unclear] in
 opportunity*

*For 157157 (just over) is [unclear] on to
 [unclear]. They are not mentioned [unclear]
 but in the [unclear] of the book (Lancet) the report
 has increased*

*On the [unclear] of [unclear] [unclear]
 C.P. 18/2/26 [unclear]*

THE SECRETARIAT,
NAIROBI, KENYA.

P. O. Box No. 132

WHEN RECEIVING FOREIGN QUOTES
No. "C" 22902/93 AND DATE

9th October, 1925.

The Colonial Secretary, Kenya Colony, presents his compliments to the Under Secretary of State for the Colonies and has the honour to refer to Mr. Denham's despatch No. 1241 of 1st October.

It is regretted that an error occurred in the typing of the despatch, namely, on page 10, paragraph 6, penultimate line of the paragraph, "Cedar forests" should read "Crown forests".

The Colonial Secretary would be grateful if the passage could be amended accordingly.

The Under Secretary of State for the Colonies,
Downing Street,
London.

H. Allen
I have altered
the despatch's despatch
? Attached

JWP



C O
47914 10
GOVERNMENT HOUSE,
RE. N. PROBI. 25
KENYA.

KENYA.

KENYA.
No. 1241

1st October, 1925.

Sir,

57086/24
24,000

With reference to paragraph 3 of your despatch No.1312 of December 31st, 1924, I have the honour to refer to Professor R.S.Troup's report on Forestry in Kenya Colony and to submit, for your information, the following review of Forest Policy in this Colony considered in the light of this report and showing how far it has been possible to carry out Professor Troup's recommendations.

I regret the delay in furnishing this report but in view of the fact that no action had been taken earlier to furnish a detailed report on Professor Troup's recommendations I considered it advisable to defer it until I was able to bring the position up to date in reference to the Estimates for 1926.

2. This Government is generally in entire accord with Professor Troup's very valuable report and recognises with full appreciation the manner in which it sets out the salient features of the policy required in order that forestry in the Colony may be placed on a sounder footing. The fact that Professor Troup's recommendations have not been further carried into effect is due almost entirely

to /

HONOURABLE
COL. I.C.M.S. AMERY, P.C., M.P.,
SECRETARY OF STATE FOR THE COLONIES,
DOWNING STREET, LONDON, S.W.

to the financial position of the Colony.

3. The recommendations in the report may be summarized into two heads, viz.,

(1) general recommendations regarding forest areas, their reservation and demarcation; their management and the preparation of working plans for their exploitation:

(2) further detailed recommendations regarding such questions as the trade in timber, royalties, the pencil cedar industry, timber seasoning, etc. It is proposed to deal with the subject under these headings.

4.

GENERAL RECOMMENDATIONS.

Forest Areas and their reservation and demarcation: No later figures than those given in paragraph 1 of the Report are available and the estimate there made is as accurate as is possible under present conditions. Allowance must, however, be made in regard to the area in Jubaland ceded to Italy. The percentage of total land area covered by forest is now 2.44 per cent. It is realized that the forest area in the Colony has in the past been reduced to the limit of safety both from the point of view of production and of the conservation of the country's water supply. The primary importance of the conservation and protection of all forest now existing has always been the chief concern of the Forest Department. Of the more important forests all have now been gazetted as forest areas, and delimited, except the following, of which two have been defined and only await the completion of the plans; the precise position at present with regard to the forests ungazetted is as follows:

(a) Mount Kenya Forest: The traverse of the whole boundary has been completed and also that of the forest in the Meru Native Reserve, and the plans are now being plotted.

(b) Mount Elgon: The boundary between the Transzoia farm lands and the forest has been revised and a permanent boundary defined and mapped; a provisional boundary between the Forest and /

and the Kavirondo Native Reserve has been agreed upon and it only remains to cut and beacon the line, which it is hoped will be completed by the end of the year.

(c) Elgeyo-Marakwet Forest: A provisional boundary has been agreed upon which will enclose the most important parts of the forest lying within these two native reserves, and the forest surveyor is now proceeding with the demarcation.

(d) Chepalungu Forest: This forest was examined in January last by the Conservator, who concluded, as a result of his inspection that it is not worth reserving as a forest area.

(e) The forests of the Western Mau to the east of the Kericho district were also traversed by the Conservator in January and February, but lack of staff has rendered impossible their demarcation and permanent reservation up to the present.

These forests are of much greater extent than was anticipated and are of great importance: their demarcation and that of their extension into the Masai Reserve will be undertaken as soon as possible.

Wherever possible the boundaries of forest reserves adjoining native reserves are defined by cut lines: this has been carried out in the case of the forests adjoining the Kikuyu reserve; where this method is impossible, or involves too much labour, demarcation is done by intervisible beacons.

It will be seen, therefore, that progress has been made recently in the reservation and demarcation of the forests and only lack of staff has hindered completion of this work.

5. Satisfactory progress has also been made in the mapping of forests and since the date of the report maps of the following have been prepared:-

North Tinderet	86,000 acres	scale	1/25000
Maji Mazuri	4,000 "	"	1/5000
So. West Kenya	64,000 "	"	1/25000
Karura	2,500 "	"	1/10000
Nyeri	3,030 "	"	1/5000
Limuru-Kijabe	20,500 "	"	1/5000
Uplands-Royi	31,700 "	"	1/5000
a total of	212,630 acres	of forest mapped/	

mapped. Planting plans are also in existence for all districts in which systematic planting is carried out.

The survey and mapping of these areas is the first step towards the preparation of working plans which are admittedly the greatest need of the Department: the necessity for these if forestry in the Colony is to be placed on a proper footing is one of the most important recommendations made by Professor Troup and indeed is the essential feature of his report. Any further progress in this direction is dependent on the creation of a working plans branch in the Department, which will be established so soon as the financial position of the Colony permits. Working plans are essential in order to ensure that intensive ~~management~~ management of the forests recommended by Professor Troup which is necessary to maintain the productivity of the forest and to prevent over-exploitation. Government is desirous of setting out a programme of work over the next five years with this object in view. Such a programme is suggested in chapter 10 of the Report and would necessarily be supplementary to the routine activities of the Department carried out at present. To put this proposal into effect for an area of 1600 square miles of forest, two Working Plans officers, viz., one Senior Assistant Conservator and one Assistant Conservator would, in the opinion of the Conservator of Forests, be required, and one or ^{preferably} ~~probably~~ two surveyors. If it proves possible to start this policy immediately provision for the Senior Assistant Conservator, and one Surveyor will be considered with the Estimates for 1926.

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7

FIRE PROTECTION.

All possible protective measures within the compass of the Forest officers are taken and a great measure of success achieved. Native squatters in the forests have proved to

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1926
 signed
 Secretary
 1/11/26
 1/11/26

FIRE PROTECTION

All possible protective measures within the compass of the Forest officers are taken and a great measure of success achieved. Native squatters in the forests have proved to

be of great assistance both as fire fighters who are quickly available and also because their strips of cultivation make excellent barriers to the spread of fire. In dry seasons patrolling of the railway line is also undertaken along certain dangerous sections on the Kikuyu and Mau Escarpments.

PLANTATIONS.

The Department's programme has been extended in the last two years and now reaches 2,000 acres a year: in 1924, as the Conservator's report shows, 2,127 acres were planted and a larger proportion of indigenous species were put in. The bulk of the plantations ⁴ are, of course, for the supply of wood fuel to the Railway and in these Eucalypts are chiefly planted.

STAFF.

Professor Troup's proposals regarding staff complement and regrading involve considerable increases in personnel which it has been hitherto found impossible to provide. At the time of Professor Troup's visit the Forest Department staff numbered 34 in all. During the period of general retrenchment this total was reduced to 28 - 1 Assistant Conservator of Forests, 4 Foresters, and 1 Assistant Forester being retrenched. The only increase in staff has been the provision of an Assistant Assistant Conservator of Forests in this year's Estimates. In the 1926 Estimates provision has been made for one further Assistant Conservator of Forests ^{and 3 Asst. Foresters} (2nd Grade). It seems unlikely that any further increase in staff can be made for next year although the need for an additional officer is recognised.

EXPLOITATION OF FORESTS AND SYSTEM OF MANAGEMENT.

The recommendations of the report in paragraphs 20 and 21 on this subject are carried out as far as possible. Clear felling has been adopted wherever possible, viz., where steps

can be taken to replant immediately, but in despite of their disadvantages selection fellings will have to be continued for many years, as Professor Troup points out.

The regeneration of camphor forests by encouraging the growth of suckers and stool shoots has long been recognised as the only means to adopt.

In regard to leases, no timber cutting licences are being granted for more than 20 years and the policy of the Department is to grant these for 10 years with option of renewal on terms.

The existing policy in respect of departmental exploitation of forests is also in accord with the report, viz., that it is undesirable if it can be avoided except in the case of firewood and minor forest produce. Thinnings from the Eucalypt plantations created for the Railway fuel supply are conducted departmentally and the timber sold by tender. The Conservator estimates that in two years' time these plantations will meet the whole demand for the Nairobi-Kisumu section.

FORESTS IN NATIVE RESERVES.

The Kakamega and Teriki Forests in North Kavirondo have been demarcated, the forest lying within the Marakwet-Elgeyo Native Reserves is now being demarcated by the Surveyor together with the adjoining Government forest and, as is mentioned above, the forest in Meru ^{District} Reserve has also been defined: while that part of the Mau Forest within the Masai Reserve as yet remains untouched.

A meeting between the Conservator and the Senior Commissioners was held in April last year and it was decided to attempt to conserve forests in native areas and to replant treeless areas through the native chiefs and headmen by means of the Native Authority Ordinance and by enlisting the interest

of the newly established Local Native Councils. A planting scheme has been put into effect in the Machakos Native Reserve, and revenue will be derived from these plantations as soon as they are old enough to admit of the sale of poles to natives of the area. If this scheme is to progress it is essential that a Forest Officer be detailed for special duty to visit each Native Reserve, inspect and report on all forests, and submit planting plans for the re-afforestation of treeless districts. Up to the present the staff at the disposal of the Forest Department has been found insufficient to manage the forests actually being exploited and no officer has been available for this work in Native Reserves. Provision has, however, been made in the 1926 Estimates for an additional Assistant Conservator to undertake this work.

With regard to the general policy governing the exploitation of the major forests in Native Reserves, I am of the opinion that these should be managed in accordance with the plans adopted for Government forests as soon as they are defined and permanently reserved. Meanwhile, until these forests can be put under proper management no concessions or timber cutting rights should be granted without the concurrence of the Conservator as Government is responsible for their proper management, as trustee for future generations.

As regards small areas of forests within Reserves and the planting up of treeless areas, the assistance of the local Native Councils has already been obtained. The Native Council of Central Kavirondo has made provision for a sum of Sh.8,000/- for afforestation in their district in the Estimates recently submitted to Government and it is expected other Councils will follow their example. The Machakos Council has likewise submitted for Government's approval regulations to preserve such

trees as exist in their reserve. I have hopes of much being accomplished in these directions when a forest officer is available for the supervision of such special work. I have found Native Councils keenly interested in forest conservation and afforestation and alive to the risks attendant on the country being denuded of forests. Considerable educational work in this direction has been done by administrative and forest officers.

II. DETAILED RECOMMENDATIONS.

Timber and Timber Trade, Seasoning, and Tests. Samples of certain of the local timbers were sent in 1923 to the National Physical Laboratory for testing and the results are given on page 7 of the Conservator's report for 1924. Further, as you are aware, a Committee was appointed last year to consider the present lack of seasoned wood and the best method of seasoning the local timbers. The Committee's report formed Appendix XII. of the Conservator's report for 1924, forwarded with my despatch No. 1104 of 3rd September, 1925. As a result of the Committee's findings the Uganda Railway is obtaining a drying kiln in order that experiments in the technique of seasoning local timber may be conducted. The General Manager has ordered the plant as you were informed in the despatch quoted.

A.C.
43773/25
M. Allen

The appointment of an expert in artificial seasoning to conduct the process through the experimental stages and for the preparation of results and data for publication is recognised as essential to the success of the attempt to introduce better methods of seasoning local timbers, and it is hoped that such an appointment ^{may} will be made later.

5. The present position of the Pencil Cedar Industry was also/

also mentioned in my despatch of September 3rd. The policy of granting a rebate of royalty on pencil cedar has been maintained through the present year and it is proposed to continue it for 1926 in order that every encouragement may be given to the industry until it is established on a sound basis.

The value of the exports in pencil cedar slats showed a most satisfactory increase in 1924, viz., from £8,058 in 1923 to £22,272 in 1924 - an increase of £14,214 and though this is, in part, due to undervaluation by exporters in 1923, as the Conservator points out in his Annual Report for 1924, yet there is no doubt that a very great improvement in the quality of the slats has been secured.

Although tracts of cedar forest have not been definitely set aside for production of pencil cedar it is the case that no more of these forests have been given out for exploitation and it is the intention of the Government to reserve those forests producing the best cedar for this industry. The freight rates on the railway for all timber, including cedar, were reduced from 9 cents to 6 cents per ton per mile in 1922; thus from Nairobi to Mombasa the rate is now Sg.19/80 per ton as compared with the old rate of 29/32.

Royalties: In the case of other royalties the policy of the Government is that payment on a standardized royalty basis should be abolished except for petty purchases and in special cases. Except in the case of concessions of long standing the terms of which cannot be altered, the royalties on all concessions are the result of tenders on a royalty basis subject to a reserve. The royalties on mangrove poles or boriti were reduced by 50% at the end of the year 1923.

FINANCIAL POSITION OF DEPARTMENT.

The recommendation that the Department should be officially designated a quasi commercial one and that other Government Departments should pay for all Forest produce and trees/

trees supplied, has been adopted.

FREE TIMBER PERMITS.

This recommendation has also been adopted in that the system of granting free timber permits to owners of timberless farms has been modified to the extent of granting them only in respect of timberless farms for a period of 5 years from the date of the original grant of the land. Rules giving effect to this policy were passed under the Forest Ordinance in December of last year.

6. In conclusion, I would express the opinion that the policy of the Forest Department is in accord with the general principles laid down in the report, and has as its objective, the preservation of the forests, the production of the greatest possible sustained yield of forest produce and the increase of the area under forest.

The carrying out of this policy has necessarily been regulated by the staff and funds at the disposal of the Department and these have been limited by the financial position of the Colony. The result has been, in spite of these limitations, that the main forest areas have been preserved to the State, the rapid destruction which was taking place in the early days of administration in this country has been stayed, and the large areas of ~~clear~~ ^{low} forests clear felled for the supply of wood fuel to the Railway have been almost all reafforested.

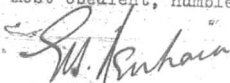
7. It will, I am sure, be recognised that as far as the recommendations made by Professor Troup are concerned, it is the desire of the Government to adopt them as early as possible and that the wish to do so has only been checked by the cost

of giving effect to all these proposals. The policy of the Department has followed the lines so well laid down.

I have the honour to be,

Sir,

Your most obedient, humble, Servant,



ACTING GOVERNOR.

Ind.

Mr. Cliffe. 19.1.26
Mr. Allen. 19.1.26
Mr. *W. Stanley*

Mr. J. Harding.

Mr. Strachey.

Sir J. Shackburgh.

Sir G. Grindle.

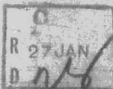
Sir C. Davis.

Sir S. Wilson.

Mr. Ormsby-Gore.

Earl of Clarendon.

Mr. Amery.



Handwritten scribble, possibly '2c' with a diagonal line through it.

29 January 1926

DRAFT.

and R. S. Troup, C.I.E., F.R.S.

O. 57086/24

O.A.G. 1.2.25.

Sir .

With further reference to
the letter from this
Dept. of the 3rd of
January, 1925, I am so
for your information
to transmit a copy of a
Despatch which has been
received from the Acting
Governor of Kenya, in
relating to the Forest Policy of

2876

the Colony ~~is~~ ~~arrived~~
in the light of your
Report ~~on~~ ~~the~~ ~~subject~~.

(Signed) W. C. BOTTOMLEY.

47914/25

Downing Street

29 January, 1926.

Sir,

With further reference to the letter from this Department of the 3rd of January 1925, I am directed by Mr. Secretary Amery to transmit for your information a copy of a despatch which has been received from the Acting Governor of Kenya, reviewing the Forest Policy of the Colony in the light of your Report.

I am

Sir,

Your obedient Servant,

(Signed) W. C. BOTTOMLEY.

Mr. Cliffe 19.1.26

Mr. Allen 26/1

Mr. Holtanley 26/1

Mr. J. Harding.

Mr. Strachey.

Sir J. Shuckburgh.

Sir G. Grindle.

Sir C. Davis.

Sir S. Wilson.

Mr. Ormsby-Gore.

Earl of Clarendon.

Mr. Amery.

Handwritten:
Quid
Aunt
6/5/26
P4c

Downing Street,

29 January, 1926.

DRAFT.

Sir,

KENYA

119
Governor Grigg.

I have the honour to acknowledge the receipt of Mr. Denham's despatch No.1241 of the 1st of October, reviewing the Forest Policy of the Colony in the light of Professor Troup's Report.

2. You will doubtless forward a further report on this matter when you have had an opportunity of discussing the question with the new Head of the Forestry Department when appointed.

3. There are, however, three points which I should be glad if you would consider in the meantime:

(a) With regard to the possibility of developing the mangrove (borities) industry in the Coastal districts, I understand that the royalty of 50% on this product was reduced sometime ago and that royalty payments are now deferred till after the actual sale of the borities. It was also understood that the number of poles exported had substantially increased, but I observe that the report on the economic progress of the Coast Province enclosed in your despatch No.1421 of the 20th of November, ~~which deals with the subject,~~ mentions an increased export from one port (Lama) only. I should be glad to receive further information as to ^{the} recent progress of this trade.

57151

(b) Reference has been made to hardships experienced by the natives of the Coast owing to the difficulty of obtaining proper timber for building purposes, and I should be glad to learn whether this difficulty exists and if so what steps can be taken to deal with

it.

(c) Representations have also been made as to restrictions on natives generally in collecting firewood etc. from forest reserves. I understand ^{that} there are practically speaking no restrictions, ^{in the matter} as regards forest reserves outside the town areas, since it is impossible to enforce them; but that in the neighbourhood of Nairobi licences are taken out by natives, who maintain a trade in the collecting and cutting of firewood; the wood being sold in the town and a profit made. I shall be glad to receive any further observations that you may have to make on this point also.

I have etc.

(Signed) L. S. AMERY

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I have etc.

(Signed) L. S. AMERY

DOWLING STREET

29 January, 1926.

119
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3. There are, however, three points which I should be glad if you would consider in the meantime;

(a) With regard to the possibility of developing the mangrove (horities) industry in the Coastal districts, I understand that the royalty of 5% on this product was reduced some time ago and that royalty payments are now deferred till after the actual sale of the horities. It was also understood that the number of poles exported had substantially increased, but I observe that the report on the economic progress of the Coast Province enclosed in your despatch No. 1421 of the 20th of November, mentions an increased export from one port (Lamu) only. I should be glad to receive further information

MAJOR
MAJOR-GENERAL

R. W. M. CRIGG, B.Sc., F.C.S., C.A.S., D.S.O.,

cc. cc. cc.

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I have the honour to be,

Sir,

Your most obedient
humble servant.

(Signed) L. S. AMERY