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if the unit were in all cases stated either over the figures or, where the units vary considerably from item to item, beside the designation of the item, in order to economise space. It would also be advantageous if the descriptions of articles were carefully scrutinised by the Colonial Statistical authorities to ensure that they represent correctly the article intended. The purpose of this suggestion may be illustrated from the Trade Returns of Sierra Leone in which the heading "Bread" occurs without any indication of the unit of quantity in terms of which it is measured. To ascertain this unit it is necessary to consult the table of taxes, fees, etc., some 350 pages away from the import item in order to ascertain that "Bread, otherwise known as Biscuits," imported in "barrels," is exempt from import duty.

In cases in which the statements of value include fractions of pounds, it would be sufficient to show the amounts to the nearest pound, omitting reference to shillings and pence.

6. While the suggested enumeration of articles in alphabetical order is clearly desirable, there might be some gain if the application of this rule were made in such a way as not to separate articles belonging to one and the same well-defined group. Thus various classes of cotton manufactures might better be grouped together under the general heading "Cotton Manufactures" than separated, so that cotton hosiery, for example, would be shown under the heading "Cotton" and not under the heading "Hosiery." Similarly, various classes of iron and steel manufactures might be conveniently grouped together, so that wire of iron and steel might be sought under the heading "Iron and Steel" rather than under the heading "Wire." At present there is some variability in the practice of different colonies. With reference to this point, the Annual Statement of the Trade of the United Kingdom has served as a sufficient guide.

7. The Report refers to the gain which results, in the case of certain colonies, from including in the Returns summary tables covering a series of years. Such tables are very advantageous and facilitate considerably the work of the Office, whether it be the Board of Trade or the proposed Imperial Statistical Bureau, in which the various Returns are brought together for purposes of general compilation. The extent to which it may be possible

to include such tables generally in the Colonial Trade Returns may perhaps be dealt with most conveniently on the occasion of a Conference of Statisticians.

8. It was suggested above that in the most general summary table of foreign trade, separate figures should be given for merchandise and for bullion and specie. To this suggestion should be added a further proposal, viz., that the imports and exports of bullion and specie should be set out in a separate table in which separate particulars would be given for gold, for silver, and for nickel and bronze and the countries from or to which trade in coin or bullion took place would be specified.

9. The Report suggests that the Trade Returns might conveniently be printed in octavo size instead of in the foolscap size now more generally adopted. Even if the relatively broad page of the Canadian Returns were used and not the relatively narrow page of the Statistical Abstracts prepared in this country the use of the octavo page would have important disadvantages. Even from the point of view of economy it would appear that attention to economical spacing, to the omission of columns in certain cases, particularly where the columns are generally blank, and to the omission of superfluous title and blank pages before and after the various sections, might achieve an economy comparable with that which would result from substituting the octavo size page for the foolscap page. The larger page, as used in the Annual Statement of Trade of the United Kingdom, is in many respects considerably more convenient than the small page. The difference in cost of composition and printing between the octavo page and the foolscap page might be to a considerable extent offset by the higher cost of setting a fount of type small enough to provide space for the necessary detail on the smaller page.

10. An important suggestion of the Report is that there should be prepared for inclusion in the Blue Book a new section on Production and National Resources. Important as the information desired under this head may be it does not appear that this task is one to be lightly undertaken, if it is to cover industrial output.

While the preparation of an annual record of the principal crops, of leading forestry products and of mining output, is an undertaking which, having in view the nature of the resources and of the products of the majority of the colonies, it would appear desirable to encourage, the extension of the enquiry to manufactured goods would be likely to impose on the staffs available to carry out the work a burden greater than they could be expected to bear. In this connection it is noted that, elsewhere in the Report, the desire to secure the inclusion in the Blue Books of particulars recognised as useful is subordinated to the consideration of the strain which the preparation of those particulars would impose on the statistical officials.

Where manufacturing industries are established, a survey of the magnitude of their annual output would be of undoubted interest, but to make such a survey every year does not appear necessary at present.

11 Tables devoted to migration into and from certain of the Colonies would gain in usefulness if care were taken to specify in each case whether the figures given cover all passenger movements or are confined to migration in the stricter sense, that is, to persons entering the Colony as new settlers or leaving to take up residence elsewhere.

Throughout but a few at a loss  
what to do with P. 43  
Rearranging ? let it stand  
I think. 93

The following additions are  
suggested for P. 1 at the  
places marked accordingly.

(1) At end of para. 2  
' The Kenya Protectorate  
consists of ..... £17,000  
as on P 242 of C.O. list.

(2) At the bottom of the page

I have slightly altered  
this - can we add  
a draft. *psd*

' as the financial year  
of the Colony has now  
been changed to  
correspond with the  
calendar year '

→ ~~being to the change  
made in the period of the  
financial year viz from  
1<sup>st</sup> April to March 31<sup>st</sup> to  
the calendar year.~~

? An index must be  
prepared when the text has  
been approved.

? After printing a further  
despatch should be sent to  
the Governor calling attention  
to the fundamental 'imperfection'  
and echoing the hope expressed  
in para 2 of his covering  
despatch. *Ms. 511.23*

A poor performance

Point for consideration as and  
after

lrb

16.1.23

These have come from  
final alterations.

The alterations proposed in  
the minutes, most of which  
have been on the report before  
it for C.P.D.

Done M  
19.1.23

What Wed. 18.1.23

at once

J.D.

18.1.23

M. Bottomley

Amendments now embodied  
and an index added

? Now to P.D.

M 19.1.23

lrb

19.1.23

P.D.

~~M. Bottomley to Bottomley~~  
M. Bottomley  
Proof here with for  
conson or for auth<sup>n</sup> to  
publish. .... 94

M  
16.1.23

Proof wanted

M. 16.2.23

M. Bottomley has drawn  
attention to the inclusion of two  
last paras on p. 4 under  
head of legislation. You  
have spoken to Dr. Wilson. They  
can be omitted, and the space  
closed up.

I am very sorry I missed  
the point in correcting, but  
the inclusion of the 2 paras  
was not so glaringly wrong  
under the heading General  
Observation, until the sub-  
head legislation was introduced.

M. 20.2.23

I am sorry

Subject to  
can be published  
M.D. 11.23

to the Director & J.D.  
Discussion

That is the best we  
can do. Should  
have specified this  
in the report  
C.D.

P.D.

Right to be  
for cutting of proof  
with the alterations  
C.D.  
20.2.23

J.D.  
20.2.23

~~Dr. R. H. ...~~  
~~Dr. Parkison~~

The report has now  
been published.

15/12/23

W. H. ...

We must, I think, make  
some allowance for their  
difficulties.

? was able to get - say that  
Report has been  
printed, & then revised  
in C.C., & published -  
& that what's told is  
glad to see that it is,  
generally speaking, cast  
in a more sustainable  
form than in previous  
years. He hopes that

~~The Report for 1922~~

it will be possible to  
improve on this Report  
in the that for 1922 is  
been, ...

We wd. just write a separate  
letter to the ...  
The general impression  
is that next wd. be nice  
than on official suggestion  
about them all

Letter 874 for 16.2.23

Oct. 16.3 15/12/23

*Return to 97*

95

**REPORT**

OF THE

**COMMITTEE ON COLONIAL BLUE  
BOOKS AND BLUE BOOK REPORTS.**

**WITH APPENDICES.**

---



RT. HON. WALTER LONG, M.P., SECRETARY OF STATE FOR THE COLONIES.

SIR,—

By a Minute of 10th April, 1917, you appointed us to be a Committee—

- (1) To consider the recent correspondence with Sir W. Clark of the Commercial Intelligence Department\* arising out of enquiries from certain Public Bodies and to report to what extent Blue Books and Blue Book Reports meet existing requirements, and whether any steps can be taken to improve or supplement them or make them more accessible.
- (2) To consider whether any steps should be taken in this country to furnish the Colonies, &c., with any kind of *quid pro quo* for their Blue Book Reports."

2. We have held fourteen meetings at which the different aspects of the subject have been analysed. Through the presence of Mr. Shelford and Mr. Oldham of the Committee we have been able to ascertain the views of merchants and manufacturers. Through that of Sir William Mercer and Mr. Glenny, the experience of the Crown Agents and a knowledge of the proposals of the Board of Trade have been placed at our disposal. We have corresponded with the principal public libraries and with the Imperial Institute, and we have examined as witnesses Sir William Taylor, representing the Malay States Information Agency, and Mr. Wellesley of the Foreign Office.

3. In some of the smallest or least developed of the British possessions, Blue Books, though prepared and forwarded to the Colonial Office and Board of Trade, are not published; and the Blue Book Report is the only annual official publication giving an account of the work of the local administration and the condition of the Colony. In the larger or more developed Colonies or Protectorates, however, the official reports and papers which are annually published generally comprise—

- (i) The annual Blue Book. This volume is prepared under the direction of the Colonial Secretary and contains, *inter alia*, statements of the Colonial revenue and expenditure, particulars as to taxes and fees levied by Government, and various statistical returns including full details of Imports and Exports. The instructions are that it should be completed as soon as possible after the close of each year.
- (ii) Administrative Reports. These are rendered each year by the various Departments to the Colonial Government and deal comprehensively with their work.
- (iii) Statistical Tables and Trade Reports. Statistical Tables are published by a number of the larger Colonies, the most elaborate being those compiled by the Nigerian Government. In certain cases, *e.g.*, Nigeria and the Gold Coast, Trade Reports, or as they are sometimes styled Customs Reports, are also published annually and give a general survey of the trade and production of the Colony.
- (iv) Blue Book Reports. The Colonial Secretary (or equivalent officer) in each Colony or Protectorate is responsible for the compilation of the Blue Book Report. It is in effect a condensed synopsis of the general work of the local administration during the year. Since 1899 all such reports have been based on a uniform plan, and contain sections devoted to different departments of government, together with a short general survey of the chief events of the year, which constitutes, as the case may be, either the introductory or the concluding section of the report. Each report when received in the Colonial Office is published in the form of a Parliamentary Paper.

Board of Trade Publications. Together with the foregoing should be mentioned the Colonial Statistical Tables and the series of Statistical Abstracts annually prepared by the Board of Trade.

These are well known and require no further description.

Other publications include—

- (i) The Colonial Office List.
- (ii) The hand books of the Emigrants' Information Office.
- (iii) Handbooks, published locally and primarily intended for local use or for tourists.

\* Now merged in the Department of Overseas Trade (Development and Intelligence).

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- (iv) Publications by agencies in the United Kingdom representing Colonial interests. Such agencies are not numerous and vary in their nature and in the degree of their relationship to the local Government. The principal publications of this kind are those of the Malay States Information Agency, the West India Committee and the Uganda Railway.

4. In addition to the above publications which are already in existence, it is important to notice those which it is contemplated will be issued by the Trade Commissioners, whose appointment in the Colonies has been sanctioned since this Committee was appointed. The instructions to the Commissioners will, we understand, require them to submit reports of the following classes, *viz.*—

- (a) An annual report, which will be in the nature of a general economic review, containing a survey of the agricultural, industrial and commercial conditions prevalent in the district, the movement of external trade and shipping, conditions of the money markets, prospective commercial developments, &c., &c. These annual reports will probably be published as Parliamentary Papers and sold to the public for a few pence each.
- (b) Occasional special reports and monographs dealing as exhaustively as possible with particular branches of trade and industry, with foreign competition in special classes of goods, &c. In preparing reports of this character the Trade Commissioner will often be guided by lists of questions drawn up at home with the assistance of persons or associations in touch with the particular branches of industry and commerce concerned. According to their content, these reports will either be published as separate papers, or reproduced in the "Board of Trade Journal and Commercial Gazette," or circulated confidentially to Chambers of Commerce, Trade Associations and firms interested.
- (c) Short reports, sent as occasion may arise, notifying changes in customs tariffs or regulations and other legislation affecting trade, developments in means of transport, proposals for the execution of public works, contracts open to tender, openings for British goods, enquiries from local firms desirous of buying United Kingdom goods, &c., &c. These reports will form the basis of notices in the "Board of Trade Journal and Commercial Gazette," or be sent to Chambers of Commerce, Trade Associations and firms interested.

As regards the spheres of work of the new Trade Commissioners, we understand that, at first at any rate, two Trade Commissioners will be appointed for the Colonies not possessing responsible Governments.

One will have his headquarters at Singapore and will probably have as his sphere the Straits Settlements and the Malay States, the other will be stationed at Trinidad as Commissioner for the West Indies. Cayton will, we gather, be served by one of the two Trade Commissioners for India, and it is hoped that similar provision will be made for other Colonies not possessing responsible Government.

5. In order to determine the adequacy of the various publications under review, we have been at pains to determine what are the different classes of readers, actual or potential, to whom suitable reports should be of value. Broadly speaking, they may for the present purpose be divided into two main categories, those whose objects are primarily commercial, and those who are concerned with the administration and welfare of the Colony, either officially or from the standpoint of general interest.

The first category consists of two distinct groups, according as the principal concern of those affected lies in acquiring, extending or preserving markets for the British manufacturer, or in the production, export or utilisation of colonial produce.

In the first group the predominant interest is that of the manufacturer in this country, though of course that of the merchant is also great. In the second group, the local producer, the colonial exporter, the British importer and the British user are all included. Lastly, the possible investor in land or other openings for capital in the Colony must not be forgotten.

The second category consists of (a) officials of the Colonial Office and the Board of Trade, and (b) those of Colonial Governments; to whom the reports are necessary

either for present information or future reference; (c) Parliament, as being ultimately responsible for the whole system of government; (d) readers who take a general interest in the Colony; and (e) those who may have a special interest as possible settlers or as tourists.

It is a defect in many reports and in some of those under consideration that their nature is determined rather by the resources available to the compiler than by the needs of their possible readers. It is to avoid this defect that we have endeavoured to distinguish the different classes of readers and to bear in mind their respective needs with as much precision as possible.

6. The object of the manufacturer is, of course, to find a market for his goods. It may be that he is looking for a new market, or to extend his business in one in which he already has a footing, or to retain his hold on a market in which his trade is threatened by foreign competition. But in any case the nature of the information which can be of use to him is the same.

(i) General statements and general figures alone are of little use. Percentages showing the comparative amount of imports from the United Kingdom and specified foreign countries and totals of the main classes of imports, *e.g.*, woollen goods, cotton goods, machinery and the like, are of interest, but, if expressed only in general terms, are of little utility except as a broad indication of the trend of trade. They should be supplemented by information of a more specific character and corresponding more closely to the actual classes of goods which an individual in a given industry produces or can produce.

(ii) Another essential is that such information should be up to date. For this reason annual reports need to be published promptly and supplemented by special reports of direct correspondence and communication.

(iii) Combined with the foregoing is the desirability that there should be some means of communicating information confidentially. It is impossible in a published report to secure that the right persons should receive the data desirable, and that the same data should not find their way into the hands of just those foreign firms with whom competition is or may be keen.

(iv) Manufacturers are scattered throughout the country. It is clearly therefore a desideratum that any useful information should be in an accessible form, and easily brought to their notice. In other words the facility should be provided them of knowing that a possible opening exists without the need of enquiring in London or it may be in Liverpool in the first instance, however necessary such enquiries may be subsequently.

(v) Accessibility also postulates that items of information on the same or kindred subjects should be gathered together and not scattered through a number of reports for different colonies from which a busy man has not the time to disinter them.

7. It is quite clear that information in the form and of the character indicated in paragraph 6 is not adequately supplied by any of the existing official publications. Here and there an item in them may be of service, but they are neither comprehensive, nor up-to-date, nor easily accessible, nor can they be confidential. Further, it is quite evident that from their nature these publications, being primarily produced for official use, cannot meet the need. On the other hand, it is equally clear that, so far as information about particular classes of goods, trade openings and trade fluctuations is concerned, what is wanted can be fully supplied by the proposed reports from Trade Commissioners and Trade Correspondents, supplemented where necessary by confidential memoranda and personal communications from the Department of Overseas Trade (Development and Intelligence)—which Department is hereafter referred to as the Department of Overseas Trade.

8. It has, however, been represented to us that it would be of great advantage if there were some publications of a more permanent character than the proposed Board of Trade publications from which a manufacturer could gather the general nature of the conditions under which business in various localities is carried on. It is true that it is to some extent the business of the merchant, through whom the great bulk of manufactured goods are sold, to keep the manufacturer informed on these points, the study of which is his peculiar province, but it has been represented to us that it would be useful to manufacturers to have some easily obtainable publications from which he could obtain a general view of the trade conditions of the Empire, and an indication where detailed information on individual points

is to be obtained. For this purpose the production will be required of handbooks analogous to the Handbooks of Standing Information, of which, in the case of certain foreign countries, some have already been compiled by the Foreign Office for official use. We understand that a series of such handbooks may be produced for foreign countries, and we think that similar volumes should be issued for the more important Crown Colonies and Protectorates in the first instance, leaving the question of issuing handbooks for the less important territories for later consideration. These handbooks should, where this can conveniently be done, deal with several territories in one volume. They should be revised and re-issued periodically as occasion may require, and they would be supplemented by the Annual Reports of the Trade Commissioners.

A suggested table of contents has been prepared by a Sub-Committee consisting of Mr. Tennyson and Mr. Oldham with the assistance of Mr. Glennie. This table of contents, and draft instructions which have also been drawn up by the Sub-Committee, are given in Appendix 3, and their adoption is recommended by the Committee. Arrangements should be made with the Department of Overseas Trade with a view to ensuring that the Handbooks and the Trade Commissioners' Reports shall be drawn up in a form which will enable them to be used as supplementary to one another.

9. The point of view of the persons interested in Colonial produce is, of course, different from that of the British manufacturer. They will be less interested in the provision of permanent Handbooks, but they will be interested in up-to-date Trade Reports. From their standpoint also it has been represented to us that Trade Reports should be separate and distinct from reports on branches of Government administration, and, further, that they should be written by officers specially qualified and selected for the work. As instances of the kind of subjects with which Reports of this kind should deal the following have been mentioned to us:—  
(a) The quantity and condition of local crops; (b) movements of currency; (c) agricultural or mining developments extending it may be over more than a single year; or (d) a general review of the production of some vegetable article, such as rubber, copra, or sisal, or the occurrence of a mineral such as wolfram, or monazite sand, or bauxite in more than one colony.

Local merchants may also be benefited by information as to (e) movements of trade, its decrease or increase; why, for instance, the export of tapioca, from the Straits or of logwood from Jamaica has declined; (f) how far goods are now shipped direct which formerly used to go *via* the colony; and similar questions. All such needs, it would appear, can be adequately met by the proposed system of reports by the Trade Commissioners.

10. On a consideration of this side of the subject it appears that a good deal of information that is of value from this point of view is contained in existing Colonial publications, e.g., reports of Agricultural or Mining Departments. Too often however the reports are not sufficiently known, and are not presented in a convenient form. We think that the defect could be met if the reports of the proposed Trade Commissioners contained reference to such reports, or in cases of importance, a brief synopsis of them. The Trade statistics compiled by the local Governments should also be useful, but they are often published too late to be of value. This should be remedied either by rapid and separate publication by the Government or by publication through special reports from the Trade Commissioners. General reports on certain articles have been mentioned as desirable [see (d) above]. Some reports of this nature have from time to time been published by the Imperial Institute, but are naturally rather of a technical than of a commercial character. Whether the Trade Commissioners will afford material for the Department of Overseas Trade to issue general monographs on metals or vegetable or animal products written from a commercial standpoint is, we feel, primarily a question for that Department to determine, but of the advisability of their publication we have little doubt.

Information of the kind mentioned above under (e) and (f), e.g., the decline of an *entrepôt* trade may be very important to a Colony. To afford useful information on such questions requires knowledge extending considerably beyond the bounds of the colony, and the Trade Commissioner should be in a better position to furnish it than any local official.

We are glad to learn that the Board of Trade propose that it should be part of the duty of the Trade Commissioners who may be appointed for the Colonies not

possessing responsible Government and Protectorates to endeavour to promote the interests of the Colonies or Protectorates to which they are sent and that it is proposed to instruct them:—

- (a) Carefully to observe the movement of the export trade from their districts to all markets and to make this export trade the subject of special consideration in their Annual Reports to the Board of Trade;
- (b) to communicate from time to time to the local Government any information of importance received as to overseas markets, for local produce;
- (c) to furnish the local Government with such advice and reports as it may call for as to the possibility of improving and extending the export trade of the Colony, &c., and of developing local industries;
- (d) to reply to enquiries which may be addressed to them (1) by persons abroad desirous of obtaining produce from the Colony, &c. (2) by local producers or traders desirous of finding markets abroad.

The attraction of capital for investment in Colonies and Protectorates still requires mention. That the resources of the British Empire should be developed is universally recognised to be desirable in the general interest. To any particular Colony or Protectorate, moreover, assistance towards development should be beneficial, and indeed should be a valuable *quid pro quo* such as we are instructed by our terms of reference to consider.

This object, we consider, can and should be promoted by attention being drawn judiciously, though with emphasis, to the produce and natural resources of British Possessions. We would endorse in this connection the recommendations made in paragraphs 12 and 14 of the Report on Blue Book Reports of the Sub-Committee on Blue Books and Blue Book Reports.

Special attention should also be drawn to those industries or forms of agriculture which are of real importance to the progress or development of the territory which is being reported upon. For example, special attention should be drawn to the sponge industry in the case of the Bahamas, and in the case of the Falkland Islands to the whaling industry, and it should be emphasised that the crews of the floating factories and whale catchers and the staff of the land stations are almost entirely foreign, and that the greater part of the capital employed in the industry is also foreign.

In making the above recommendations regarding future prospects of trade openings for capital and development generally, we are fully alive to the fact that, as these Reports are and will continue to be of a strictly official character, it is essential to avoid the inclusion in them of any matter which may lend itself to misunderstanding or misrepresentation in connection either with private enterprise or with the formation and operations of public companies. It is not necessary to write in a manner calculated to discourage enterprise nor to withhold established facts calculated to promote enterprise, but it is essential to avoid publication under Government authority of expressions of opinion of a kind which might mislead the sanguine or give opportunity to the unscrupulous.

It is hoped that the same purpose will also be served by the dissemination of reliable information concerning local possibilities, such as will result from the publication of the Handbooks and the Trade Commissioners' reports. It is not within our province to consider the question of the display of local produce, whether by the Imperial Institute or by bodies such as the Malay States Information Agency. But we feel that such displays are unexceptionable and help towards the attainment of the same object.

12. Official and Parliamentary requirements have not yet been considered. These are at present met by the annual Blue Books, the Blue Book Reports, and the annual Colonial Administrative Reports. The first are dealt with in the Report on Blue Books of the Sub-Committee on Blue Books and Blue Book Reports, which forms Appendix I to our Report. We concur in the recommendations made by the Sub-Committee in that Report.

13. The Blue Book Reports and the Annual Colonial Administrative Reports have also been considered by this Sub-Committee, to which for this purpose Mr. W. C. Bottomley and our Secretary were added as additional members. Their report, with which we agree, forms Appendix II to our Report.

14. The requirements of the general reader will be met by the historical and descriptive portions of the Handbooks of Standing Information; and by Annual General Reports framed on the lines now proposed. We cannot suggest any single way of meeting the needs of those who are specially interested in the Colonies as possible settlers or tourists, but we are of opinion that what they require can be found in the Handbooks of Standing Information, the publications of the Emigrants' Information Office, and the publications referred to under the heading of "Other Publications, iii & iv," in paragraph 3 of this Report.

15. The Trade Commissioners' Reports.—These reports are of course primarily a matter for the Department of Overseas Trade and their probable nature has already been stated. We regard as specially important, however, the proposal that each Trade Commissioner should be instructed that, both as regards the information which he can give locally and in compiling his reports, he should endeavour to serve local interests as well as those of the United Kingdom. We recognise that for this purpose it is essential that cordial relations should be established between Colonial Governments and the Trade Commissioners for their area; and therefore we suggest that, when the appointment of such Commissioners is actually made, despatches should be sent to Colonies for which Trade Commissioners are appointed emphasising, *inter alia*, the desirability of such cordial co-operation.

16. If Handbooks of Standing Information are published, it is all important in their case, as in that of the Trade Commissioners' reports, that a full use should be made of them. To this end the volumes should not be too numerous. It is desirable that they should be paid for, but, subject to this, they should be inexpensive. Lastly, their form should be as uniform as possible, so that it may become familiar to the Public. Arrangements should be made that both Chambers of Commerce and Associations of Manufacturers should induce their members to subscribe for them and use them. Mr. Shelford and Mr. Oldham have kindly promised their co-operation in this respect.

17. As regards the mode of compilation of the Handbooks of Standing Information, we would invite reference to the Draft Instructions contained in Appendix III. Most of the material of these Handbooks will be supplied by the Colonial Governments, and we recommend that any cost which may fall on Government funds in respect of printing, publishing and advertising them should be borne by His Majesty's Government. Whether the printing and publishing of these Handbooks should be undertaken by the Stationery Office or entrusted to a firm of publishers is a question on which various arguments could be adduced on either side, but after considering the matter in all its bearings we have come to the conclusion that on the whole the best course will be for the publication of these Handbooks to be entrusted to a firm of publishers, provided that a satisfactory arrangement can be made as to terms. From the point of view of official convenience, publication by the Stationery Office would no doubt be the preferable course, but we attach much importance to securing that the Handbooks should be widely distributed and adequately brought to the notice of possible readers throughout the Kingdom, and we consider it therefore desirable that the methods and machinery which are at the disposal of a large firm of publishers should, if possible, be utilised for selling and advertising these Handbooks.

We recommend that a copy of each of these Handbooks should be supplied, as issued, free of charge, to those Public Libraries in this country which possess a Commercial Section and a reading population of a certain size. In addition to this limited measure of free distribution, some of the Colonial Governments may think it advisable in their own interests to purchase a certain number of copies for free distribution among institutions which they consider would be likely to bring the Handbooks prominently to the notice of the sections of the public to which those Governments may more particularly desire to appeal.

18. It has been recommended that considerable extensions and alterations should be made in the Blue Books, and that the Blue Book Reports should be replaced by Annual General Reports, framed to meet official and parliamentary requirements and the interests of the general reader, rather than to afford strictly commercial information. We have also proposed the institution of a series of Handbooks of Standing Information, especially designed to meet the commercial

requirements of this country. We recognise that these proposals involve considerable additions to the work which the Colonial Governments have already to perform in preparing the Blue Books and the Annual Reports, and it remains for us to consider in this connection the second part of our Terms of Reference, which raises the question of furnishing the Colonies with some kind of *quid pro quo* for their Blue Book Reports.

In the first place, the Handbooks of Standing Information, for which we recommend that the Imperial Government should bear the financial responsibility, will, as we have pointed out, afford an opportunity for widespread publicity as to the products, resources, and development of the various Colonies. We have, in paragraph 11 above, expressed the hope that this will result in attracting the attention of those who are in a position to invest capital for the development of the Colonies. It is also proposed, as stated in paragraph 10, to instruct the Trade Commissioners, who will be officers paid from Imperial funds, to give assistance and advice as to the improvement and extension of the export trade of the Colonies where they are stationed, and as to the development of local industries. The necessary corollary to this action on the part of the Trade Commissioners will be that the Department of Overseas Trade, under whose authority the Commissioners act, and by whose instructions they are guided, will become a centre from which information as to the resources of the Colony will be disseminated. We recommend that, as soon as the development of its organisation and its finances permit, that Department should, through the medium of the Trade Commissioners, apprise the various Colonies of any changes in the demand for their products in the United Kingdom, and should be prepared in appropriate cases to make suggestions with a view to the development of fresh industries and the extension of existing industries. The correspondence with Sir William Clark, referred to in our terms of reference, mentioned the possibility of the appointment in London of Trade Commissioners for the principal groups of Colonies and Protectorates, who might work in co-operation with the Department of Overseas Trade. We think, however, that it is unnecessary to proceed with this proposal, if our recommendation is accepted that the Department should not only aim at providing openings for United Kingdom trade in the Colonies, but also endeavour to encourage the general extension of the exports and industries of the Colonies themselves. We believe that the Colonies will receive an adequate return for any additional labour involved in the preparation of the Handbooks, the Blue Books, and the Annual Reports, if our recommendations are adopted.

19. In concluding our report, we would wish to lay stress on the very real debt which we owe to Mr. A. J. Harding for his willingness to undertake the duties of Secretary of the Committee, and to Mr. Rushmer for the assistance which he has given.

It will be seen from the Appendices that a great deal of our work has fallen upon the Sub-Committees which considered the details of the Handbooks of Standing Information, the Blue Books, and the Annual General Reports. The Committee are much indebted to those gentlemen who, though not members of the Committee, served on the Sub-Committee on Blue Books and Blue Book Reports. These are Mr. A. E. Aspinall, C.M.G. (Secretary to the West India Committee), Mr. W. C. Bottomley, O.B.E. (of the Colonial Office), and Mr. R. Henshall (of the Board of Trade).

ARTHUR STEEL-MAITLAND (*Chairman*).  
W. H. MERCER.  
W. J. GLENNY.  
W. H. SHELFORD.  
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F. G. A. BUTLER.  
T. C. MACNAGHTEN.  
CHARLES TENNYSON.

A. J. HARDING,  
(*Secretary*).  
J. RUSHMER,  
(*Assistant Secretary*).  
2nd March, 1918.

## APPENDIX I.

## REPORT ON BLUE BOOKS

OF THE

Sub-Committee appointed to examine in detail the Blue Books, Blue Book Reports, and other Colonial Statistical Publications, and to Report as to the modifications, additions, re-arrangement of contents, etc., which may appear necessary or desirable.

## PART I.

We have held eighteen meetings, and have now completed the detailed examination of the Blue Books.

## PRELIMINARY REMARKS.

It became clear at an early stage in the deliberations of the Committee on Colonial Blue Books and Blue Book Reports, that the contents of the Blue Books and Blue Book Reports need improvement in order to make them of value for commercial purposes. We wish to emphasize this point at the outset.

The question of the improvement and unification of the import and export statistics of the various Colonies and of the Dominions has been repeatedly discussed. Memoranda dealing with the Crown Colonies as well as the self-governing Dominions were prepared by the Board of Trade for the Imperial Conferences of 1907 and 1911.

The Dominions Royal Commission in its Final Report\* (paragraph 673) has suggested a Conference of Statisticians of the Empire, which apparently would include representatives of the Crown Colonies as well as of the Dominions. Pending further progress on these lines any improvement in the form and contents of the Blue Book statistics must be provisional and tentative.

We invite attention to the International Brussels Convention of 1913 on Customs Statistics. It was the intention that adherents to that Convention should forward their trade statistics to a Bureau at Brussels which would convert them into a "nomenclature commune," values being shown in francs and weights according to the metric system. No Crown Colonies have adhered to the Convention at present, and of the self-governing Dominions, Australia only has adhered.

We submit the following recommendations in regard to Blue Books:

## General.

(1) Having regard to the importance of prompt publication of the sections of the Blue Book dealing with (i) Imports and Exports, (ii) Shipping, and (iii) Production and Natural Resources (the latter a new section which will be referred to later in this report) arrangements should be made for the preparation and printing of these sections as soon as possible after the close of the calendar year. The first two sections mentioned above should be issued in a combined form in a paper cover, and should be despatched to the Colonial Office not later than the second week in February, and should be followed as soon as possible by the section dealing with Production and Natural Resources. Officers responsible for the preparation of these sections of the Blue Book should be made clearly to understand that the statistics which they contain are of little value unless they are published with all possible promptitude, and should be warned that serious notice will be taken of any delay in their publication. The complete Blue Book (which should include the above sections) should be issued in due course, and all officers concerned in its preparation should be held responsible for avoiding any unnecessary delay.

We suggest the preliminary publication of certain sections of the Blue Books with some diffidence, as the matter is outside our terms of reference, and one for the decision of the Committee. We submit it, however, as it appears to us essential that the three sections referred

\* [Cd. 8462.]

to above should be made available to those by whom they are required at a much earlier date than at present. We recognise that this question depends largely upon the extent to which it is intended to widen the present circulation of Blue Books. This point is, however, one for the decision of the Committee.

(2) The utility of Blue Books might be enhanced by reducing them from folio to octavo size. The reduction in size would also enable the actual printing to be done more cheaply and more expeditiously.

The printing should be closer, and thinner paper should be used. The Canadian form of Parliamentary publications, published in octavo size, affords a useful model. It might be followed generally in all Colonies and Protectorates. Closer printing should be effected *inter alia* by the concentration of nil returns, and by more economical spacing. Title pages and blank pages should be omitted at the beginning and ending of sections.

It is possible, however, that there might be technical difficulties in the way of a general adoption of the reduced size, and we suggest, therefore, that Governors of Colonies should be asked for their views as to the feasibility of the proposed change.

(3) The calendar year should be adopted for all trade statistical returns throughout the Colonies.

(4) CURRENCY.—Where local currencies are in operation sterling value should be given in addition to the value in local currency in the totals of the finance and trade tables.

(5) WEIGHTS AND MEASURES.—The standard to be used should, so far as the custom of the local trade permits, be the weight or measure adopted in the trade as laid down in the United Kingdom Trade Returns.

Attention is called to the difficulty in comparing the statistics of the various Colonies, which arises from the fact that in the present Blue Books quantities of exports and imports are not infrequently expressed in different units in different Colonies. Thus, cotton statistics are given in different Colonies in rotoli, cwts., lbs., pikuls, kilos.; coco-nuts in number, cwts., packages, sacks, bags, grain in rotoli, kilos, cwts., pikuls, barrels, lbs., bushels; hides in number, bales, lbs., packages, pikuls, cwts., leaves, rotoli, &c.

In all cases where units other than those adopted for the United Kingdom Trade Returns are used in statistical returns, the equivalent in Imperial standards should be clearly stated.

(6) The term "United Kingdom" should be substituted for "Great Britain"—thus including Ireland—wherever the latter term is used in the Tables of Imports and Exports or elsewhere in the Blue Books. Similarly "other parts of the British Empire" should be substituted for "Colonies."

## B.

## The Sections of the Blue Books.

(These sections, the model forms for which are prepared in, and sent out from, the Colonial Office, are dealt with in the order in which they are given in the present index.)

The index should in future be alphabetical, and more detailed than at present.

## TAXES, DUTIES AND OTHER SOURCES OF REVENUE.

This Section should in future be combined with the subsequent section "Fees, B," and should be headed "Taxes, Duties, Fees and other Sources of Revenue." There is much uncertainty at present as to what classes of taxes, duties and fees should be included under A, and what classes under B, and there is great divergence of practice in the various groups of colonies. In some colonies virtually all fees are set out in Section A, only those fees (often not more than half a dozen) which are retained by individual officers, and do not therefore form a part of the Government Revenue, being enumerated in Section B. In other Colonies many classes of fees, including legal and municipal fees, are set out in Section B.

The new and combined section should be preceded by a separate index, such as is already included in the Nyassaland Blue Book. A copy of this index is appended hereto as an indication of what is required (Schedule A).

There would be no objection to subdividing the new section to the extent of classifying Legal Fees and Municipal Fees (in so far as the latter need be included in the Blue Books) under separate sub-heads. Asterisks or other similar signs should be inserted to show whether the various fees are payable (a) into the Public Treasury, or (b) for the personal use of individual officers, or (c) out of the Public Treasury. An explanatory note on this point should appear at the beginning of the new and combined section, thus—

"Fees marked thus (\*) are paid into the Treasury for the public use  
 " " " (†) are received and retained by the Officer  
 " " " (‡) are received by the Treasury but paid to the officer or officers concerned"

Details of postal rates, telephone rates, Government Gazette subscription rates, and other similar sources of revenue are at present included in many Blue Books under sections A or B. These should be transferred to the section of the Blue Book dealing generally with the subject to which they relate. The section combining sections A and B should merely contain the heading of the rates in question and indicate where the details are to be found, thus—

"Postal Rates (see POSTS AND TELEGRAPHS)"

In all schedules of taxes, the Customs Tariffs in respect of both Imports and Exports are usually the most important items of taxation, and should therefore be placed first.

In the statement of Customs Duties "Ad valorem" and other general duties should be printed in capital type, thus:—

**AD VALOREM.** On all goods not specifically charged with duty, &c.  
Such entries are, at present, printed like any ordinary item of the tariff.  
The "value" on which ad valorem duties are payable should be clearly stated in front of the Customs Tariff in each Blue Book. The authority for the "value" should also be indicated.

The list of goods prohibited to be imported and exported should invariably follow immediately after the Customs Tariff.

#### REVENUE AND EXPENDITURE.

In these and in any other financial returns which cover more than one page, e.g., Imports and Exports, the headings "Brought forward" at the top of the page and "Carried forward" at the bottom of the page are superfluous, and should be omitted.

#### ASSETS AND LIABILITIES.

This statement is in most Colonies satisfactory and correct. In some Colonies, however, it is too detailed, in others, hardly sufficiently so. The statement should follow the lines laid down in the accompanying memorandum. (Schedule B.)

#### PUBLIC DEBT.

Statements of Public Debt should show not only the amounts originally raised, and the amount repaid in each case, but also the amount of debt outstanding at the close of the year under review. They should be shown as in the accompanying form (Schedule C.)

#### MILITARY EXPENDITURE.

This section should be struck out. In many Colonies it is at present left blank.

#### PUBLIC WORKS.

Details should only be given of the chief public works, e.g., those involving a total expenditure of £500 or more, whether the work was completed in the year under review or not. Minor works should be lumped together and only their total cost given. Small colonies and protectorates, where few costly or important works are undertaken, the limit of £500 should be reduced to whatever extent local circumstances render advisable. The object should be to eliminate a long list of items of expenditure, which are, even locally, of little interest.

#### POLITICAL FRANCHISE AND COUNCIL AND ASSEMBLY.

In these and in certain other sections some of the information now given in tabular form might be succinctly furnished in a single paragraph at the foot of the tables. Thus in the return *Political Franchise*, columns 1, 5, and 6 might conveniently be so treated.

The particulars furnished under the heading *Council and Assembly* should include a statement showing the conditions of appointment to the various Councils.

#### CIVIL ESTABLISHMENT.

This Section in many Colonies occupies a large part—in Ceylon 447 pages, nearly one-half—of the Blue Book. The tabular form used in most Colonies for furnishing particulars under this head follows the model form drawn up in this Office, and contains twelve columns.

It would seem that these columns might be reduced in number—the rest of the particulars, so far as required, being supplied in some cases by compressing into one column particulars at present given in two, e.g., "Annual Salary" and "Quarters or Allowance in lieu thereof," or again—"Date of Appointment" to present office and "Date of First Appointment"; in other cases, e.g., "Whether the Office is held in conjunction with any other office," "Amount of Fees drawn during the year," and "Whether the Officer enjoys any other advantage or profit," by footnotes. The column headed "Period during which the Officer has been absent during the year" might be omitted. If these modifications were made, and if closer printing were resorted to, particulars respecting each officer should be compressible within a single page, instead of extending, as they usually do at present, to two pages. As a result the bulk and length of the Blue Books would be sensibly reduced. A form showing suggested amendments is appended. (Schedule C.)

#### OFFICERS WHO HAVE GIVEN SECURITY FOR THE DISCHARGE OF THEIR DUTIES.

A considerable saving of space might be effected by the amalgamation of this section with the preceding ("Civil Establishment") section. If this should be found impracticable, the form should be compressed within the limits of a single page.

Between the sections *Pensions and Foreign Consuls* a new heading should be added, viz., "*Trade Commissioners and Correspondents*." Under this heading should be given the names

of the gentlemen appointed in these capacities by His Majesty's Government and the Governments of the self-governing Dominions.

#### FOREIGN CONSULS.

In this section the first two columns should be transposed. The names of the foreign countries appearing alphabetically in the first column, and the names of the Consuls in the second column.

#### POPULATION AND VITAL STATISTICS AND MISCELLANEOUS NUMERICAL RETURNS.

The latter section should be omitted, but particulars of paupers, of emigration and of immigration should be included with *Population and Vital Statistics*. This section should also include statistics of infantile mortality as well as an estimate of the population male and female at the end of the year under review (distinguishing between white and coloured) in addition to the figures of the population at the preceding census. In cases in which it is important to distinguish between various races, the number of each race should be given. This should also be done, so far as possible, in the case of immigrants and emigrants.

#### ECCLESIASTICAL RETURNS.

This section might be considerably reduced in length. What is specially required is a statement showing the number of places of worship and followers of the various religions and denominations in each Colony and the extent to which, if at all, any churches are State-aided.

#### EDUCATION, NEWSPAPERS, AND REVIEWS.

There should in future be one section for Education and a separate section for Government Publications, Newspapers, &c.

**Education.**—This section should show the number of Government, State-aided and Private Schools grouped where desirable according to provinces or the principal administrative areas, should state what fees are charged, whether Government Grants are given and what other expenditure is incurred, indicating the source from which such expenditure is defrayed. The total number of scholars on the roll and the average attendance should be given, distinguishing between boys and girls.

It is unnecessary to furnish detailed particulars in regard to individual primary schools. Particulars of secondary schools should be furnished, and should be at least as full as those at present given.

Such additional information should be furnished, e.g., in regard to technical education and other matters of interest, as the Educational authorities may deem desirable, and as can be compressed within a reasonable space.

(The Sub-Committee considered the question of inviting the advice of the Education Office in regard to this section, but came to the conclusion that educational conditions in this country differ so widely from those prevailing in the Colonies that it would be impossible for the Education Office to advise usefully in the matter.)

#### GOVERNMENT PUBLICATIONS, NEWSPAPERS, &c.

The published price of Government publications (if on sale) and of newspapers, &c., should be given, as well as subscription rates, the cost of postage to the United Kingdom, and the address of the London agent if any. Government publications should be distinguished from other publications, and should be placed first.

#### CURRENCY, BANKING, WEIGHTS AND MEASURES.

This section would be made clearer if the various items now shown in the headings of the columns were in future set out in three consecutive sub-sections headed respectively: (1) Currency, (2) Banking, (3) Weights and Measures.

The addresses of the head offices in each case and of the principal agency in the United Kingdom of banks doing business in the Colony should be given.

The information furnished with regard to the average rate of exchange with London should be the average selling rate for demand drafts on London. In Colonies in which British as well as foreign coins are current, the British denominations should be enumerated first.

#### IMPORTS AND EXPORTS.

The trade tables should in future be in the form suggested in the accompanying memorandum by Mr. Henshall, of the Board of Trade (Schedule D). We endorse Mr. Henshall's recommendations and wish specially to emphasize the importance of classifying imports and exports as indicated at the end of his memorandum.

Imports should be shown c.i.f. Exports should be shown f.o.b. Quantities as well as values should be stated as far as possible.

#### SHIPPING.

The tonnage figures should show the net, and not the gross tonnage. Coasting trade, where such trade exists, should be tabulated distinctly from foreign trade.

AGRICULTURAL, CULTIVATED AND UNCULTIVATED LANDS, WAGES, & C., AND MANUFACTURES,  
MINES, AND FISHERIES.

These two sections should in future be struck out and replaced by the following viz. —

- (1) *Production and Natural Resources.*
- (2) *Wages and Cost of Living.*

Detailed recommendations in regard to the first of these two sections are contained in the annexed memorandum which has been furnished by Mr. Gleniy. (Schedule E.) We endorse these recommendations, though they may require modification and adaptation in the case of many Colonies.

*Wages and Cost of Living* should be a separate section and should contain full particulars with regard to wages for labour, including piece work, especially "prædial" labour (for which we should be glad to see substituted the more recognised English term "agricultural labour"). The list containing the average prices of articles should be extended in each Colony to cover all the chief staple articles consumed or used locally. The prices given should be the *retail* prices, showing in three columns the maximum and minimum rates, and the average rate ruling throughout the year. The average *wholesale* export prices (T.o.b.) of the staple products of the Colony during the year should be given for each month of the year as well as for the whole year.

GAOLS AND PRISONERS, AND CRIMINAL STATISTICS.

The Home Office have been consulted in regard to these two sections. That office could not for many months furnish full and detailed suggestions, but we recommend that the notes furnished by Mr. Farrant, of the Home Office, respecting Criminal Statistics (Schedule F.) be sent out to the various Colonies for their information and guidance.

In compiling Criminal Statistics care should be taken to discriminate between numbers of persons and numbers of offences.

A complete revision of these sections might, if necessary, be undertaken at a later date.

HOSPITALS.

We suggest, on the advice of Dr. C. W. Daniels, a slight modification of the information asked for in the sixth column of the tabular statement under Question II, viz., the substitution of "floor space" for "cubic space." Dr. Daniels states that the forms give full information as to hospitals, and could not well be shortened.

LUNATIC ASYLUMS.

The Board of Control were invited to advise regarding this section. Their suggestions are embodied in Schedule G. of this Report. The Sub-Committee recommend that the Board should be invited to submit Tables modified on the lines proposed in their letter, but omitting any details which seem likely to involve serious labour in the preparation of the reports. The returns furnished by the Colonies relate to small institutions which cannot be expected to furnish such detailed information as the *asylums* in the United Kingdom. Differences of climate, &c., also make certain of the details furnished in respect of the United Kingdom inapplicable in the Colonies.

CHARITABLE AND LITERARY INSTITUTIONS.

In this section which should in future be headed "Charitable, Literary, and Scientific Institutions," the columns headed "Hospital" and "Lunatic Asylum" should be omitted. And the heading "Alms-house" should read "Alms-houses and Poor-houses." Some particulars of the Institutions mentioned should be included.

SAVINGS BANKS AND FRIENDLY SOCIETIES.

Reference should be made only to the principal Friendly Societies, e.g., Masonic Lodges, Ancient Order of Foresters, &c. The statements of the amounts due to the credit of depositors in Savings Banks at the end of the year should in all cases include interest accrued during the year.

It is important that this section should include information, preferably in tabular form, respecting any co-operative, or government-aided Agricultural Loan Banks.

METEOROLOGICAL OBSERVATIONS.

With the concurrence of the Director of the Meteorological Office we suggest that the return of daily observations should be omitted from this section of the Blue Books.

The annual summary should be included in the form shown in Schedule H, or in such other form as may be approved from time to time for exhibiting numerically the salient features of the weather of the period and of the climate of the colony as affecting agriculture, commerce, public health, or other department of administration.

The section should also contain a short statement describing, in such manner as to be intelligible and interesting to the general public, the main features of the weather experienced during the year and the notable deviations from the normal.

In all countries, production, and, consequently, all commercial activities, are vitally dependent, in some form or other, upon weather conditions which should be faithfully recorded: especially in this class of countries. It would therefore, in our judgment, be an important achievement if it were possible to ensure that the records of weather in the various Colonies should in future be compiled and co-ordinated in a scientific and practical manner. The Director of the Meteorological Office has suggested that the value and reliability of the returns would be improved if the officer employed in their compilation were employed as part of his official duties and not, as at present frequently the case, in an honorary capacity. We note the suggestion as, in our opinion, a valuable one, though the matter does not fall within our terms of reference.

The explanatory statement set forth in the section should not be of a perfunctory character, but carefully worded so as to show the important meteorological features of the year. It must have behind it properly kept schedules of daily values. In proposing that these daily schedules should be included from the Blue Books, we make no reflection upon their value; our only reason is that we consider that a better channel should in future be found for their publication.

They should, as heretofore, be transmitted promptly to the Director of the Meteorological Office, South Kensington, in print if the form is printed for local purposes, and if not, in manuscript. The annual summaries and the general statement should also be transmitted to that Office, and arrangements should be made with the Meteorological Committee for the preparation and issue of an annual volume embodying the reports of weather from all Colonies which have not an organised system of publication of their statistics of weather, and a brief summary from those that have.

HARBOURS.

There should be a separate section for Harbours.

This section should contain particulars similar to those obtained by the Dominions Royal Commission in reply to the questionnaire prepared by them respecting Foreign Harbours. (A form of the questionnaire is appended, Schedule I.)

The questionnaire respecting Harbours within the Empire was somewhat more extensive and asked for certain financial particulars, which it seems unnecessary to include in the Colonial Blue Books. (On this point we have had the benefit of the advice of the Secretary to the Dominions Royal Commission, Mr. E. J. Harding, C.M.G.)

RAILWAYS, CANALS, ROADS, TELEGRAPH AND TELEPHONES, POST AND TELEGRAPH STATISTICS.

The General Post Office have been consulted in regard to these two sections and the preceding section in so far as they deal with postal matters. *Telegraphs and Telephones* should not in future be included in the same section as *Railways, Canals, Roads*, but should be included in a section dealing comprehensively with *Posts, Telegraphs, and Telephones*, which should include all particulars, statistical or otherwise, regarding these services. Returns of letters dealt with should contain particulars of letters, &c., despatched to, and received from, the United Kingdom, British Possessions, and Foreign Countries. The Return of Postal Orders should distinguish the number and value of transactions of British and local Postal Orders.

Particulars should be given of any Government subsidies to Telegraph Companies, and of the amount expended by the Government upon cable services. Particulars should also be given of all wireless stations, unless it is desirable for military reasons that such information should not be made public. It is desirable to distinguish between Government-owned and privately-owned telegraph and telephone lines; also to distinguish between length of line and length of wire.

There should be separate headings for *Railways and Tramways, Steamship Services, and Canals, Roads, and Motor Services.*

The particulars furnished in the latter section should indicate what roads are suitable for motor vehicles.

Colonial Governments will no doubt extend this section, as occasion arises, to include aerial services.

STEAMSHIP SERVICES.

Full particulars should be given not only of Ocean services, but also of any local *Pass* or River Steamship, Motor Boat or other organised services. This section should not only contain the details at present required respecting contracts for mail services, but should also indicate whether the contracts impose upon the Shipping Companies any obligations in addition to postal obligations.

There should be a general alphabetical index to the revised Blue Books, which might follow the lines of that now provided in the Mauritius Blue Book.

If our recommendations are accepted, it will be necessary as a first step, to revise the model forms, prepared in the Colonial Office, in order that they may be communicated in revised form to Colonial Governments.

We suggest that the Board of Trade should be officially consulted before an official decision is taken in regard to our report.

It is probable that it will be impracticable to take action on certain of our recommendations (should they be approved) until after the War. This applies particularly to the suggestions for altering the size of the Blue Books from folio to octavo—as such a change would necessitate







As to (4) above, the present detailed Table showing the value of imports of various articles is not given in a consistent form in the returns compiled by the various Colonies. It is understood that in some instances local considerations (e.g., Inter-Presidency trade of the Leeward Islands, the transshipment trade of British Guiana and Trinidad, etc.) affect the form of the returns. Again, it is not always clear whether the figures given relate to total imports, including goods in transit or for re-export, or to imports for home consumption only. In many cases no doubt the differences are not very material, but a uniform system of compilation should be adopted.

Further, since the Table D at present used as a standard in the Blue Books was drawn up, preferential tariffs have become operative in some of the West Indian Colonies, and, in view of a possible extension of preference to British and Allied goods in other Colonies, it seems essential that some systematic method of compilation of the returns should be introduced. At present the preferential imports are partially shown in the returns of the West Indian Colonies concerned, but close examination is necessary to eliminate the preferential from the non-preferential articles.

There should be different Tables for those Colonies which have adopted, and for those which have not adopted, preferential tariffs, but the Tables for each group should be uniform. For Colonies with a preferential tariff the Form of Table E might be used. It is framed on the lines adopted by the Canadian Government in preparing the import returns of the Dominion, and gives, in a succinct manner, full details of the imports of preferential and non-preferential articles, as well as the rate and amount of duty collected on each article.

A certain amount of extra labour is involved in stating the duty collected on each article imported from each country, and it may be beneficial if the total amount of duty levied on each commodity only is given.

For Colonies with no Preferential Tariff the form of Table F might be used. It follows the form at present in use, except for the omission of the column respecting the "average price calculated officially." This column is now unnecessary in view of the virtually uniform practice of requiring returns to be on a c.i.f. basis as declared in invoices.

In the case of exports, the Table at present in use meets all requirements, except that in certain cases where export duties are operative information in regard to them should be embodied in the Table as

shown in Form G. This is done in some cases, as present.

It should be indicated against imports and exports, as in the United Kingdom Trade Returns, under which class the particular article has been classified in the summary table of classes. This is necessary so that it may be seen if a similar classification in the Summary Table (B or C, as the case may be) is adopted each year, and also as to whether the classification adopted in one Colony is in agreement with that adopted in another.

In certain Colonies the value of the returns is improved by the addition of summary tables for both articles and countries covering a series of years. In view of the restricted clerical assistance in certain Colonies it may not be possible to require the insertion of this additional information in all cases.

The methods of recording both imports and exports which are adopted in the United Kingdom Trade Returns might usefully be followed, wherever practicable. For instance, in the case of imports, the values given should represent their cost, plus insurance and freight (s.i.f.), to the place of landing, or where consigned for sale the latest sale value of the goods. In the case of dutiable articles, the values given should exclude the amount of duty payable thereon. In the case of exports, the values should represent the cost of the goods, including all charges thereon to the time of their delivery on board ship, i.e., f.o.b.

Imports should be classified according to countries whence consigned or countries of origin, in cases where this information is available. Exports should be credited to the country of "final destination," i.e., the country to which they are consigned, whether that country possesses a sea board or not. At present the returns are classified in many cases, according to countries whence imported and to which exported. The articles enumerated in the article Tables (E-G) should be classified alphabetically.

In some Colonies the classification of the imports of various articles might be amplified, for instance, in regard to such items as "cotton piece goods," "hosiery," "other metal manufactures," etc., where the value of the imports of these classes of articles warrant further detail being shown.

The classification adopted in the export returns of the United Kingdom will afford an indication of the method of classification of the import returns to be adopted, although this classification will for the most part be too detailed to be followed in its entirety.

TOTAL VALUE OF IMPORTS AND EXPORTS FROM AND TO EACH COUNTRY.

Countries	Total Imports.	Exports thereto.		Total.
		Product or Manufactures of the Colony	Other Produce.	
United Kingdom				
Other parts of the British Empire (specify each country)				
Total other parts of the British Empire				
Foreign Countries (specify each Foreign Country)				
Total Foreign Countries				
United Kingdom				
Other parts of the British Empire				
Foreign Countries				
GRAND TOTAL				

SUMMARY STATEMENT OF THE VALUE OF THE IMPORTS AND EXPORTS CLASSIFIED BY CLASSES.

Classes.	Imports.			Exports.			Total Exports.
	Domestic Produce			Other than Domestic Produce.			
	From U.K.	To other parts of British Empire.	Total.	To U.K.	To other parts of British Empire.	Total.	
1. Food, Drink, and Tobacco							
2. Raw Materials and articles mainly manufactured							
3. Articles wholly or mainly manufactured (including Parcel Post)							
4. Miscellaneous and unclassified (including Parcel Post)							
5. Ballion and Spices							
Total							

C.—IMPORTS. SUMMARY STATEMENT OF THE VALUE OF IMPORTS FROM EACH COUNTRY BY CLASSES.

Countries	Class I— Food, Drink, and Tobacco	Class II— Raw Materials and Articles wholly or mainly manufactured	Class III— Articles wholly or mainly manufactured	Class IV— Miscellaneous and unclassified (including Parcel Post)	Class V— Ballion and Spices
	Total	Total	Total	Total	Total
United Kingdom					
Other parts of the British Empire— India, &c.					
Total other parts of the British Empire					
Foreign Countries— France Russia United States &c. &c.					
Total Foreign Countries					
Grand Total					

D—EXPORTS.

Countries.	Domestic Produce.				Other than Domestic Produce.				Total Exports.				Country.
	Class I. Food and Drink and Tobacco.	Class II. Materials and manufactures.	Class III. Articles wholly or mainly manufactured.	Class IV. Total Merchandise.	Class I. Food, Drink and Tobacco.	Class II. Materials and manufactures.	Class III. Articles wholly or mainly manufactured.	Class IV. Total Merchandise.	Class I. Food, Drink and Tobacco.	Class II. Materials and manufactures.	Class III. Articles wholly or mainly manufactured.	Class IV. Miscellaneous and Unclassified.	
United Kingdom...													United Kingdom.
Other parts of the British Empire. (specify the countries).													Other parts of the British Empire.
Total other parts of the British Empire.													Total other parts of the British Empire.
Foreign Countries (specify the countries).													Foreign Countries.
Total Foreign Countries.													Total Foreign Countries.
Grand Total													Grand Total.

E.

IMPORTS

Articles and countries whence consigned.	Total Imports.				Imports for Home Consumption.				Total.
	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.	
Ale and Beer (Class I.)									

F.

Articles and countries whence consigned.	Total Imports.				Imports for Home Consumption.			
	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.

24  
G.  
EXPORTS.

Articles and articles of gold, with destinations.	Quantities.		Values.		Duty Collected.	Rates and date when imposed.	Amount.
	Produce and Manufactures of the Colony.	Other Produce.	Produce and Manufactures of the Colony.	Other Produce.			

SCHEDULE E

It is suggested that the sections in the Colonial Blue Books now headed "Agriculture" and "Manufactures, Mines, and Fisheries" should be replaced by a section to be entitled "Production and Natural Resources." This would be sub-divided as follows:

- Agriculture and Land Tenure**
  - Estimated total area of the Colony and the extent of Crown Lands disposed of by grant or sale, as well as amount realised during the year, together with the total extent alienated, in process of alienation and remaining unalienated at the end of the year.

Extent disposed of during the year.	Total Extent at end of Year.		
	Amount Realised.	Alienated.	Unalienated.

- Size of holdings, specifying the number of holdings.**
  - Under 10 acres.
  - 11 to 50 acres.
  - 51 to 100 acres.
  - 101 to 1000 acres.
  - Over 1000 acres.

In the Colonies where estates are all of a large size I, II and III might be grouped.

- Estimated acreage under cultivation and production for local consumption and exports in the year under review, specifying wheat, barley, oats, maize, potatoes, coffee, cocoa, tea, sugar, bananas, spices, cotton, sisal, hemp, tobacco, and plantation rubber and other locally important crops. [These particulars should be furnished as far as possible in respect of each administrative district.]
- Acreage of pasture land, divided into administrative districts. If the administrative arrangements of the Colony make it difficult to sub-divide geographically the total area for the Colony will suffice.
- The number of head of livestock (distinguishing horses, asses, mules, horned cattle, sheep, goats, camels, ostriches, &c.) divided where possible by administrative districts.
- The yield (quantity and farm value) of animal produce, e.g., wool (distinguishing pressed and matted), butter, cheese, meat, hides and skins.

\* NOTE: When the area of a Colony includes any large body of water, this should be clearly stated. The area of water should, if possible, be given separately.

(The figures given should include quantities for local consumption and export.)

- Forestry**
  - Potal acreage of forest lands in the Colony, distinguishing where possible the acreage under commercial timber or other trees of economic value.
  - Cut of timber of each kind during the year, and yield of other forest products, e.g., balsa, nuts, &c.
  - Number of timber and rubber concessions, cutting licences and the like granted during the year and area covered thereby.
  - Any useful general information regarding this industry and the possibilities of its development.
- Fisheries**
  - Quantity and value of catch of various kinds of fish.
  - Number of boats and persons engaged in fishing, including numbers of foreigners so engaged.
  - Any useful general information regarding this industry and the possibilities of its development.
- Minerals**
  - Quantity and value of each class of mineral mined or quarried in the Colony during the year, with an estimate of the metallic content in the case of metallic ores.
  - Area of Colony which has been geologically surveyed up to date, with a note as to any important mineral deposits known to exist but not at present being worked.
  - Mining concessions and prospecting licences granted during the year, distinguishing the numbers in each class.
  - Oil concessions and prospecting licences granted during the year, distinguishing the numbers in each class, and quantity of oil produced.
- Water-power**
  - Estimates as to the total water-power (in terms of horse-power) capable of development.
  - Horse-power developed during the year and up to date.
  - Number (and horse-power to be developed) of concessions for water-power granted during the year.
- A statement as to industrial establishments and manufactures, so far as not included under 1 to 5, carrying on business in the Colony, classified according to nature of industry, with a statement in each case as to number of persons employed, the raw materials used, and the annual quantity and value of the output.
- A summarised statement of any developments in the agricultural, forestal, fishing, mining, and other industries of the Colony during the year under review, with a statement as to progress up to date. A special account should be given of Government grants or other action for the development of the natural resources and industries of the Colony.

SCHEDULE F.  
CRIMINAL STATISTICS.

Returns from different Colonies should be uniform, so far as may be, provision being made for distinguishing any predominant local offences, e.g., praedial larceny, stealing live stock, homicide, arson of crops, &c.

The grouping of offences should be uniform in all tables in which they are shown, except so far as in special cases a heading may be subdivided, e.g., the division of homicide into murder and manslaughter (Table IV.—A.

"Other offences against the person" should be subdivided into "Other offences of violence against the person" and "Sexual offences." The first sub-division should be preceded by "Assaults" which makes up nearly the whole of the cases under "Offences against the person" in Table III.

"Other offences" and "Miscellaneous offences" comprehend too large a proportion of the total, and should be investigated with a view to sub-division, e.g., drunkenness should be distinguished. Sections B and C of Table IV. should be combined to economise space, and for greater completeness.

Results in the two classes of courts should be described, so far as possible, in identical terms.

In Table V. it should be made clear that the Resident Magistrate's Court includes Summary Court.

SCHEDULE G.  
LUNATIC ASYLUM

**QUESTION I.**  
**GENERAL STATISTICAL TABLE.**

For Statistical purposes it is important that another column should be introduced immediately after the first one, enquiring:— "Of those admitted during the year how many were believed to be suffering from their first attack of insanity?"

In the column "Discharged" the word "recovered" would be a more appropriate term than "cured."

**SPACE AND ACCOMMODATION TABLE.**

The words "The Average Amount of Cubic Space available for each Patient" would be advantageously replaced by the words "Amount of Superficial Space allowed per Patient," and by introducing in an additional column a request for the height of the rooms. It is possible for patients to be overcrowded and yet for them to have fairly adequate cubic space.

**Water Supply.**

And the "Amount of Water available for each patient every day" might, with advantage, read "Amount of Water available for all purposes expressed in gallons, per patient, per day."

**Bathrooms.**

It is desirable to know not only the number of these, but also the proportion of the total number of basins in them all to the total number of patients.

**Baths.**

It is important to know the proportion of the total number of baths to the total number of patients, also how often the patients are bathed, how much water is allowed for each bath; whether fresh water is given to every patient, and whether the supply of hot water is adequate. Also whether a responsible official or attendant is always present during the bathing operations, and whether he reports in writing to the Superintendent of the institution as to the existence of any bruises, eruptions, deformities or other peculiarities he observes when patients are stripped. The two last-mentioned provisions are important aids in the prevention of rough usage and in the detection of disease.

**Lattices.**

The total number of seats to the total number of patients should be given.

**QUESTION II.**

A very important matter in the interest of the patient, particularly as a check upon ill-usage, is to know whether a physical examination is made by a medical practitioner immediately on admission.

**Restraint.**

Secclusion should be defined on the Form as "the enforced isolation of a patient by day between the hours of 7 a.m. and 7 p.m. by the closing by any means whatsoever of the door of the room in which the patient is."

It has been found in practice insufficient to limit seclusion only to when the patient is under lock and key. Further, the term seclusion should not apply to patients who are locked in their rooms at night, as all patients sleeping in single rooms are locked up.

The Board do not understand what the words "Restraint by Attendants" are intended to imply, and suggest the deletion of this column. The particulars should apply only to mechanical restraint, and it would be advisable to divide the tables into two tables.

one headed "seclusion" and the other "mechanical restraint," and to treat these matters and also Item III, each under a separate heading, leaving Item IV. to be included under a heading termed "Occupation and Recreation."

It is desirable to differentiate between the number of males and females who are restrained and secluded.

The information it is essential to obtain in the first column of the Mechanical Restraint Table is:—

- The number of persons, male and female separately, who have been subjected to restraint.
- The total number of occasions restraint has been resorted to.
- Total number of hours restraint has been employed in all cases combined.
- The longest period during which restraint has been employed without intermission in any one instance.

**QUESTION III.**

Information should also be obtained as to by whom unquiet patients are secluded.

II. The word "Methods" is suggested instead of "Kinds."

III. It is suggested that the heading for this paragraph should be "Casualties" and that it would be advisable to ask for short particulars of all cases of roughness or unkindness by attendants to patients, and for a short account of all serious casualties sustained by patients.

**IV. "Airng Court"** should be in the plural, as, in order to permit of proper classification, there ought, in every well-ordered Asylum of any size, to be at least several of such courts in both male and female divisions.

**OCCUPATION.**

The Board think it should be assumed that the patients have means of amusing themselves, and, therefore, that it would be better to ask for particulars of the various means available for amusement and recreation and whether any special Recreation Room is provided.

**RELIGIOUS SERVICES.**

It might be well to enquire what particular denominational services are provided, by whom the services are taken, and what is the average attendance at the services of each denomination.

**QUESTION III.**  
Nil

**QUESTION IV.**  
INSPECTOR.

It is suggested that, if the patients in the asylum were divided into the following classes instead of into those at present set out on the Form, for practical purposes the information would be much more useful.

- I. Insane and imbeciles.
  - II. Presumably Recoverable.
  - III. Chronic and Presumably Irrecoverable.
- Of whom are—
- (a) Turbulent and Dangerous.
  - (b) Suicidal.
  - (c) Sick and Infirm.
  - (d) General Paralytics.
  - (e) Epileptics.
  - (f) Senile Demented.
  - (g) Quot and Alms-bodies.





the heading "General Observations" or under the heading (*vide infra*) "Annual Progress of Trade, Agriculture and Industry," or under both these headings. Special attention should also be drawn to those industries or forms of agriculture which are of real importance to the progress or development of the territory which is being reported upon. For example, special attention should be drawn to the sponge industry in the case of the Bahamas, and in the case of the Falkland Islands to the whaling industry, and it should be emphasised that the crews of the floating factories and whale catchers and the staff of the land stations are almost entirely foreign; and that the greater part of the capital employed in the industry is also foreign.

13. Some difficulty will no doubt be experienced as the years go on in avoiding reiteration in dealing annually with the same subject, but if the various subjects dealt with are reviewed intelligently and are constantly approached from different standpoints it should not be difficult to infuse new life and interest into each succeeding Report.

14. In making the above recommendations regarding future prospects of trade and openings for capital and development generally, we are fully alive to the fact that, as these Reports are and will continue to be of a strictly official character, it is essential to avoid the inclusion in them of any matter which may lend itself to misunderstanding or misrepresentation in connection either with private enterprise or with the formation and operations of public companies. It is not necessary to write in a manner calculated to discourage enterprise nor to withhold established facts calculated to promote enterprise, but it is essential to avoid publication under Government authority of expressions of opinion of a kind which might mislead the taxpayer or give opportunity to the unscrupulous.

15. The General Observations should be followed by a section dealing with *Government Finance*. This section should give totals of revenue and expenditure for each of the last five years; and should, of course, also draw attention to any features of special interest. Any important changes in taxation and currency should be referred to. A statement of the Public Debt and the totals of the Assets and Liabilities at the end of the year under review, with the amount of the balance of that account, should be given.

16. Except in special circumstances and for special reasons it does not appear to us necessary to deal with the finances of local municipalities, &c., in the Annual General Reports.

17. The Reports should then deal with trade, agriculture and industry and their future prospects in a section headed "Annual progress of Trade, Agriculture and Industry." Under this heading a brief review should be given of the import and export trade, and mention should be made of any noteworthy changes as regards the import or export of special articles or in the direction of trade to or from other countries.

18. No attempt should, however, be made in these Reports to give a detailed analysis of trade returns or to deal as fully with the trade of the Colonies as would be desirable if the Reports were being prepared primarily for the information of manufacturers or merchants. This will be done in the Annual Reports of the Trade Commissioners in the case of those colonies to which these officers are appointed, and we suggest that in the case of other colonies the official Trade Correspondents should be asked to furnish Annual Reports on the trade of their colonies which could be published in this country in a separate series.

19. This section of the Report should also deal with land, including information as to important grants of land, and tenure and the general value of land.

20. Progress in the *exploitation and development of natural resources*, including forests, mines, fisheries and water-power, and of manufactures, should be referred to, but it is obvious that these will be of very varying importance in the different territories covered by the Reports.

21. Brief particulars in regard to *Traffic*, including Savings Banks, and banking facilities, should be given in the Report.

22. *Legislation*. In the outline of the model Report drawn up in 1899 a special heading was reserved for legislation, and instructions were issued that "only the principal measures passed during the year should be mentioned, and a brief summary of their object and scope should be given." In spite of this, long lists of legislation, often extending to several pages, have been included in certain Blue Book Reports, much of the legislation thus enumerated being only of local interest, while the particulars given have not infrequently been insufficient to indicate its true purpose. We are clearly of opinion that in future such particulars in regard to legislation as it may be deemed advisable to furnish should contain only a summary of the principal measures which are likely to be of interest outside the territory to which they apply, together with a brief explanation of their object.

23. The Reports should continue to deal, and should deal adequately, with *educational progress* during the year, prominence being given to secondary, industrial and technical education and the results achieved thereby.

24. Detailed particulars regarding hospitals, asylums, reformatories, and criminal statistics, &c., should in future be omitted from the Annual General Reports. The number of persons admitted to hospital, the number of criminal prosecutions, &c., will be ascertainable from the Blue Books and Administrative Reports, and should only be referred to in the Annual General Reports if it is desired to call attention to some matter of general interest to persons outside the territory dealt with in the Report, e.g., a serious epidemic, a marked increase or decrease of crime or of some particular form of crime.

25. A review of *vital statistics* should still be given, but this, as well as any reference to the important questions of *public health and sanitation*, and also to *immigration and emigration* might be included in the General Observations at the beginning of the Report.

26. A separate statement dealing with *climate*, &c., is required. This statement should pay special attention to seasonal, and, where necessary, regional variations.

27. There should be a general heading dealing with *communications*, including particulars respecting the working and development of railways, shipping, roads, canals, and postal, telegraph, telephone and aerial services.

28. Any reference to *public works* undertaken during the year under review should be restricted to such works as are likely to be of interest to persons outside the territory in which they have been carried out.

29. It is not desirable to include in the Annual General Reports information respecting the strength and armament of the military and police forces or details of the expenditure incurred on such forces.

30. In submitting these observations as to the contents of the Annual General Reports we desire again to point out that our recommendations should be regarded in the light of suggestions for the guidance of Colonial Officers rather than as binding instructions which must be adhered to for each territory and in each Annual Report.

31. Blue Book Reports are frequently prefaced by formal covering despatches to the Secretary of State. We consider that such despatches should not in future be printed with the Reports.

32. We have considered the question how far it would be possible to make *colonial administrative reports and statistical publications* more accessible to persons in this country than they are at present. This question was considered by a Departmental Committee at the Colonial Office in the year 1910, who pointed out that Messrs. Wyman & Sons had since 1904 undertaken the sale of Colonial official publications as well as Imperial Blue Books and other Government publications, but that the arrangement did not appear to have worked satisfactorily, that the demand for Colonial publications was (as it still is) small, and that it was doubtful to what extent it could be increased. We suggest, however, that the Annual General Reports should contain, preferably at the end of each Report, a list of any official publications relating to the Colony which are likely to be of general interest. Such publications would presumably include annual reports on agriculture, mines, trade statistics, &c., and special reports, such, e.g., as those on bauxite-bearing land, the sponge industry in the Bahamas, the rubber industry in any particular territory, &c. The list should indicate where the reports referred to may be obtained, and at what price, and where they may be consulted in this country. We are in some doubt whether reference should be specifically made to the Colonial Office Library, which is not a public library. It appears to us possible that some of the institutions in this country which concern themselves with the Colonies generally, as, e.g., the Imperial Institute and the Royal Colonial Institute, or which concern themselves with certain groups of Colonies, as, e.g., the West India Committee, would be willing to undertake the sale of the publications in question.

33. In this connection we suggest that if Colonial Governments introduced a system of numbering their official publications reference to them would be facilitated.

34. We are greatly indebted to Mr. J. Rushmer for his service as our secretary.

T. C. MACNAGHTEN (*Chairman*),  
ALGERNON E. ASPINALL,  
W. C. BOTTOMLEY,  
W. J. GLENNY,  
ALFRED J. HARDING.

J. RUSHMER,  
Secretary,  
31st December, 1917.

## APPENDIX III.

## Handbooks of Standing Information.

## (1) TABLE OF CONTENTS.

## 1. MAP.

## 2. TABLE OF CONTENTS.

## 3. INTRODUCTION.—Dealing very concisely and in general terms with:—

(a) *Geography and Climate*.—Showing Total Area, general characteristics of mountain and river systems and coast line and any other natural features of interest, and principal towns with brief description of development (population, drainage, tramways, lighting, &c.), and importance as centres of distribution. Seasonal dates and general characteristics; average mean and extreme temperatures; average rainfall for the year and main variations of climate and temperature. Liability to climatic or seismic disturbances. Difference from Greenwich time.

(b) *History and Administration*.—Brief sketch of history as affecting economic conditions. Summary of administration, stating general system of central and local government (including judicial system); arrangements of Law Courts; whether law based on English law or not; whether professions of Barrister and Solicitor separate or combined.

(c) *Population*, showing admixture of foreign European blood and main characteristics and occupations of coloured races, with state of education; proportion of coloured and white and of different white races; general tendencies of increase and decrease; Religions, with approximate numbers of adherents.

(d) *Trade conditions*, showing main Trade relations with other countries, and lines of development, illustrating main trade tendencies, without statistics but referring to Appendix I, and making some short reference to the sources of supply and destinations of principal articles of import and export.

(e) *Natural Resources*, stating principal Flora and Fauna, and, in general terms, the principal natural products which are developed or capable of development; conditions affecting production, including crop seasons; main industries, with particulars as to recent developments and tendencies. Reference should be made to Appendix II.

(f) *Labour*.—Resources and Problems, showing peculiarities of local labour supply—rates of wages, including salaries for commercial managers and clerks. Cost of maintenance of native labour should be stated where necessary. Short statement as to Immigration and Emigration, with numbers.

(g) *Financial position of the Colony*, showing whether or not self-supporting. Principal Taxes and Excise Duties. Particulars as to Public Debt, and large Public Works on hand. Reference should be made to Appendix III.

4. **PRINCIPAL GOVERNMENT DEPARTMENTS AND THEIR ACTIVITIES**.—Chief officers, with their functions: Government activities in fostering agriculture, forestry, commerce, industry, &c., e.g. model farms, technical colleges, &c. Arrangements for Government contracts and purchases of stores, whether tenders issued and stores bought locally and through what agencies. Position of the Crown Agents and any other official or semi-official Agency maintained in the United Kingdom or elsewhere. Description of principal Government publications.

5. **POSITION AND FUNCTIONS OF TRADE COMMISSIONERS AND TRADE CORRESPONDENTS** appointed by His Majesty's Government and the Dominion Governments, with names and addresses.

6. **CURRENCY AND EXCHANGE**.—Standard of currency with English equivalent; particulars as to variations of exchange for five years with average selling rate of Demand Drafts on London and any peculiarities as to methods of exchange finance, with reasons.

List of coins current—with relative values. Amounts of coin and paper currency in circulation, distinguishing Government and private paper. In what money accounts are kept by Government and private persons. Note Circulation and amount of Bank Deposits in the Colony.

7. **WEIGHTS AND MEASURES**. Showing English and metric equivalents.

8. **SHORT SUMMARY OF CHIEF TARIFF REGULATIONS**, referring to Appendix IV, and indicating that the Tariff as there set out is liable to variation, and that recent changes (if any) can be ascertained by reference to the Board of Trade Journal and Commercial Gazette, or by enquiry of the Department of Overseas Trade (Development and Intelligence).

9. **REGULATIONS AFFECTING COMMERCIAL TRAVELLERS AND RESIDENT AGENTS**, e.g. Licensing and Registration arrangements. Special Customs regulations as to Samples, Exemptions from taxation, &c. with reference to paragraph 8, which should include a statement on this point.

10. **CHARACTER OF LOCAL TRADE**, showing—  
(i) Credit arrangements (1) For oversea trade, showing different arrangements for different trades, e.g. practice as to overdrafts, delivery of shipping documents, &c. (ii) For internal or native trade.

(b) Particulars as to suitable agency terms, showing rates of commission on various main articles, whether these cover office and travelling expenses; whether shipments on consign-ment for sale are usual.

(c) Native tastes and requirements and methods of payment.

(d) Requirements as to packing and marking of goods.

(e) Local Fairs and Agricultural Shows. Trade exhibits in the Colony. Colonial exhibits in the United Kingdom or elsewhere. Government of other facilities for exhibition of samples.

(f) Whether import trade is carried on through merchant firms having houses in Colony, or between manufacturers abroad and local houses.

(g) Arrangements for sale of exports, e.g. whether consigned through brokers or shipped through merchants and sold by auction.

(h) Whether there would be any advantage in sending circulars, &c. in any language other than English, and, if so, in which.

11. **SHIPPING AND HARBOUR FACILITIES AND CHARGES**.—Distances from other chief commercial centres, and whether transhipment necessary. List of Lines and Principal Agents. Rates of freight; passenger fares; baggage allowances. Brief statement as to Harbour arrangements, size of ships to which accessible: any conditions affecting convenience or rapidity of loading or discharge, including labour facilities. Brief statement of Port and Quarantine Regulations. Pilotage, Lighterage and Towing arrangements, &c. Dry Dock accommodation; shipbuilding and repairing facilities; coaling facilities. Reference should be made to Appendix V.

12. **RAILWAYS AND INTERNAL COMMUNICATIONS**.—Road and Water Transport, &c. distinguishing Government and private undertakings; calling attention where necessary to special Trade routes and means of supply to different districts. Distances between different places of importance. Freight rates; fares; baggage restrictions. Summary of Regulations likely to affect importers. Facilities for travel by horse and motor; also facilities for repairs, &c. Mention should be made of any Customs Regulations as to temporary admission of motors by reference to paragraph 8, which should include a statement as to this.

13. **WAREHOUSE FACILITIES**.—Summary of regulations and charges. Insurance arrangements for goods in warehouse.

14. **POSTAL SERVICE AND TELEGRAPH (INCLUDING WIRELESS AND TELEPHONE FACILITIES)**.—Mail-times and charges. Insurance arrangements. Rules as to compensation. Registered correspondence: commercial correspondence. Weights for parcels. Rules as to packing foreign parcels. Cash on delivery system. Rules as to patterns and samples. Money and postal order arrangements with other countries. Telegraph.—Ordinary, deferred, week-end rates. Telephone.—Facilities.

15. **LAWS**: Summary of principal points relating to—

(a) Commerce.

Bankruptcy.

Bills of Exchange.

Merchandise Marks.

Patents.

Trade Marks.

Company Registration.

Authentication of Documents.

Agency.

(b) Land acquisition and transfer.

(c) Mining.

(d) Other concessions, e.g., affecting water power, railways, lighting, and other public utility undertakings.

(e) Labour (including restrictions on migration).

16. **GAZETTEER**.

(a) *Local Holidays* (Statutory and Customary).

(b) *List of Foreign Consuls and Government Agents*.

(c) *Banks and Financial Houses operating in the Colony*.—Names, addresses, capital, officers, with addresses of head office in each case and principal agency in the United Kingdom.

(d) *Trade and Agricultural Organizations*.—Chambers of Commerce and similar bodies, stating numbers of members and conditions of membership. Information Bureau (if any), &c.

(e) *Importing and Exporting Firms*.—This section should consist only of a statement that these particulars can be obtained from the Department of Overseas Trade in London.

(f) *List of Local Legal Practitioners*, having agents in the United Kingdom. With such details as to any legal appointments or agencies official or otherwise as may be allowed by local practice (cf. English Law List).

(g) *Commissioners for Oaths for the Colony in the United Kingdom*.

(h) *Legal Costs*.—State where possible how these change with costs in England.

(i) *List of Insurance Companies operating in the Colony*.

(j) *List of Principal Hospitals with Medical Officers*.



## (k) Hotel accommodation.

## (l) Clubs.

(m) Information for Travellers.—Customs regulations as to personal effects; nature of outfit; local shopping facilities; housing accommodation; domestic servants; cost of living, with an indication as to general tendency to increase or decrease.

(n) Directories and Trade Publications.

(o) Means of advertisement.—(Newspapers, local and otherwise, and other publications).

17. BIBLIOGRAPHY.—Giving where possible particulars as to price and places where publications are obtainable or can be consulted.

## 18. FULL INDEX.

## APPENDIX I.

## TRADE STATISTICS.

Import and Export Figures by articles and countries for 10 years to be supplied to Board of Trade for Colonial Statistical Abstracts.

## APPENDIX II.

## RESOURCES.

## 1. Agriculture and Land Tenure.

(a) Estimated total area of the Colony and the extent of Crown Lands disposed of by grant or sale, as well as amount realised during the year; together with the total extent alienated, in process of alienation and remaining unalienated at the end of the year. The figures should be given for the year last past and for the 5th and 10th years preceding, as follows:—

Extent disposed of during the year. Total extent at end of year.

Granted with- out sale.	Sold.	Total.	Amount Realised.	Total extent at end of year.			
				Alienated.	In process of alienation.	Unalienated.	Total area of Colony.

## APPENDIX III.

## FINANCIAL STATISTICS.

Revenue and Expenditure Tables for the financial year before publication and the 5th and 10th years preceding, compiled from Blue Books.

## APPENDIX IV.

## CUSTOMS TARIFF

(in full)

## APPENDIX V.

## SHIPPING STATISTICS.

Showing average number, net tonnage and nationality of vessels cleared at ports in Colony annually during period of 10 years, distinguishing, if possible, those in cargo and those in ballast and distinguishing coasting from Oversea Trade and Sailing vessels from steamers.

(b) General statement as to size of holdings and stage of development giving in tabular form figures for acreage sown the six principal crops for the year last past and the 5th and 10th years preceding, also under pasturage.

(c) Figures in tabular form for year last past and 5th and 10th years preceding of heads of livestock distinguishing different kinds.

## 2. Forestry.

(a) Total acreage of forest lands in the Colony distinguishing where possible the acreage under commercial timber or other trees of economic value. (Figures in tabular form for the year last past and 5th and 10th preceding years.)

(b) Cut of timber of each kind during the last year and yield of other forest products, e.g. balata, nuts, &c.

(c) Number of timber and rubber concessions outstanding and the like in existence and area covered thereat.

(d) Any useful general information regarding the industry and the possibilities of its development.

## 3. Minerals.

(a) (Tabular Form: figures for 5 preceding years.) Quantity and value of such class of mineral mined or quarried in the Colony during the year, with an estimate of the metallic content in the case of metallic ores.

(b) Area of Colony which has been geologically surveyed up to date, with a note as to any important mineral deposits known to exist, but not at present being worked.

(c) Mining leases and exclusive prospecting licences in existence.

(d) Oil leases and prospecting licences in existence and quantity of oil produced during each of the last 6 years.

## 4. Water-power.

(a) Estimate as to the total water-power (in terms of horse-power) capable of development.

(b) Horse-power developed up-to-date.

(c) Concessions for water-power granted recently.

(d) Any useful information regarding possibilities of development.

5. A statement as to any important industrial establishments and manufactories, so far as not included under 1 to 4, carrying on business in the Colony, classified according to nature of industry, with a statement in each case as to number of persons employed, the raw material used and the annual quantity and value of the output. A brief statement as to any domestic industries of importance may be added.

## (2) DRAFT INSTRUCTIONS.

1. The object of the Handbooks is (a) to supply in a handy and readable form such information as will enable British manufacturers and other persons interested in developing Trade with the Colony to form an accurate idea of the conditions under which that Trade is carried on.

(b) To give the Colonial Government an opportunity of presenting an official statement as to the products, resources, and development of the Colony.

2. The handbooks, as distinguished from the various annual reports, are intended to contain what may be termed standing information.

They will not be re-issued every year, but such parts of them as require to be kept up to date will be supplemented by the Annual Reports of the Trade Commissioners and by the Annual General Reports.

3. The Colonial Government will be responsible for the compilation of certain sections of the book, and certain sections of it will be prepared by the Trade Commissioner, the apportionment being as follows:

Colonial Government.

Trade Commissioner.

Sections 1 to 9 inclusive, omitting Section 3 (d).

3 (d) and Section 5.

Section 10.

Sections 11 to 18 inclusive.

Appendices I, II, III, IV and V.

while Section 5 will be prepared in the Colonial Office, which will finally receive the material collected and sent home.

The Colonial Government should, of course, give the Trade Commissioner all assistance which he may require to enable him to compile the sections of the book apportioned to him, and he will be instructed to give the Government his assistance whenever they may require it for the compilation of the sections apportioned to them. Generally speaking, close co-operation with the Trade Commissioner will no doubt be found very advantageous, and in particular the Government should seek the advice of the Commissioner in preparing Sections 3 (c), 8, 9, 11, 13, 15 and 16 (especially (a), (b) and (c)) and Appendix I.

The material which is to be supplied by the Colonial Government should be sent to the Colonial Office, and that prepared by the Trade Commissioner will be sent by that officer direct to the Department of Overseas Trade.

4. The best opportunity of carrying out the purpose described in 1 (b) above is obviously afforded by Section 3 of the book, together with Appendix II. In compiling Section 3, it should be borne in mind that the subjects included in the section must be dealt with primarily from the economic standpoint. This instruction may, however, be interpreted liberally so long as this section is not allowed to occupy too much space. It is thought that a few active pages of print should be sufficient for this purpose. It will be observed that a number of the subjects dealt with in Section 3 are to be treated more fully in the later sections of the book and its appendices. The object of Section 3 is to give a general view of local conditions from the economic standpoint, not to give detailed or statistical information, which will be supplied in the later sections.

5. If the purpose is to be attained of the development of the trade of the Colony, the primary point to be kept in view in compiling the bulk of the handbook is the information required by manufacturers and exporters in the United Kingdom and other parts of the Empire who are likely to be of use to such persons, and care should be taken, wherever possible, to mention any details likely to be of interest to them, e.g. under 1 (c) or 1 (d) mention should be made of the nature of the agricultural implements used by the natives, as for instance whether steel or wooden ploughs are used, and under 3 (c) in Colonies where fishing is an industry sufficiently important to deserve mention, it might be stated whether motor boats are or could be used for the purpose.

6. Turning now to the different sections, the following instructions should be observed:—  
SECTION 2. CONTENTS. The table of contents and index should supplement each other and should be carefully co-ordinated for this purpose.

SECTION 3 (g) FINANCIAL POSITION. This section should be made as concise as possible. In particular only Public Works of interest to persons outside the Colony should be mentioned.

SECTION 15. LAWS. The summary should be carefully prepared and it should be borne in mind that the information should be furnished from the point of view of the business man, not of the lawyer. Where local law follows English or Libyan law, it will be sufficient to mention the fact and note briefly the chief variations. Where extra local systems of registration (e.g. for Trade Marks) are in existence these should be briefly described. The laws under (b), (c) and (d) should, however, be summarized more fully as these differ widely in various colonies.

SECTION 17. BIBLIOGRAPHY.—This should be as full as possible—see paragraph 8 below.

SECTION 18. INDEX.—Special attention should be given to this and it should be made as full and clear as possible, cross references being given where practicable. The Index should include references to Sections 3 (d) and 10, a copy of which will be supplied to the Colonial Government by the Trade Commissioner for the purpose. Pending final revision by the Colonial Office, it will be convenient that references should be given to paragraphs of the Handbook, and the paragraphs should be numbered continuously for the purpose.

7. Speaking generally the information should be supplied in as short a form as possible so long as the clearness and usefulness of the book are not impaired. It is thought that the whole of the sections to be prepared by the Colonial Government should not cover more than octavo pages of print.

8. At the end of each section brief mention should be made of official and other publications where more detailed information can be found, and a reference given to the Bibliography (Section 17) which should, where possible, contain particulars as to publishers and price of all relevant publications and as to the places where they can be seen or purchased.

9. The statements under the various headings should not only treat of the Colony as a whole, but where conditions in any particular locality have a special character or importance, this should be mentioned. Examples will occur under Section 3 (a) "variations of climate," Section 3 (c) "distribution of population," Section 10, and elsewhere. Mention should also be made in the relevant sections of the importance of different towns as centres of different industries or as centres of distribution.

10. When the Colonial Government considers it desirable that a revised edition of the Handbook should be published, the Governor should communicate with the Colonial Office.

*Keura*  
*Keura*  
INCLOSURE  
In Despatch No. 155 of 10/11/1922

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PRINTED AS S.O. PUBLICATION.  
Colonial Reports, Annual No. 1183

ANNUAL REPORT  
OF THE  
COLONY AND HIGH COMMISSIONERS  
FOR THE YEAR  
1921.  
APRIL 1 TO MARCH 31, 1922.  
----- 000 -----

Preface

The territories comprised under the name of "KENYA COLONY & PROTECTORATE", until recently known as the East Africa Protectorate, consists of about 248,800 square miles, the eastern boundary of which was defined along the river Juba and north-east by an agreement with Italy in 1891, and on the north by an agreement with Abyssinia in 1908. On the west the Colony adjoins the Uganda Protectorate, and on the south the mandated Tanganyika Territory.

The British East Africa Protectorate was proclaimed on November 19th, 1890. In March, 1891, the Imperial British East Africa Company undertook the administration of the country, from which they withdrew on July 31st, 1893, in favour of the Imperial Government. On April 1st, 1905, the administration of the Protectorate was transferred from the Foreign to the Colonial Office; and on July 23rd, 1920, under the Kenya (Annexation) Order in Council, 1920, the whole of the territory, excepting that forming part of the Dominions of His Highness the Sultan of Zanzibar, became the Colony of Kenya.

The ~~unincorporated~~ <sup>territories</sup> of the Sultan consist of a strip extending 10 miles inland along the coast from the Tanganyika Territory frontier to Kipini, the island of the Lamu Archipelago, and an area of 10 miles round the fort of Kisumu, these territories having been leased to Great Britain for an annual rent of £17,000.

PERIOD. a.c.s.h.

The figures given in this report are in respect of the period 1st April, 1921, to 31st December, 1921 (19 months), as the financial year of the Colony has now been changed to correspond with the calendar year.

\* A sketch map will be found in the Report for 1914-15 [No. 8172-7].  
(8718) (1927) 2/23 November 1927

PUBLIC RECORD OFFICE

The chief constitutional events of the period under review, viz: 1st April, 1921, to the 31st December, 1921, were:-

(a) The Orders-in-Council of the 27th and 28th June vesting in the Governor in trust of His Majesty the King, all Crown Lands, Native Reserves being specified as Crown Lands, establishing the Supreme Court and defining the boundaries of the Colony and Protectorate.

(b) The Orders-in-Council of July 1921 reconstituting the Councils to the Court of Appeal for Eastern Africa and to the Privy Council.

By the Order-in-Council of August 10th the shilling currency was made legal.

The legislation during the nine months was very heavy; the most important laws passed were:-

(a) The King of powers to revise the Laws of the Colony and Protectorate.

(b) The Public Health Ordinance, which has already shown its worth in many ways.

(c) The Specific Laws Ordinance empowering the raising of a loan of £1,000,000.

(d) The African and Exotic Exports Ordinance enabling the production and inspection of agricultural produce intended for export, and its improved regulations for the preparation and sale of such produce.

(e) The Native Land Ordinance.

(f) The Territorial Administration Ordinance.

(g) The Colonial Ordinance.

(h) The Native Land Ordinance, Ordinance which consolidated the Ordinance of 1917 and 1920.

(i) The Game Ordinance.

12/14. Generally speaking the period was one of

increasing demand for the world's resources.

The effect of this was heightened by the poor 115 seasons experienced. Nevertheless, a spirit of optimism at the end of the year was still to be observed, and development both on agricultural and business lines proceeded though at a somewhat slower pace.

The Commission to examine into the Public Works Department reported during the period under review. Many of its recommendations were accepted, others, chiefly on grounds of expense, were put aside. The Labour Bureau Commission reported adversely to the institution of such a Bureau at present, but made some useful suggestions.

The Native Punishments and Divorce and Bastardy Laws Commission were appointed during the year but did not report before its close.

### B. ALIENATED AREAS. *1 2 3*

An increase of magisterial work is noticeable. The Native Registration Ordinance was brought widely in force.

In those parts of the Colony where the division of administration into settled and native areas has taken place, the scheme is reported to be working successfully.

The excellent work of the Nairobi Municipality, particularly in the introduction of a rating scheme, is acknowledged.

In Mombasa much progress has been effected by the Town Planning Authority, the members of which have displayed great energy and foresight in their labours.

It is to be recorded with appreciation that District Committees throughout the alienated areas have continued

have continued to give much assistance to the Administration.

C. NATIVE AREAS.

From all sides an increasing interest in political matters on the part of natives has been observed; in Nairobi there has been started an organization named the East Africa Association, and on the Coast several Arabs have formed an Arab Association. These bodies have not yet declared a definite line of action; in most cases they undergo frequent changes of policy, and they often disappear altogether. The study on right lines of the Colony's concerns is a matter for encouragement, and it is hoped that it will be possible to guide such associations into the path of help, not only to Africans, but also to the Government, the more as an increasing impulse towards education is a strong feature of their demands. Government has sanctioned the institution of Native Advisory Councils in certain districts.

The supply of voluntary labour, augmented by a considerable influx from Tanganyika Territory and Uganda, more than met the demand during the year, notwithstanding the general reduction of agricultural wages. Doubtless the shrinkage of demand due to trade depression contributed to the relief of the labour situation.

The redemption of silver rupees with florin notes, which was carried out during the year, was unpopular with the natives, to whom a paper currency is entirely unsuitable.

Trade throughout the Reserves was dull, and

articles of native produce were practically unsaleable.

A raid by a party of Masai on a neighbouring tribe in Tanganyika Territory was the only serious disturbance of the peace.

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D. NORTHERN FRONTIER DISTRICT.

The transfer from civil to military control of the Northern Frontier District was effected in October, 1921.

The general political situation along the Abyssinian frontier was, on the whole, satisfactory. In May, 1921, Dejazmatch Assafou was despatched by the Abyssinian Government to take charge of the border province. This officer's undertaking to pursue peaceful methods has been well kept, though there was a big raid on the Gurre tribe near Neboi, by the Aulihan people, backed by bandit Abyssinians, in August. The raid was frustrated by the King's African Rifles Mounted Infantry.

Towards the end of 1921 steps were taken to move the Turkana people, who for some years had encroached on the Samburu area, back to their own country, and to reinstate the latter, who had been driven south into the Keru District. The Mohamed Zubeir cattle owning people who had been moved in 1920 from the neighbourhood of Wajir to the Deshek Wama in Southern Jubaland, drifted back in 1921 to Wajir.

Motor transport in the Northern Frontier District has been reduced, but the value of such transport, especially in cases of emergency, is too great to admit of its abolition.

The collection of taxes was delayed owing to the movement of tribes and the change of administration.

The health of the Northern Frontier District was, on the whole, fairly satisfactory.



POPULATION.

European.

The estimated European population of the Colony on the 31st of December, 1921, was 9,792, which may be classified as under:-

] 3	Adult males.....	4,301.	] 3
	Adult females.....	2,929.	
	Children.....	2,162.	

and b. professions as under:-

Governor's Office.....	60.
Police and Customs.....	420.
Commercial.....	1,025.
Missionaries.....	17.
Professionals.....	38.
Various.....	179.

Non-European.

The estimated population of the Colony on 31st December, 1921, was 34,000, of which:-

Indians.....	22,000.
Goans.....	8,400.
Arabs.....	1,700.
Other Races.....	1,900.

Natives.

The estimated native population of the Colony on 31st December, 1921, was 2,340.

F. IMMIGRATION.

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For reasons of comparison the following figures in respect of 1920 and 1921 are for twelve months, viz: 1st January to 31st of December.

Year.	Europeans, Americans and Eurasians.		Asiatics & Goans.		Others, viz: Seychelloises, Cingalese, Natives of Africa, Chinese, etc.,	
	Males.	Females.	Males.	Females.	Males.	Females.
1920.	3020.	1686.	8237.	1698.	1005.	234.
1921.	2655.	1663.	5275.	1215.	1098.	259.
	Decrease 407 persons or 8.65%.		Decrease 3445 persons or 34.67%.		Increase 98 persons or 9.75%.	

The total net decrease is 3,754 persons for the year, or 23.64% less than the figures for 1920.

*per Cent.*

*(1st) Johnston*

23 new appointments of medical officers during 1921 completed the sanctioned staff, and in consequence medical work in the Native Reserves has been largely increased and the effect in combating infectious disease, as it has occurred, has been striking.

In 1921 the public health has been satisfactory. The close of the year found the whole Colony free from any epidemic disease.

Plague, which was so prevalent in North Borneo in 1920, completely died out in the island in 1921. Smaller outbreaks in Kigoma, South Bahrongo and Nairobi were promptly dealt with and the disease did not spread.

The year 1921 has seen a continuation in Bahrongo of a systematic campaign of rat destruction which over two million rats were killed. The operation was only performed in the immediate vicinity of an outbreak, and an intensive local rat campaign is organized.

This rat campaign, as well as the continuation of the preventive of disease, in particular, will be an essential part of the work of the health department in 1922.

Small-pox was reported in the upper reaches of the Bahrongo. The disease was available, but it is not yet confirmed. In April an epidemic of cholera broke out in the Bahrongo, and a further outbreak of cholera is reported in the Bahrongo.

Kala-azar was reported in the Bahrongo. A European, ~~(Admiral Sir) [Name]~~ a native.

The disease is reported in the Bahrongo. The disease is reported in the Bahrongo.

is identified in the country.

A European child suffering from typho-typhus was found to be infected by *Campylobacterium* (castellani) the first time since it was first identified in this country.

The various steps taken to prevent the spread of typho-typhus in this country have been of such a nature that it is now possible to say that the disease is no longer a serious public health problem. It is now possible to say that the disease is no longer a serious public health problem. It is now possible to say that the disease is no longer a serious public health problem.

It is now possible to say that the disease is no longer a serious public health problem. It is now possible to say that the disease is no longer a serious public health problem. It is now possible to say that the disease is no longer a serious public health problem.

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It is now possible to say that the disease is no longer a serious public health problem. It is now possible to say that the disease is no longer a serious public health problem. It is now possible to say that the disease is no longer a serious public health problem.

43 new appointments of medical officers during 1921 completed the sanctioned staff, and in consequence medical work in the Native Reserves has been largely increased and the effect in combating infectious disease, as it has occurred, has been striking.

In 1921 the public health has been satisfactory. The close of the year found the whole Colony free from any epidemic disease.

Plague, which was so prevalent in North Kavirondo in 1920, completely died out in the latter half of 1921. Smaller outbreaks in Kisumu, South Kavirondo and Nairobi were promptly dealt with and the disease did not spread.

1921 has seen the inauguration in Kavirondo of a systematic campaign of rat destruction by which over two million rats were killed. Inoculation is now only performed in the immediate vicinity of an outbreak, and an intensive local rat campaign is organized.

This rat campaign, apart from the consideration of the prevention of disease, if sustained, will have an enormous effect in the saving of food for human consumption.

Small-pox was reported early in the year on the upper reaches of the Tana river. No figures are available, but it is estimated that 200 natives died. By April the epidemic was over. This was the only outbreak of the disease during the year.

Kala-azar was definitely proved in two cases, one a European, (a native [?]) and the other a native. Both were infected through the Northern Frontier District and both ended fatally.

This is the first time this disease has been identified in the country.

A European child suffering from pseudo-diphtheria was found to be infected by *Lothia tropicalis* (castellani) the first time this fungus has been identified in this country.

The various hospitals have been improved with a view to an increase in efficiency with economy. Special attention has been paid to the treatment of venereal disease but, as among more civilised communities, such educational pamphlets provided

Closer

has been possible owing to the appointment of a third Bacteriologist.

At Lombase an improvement has been made in the method of sewage disposal by discharge of the night soil into deep water instead of, as formerly, being ~~thrown~~ thrown over the cliff.

During the year the Public Health Bill became law. It has already shown itself to be a useful law.

The introduction of efficiency bars and compulsory courses of study will be of great assistance in keeping the medical and administrative services up to date.

Indian candidates for the position of assistant and Sub-Assistant Surgeons have not been forthcoming.

This would be of great importance if facilities were provided for the training of Indians for these posts. It is possible an effort will be made in this direction during 1922.

As regards the future it is proposed to place of Government Medical Officers, districts

surgeoncies should be established in such centres of European settlement, as Kauri and Elouet. In these districts whole time, fully salaried, Medical Officers were at present largely occupied in doing non-government work. Unfortunately, so far the prospects for private practitioners have not proved to be sufficiently attractive.

Native Reserves. Two permanent buildings at Kisi and Machakos have been completed. Ample space has been allowed for future extension.

Two new centres have been opened at Chuka and Narak. At the former the buildings are wooden and durable. Within two months the daily average number of in-patients was over a hundred, consisting almost entirely of cases of yaws. It is proposed to establish out-dispensaries in this district as has been done elsewhere, but at Narak, owing to the malarial habits of the natives, it seems advisable to be content with a general hospital. At each of these two stations, as well as at Machakos a Medical Officer is in charge.

At Kisi and Machakos the contact already established have been largely increased. At the former a permanent hospital has been built, and at the latter the accommodation has been brought up to 150 beds. At both stations additional make-shift accommodation has constantly to be improvised to make room for urgent admissions.

The out-dispensaries in the Kakamega district now number eighteen.

Further work at... ..

At seven out-dispensaries in the Kakamega district with... ..

thousand patients have been treated during the past  
months of their existence. In order to provide the  
township, a year clinic with accommodation for 100  
patients has been started.

In central Kavirade an investigation is proceeding  
into birth-rate and infant mortality problem. The  
information gained will act as a guide to measures  
to be taken to prevent the very large wastage of  
human life at present existing.

The number of missions subsidized by Government  
for medical work has not been increased during the  
year, and no further applications have been received.



II. ~~FINANCE~~

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*Final*  
General Revenue and Expenditure.—The sanctioned expenditure for the period 1st April to 31st December, 1921, amounted to £1,838,644, and the actual expenditure to £1,666,785. Before comparing the latter figure with the former the sum of £27,784 should be added to the expenditure and £54,231 deducted therefrom, the former amount representing the unexpended balance of 1921 voted on uncompleted works to be carried forward to be expended during 1922, and the latter being the actual expenditure during 1921 on a similar item carried forward from 1920-21. A further deduction of £78,435 should also be made in respect of 1920-21 military expenditure not in 1921. After allowing for these adjustments the resultant figure is £1,561,903, a saving of £266,741 on the sanctioned Estimates.

*with*  
 The estimated revenue for the period was £1,622,644, but the total receipts from all sources, including £600,000 reimbursement in respect of capital and war expenditure defrayed from revenue, amounted to £1,891,679.

The following table shows the expenditure and revenue for the past six years:—

	Expenditure.	Revenue.
	£	£
1916-17.... <i>2 2 2</i>	1,796,094.	2,300,674.
1917-18.....	2,235,856.	2,052,493.
1918-19.....	2,350,057.	2,323,054.
1919-20.....	2,034,221.	2,789,652.
1920-21.....	2,976,960.	2,976,785.
1921 (April - December).	1,666,785.	1,891,679.

*with*  
**14** Financial Position on 31st December, 1921.—The assets exceeded the liabilities on the 31st December, 1921, by £430,221, the figure being arrived at as follows:—

Net assets.

Net Assets on 1st April, 1921.	2205,627.
Revenue 1921. (April - Dec.).	21,391,479.
Expenditure.	1,666,785.
	<b>124</b>
Excess of Revenue over Expenditure, 1921. (April - December).	224,894.
	2430,521.

(i) Currency. - The following new legislation relating to Currency was passed between the 1st April and 31st December, 1921:-

7th June, 1921. Proclamation under the East Africa and Uganda (No. 2.) Order in Council, 1920.

This order provides for the demonetization and redemption of the following coins:-

1. The silver rupee of the late Imperial British East Africa Company.
2. The silver rupee of British India.
3. The half-rupee of British India.
4. The quarter-rupee of British India.

6th September, 1921. Ordinance No. 35 of 1921 relating to the destruction of rupees of currency.

This Ordinance repeals the Gold and Silver Currency Protection Ordinance of 1920, and provides for the imposition of penalties on persons holding down, breaking up or using otherwise than as currency, any silver coin current for the time being in the Colony or Protectorate.

10th August, 1921. The East Africa and Uganda (Currency) Order, 1921.

This Order provides for the issue of a bill of exchange on standard gold, also a silver coin. It revokes the East Africa and Uganda (Currency) (No. 2.) Order, 1920, except that, in so far as coins and currency notes, legal tender under that Order shall continue to be so until demonetized.



14.  
125^

*Ker*

provisional, I. The case of 10 cents, five cents and  
quarters of a Florin, it provided that they were to be taken  
as *Ker* cents, five cents and one cent of a shilling.

70 November 1921. The Kenya (Currency)  
Order, 1921.

This Order provided that the Kenya (Currency) Order  
of 1921 was to be taken as *Ker* cents, five cents and one  
cent of a Florin, in place of their respective, and not  
as *Ker* cents, five cents and one cent of a shilling.

1921 December 1921. - Proclamation under the Kenya  
(Currency) Order, 1921, bringing the Order  
into operation from 1st January, 1922.



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PUBLIC RECORD OFFICE LONDON

Gross receipts from Import and Export Duty during the period under review amounted to \$362,998 from which should be deducted the sum of \$35,264 returned in respect of goods in transit, re-exported, etc.; the net Customs revenue therefore being \$347,734, a decrease of \$99,543 as compared with the receipts for the corresponding period in 1920.

The total value of commercial imports during the nine months decreased by ~~42%~~ viz:- \$5,183,894 to \$2,370,259 as compared with the corresponding period of the previous year. This diminution is due to depression of trade, and in a secondary degree to a fall in the value of merchandise subject to an ad valorem tariff duty.

IMPORTS

Cotton textiles continue to constitute the most important and largest class of imports, the value of merchandise imported under this heading amounting to 23% of the total trade imports.

Unbleached cotton piece goods: 41% of the total value of imports under this heading originated in Japan and 42% in India.

Other varieties of cotton fabrics such as bleached, printed and dyed manufactures: 68% of these goods originated in the United Kingdom; other sources of supply being India 11%, Holland 14%, other countries 7%.

Grain and flour represent the second item in importance.

A serious decrease in the value of machinery is that of 91% compared with the previous corresponding period. 73% of the total value of machinery came from the United Kingdom, followed by 12% from the United States of America.

Provisions: 37% of this merchandise was received from the United Kingdom.

The value of imports of private merchandise (excluding Government and railway materials, goods in transit, telegraph materials and specie) was distributed among the United Kingdom, British Possessions and other countries in the proportion of 40%, 32.50% and 27.50% respectively. The share of the United Kingdom is however lower than in most previous years. Reason for this is the large increase in trade with the foreign countries situated to the east of this territory, and also on account of the large increase in importation of Japanese cotton goods.

REPORT OF THE PORT OF ZANZIBAR

Consignment of goods are usually admitted for home consumption but subsequently re-exported to foreign ports (as allowed under certain conditions) in the absence of any duty drawback.

The trade is chiefly carried on through the port of Zanzibar which continues to act as a receiving and distributing centre between East Africa and the neighbouring territories of Tanganyika Territory, Zanzibar, Malindi East Africa and the Belgian Congo.

The re-exports show a slight decrease and represent 21% of the total imports.

TRADING GOODS.

WEST AFRICAN GOODS.

127

The reports under this heading reveal an increase and include £22,673 being produce imported from the hinterland of the Tanganyika Territory.

EXPORTS.

Prior to April, 1917, funds collected in relation to produce, and hence statistics, were recorded separately. Since then West Africa and Tanganyika Protectorates have become one for customs purposes, and exports of produce from the two Protectorates are shown under one heading. Formerly, the Tanganyika Territory, Belgian Congo and the Cameroons were recorded separately.

The combined exports from the two Protectorates during the period under report amount to £11,101,000, showing a decrease of £2,412,473 or 20% compared with the previous corresponding period.

Had it not been for the slump in the price of local produce owing to the world-wide grain depression, exports would have shown better results.

Cotton leads the list of combined exports from the two Protectorates and represents 39% of their total value.

As compared with the preceding period of nine months, the quantity is 91% and a decrease of 4% in value, indicating a depression of 7% in specific value.

Practically all cotton is landed in Uganda. 3% of the quantity was consigned to the United Kingdom, 6% to India and 1% to foreign countries.

The second largest item in order of value is coffee, and represents 12% of the total exports. The quantity declined by 31% accompanied by a corresponding decrease of 33% in value. The average declared value was 24s. 9d. per cwt.

PUBLIC RECORD OFFICE, LONDON

per cwt during the period under review, as against 72s. 7d. per cwt. in the previous year. 70% of the total quantity was consigned to the United Kingdom, 9% to the Union of South Africa and the balance to various other countries.

The third largest item of exports is fibre, which represents 7% of the total exports. The shipments are classified under the headings of "Sisal", "Fibre, other sorts" and "Flax".

The quantity of carbonate of soda exported increased largely. One per cent. of the quantity was shipped to the United Kingdom, 14% to India and 83% to Japan.

The fifth item of exports is the group of grain and oil-seeds. The decrease in quantity is one of 3% or 5% in value. Of the total quantity, 30,036 cwts. were exported to the United Kingdom, and 39,26 cwts. to British Possessions.

Shipments of hides and skins which played a prominent part in the exports in previous years received a set back. 6% of the total quantity of hides and skins were shipped to the United Kingdom, 13% to Italy and 14% to France.

The exports of ivory originating in East Africa and Uganda increased from 321 cwts. to 608 cwts. during the period under report. 14% of the total quantity was shipped to the United Kingdom.

Chillies, a semi-staple crop, thrive exceedingly well in Malaya and were largely exported during the period under report.



The exports of wool increased satisfactorily.

The export of copra increased slightly. Under the total quantity was exported to Zanzibar, 43% to France and 10% to India. Besides copra, there was an export of 94,102 cocoanuts valued at \$392 to India, the Union of South Africa, Arabia and other places. The by-product of coconut fibre remains practically unutilized, although a coir rope, which is made locally, continues to be imported from India.

Shipments of rubber show a decrease of 5% in quantity and 3% in value as compared with the previous period of nine months.

Shipments of potatoes showed a decrease of 5,595 cwt, as compared with the previous corresponding period. 4,044 cwt were shipped to India, 2,935 cwt to Zanzibar and 1,096 cwt to other parts of the country.

The exports of nutrove peels (locally known as nutrove) increased. 50% of the total quantity exported originated in the Lamu district, 15% in the Malindi district and the balance from Kisumu, Vanga and other places; 40% of the total quantity were consigned to India, 10% to India and the balance to Italian East Africa and Zanzibar.

DEPARTMENT OF COMMERCE  
BUREAU OF CUSTOMS

130

1920  
1st April  
to  
31st December.

1920  
1st April  
to  
31st December.

1920/21.  
1st April 1920  
to  
31st March 1921.

	1920	1920	1920/21.
	1st April to 31st December.	1st April to 31st December.	1st April 1920 to 31st March 1921.
	cts.	cts.	cts.
...	2,111,151.	3,524,624.	4,500,000.
...	263,574	1,219,012	137,397
...	31,543	262,836	116,700
...	211,133	89,852	336,366
...	93,408	143,112	-
...	6,232	2,277	-
...	5,923	3,920	-
...	61,309	-	112,004
...	59,523	154,090	142,433
...	598	4,326	1,939
...	4,220	12,124	7,007
...	6,003	12,434	1,021
...	1,703	23,067	-
...	16,494	5,957	-

1920  
 1921  
 1922

DETAILS I. P. ...

1923  
 1st April  
 to  
 31st December.

1922  
 1st April  
 to  
 31st December.

1921  
 1st April 1920  
 to  
 31st Dec 1921.

...	22,370.26	25,182.24	
...	38,577	1,015,117	1,122,706
Common Piece Goods	329,373	607,213	-
High Quality Cotton Fabrics	1,2,089	324,210	4,707
4,54,000	31,219	-	-
1,4,37,000	74,185	-	-
1,17,720	14,222	-	-
...	140,923	48,942	-
...	113,400	-	-
...	15,747	102,711	75,350

Omit New profits

**B AGRICULTURE AND STOCK-RISING** 132.

*Mal* **General.** The depression which had begun in 1919 and continued in 1920, became acute in 1921 in Kenya — elsewhere. [The producer, the farmer, to suffer, seeing his assets gradually depreciating and his prospects diminishing.] Ocean freights, somewhat late in the day, decreased during the course of the year, but transportation charges generally were higher than the farming industry could afford. Recovery from depression may however be anticipated on account of Kenya's remarkable fertility.

*106* **The development of bulk exports of staple produce crops, such as maize, mil-lin, cotton,** on the part of both natives and Europeans, should be aimed at in addition to increase in the production of crops of high value, such as coffee and flax, with a view to placing the country upon a sounder basis. Government is doing all in its power to bring about a better result during the coming year, together with the local production of materials at present imported in large quantities such as sugar, flour and rice, realising the importance of rendering conditions attractive to the introduction of additional European capital. Efforts towards the fostering of cooperative industries such as mills, Creameries and Bacon factories, and towards the institution of a Land Bank System have so far proved abortive, on account of the adverse conditions prevailing.

*107* **Crops.** The total area under crops in European areas in June 1921 was 1,07,000 acres, comprised as follows:



Owing to unfavourable weather conditions in the Native Reserves a general shortage of returns from agricultural work was manifest, practically all being seriously affected. This, coupled with inability to dispose of livestock and hides, owing mainly to bad trade and to a small extent <sup>degree to</sup> quarantine regulations, less affected the purchasing power of the native population.

Agricultural Legislation. A Bill to provide for the Grading and Inspection of Agricultural Produce to be exported was passed during the year.

A Select Committee investigated the position of Pleuro-Pneumonia in the Colony and made certain recommendations which indicate that a campaign for the control and eradication of the Disease in the cattle in the Native Reserves is desirable.

The Director of Agriculture acted as official member for Kenya on the Inter-Colonial Railway Council.

East African Stud Book. The registration of pure-bred stock proceeded, but no volume was published on account of insufficient entries.

Agricultural Census. The second Annual Agricultural Census (1920-1921) as required by the Statistics Ordinance of 1918 has been completed and will form the subject of a separate publication.

The increase in areas cultivated and in livestock compared with the previous Census figures is generally marked.

On the 30th June 1921 there was a total area

of 3,333,106 acres under occupation by 1,346 owners, or their representatives, as against 3,157,440 acres and 1,183 on the 30th June, 1920. The total area under cultivation by Europeans has increased by 30,569 acres. This area of 206,959 acres represents 6.21% of occupied area as against 5.58% for the previous year. These figures disclose sound progress in agricultural activity generally during the year under review, in spite of very unfavourable conditions.

A further estimated area of some 33,651 acres is under occupation by natives. Estimated production (surplus to district needs) and numbers of livestock owned are included in the Census Report above referred to.

Statistics of exports for 1921 show a substantial increase in regard to coffee, sisal, flax and pig products, while for the first time small quantities of butter and cheese were exported. The total value of the principal agricultural exports was higher than in previous years.

Land Settlement. The number of newly inaugurated farms, though small, shows that in spite of agricultural depression, faith in the prospects of the Colony is maintained.

The price of land has fallen generally.

A successful Agricultural Show was held in December, under the auspices of the Agricultural and Horticultural Society.

#### LIVESTOCK.

European-owned cattle have increased slightly in number. A tendency to favour dairying as opposed to beef-production is apparent among cattle owners. Cattle owned by Natives and Asiatics are estimated at

2,478,714

Horse Breeding is confined practically to the production of animals for sport. The number of horses shows a steady increase. **136**

Sheep Breeding is restricted to certain areas. ~~But few~~ farmers are interested in the industry, which however <sup>shows room for</sup> ~~could be~~ more extensive ~~development~~. The export of wool is of very a ~~slightly~~ significant.

Pig Raising is an industry which is steadily growing; the number of pigs shown in the Census is 15,038, an increase of 59,138.

#### VETERINARY

Outbreaks of rinderpest on European-owned lands were less numerous in 1921. Double inoculation was widely carried out.

Pleuro-Pneumonia continued to spread more particularly in native areas. Thirty-four outbreaks occurred on European-owned lands. 56,749 head of cattle were vaccinated by the Veterinary Staff with highly satisfactory results. About half the cattle population of the ~~territory~~ Colony is involved by the disease.

A few outbreaks of East Coast Fever in clean areas occurred. Owing to the financial situation encouragement by the Government in the building of dips had to be discontinued, and the Cattle Cleansing Ordinance could not be enforced.

Three outbreaks of Foot and Mouth Disease and one of Tuberculosis on a European farm were dealt with.

A Quarantine Station for dealing with imported stock has been erected on the



Railway near Nairobi.

The Veterinary Research Division undertook experiments and investigations on the following:-

1. Disease of Swine.
2. Bovine Pleuro-Pneumonia.
3. Injection of trypanblau in red-water (cattle) and tick-fever (dogs).
4. Tuberculin test in cattle.
5. Anaplasmosis.
6. Redwater - gall sickness vaccine.
7. Colon Bacillosis.
8. Infectious bovine abortion.
9. Abortion in mares.
10. Trypanosomiasis, treatment with drugs.
11. Kikuyu Fowl disease.
12. Ulcerative lymphangitis, vaccine treatment.
13. Epizootic Lymphangitis - drug treatment.
14. Pseudo rabies in dogs and jackals.
15. Wasting sickness in cattle.

DEPARTMENT

	REVENUE	EXPENDITURE
Land Division.	25,096.	16,587.
Registration.	26,337.	1,495.
Survey.	1,091.	31,543.
Recorder of Titles.	273.	-
Arbitration Boards.	-	17.
Litigation.	300.	-
OTHER CHARGES of combined offices. (Land, Survey, Registration, Recorder of Titles, Litigation and Arbitration).	-	18,294.
<b>TOTAL.</b>	<b>54,497</b>	<b>66,856.</b>

© Personal emoluments included in Land Division.

The total staff numbered 138 in 1921 as against 143 in 1924.

ALIENATION OF LAND.

202 Titles were issued during the 9 months in respect of 289,60 acres. (Including a small number of townships plots).

MAPS.

The total number of contours and points issued was 3,962 the value being 72,832.

COST OF SURVEYS.

Road Surveys.....	\$ 83.
Re-Surveys.....	3,282.
Government Surveys.....	543.
Township Surveys.....	1,091.
Alienation of Crown Land.....	170.
Coast Titles.....	45.
Coast Native Reserves.....	2,023.
Other Coast Surveys.....	45.
Soldier Settlement Surveys.....	1,433.

10,20

the value

The value of unremunerative work included in the above figure is 26,041, i.e., Townships, Re-surveys, Coast Titles, surveys for other Government Departments, &c.,

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Grand  
the  
section  
M

The activities of the Court have been confined almost entirely to the Mombasa District Area with the exception of the cases dealt with in the North Mtwapa Area .

The total number of applications which came up before the Court during the nine months under review was 651 of which 248 were the subject of disputes. They referred to land in the following areas:-

Mombasa, Island, North Mtwapa and Changamwe.

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COAST LAND SETTLEMENT.

The total Revenue actually collected from fees under the Land Titles Ordinance, 1908, Rules and Amendments during the 9 months under review amounted to Fls.8,734.50.

The amount of Revenue outstanding on account of Certificates issued, Court Costs, etc. amounts to Fls.68,813.75 as against Fls.52,706.25 outstanding on the 31st March, 1921.

The total amount of new Revenue outstanding amounts to Fls.16,000/-, and the total amount recovered from that outstanding as at the 31st March, 1921, was Fls.1,304.50.

Owing to general trade depression and consequent tightness of money the Certificate holders have preferred to take their Certificates endorsed with the Government 1st lien charge rather than pay cash hence the large increase in Revenue outstanding.

GENERAL.

The Land Titles Ordinance was applied to all the Lamu Archipelago outside Lamu Island and to the remainder

remainder of the Lamu District to which it had not yet been applied and took effect from the 1st day of August, 1921. This is the last area to which the Ordinance has to be applied.

A considerable amount of the Recorder's time has been taken up on the valuation of the Changanwe Area lands and listening to objections to the same.

With the exception of one Crown Case set down for hearing during February the most litigious cases have been heard and the work remaining in the Mombasa Area is negligible; the same applies to the Areas North of Mombasa District.

In the Lamu Province there is still a considerable amount of work to be done, but no great difficulty is anticipated in disposing of the disputes. 7

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Prospecting. - *class*

Interest in mining matters showed a continued increase, although the public showed greater caution in taking out licences and pegging claims. No business took place during the period under review. 150 prospecting licences are issued.

Claims.

79 claims were registered the nature of which were as follows:-

- Graphite..... 5.
- Mineral. (not specified).... 21.
- Galena..... 20.
- Coal..... 2.
- Oil..... 10.

The following claims remained uncanceled on the 31st December, 1921:-

- Mineral. (not specified).... 31.
- Graphite..... 13.
- Galena..... 24.
- Coal..... 2.
- Gold..... 1.

SOLE PROSPECTING LICENCES. 14

Eight sole prospecting licences were issued for cinnabar, diamonds, and gold. In addition, a special exploration licence over 21,000 square miles along the coast was issued for coal and oil.

LEASES. 10

Twenty-seven leases were prepared up to the 31st December, 1921, but were not completed.

DEVELOPMENT. 15

Some 250 tons of Graphite, valued approximately £2,500, were mined near Mchakos for local consumption.

The Galena Reef at Mipenseni near the coast has been opened up and shows promising signs, but operations are suspended for the time being owing to lack of capital.

MINING LAWS.

Amending regulations were promulgated during the period under review dealing with sole prospecting licences, coal and oil licences, and royalties.

REVENUE AND EXPENDITURE.

The revenue for the year was approximately £300. Expenditure £11. (Borne by the Land Department General staff).

WATER BORING.

The initiation of water boring operations for which provision was made in the sanctioned Estimates was one of the projects which unfortunately had to be postponed in view of the difficult financial situation which developed during the year.

The staff of the Forest Department was increased by the appointment of four foresters during the period of the Report.

The local timber trade received a severe set-back owing to the general financial depression. Throughout the whole period of the year timber prices had many difficulties to contend with; competition was severe, often the prices obtained left very little margin for profit and outstandings were difficult to collect.

534,854 cubic feet of timber were sold as compared with 702,183 cubic feet in the preceding twelve months.

189,063 cubic feet of timber were issued free to Government Departments, free timber permit holders and natives, as compared with 95,459 cubic feet in the preceding twelve months.

The current retail selling rates show a reduction of 18 to 37% as compared with the prices ruling in the early part of the year.

During the nine months 369 tons of timber valued at £2,527 were exported; the imports of timber amounted to 1,179 tons valued at £17,527.

Two new saw mills were set up in the Government forests during the period of the report and there were 22 mills operating in the forests at the end of the year.

The total quantity of wood fuel taken over by the Railway amounted to 7,690,073 cubic feet, as compared with 8,147,960 cubic feet in the corresponding nine months of the previous year. The quantity taken over from contractors cutting in forest reserves was 3,343,867 cubic feet, as compared with 2,538,464 cubic feet in the corresponding period of 1920.

A trial was conducted by the Railway of using Blue Gum Fuel. The result of the trial was considered to be entirely satisfactory and to justify its extended use.

Investigations were continued in connection with the utilization of the West African Bamboo for the manufacture of paper-pulp, and the results were embodied in a pamphlet prepared in conjunction with notices inviting tenders for two Bamboo concessions, but which were not published before the end of the year.

A report was received from the Imperial Institute on the results of the tests carried out on a commercial scale to ascertain the suitability of using *Neoboutonia macrocalyx* wood for the manufacture of paper-pulp.

The results were entirely satisfactory, and owing to the shortness of the ultimate fibres of *Neoboutonia* wood it was recommended that the pulp should be used in admixture with material of longer fibres. It was pointed out that it is probable that the pulp could be utilized



in admixture with pulp manufactured from the East African Bamboo, as the latter is composed of fibres of about twice the length of those of the Mutunda.

### FOREST FIRES.

As the period under report did not include the three dry months of January, February and March, during which the danger from fire is at its worst, the actual number of fires reported was not very great. Towards the end of the year the country became excessively dry and fires began to increase, especially in the Lalkipia District.

88 miles of fire traces were maintained and the grass was burned off in places wherever the conditions were favourable.

### AGRICULTURE.

The weather conditions were most unfavourable for planting operations throughout the whole Colony.

The total area planted amounted to 1,173 acres as compared with 1,045 acres in the corresponding period of 1920, but owing to the prolonged drought many of the plantations succumbed and they will have to be replanted.

The proportion of indigenous trees to exotics was again increased.

A commencement was made with an afforestation scheme in the Machakos Native Reserve where, owing to the wanton destruction of trees, whole districts are now timberless. A nursery was established at Machakos and 48 acres had been planted by the end of the year.

Owing to the failure of the April - May and November - December rains, there was a very poor seed crop.

[The average cost of planting (labour only) for all districts was Florins 8/36 as compared with Florins 8/29 in the preceding year.]

### SURVEYS AND DEMARCATION.

The most important works under this heading during the year were:-

264 miles of boundary lines demarcated and 39 miles of boundary lines cut and cleared in the Eldia - Lalkipia Districts.

A survey was made of 9,000 acres of forest on West Kenya and a plan prepared.

REVENUE.

*omit*  
The total cash revenue for nine months amounted to £13,979 as compared with £19,710 in the previous twelve months; the value of forest produce issued free amounted to £5,170. The fall in the cash revenue was due to decreased sales of timber and general depression in the building trade.

EXPENDITURE.

The total expenditure amounted to £24,680 as compared with £30,243 in the previous twelve months. A sum of £917 was contributed by the Uganda Railway towards the cost of replanting areas clear-felled for the supply of wood fuel. As compared with sanctioned expenditure a saving of £3,392 was effected.

The work of the department consists of:-

1. Chemical services required by Government Departments.
2. Consultation and analysis required by the General Public.
3. Scientific investigations (i) initiated by the department and (ii) conjointly with other departments.

The following is a list of samples analysed for Government and the General Public:-

Milk	328
Water	172
Food and Liquors	57
Toxicology and Stains	117
Cattle Dips	713
Minerals and Assays	173
Agricultural Products	111
Soils	30
Miscellaneous	73

Total 1774

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Important matters in connection with the above are the following:-

Milk. - It was proved during the year that the disgraceful condition of the Nairobi Milk Supply can readily be put on a sound basis by the usual method of systematic sampling and analysis followed by prosecutions for adulteration. For the previous nine years the average percentage of adulterated samples was 60, in 1921 the figure was 37% - still alarmingly great but proof that the method is successful. Moreover in the third month of the campaign organised by the Medical Officer of Health for Nairobi (Dr. Guinness) the percentage of watered samples fell to 11.2. If about 80 samples a month be taken this figure will be maintained if not reduced.

Water. The attempt to sterilise Nairobi Water Supply by means of hypochlorite has not been very successful on account of the enormous mass of waterweeds growing

omit this page

in the open shallow reservoir. It has become quite evident that exclusion of light is the only satisfactory method of keeping the water clean.

The Mombasa Water Supply has given rise to anxiety on account of the serious corrosion of the main, the collapse of which after 5 1/2 years service is threatened. The matter which is under investigation is undoubtedly very serious.

Food. Canned foods of considerable age which have undergone a certain amount of decomposition and contamination with the lining of the can were met with. Native food stuffs as supplied by employers have received attention at the request of the Native Affairs and Medical Departments.

Toxicology and Stains. This work increases from year to year in proportion as the use of arsenical compounds in tick eradication increases.

Cattle Dips. The proportion of samples sufficiently correct, seriously and dangerously incorrect, remains about the same.

Minerals and Assays. There appears to be rich auriferous quartz in Kenya and numerous assays have been made in consequence. The graphite is poor in quality as also the manganese, diatomite and asbestos.

Agricultural Products. Sugar cane has in particular received attention and data respecting the sugar content, juice purity and period of development of different varieties in different localities have been collected.

Soils. Some advance has been made in the collection and examination of the soils in the country.

Calorific Values. A bomb calorimeter arrived towards the end of the year and the work was commenced upon the fuel values of the local timbers. This factor is

of importance in reforestation and the results  
are of interest to the railway, forest department  
and all users of fuel. ]

**E. BANKING.**

*s. cols*

The following Banks operate in the Colony:-

The National Bank of India Ltd., Head Office,

36, Bishopsgate Street, London.

Branches at: Mombasa, Nairobi, Nakuru and Kisumu.

The National Bank of South Africa Ltd., Head

Office:- Pretoria.

Branches at Mombasa, Nairobi and Eldoret.

The Standard Bank of South Africa Ltd., Head

Office:- 10, Clements Lane, London.

Branches at Mombasa, Nairobi, Nakuru, Eldoret, Kisumu and Nyeri.

Bank of India Ltd, Mombasa. Head Office:- Bombay.

Every description of banking business is transacted.

In the Post Office Savings Bank the number and value of deposits made during the period (as will be seen from the figures given below) showed a considerable decrease as compared with the corresponding period for 1920, due chiefly to the trade depression and lack of ready money. In spite of this the Bank is still in a sound financial position, the balance due to 3,355 depositors on the 31st December, 1921, being 233,950.

*with*  
*1921*

	1921.		1920.	
	April 1st to December 31st.		April 1st to December 31st.	
	No.	£.	No.	£.
Deposits.	1,957.	22,961.	3,574.	50,288.
Withdrawals.	1,771.	36,433.	2,219.	81,325.

F. COMMERCIAL & TRADING POSITION & PROSPECTS. *ref*  
OPENINGS FOR THE INVESTMENT OF CAPITAL. *del*

During the past year the liquidation of stocks bought at high prices during the boom and sold at sacrifice prices in order to obtain working capital commenced, nor can this liquidation cease until stocks become moderate for a normal demand.

*del* In addition to the <sup>change</sup> ~~excellent~~ prospects for capital *del* in agricultural production, openings for capital investment are considered to exist today in the following industries: soap, beer, leather, bags and sacks and fibre manufactures such as rope, and, eventually, common piece goods in connection with cotton production, and cement and pottery production when coal is available.

The manufacture of sugar, jaggery, ghee, tanning extract and leather are in hand.

The climatic conditions obtaining in this Colony are many and varied, and thus create a difficulty in framing a precis of weather conditions.

Rainfall throughout the Colony may be summarized as extremely "local", while temperature, affected as it is by altitude, is most varied and only uniform in excessive "range".

In reviewing the year 1921, the one outstanding feature was the almost universal drought experienced through the Highlands.

Extreme deficiency was established at numerous stations and this condition seriously affected the agricultural community.

The mean temperature was normal.



N. COMMUNICATIONS. *also*

A. Railways. *s. cabs*

On April 1st, 1921, the Railways became financially independent of the Colonial accounts, the arrangement being that the Uganda Railway should bear all the losses, if any, and receive all the profits, if any, on the service in Uganda, and that no profit derived from the combined services would be handed to the Colony but should be used by the Railway for payment of loan charges, and any balance thereafter to be utilized for replacements and betterments.

Under the arrangement mentioned above the net Revenue Account for the Uganda Railway shows the following results:-

To Interest and Sinking Fund Charges, Uganda Railway. . . . .	£20,640.	By Net Earnings from Uganda Railway Revenue Account. . . . .	£48,129
To Uganda Railway Extraordinary Expenditure. . . . .	4,872.	By Net Revenue Account of Port Bell-Kampala Railway. . . . .	457
To Loss on Net Revenue Account of Busoga Railway. . . . .	7,189.		
To Balance - Net Revenue. . . . .	15,883.		
	<u>£48,584.</u>		<u>£48,584.</u>

The estimates provided for an expenditure of £861,536 and an anticipated gross revenue of £921,214.

The actual expenditure for the nine months amounted to £680,883, and the total revenue was £729,012.

The net earnings for the nine months were £40,129, representing:

representing a profit of 0.67 per cent. on the capital cost of the Railway and Steamer Service, as against 2.19 per cent. in 1920-21 and 0.89 per cent. in 1919-20.

The total Goods receipts were £354,702 as compared with £540,694 in 1920-21, and the Coaching receipts were £162,582 as against £253,823 for 1920-21.

The total tonnage handled was 204,953 as against 265,221 for the previous twelve months.

The trade depression reached its most acute state during this time and resulted in wholesale cancelling of orders by merchants, which reacted on the tonnage of imports.

The upwards goods traffic, which consists mainly of imports, totalled 74,172 tons, or over 21,000 less than during the corresponding nine months of the previous year.

As the freight charges on imports are much higher than on exports, this fall in tonnage affected revenue to a considerable extent.

The fall in revenue would have been still more serious but for the downward traffic, which consists mainly of exports, reaching the high figure of 121,405 tons, or 16,000 tons more than was raised during the corresponding nine months of the previous year. This is the highest tonnage of downward traffic on record.

The tonnage carried by lake steamers amounted to 46,332, which compares very favourably with the 47,517 tons carried during the previous 12 months.

During the period under review the S.S. "Cleant Hill" and "Usoga" carried the share of the traffic

offering, supplemented by two tugs and lighters.  
 The Steamer mileage run during the nine months was  
 64,623 against 65,075 for the previous twelve months.

The S.S. "Sybil", "Nyanza" and "Winifred" were  
 laid up for the whole of the nine months.

#### MAGADI RAILWAY.

The result of the nine months working of the  
 Magadi Railway showed a loss of £438. The total  
 tonnage handled over the branch was 38,734 tons, of  
 which 33,674 tons consisted of goods traffic.

#### BUSOGA RAILWAY AND MARINE.

The gross revenue from the Busoga Railway and  
 Marine amounted to £30,952 for the period under review,  
 and the expenditure was £33,999, showing a loss of  
 £3,047, to which must be added interest and sinking  
 fund charges £2,138, and extraordinary expenditure of  
 £2,004, making a total loss of £7,189.

#### PORT BELL - KAMPALA RAILWAY.

The results of the working of the Port Bell - Kampala  
 Railway for the nine months showed a net profit of  
 £455, allowing for the sinking fund charges of £493.  
 There was no expenditure on extraordinary works.

The revenue amounted to £7,165 as compared with  
 £6,587 the previous twelve months which shows an  
 increase. The expenditure amounted to £6,217 against  
 £9,098 for 1920-21.

#### CANALS.

Nil.

#### AERIAL SERVICES.

Nil.

The Kenya Post and Telegraphs

154<sup>A</sup>

Dept. operates the postal, telegraph and telephone services in Kenya and Uganda. The blue volume shows a decrease of 8.92 per cent., as compared with the corresponding period of 1920, <sup>where</sup> ~~which~~ the departmental expenditure, including the cost of telegraph & telephone construction and maintenance in Kenya and Uganda, showed an increase of 15.83 per cent.

B. ROADS.

On the maintenance and improvement of roads and bridges a sum of £59,494 was spent and a marked degree of improvement was exhibited. The examination and survey of new road alignments was proceeded with so far as funds allowed, and a sum of £12,288 was spent on N projects of new road and bridge work - none of them of great individual importance. Of this sum an amount of £5,420 was derived from premia on the sale of lands, and was used on the improvement of cart tracks to blocks of farms alienated under the Soldier Settlement Scheme.

POST AND TELEGRAPHS.

The following schedule shows the classification and distribution of the Post and Telegraph offices:-

	<u>On 31-12-21.</u>		<u>On 31-3-21.</u>	
	<u>Kenya.</u>	<u>Uganda.</u>	<u>Kenya.</u>	<u>Uganda.</u>
Departmental Offices.	2	14	24	14.
Contract Offices.	18	-	16	-
Postal Agencies at Railway Stations and other places.	49	14	48	11.
Departmental and Contract Telegraph and Radio Offices.	42	14	38	14.
Telegraph Offices at Railways, Military and District Commissioner Stations.	60	12	58	12.
Money Order Offices and offices at which savings bank business can be transacted.	30	12	30	12.
Postal Order Offices.	29	13	28	8.

POST AND TELEGRAPHS.

REVENUE AND EXPENDITURE.

.. 156

The total Post and Telegraph Revenue of Kenya and Uganda amounted to £103,821 for the nine months under review as compared with £113,990 for the corresponding period of 1920, a decrease of 8.92 per cent.

The departmental expenditure, including the cost of telegraph and telephone construction and maintenance in Kenya and Uganda amounted to £145,845 approximately, as compared with £125,909 for a corresponding period in 1920, i.e. an increase of 15.83 per cent.

POSTAL MATTER.

The number of letters, postcards, newspapers, book packets and samples dealt with during the period was 4,800,100 of which 560,400 were official letters. Compared with the corresponding period of 1920 the foregoing figures represent an increase of 12.90 per cent.

PARCEL POST.

95,021 parcels were dealt with in Kenya and Uganda during the nine months under review, a relative decrease of 18.11 per cent. The decrease is attributed chiefly to a falling off in parcels coming from overseas. Parcels imported from abroad were valued at £163,569 compared with £213,051 for the corresponding previous period, a decrease of 22.86 per cent, while the value of Customs Duty collected by the Postal Department was £21,314 as against £22,680. It will be observed that the Customs Duty collected does not vary in the same proportion as the value of imported parcels. This is due to the increased Customs Duties imposed in August, 1921.

During the period under review the total number of telegrams dealt with in Kenya and Uganda was 297,886. Of this number 117,563 were Kenya inland telegrams, 34,724 Uganda inland telegrams and 38,710 Inter Protectorate telegrams. The number of telegrams to and from the United Kingdom was 12,083 and 10,830 respectively. Compared with the corresponding period of the previous year Kenya and Uganda inland telegrams and Inter Protectorate telegrams show a decrease of 7.12 per cent, traffic with United Kingdom a decrease of 13.58 per cent and traffic with other countries a decrease of 7.98 per cent.

Telephones.

The number of public exchange connections and extensions existing on the 31st December, 1921, and on the 31st March, 1921, was as follows:-

<u>Exchange.</u>	<u>31st December, 1921.</u>		<u>31st March, 1921.</u>	
	<u>Exchange connections.</u>	<u>Extensions.</u>	<u>Exchange connections.</u>	<u>Extensions.</u>
Mombasa	74	25	57	20
Nairobi	259	76	240	47
Kampala	56	16	56	15
Jinja	2	-	2	-
Entebbe	3	-	3	-

The foregoing represents an increase of 10.06 per cent in the number of Exchange Connections and an increase of 42.68 per cent in the number of Extension Circuits during the period under review.

Mombasa has been served by six lines of steamers from Europe during the year ending 31st December, 1921. The Union Castle, British India Steam Navigation, Messageries Maritimes, Marittima Italiana, Clan-Elleman-Harrison and Holland East Africa Line.

The British India Steam Navigation Company's steamers maintain a regular fortnightly service with Bombay and Durban.

The Coast Traffic was carried out by the vessels of Messrs. Cowasjee Dinshaw Brothers and also by the new coasting service of Messrs. A.M. Jeevanjee and Company, which started running in May. Both services have been fairly regular. The Zanzibar Government steamers also made several calls.

[ The total steam tonnage (mercantile) entered in the Ports of the Protectorate during the nine months ending 31st December, 1921, amounted to 954,398 Tons, represented by 377 steamers, a decrease in the Tonnage of 39,105 Tons, though an increase of 51 in the number of steamers for the corresponding period of 1920. This anomaly is accounted for by the numerous calls made by the four small steamers belonging to Messrs. A.M. Jeevanjee and Company which started running on the coast during May 1921.

The total tonnage of sailing vessels entered in the Ports of the Protectorate during the nine months ending 31st December, 1921, amounted to 39,964 Tons, represented by 2,204 vessels. This shows a decrease for the Port of Mombasa of 3,040 Tons, and 63 vessels, for the corresponding period of 1920.

Men-of-War. H.M.S. "Espegle" visited Mombasa from 21st October to 4th November, and the French sloop "Bellatrix" from 8th December to 28th December.

Wracks. No casualties have occurred on the coast during the year.]



E. PUBLIC WORKS

The total expenditure of the Public Works Department amounted to £312,209, a figure in excess of that of any previous year. The overhead charges of the Department amounted to less than 2% of the cost of work done, or if there is included a calculated amount to cover interest on the capital value of the buildings occupied and on the value of unallocated stores held by the Department, the overhead charge is less than 3% of the value of work done.

The principal major works of the year show expenditure as follows:-

Education.....	10,889.
Health.....	11,976.
Public Facilities.....	9,269.
Government Buildings.....	9,313.
Housing Government Staff.....	6,141.
Other Works.....	14,011.

ROADS:-

Maintenance & Repair.....	59,494.
Survey.....	12,205.

[ A large volume of work was done for other Departments connected with workshop orders, travelling charges, rents and house allowances and varied work requirements of a minor nature. The total sum involved amounted to £91,511. The amount paid for the hire of private buildings for residences or offices of service staff stood at £13,732 as compared with £13,514 during the preceding twelve months.

The Government Coast Agency at Bombay dealt with Government material imported from England, India and coastwise ports of the Colony and its clearing and transmission to destination, and all shipments (in packages) of Government stores to ports overseas, and

handled Government ivory and specie to a large total value. It dealt with similar work on behalf of the Uganda Protectorate.

The Government Transport branch at Nairobi received or despatched 47,344 packages of Government stores or material, 17,617 mail bags or baskets inward and outward, and in addition, 8,366 loads and 877 tons of building material were moved for the Department.

The long distance water supply was maintained at a cost of £4,153. Interest and sinking fund to the extent of £3,038 was paid in respect of loan funds used on the original construction. The receipts from the sale of water amounted to £10,247 in the nine months, an advance on all previous earnings. Works, on capital account, to the value of £1,745 were done and included the relaying of 2,130 feet of new 6 inch distributing main, and the provision of additional meters and a re-sterilizing tank.

The Mechanical Transport Branch maintained a fleet of over 100 cars in operation, though with increasing difficulty, as a result of an heavy and large stock which first acquired, and, in any case, became almost unserviceable as they long continued use. The motor rail service on the Main and the Plateau was maintained.

V EDUCATION. *copy*

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The Acting Director of Education arranged for the inspection or examination of all Government and Assisted Schools in the Colony and personally visited most schools.

The Schools under the control of the Education Department include Government Schools for European, Indian, Arab and Native children, Assisted Private Schools for European and Natives, Assisted Mission Schools for Natives, and Police Schools.

Sessions of the Board of Education were held in June and December and many valuable recommendations were put forward.

Regular medical inspections were carried out in the European Schools here at Nairobi, Nakuru and Eldoret, and in the Nairobi Indian and the Machakos Native Schools.

The average number of pupils on the rolls of schools increased by 9.72 per cent. in the case of European children, 19.7 per cent. in the Indian schools, and 48 per cent. in the Arab and Native schools, including Police and Apprentices in aided Mission Schools.

At the Nairobi European school one boy passed the London Matriculation Examination and three children passed the Junior Cambridge Local Examination. A number of children will be required to take this examination in 1922.

It will be possible to send European children to the Government School at Nairobi for the Junior Cambridge Examination.

The Central school, Eldoret, showed a slight decrease in the number of pupils due to the increase in school fees.

There were five farm schools with an average of 104 on the rolls.

In Nairobi there exists a High School for boarders and day scholars of both sexes under eight years of age, and Kindergarten Schools in Parklands and Kilimani (suburbs of Nairobi).

The Government Indian School in Nairobi showed a big increase of attendance, whereas the Kibera Indian School showed a decrease; particular attention is being given to an improvement of the latter's standards.

Seven assisted private Indian schools for girls and six for boys received grants-in-aid. These schools made essential work.

The Arab school, Nairobi, greatly reduced its numbers. The increase was due to the abolition of school fees, and the work of day school was stopped.

At the Ali bin Abi Talib School, Malindi, the number of boys showed a good increase. Out schools are now carried on at Malindi, Malindi, Gazi and Mzee Koto. These schools received grants-in-aid.

There were village schools at Takuma, Lamu and Gazi with a total of <sup>444-two</sup> 22 boys on the rolls.

Good progress was made in technical work at the Technical Industrial School, the number of pupils increasing from 34 to 41. Their

apprentices complete their

A most satisfactory start was made at the Coast Technical School, Mombasa, which was opened in May, 1921, and had an average of <sup>80%</sup> 80 on the roll. In addition to carpentry and masonry, rope making is taught at this school.

Mission Technical Schools are carried on at Maseso, Kikuyu, Tumutumu, Kakaraga and Butere.

The work of normal schools for teachers under European Principals at Mombasa, Maseso and Kikuyu was continued satisfactorily.

A number of unassisted Mission Schools outside the control of the Education Department still exist, and the attendance at such schools is estimated at 30,000.

New premises were added to the Training Depot for <sup>African</sup> apprentices, which is under the control of the Director of Public Works, and work proceeded with satisfactory results throughout the year, <sup>full use being made of</sup> the available accommodation, ~~and giving full use of.~~

## KENYA POLICE.

164

The total of trained African Non-Commissioned Officers and Constables at 31st December, 1921, was 1,113 and of Asiatics 19.

The casualties in these ranks and among recruits under training during the year were 407.

338 Africans were enlisted in 1921.

The general health of the Force has been good. A very satisfactory decrease is shown in 1921, in the number of cases of phthisis at the Training Depot, Nairobi, the total for the year being 11, a drop of 34 cases from 1920 figures.

The criminal statistics again show an increase, a condition to be anticipated as the Colony is developed and new areas come within the sphere of active operations of the Force. The bulk of the addition is crime of a minor nature under local Ordinances and there is very little increase in serious crime.

Number of Police cases in 1921.....2,449.

Number of Police cases in 1920.....1,871.

Increase 1921.....2,578 or

37.52 per cent.

	1920.	1921.	Increase.
Number of persons brought to Court for trial in Police cases.	7,612.	10,084.	32.4%
Number of persons convicted by Courts in Police cases.	6,013.	8,313.	38.75%

PRISONS.

*omit* { A total number of 8,623 prisoners were admitted for the period 1st April to 31st December, 1921, as compared with 8,979 during the year 1920-21.

Of these 397 were long term prisoners, 5,036 short term prisoners, 3,048 were committed for safe custody while awaiting trial, etc., and 142 were debtors. Included in the total were 75 women and 358 juveniles, 36 were Europeans, 110 Asiatics and 8,477 natives.

The average prison population throughout the nine months was 2004.09 as compared with 1963.4 in 1920-21. This increase in the daily average to a large extent can be accounted for (a) the prevailing depression in trade and consequent lack of employment, (b) the increased volume of penal legislation, and (c) the extension of administration to new areas.

The total expenditure of the Department during the period exclusive of buildings, their maintenance and repair, or of medical attendance, medicines, etc., amounted to £31,464, the cost per prisoner on the average population being £15-14-0 as against £20-18-1 in 1920-21. This decrease is due to the increase in the daily average number of prisoners.

Fifty prisoners died and 18 escaped during the period under review as compared with 46 deaths and 14 escapes in 1920-21.

The conduct of both the prison staff and prisoners has been uniformly good and the former is steadily increasing in efficiency.

The industrial sections of the first class prisons at Lombase and Nairobi continue to do well. Technical training is confined to carpentry, masonry,

tailoring and mat and basket making, while **166** labour of those devoid of aptitude for higher grade work has, as formerly, been lent to the Public Works Department, Medical Officer of Health, Agricultural and other public departments thus materially reducing their expenditure.

*omit*

In the Provincial and District prisons the prisoners have been employed, as in former years, in bush clearing, road making, tree planting, the cultivation of prison farms, and generally in keeping the stations and their environments clean. ]



*omit  
ml*

VIII. - JUDICIAL, LEGAL, POLICE, PRISONS,  
ETC.

- GENERAL.

The period under review is characterised by an increase of work on the Original Civil and Appellate Sides.

In the Supreme Court a total of 1632 cases were dealt with.

This figure includes original and appellate cases both Civil and Criminal, confirmation and revision cases.

The figure for the preceding 12 months was 2094. A total of 765 Civil cases were filed during the nine months compared with 957 for the full year 1920-21.

The Resident Magistrates at Nairobi and Mombasa tried an aggregate of 6452 cases Civil and Criminal against 7291 for the full year 1920-21.

The chief item is 2905 Civil cases at Nairobi in the nine months which compares with the previous years figure of 2937 for the full twelve months.

At Mombasa in spite of the shorter period there was an increase of 258 Civil cases.

The Criminal work has fallen off considerably in the Resident Magistrate's Court at Nairobi and to a smaller extent at Mombasa.

The figures indicate a decrease in serious crime in the areas concerned especially in Nairobi.

There were 1656 Criminal cases in the Resident Magistrate's Court at Nairobi compared with 2460 for the full year 1920-21. In the Resident Magistrate's Court at Mombasa the decrease in Criminal Cases is proportionately less. The figures are 764 cases against

against 1025 for the preceding 12 months.

168

The total number of persons brought before the Criminal Courts during the nine months was 14356 compared with 14638 for the previous year: of this number 10968 were convicted.

2066 out of 2817 persons accused were convicted under the Master and Servants Ordinance 1910 and 6342 were convicted under laws relating to Revenue, Municipalities and the Social Economy of the Colony.

The increase in Civil work is due to the continued realisation of outstandings owing to the decrease in trade on the one hand and to increased settlement on the other hand.

The Criminal Statistics show that the majority of offences are under the laws relating to Master and Servants, the Registration of Natives, the Native Hut and Poll Tax and the Native Authority Ordinance.

There were 344 persons convicted for theft of Stock and Produce as against 382 for the year 1920-21.

The nationality of persons convicted of offences during the nine months is as follows:-

Europeans	341.
Asiatics	560.
Africans	10067.

The criminal work of the Subordinate Courts was satisfactorily done.

Of 598 Criminal cases requiring Confirmation involving 539 persons and 416 offences 535 were confirmed without alteration, 11 sentences were reduced, in 34 cases a re-trial was ordered, and in 15 cases only were the accused acquitted and in three cases the fines imposed were increased.

A total

*Civil*

A total of 9,123 Civil cases were tried by the Courts of the Colony during the nine months under review, compared with 8,842 for the full year 1920-21.

An increase of 301 appears in claims over £10 (not exceeding £100).

There was a considerable decrease in the work of the Administrator General's Department, 87 new causes being undertaken and 203 causes having been dealt with of which 131 were concluded.

The Official Receiver opened four fresh causes, dealt with ten and finally wound up five, but all involvements where the assets are of any value are dealt with by private Receivers.

Eighteen new companies with total nominal capital of £491,500 were registered, bringing the total number of Companies on the register up to 212.

Business was slow with 73 new registrations, the total on the register being 1,271.

Eight new partnerships were registered, also 30 new partnerships, against 30 in the preceding year.

His Majesty's Court of Appeal for Eastern Africa held two sessions during the nine months dealt with 64 appeals; 27 Civil and 27 Criminal; of these 21 Civil and 25 Criminal were from the Courts of the Colony.

VI. GAME. *cats*

170

The passing of the new Game Ordinance, 1921, brings into force a regulation that it is possible to enforce. The chief alterations are the increase of the Visitors' Licence to £100, bringing the Residents' Licence back to original price £10. Alterations founded on British Laws make the present law more workable. Certain relaxations in case of Game which had got too plentiful have been made, including Lion.

GENERAL. *4 cats*

The outlying shooting districts continue to give good sport, although the drought again upset things badly.

ELERHANT: Has not been so troublesome of late, probably owing to the drought.

*In the Southern Reserve,*  
~~Northern Reserve.~~ Satisfactory in all ways, Elephant, Rhinoceros, Giraffe and Buffalo showing considerable increase. Considerable number of Elephant calves <sup>have been</sup> born.

*In the Northern Reserve,*  
~~Northern Reserve.~~ Elephant, Rhinoceros and Giraffe suffered severely at the hands of Turkana and Abyssinians during the disturbances in that part.

*Males*  
Buffalo. Show an extraordinary increase and have been put on the unlimited list.

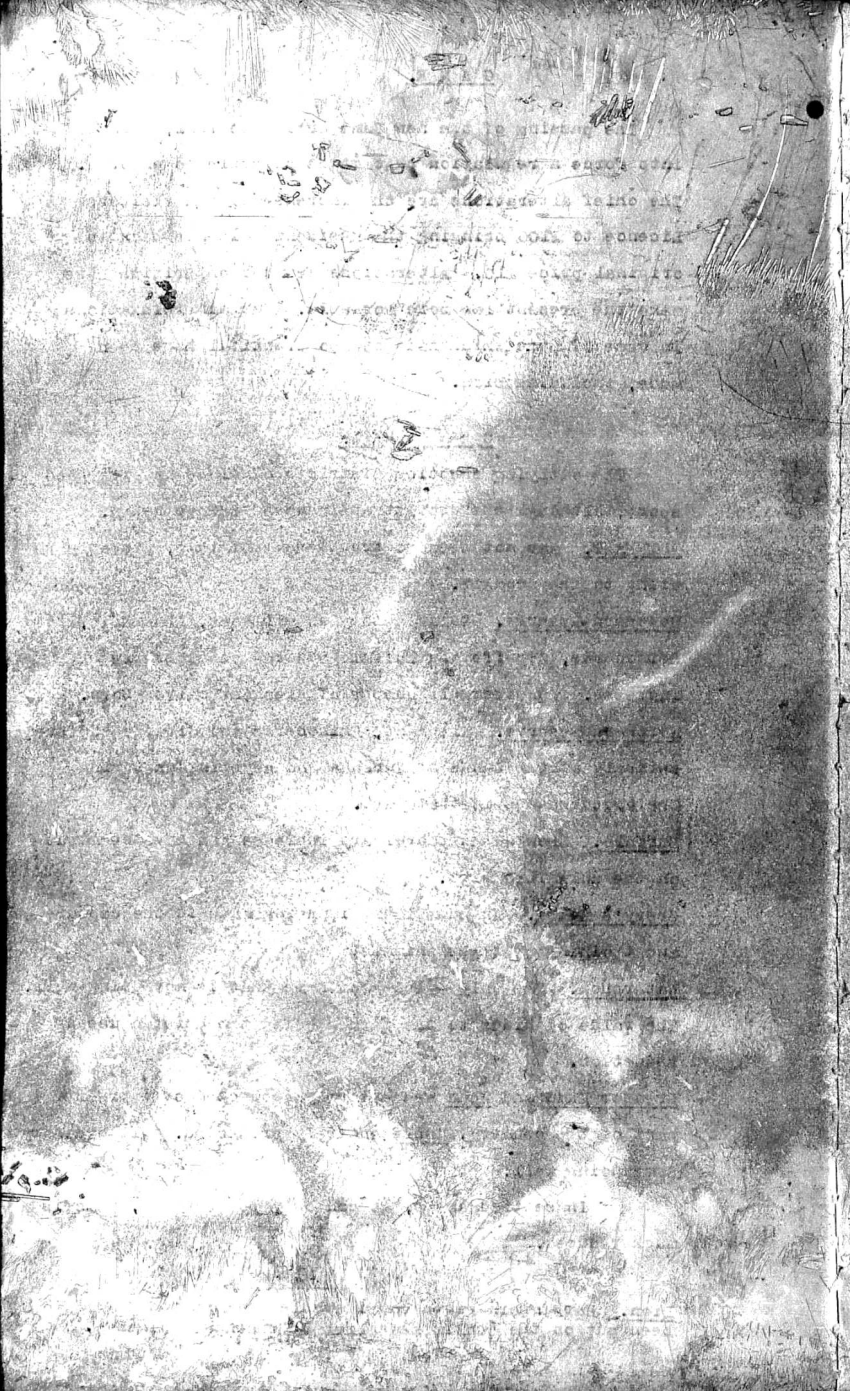
Grevy's Zebra. An experiment is being made in the capture and training of these animals.

Waterbuck. The only species of Game that is not doing well. The value of hides to the farmer being the chief cause of reduction.

Greater Kudu and Roan are entirely protected over greater part of the country. Sable <sup>are</sup> entirely protected. All ordinary <sup>are</sup> Game doing well.

In settled areas, as can only be expected, Game is much reduced.

Lion. Have again given considerable trouble and have been put on the "unlimited" list of the new Ordinance.



REVENUE AND EXPENDITURE.

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	1920-21.	1921 (9 months).
Revenue from Game Licences,	9,279.	4,378.
" Ivory.	4,827.	9,189.
" Other Trophies.	260.	378.
TOTAL.	14,366.	13,945.

GAME LICENCES.

	1919-20.	1920-21.	1921 (9 months)
Sportsmen's Licences.	15.	18.	18.
Resident's Licences.	168.	225.	99.
Resident's 14 day Licences.	108.	93.	55.
Landholder's Licences.	199.	300.	102.
Special Elephant Licences.	32.	59.	22.
Special Giraffe Licences.	5.	8.	4.
Traveller's Licences.	117.	185.	153.
TOTAL.	644.	888.	453.

REVENUE (FROM LICENCES ONLY) AND EXPENDITURE OF THE GAME DEPARTMENT FOR THE PAST TEN YEARS.

YEAR.	REVENUE. £.	EXPENDITURE. £.
1912-13.....	9,560	3,490.
1913-14.....	8,239	3,883.
1914-15.....	4,423	564.
1915-16.....	2,354	425.
1916-17.....	1,344	995.
1917-18.....	2,074	3,054.
1918-19.....	1,909	3,854.
1919-20.....	5,595	4,210.
1920-21.....	9,278	6,676.
1921 (9 months).....	4,376	4,022.

VALUE OF CONFISCATED IVORY.

1919-20.	1920-21.	1921 (9 months).
£6,380.	£4,827.	£9,189.

8:718 - Kenya

Col. Report -

<sup>172</sup>  
Higgins

25 ems 9pt for Contents

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12 pars

date 31<sup>st</sup> January

25  
apt

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V. Education.

VI. Game.



KENYA.

No. 1552.

60427

GOVERNMENT HOUSE,

NAIROBI,

KENYA.

6 DEC 22

10th November, 1922.

173

My Lord Duke,

I have the honour to forward herewith the Colony's Report for the nine month period April 1st, 1921, to December 31st, 1921.

2. With reference to Mr. Churchill's despatch No. 1239 of August 24th, I have to observe that an attempt has been made to cast this Report into the shape desired by the Colonial Office, and I trust that the Report for 1922 will fully achieve that form.

3. I trust that Your Grace will accept as a reason for any imperfections in the Report now forwarded the exiguous number of my Secretarial Staff.

I have the honour to be,  
My Lord Duke,  
Your Grace's most devoted  
and most obedient servant,

*R. J. Compton*

GOVERNOR.

His Grace

The Duke of Devonshire, K.G., P.C., G.C.M.G., G.C.V.O.,  
Secretary of State for the Colonies,  
Downing Street, London, S.W.

Report.

*SD*  
*22702*

ans  
SOS 60427/23 Keema

174

27 March 1923

DRAFT.

Keema  
No 461  
SOS Compton

Sir  
Ans  
59689

I have to ack the receipt of your det. No 1552, of the 10<sup>th</sup> of November last, and to inform you that the Annual Report for the period from the 1<sup>st</sup> of March to the 31<sup>st</sup> of Dec<sup>r</sup>, 1921, has been printed and published after revision in the C.O.

MINUTE.

- Mr. Seel 21/3/23
- Mr. ~~Seel~~ 22/3
- Mr. Bottomley 22/3
- Mr. Davis
- Sir G. Grindle
- Sir H. Read
- Sir J. Masterton Smith
- Mr. Ormsby-Gore
- Duke of Devonshire

for canon or.

2. I am glad to note that, generally speaking, the Report is cast in a more suitable form than in previous years <sup>and</sup> I hope (and)

20/3

however that it will be desirable  
to improve on this Report when  
that for the year 1922 is being  
written. <sup>has been</sup>  
that it will be desirable to effect  
~~that~~ further improvements <sup>could</sup>  
be effected when the Report <sup>for</sup>  
the year 1922 comes to be written.

Signed DEVONSHIRE

G. D.  
R 22 MAR  
1923

No 60427/23 Kenya

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In the Secretary's  
Signature

28 March 1923

Dear Bowring

DRAFT. P.O letter.  
Charles  
Sir C. Bowring  
K.B.E., C.M.G.

In an official despatch  
dated the 27<sup>th</sup> of March, the  
P.O.S. in reply in response to the  
Gov's despatch of the 10<sup>th</sup> of  
November, forwarded the  
Annual  
Kenya Blue Book Report  
for the period April 1<sup>st</sup> to  
December 31<sup>st</sup> 1921. You  
will see in para 2 of <sup>this</sup> ~~the~~  
despatch ~~that~~ the S.O.S  
expresses the hope that  
further improvements in any  
the following  
be effected in next year's

MINUTE.

- Mr. Seel 21/3/23
- Mr. Jeffries 22/3
- Mr. Bottomley 22/3
- Mr. Davis
- Sir G. Grindle.
- Sir H. Read.
- Sir J. Masterion Smith.
- Mr. Ormsby-Gore.
- Duke of Devonshire.

for canon

20th

Report.

I am sure that you will not take this as an indication that we do not fully appreciate the work which has been put in on this year's Report, or ~~not~~ that we have overlooked the numerous other matters which have been engaging the attention <sup>(yourself and</sup> of our depleted staff. There are, however, some respects ~~in which~~ <sup>in which</sup> the Report still ~~falls~~ <sup>does not</sup> fall into line with the instructions of the Committee on Colonial Blue Book Reports, and it may be of assistance to you if I mention them briefly.

The chief thing that

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strikes me is that different parts of the Report differ considerably in matter and style. There is a ~~great~~ danger, of course, of a Report of this kind becoming a "boil-down" of departmental reports containing details and statistics which are not of interest to the general public and can, if required, be more satisfactorily obtained from other official sources. ~~General~~ What seems to be wanted is a general guiding hand throughout the Report, and in this hand I think you will agree <sup>can only possibly</sup> ~~is~~ <sup>to be</sup> applied locally.

There are one or two

DRAFT.

MINUTE.

Mr.

Mr.

Mr.

Mr. Davis.

Sir G. Grindle.

Sir H. Read.

Sir J. Masterton Smith.

Mr. Ormsby-Gore.

Duke of Devonshire.

particular instances in which  
the information furnished does not  
seem to be quite what is  
required to give the general  
public in this country ~~an idea~~  
of ~~the~~ ~~general~~ ~~idea~~  
of the Colony. The section on  
Railways, for instance, is  
mostly ~~entirely~~ statistical and  
might be replaced by a <sup>description</sup> ~~statement~~  
of the existing lines <sup>which exist & are projected</sup> & the  
services offered. The same  
remarks apply to the section  
on Posts and Telegraphs. ~~and~~  
You will see that in this case  
a very brief para. has been  
substituted for the statistics  
which the Report originally  
contained. You will no doubt  
wish to expand this para.  
somewhat next time.

The sections on Police,

DRAFT.

MINUTE.

- Mr.
- Mr.
- Mr.
- Mr. Davis.
- Sir G. Grindle.
- Sir H. Read.
- Sir J. Masterton Smith.
- Mr. Ormsby-Gore.
- Duke of Devonshire.

?omit  
off

(sa) W.C. Bottomley

Our own, and "judicial" are  
not required ~~to~~ <sup>according to</sup> the instructions  
laid down by the Blue Book  
Reports Committee, and <sup>177</sup> they  
have been omitted from the  
printed Report.

The section on Climate  
does not appear to be adequate  
in view of the standing of Kenya  
and of the interest shown in the  
Colony <sup>in this country</sup> in their <sup>country</sup> ~~country~~ <sup>of</sup>  
might well be expanded to  
give some account of the  
rainy seasons. The chief areas  
<sup>notable for</sup> settlement, and other  
similar information.

[There is one other point.  
A short in den has been prepared  
and inserted in the printed  
Report. This might usefully  
be done locally in future  
Reports.]