

EAST AFR. PROT.

N^o. 1374.3

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(Subject)

Administration of East Afr. Prot.

1905

25 April

Last previous paper.

Letter from Mr S. S. Grogan & leading article, dealing with financial policy, land settlement, &c., advocating appointment of a Committee of Investigation
(See also on file)

W. Antunes.

(Minutes) See also 29653

In accompanying extract from the Times of 25th of April.

Be it urged to this paper further to the superior of land settlement & for surveying the country.

You will see from ²⁹⁶⁵³ paper that the Comin^{ce} has appointed a Committee consisting of two of the local judges & the Crown Advocate for the purpose of inquiring into & reporting on the following Land matters:-

- (1) The general terms and conditions on which native & alien of crown lands shall be granted.
- (2) The price of crown lands.
- (3) The desirability of reserving land for natives, Europeans & others.

(4) The survey of land & the working & organization of the Land Office.

- (15) Native right to own land
 (16) The rights of the Crown & indigenous to
 own land within the Sultan's dominions
 & elsewhere.
- The Comte^s has appointed to be additional
 members of the Committee, Lord Delamere
 who has had long experience of the country &
 the largest industrial ~~interest~~^{interest} & may be
 regarded as representing the white settlers
 & Mr. Watkins from S Africa, who
 appears to have long practical experience
 of land settlement.

We telegraphed to the Comte on the 26th
 of April urging that we should be glad
 to receive the report of the Committee as
 soon as possible. When the report has
 been received, it will ~~therefore~~^{probably} be
 a good thing to get the opinion from
 the other experts & to have the land
 something authoritative to guide us in
 dealing with a considerable portion of the
 question which we ^{have} ~~will~~ ^{have} to deal with.

Therefore I beg you to accept my thanks
 for your telegram & for a short & well
 written statement of your ^{opinion} ~~attitude~~^{attitude} to the
 matter. Do you ^{have} ~~have~~ ^{any} ~~any~~ ^{experience} ~~experience~~
 that you ^{have} ~~have~~ ^{had} ~~had~~ in a matter which
 you ^{have} ~~have~~ ^{had} ~~had~~ in hand? We have received the
 report of the Committee & seen whether
 it is dealt with satisfactorily.

H J R

3/5

I agree - the question of land

settlement is the problem
 of East Africa and when
 we have the report of
 Sir D. Stewart's Commission
 I think that we should,
 if possible, get some one
 who has had experience
 in dealing with the same
 problem elsewhere, e.g. in
 New Zealand, to assist
 us in laying down the
 policy to be followed in
 the East African Settlement
 area, but I don't quite
 know where we could
 get

8/4 Aug 13

I learned through Canada ^{that} you are
 some beef - New Zealand Land Settlement
 policy, under the pressure of the Labour
 party, has been somewhat modified.

But I think they except.

TWTO

1875

RH

22/5

EAST AFRICA AND UGANDA.

TO THE EDITOR OF THE TIMES.

May I crave the use of your valuable columns to call attention to the crisis which is impending in East Africa to the Treasury, failing to supply the country trifling sums which are necessary to render possible expenditures of about seven million sterling.

Until 1914 Africa and Uganda emerged from their long period of semi-slavery and passed under the rule of the British Empire. This change will mark a new epoch in history, was it not natural that old and significant of the step should appear before the responsibilities which it should have.

The moment of the existing starvation crisis is the moment when the effects of a policy of drift, vacillation and compromise that are now more than ever will be at their maximum. The country is immensely extended and every department is controlled by local heads. These men have less scope upon the railway, with a view to the strategic needs of the moment, without consideration of the compensated development of the country through which the railway was to pass.

At the period of its inception this compensated development was not foreseen, and the urgency of taking immediate steps with the railway administration to make the foundations secure in the interests of the people.

Unhappily, these strategic needs have been set aside in favour to develop the dominant line without devoting the full involved. The administration has put another set of difficulties in the way that become, over of the world. It is no longer a case of pitching one end or the other. The Nile has been saved and the rear is already searing deep the channel of Central African trade. Its success is assured and it will continue efforts to tap the resources of the interior, it consolidates our predominance in the politics of Central Africa. The crisis of expansion is past, from all sources of the world are looking to the Indian port and the British Army is rapidly becoming the chief representative and will help to give the, as yet, seemingly static military which is so much in Imperial strategy. For this reason it is better immediately to expand—the money spent to be spent with a view only to strategy.

The real development of the country is surely, costly. Therefore, it is urgent that the Colonial Office should have a system of policy, a definite, uncompromisingly conceived, and well worked out, for the existing state of the nation must be simple and honest in the land. There is no need now to "improve" at the same time and to do so in costly methods and large sums. In such a case it is inexplicable why by the most unwise course of a sufficient and rapid expansion of any given project, some may be for the betterment of policy. The general task is how the rest of the country is to expand without damage to development. The problem lies in how to harmonise without repelling capital by the agency of the terms imposed.

I note theory that recognises "that African policy is the theory of "no responsibility." Very, "qualifies" "comes" "no business," since application of non-responsibility degree, the very essence of its function. No man leaves England in search of a nest, nor does the farmer who is sufficiently good will rush to buy, stock, and finance the whole land holding over pasture now. Rather are now the the hunting-ground of those whose need, and ambitions control their balance at the bank, who West Africa needs, for whom men come for the money flow, but never yet did money come. And the new country which waits for progress with pockets bulge with gold waits long.

East Africa's land ordinances are evidently the fruit of an master who has called the theoretically the features from various colonial institutions in ignorance of how they have worked in practice with complete disregard of the peculiar conditions he has created. Taking this the land is being farmed poor, and unless immediate action be taken the master will be in the fact that further railway building will become hopelessly impossible, and the first stages of diverting the stream of emigration, Imperial, foreign, and of finally establishing a dominance in the African continent will be lost.

An existing policy, while it induces the great majority to acquire a far larger area of land than they ever be able to develop, aims at limiting the amount and which any one man may require quite irrespective power to use it. This must fail, as it is incompatible with the existing social and commercial scheme. At some time there is a tendency to impose minor restrictions on the land tenure, which, without hindering State, seriously hampers the holder's chapter of his operations. When the State parts with it should act at once and for all and have less of the free air, but, to ensure itself from states of bondage of taxpayers, should assign conditions to the use of land, which conditions will with the title

The State's share in giving value to land, which is taken by a tax on land, and any other sum paid by the holder of land as a loss of finance until such time as the values become clearly ascertainable. This can never be reached without the loss of charge which transmissible title gives.

The last touch of immigrants has carried East Africa beyond the stage when it is reasonable to give land on fixed terms to the first man who applies. The personal land which is still in hand should be put into condition suitable to his position and ability, assessed, taxed, or rent and conditions. The sum due to the holder for his agricultural land should be ascertainable and not greater than 100 per cent, say, defined as to rent and compensation and general loss to inherent agricultural limitation compensation. The surplus, divisible, even lands, and the lands suitable only for mixed farming, cases coming, and other to a great extent, use should be open for application, and when application is made, get up to speed with the豫行 conditions allowed. Large lying along proposed railway stretches should be available for purchase. One of the best uses is railway construction, either than by the State will be possible to finance.

By the effective handling of the land settlement problem alone will the future stability of East Africa be secured, and it must argue that the Colonial Office should take immediate steps to obtain a comprehensive report and a basic scheme elaborated by some acknowledged master of the question. The Imperial warps due to the continual drift of the younger men of English agriculture and New Zealand sheep-breeders towards the Argentine is appealing, representing, as it does, the finalization of one of the constant elements of our life in East Africa there is land sufficient to absorb another number of settlers—land of first-class quality, and owing to its various attitudes and substrata, suitable for the successful practice of every conceivable branch of the great primary industry; while the importance of a continuous immigration of British population on these highland plateau cannot be exaggerated in its relation to the welfare of the country.

The underlying scheme of administration is unlikely for the English. This is a government, and its lack of flexibility and the complete absence of necessary resources for the lands owned by the middle and upper commercial classes of the past year has induced what surely approximates to a complete breakdown in its administrative machine. The small staff which was sufficient sufficient to deal with the most important number of which were a few agriculturally trained persons and relatively few lawyers, has suddenly been called up to meet a rapidly developing colony with the concurrent problems of mining, cattle disease, and, above all, conflict at the religious between well-educated unchristian natives and the white wages right which probably is in the way of any movement of population to a new place.

The sale would be an exercise of my clearly defined duty of policy, and the right, derived knowledge and the organization to do so, the position where the unexpected awakening has occurred. This is not to any lack of local intelligence, but a stated catalogue. On every side has been seen only that the country is severely handicapped, but that is future is equally imperilled by the local situation, fear of appealing to the story book of the Treasury.

The following example shows to what an incredible extent the impotence of the appeal to the Treasury dominates the situation. The British agent through East Africa's agents is actually paying the equivalent of 10 per cent, for money. Hence had to be built for officials (several of whom, be it noted, are still housed), and so Indians was an appeal to the Treasury for the necessary funds the recourse was had to the local Indian bankers, on the principle that a considerable initial expenditure spread over a period of years (say the extremely fair, estimated than a relatively small but possibly alarming capital) Government repaid the land and the Indians built the houses. The Indians showed the cost of construction and the Government leased the house for ten years at 10 per cent, on the "shown" cost of construction. During that period the Government retained the right to purchase at the "shown" cost, but if this option is not exercised must hand over the house in the same condition as when taken and presumably with it the title to the land. The investment from the Indian's point of view represents a 10 per cent. Compounded annually, and from the British taxpayer's point of view, about 7 per cent, per annum on the very considerably sum involved.

Some decisive step must be taken to inaugurate a new era, and of a small and competent Commission (composed of three experts: (1) an African administrator, (2) a pastoral and agricultural expert versed in the problem of practical land settlement, and (3) a railway expert, preferably with Canadian experience of the influence of railway policy on land settlement) were despatched to report on these odd kindred matters, and to suggest the main lines of some definite policy, more especially with regard to the railway theory of the future, a monetary opportunity might be made of saving the world of Africa, and of assisting in the settlement of that difficult problem of one day the redistribution of population within the areas shadowed by the Union Jack.

Extracts from
Star 1915

of 25 April 1915

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REC
Read 26 April

The interesting letter from Mr. Grooman, which we publish this morning, will serve a useful purpose in directing public attention to the East Africa Protectorate at a turning-point in its history. On April 1 the Protectorate, which is one of the least known, but by no means the least valuable, of our African possessions, passed with Uganda from the control of the Foreign Office to that of the Colonial Office. This administrative change, which is in itself to be welcomed as putting an end to a somewhat anomalous system under which a Government department primarily concerned with our diplomatic relations with foreign Powers was called upon to exercise functions of a totally different character, happens to coincide with a period in the history of the Protectorate at which the greatest care will be required in the evolution of those principles upon which its future development will depend. The East Africa Protectorate, thanks to its geographical position and its climate, constitutes a magnificent estate of high potential value, and it is of the first importance that, in framing a policy of land settlement, nothing should be done or left undone which may in any way prevent future generations from exploiting the immense natural resources of the country to the general advantage of the Empire. The East Africa Protectorate is predominantly a white man's country. Although miles abeam the Equator, the greater part of the country, at a distance of 200 miles from the coast, consists of volcanic plateaux rising from 5,000 to 10,000 feet above sea level. The climate is one in which it is possible for white men not only to work for their living, but also to establish families and rear children without damage to health. Sir Charles Mair in his recent work on the Protectorate estimates the average temperature in Nairobi and the Kikuyu district as roughly 66deg. F. in the cool season and 71deg. F. in the hot season. Here on the lower levels, between the coastal plains and Mombasa, it is necessary for white men who take reasonable care of themselves to add occupation to physical officials. The high ground is, if sparsely populated, as most of the native tribes prefer the hotter districts, and so far even in the cooler, the swarthy Maasi, shown but only dimly in the original opposition to the extension of the white man's rule. In a general and rather hasty考察, the East Africa Protectorate takes a high place, the fruits and vegetables of temperate climates found in India, rubus and cotton can be grown, and there is plenty of excellent timber.

The interesting memorandum on the prospects of settlers by Mr. Astbury Lewis, Director of Agriculture, which is attached to the reports of the Government farms at Nairobi and Naivasha, published as a Preliminary paper some days ago, shows that though there are risks from drought and from some, happily not the most virulent, forms of cattle disease, a farmer with a capital of £600 ought to be in a way towards making a substantial living at the end of his third year in the country. Partly by good fortune, partly thanks to the foresight of a few pioneers, we have stumbled into the possession of the finest colonizing area in Equatorial Africa. These highland pastures offer every inducement to the colonist with a small amount of capital at his back, some practical knowledge of cattle-breeding and dairy farming, and, above all, with the pluck and endurance necessary to make his venture succeed. If, owing to the decay of agriculture, the type of colonial possessing all these qualifications is rare in any other country than it used to be, the public schools still supply us with plenty of young men possessing the first and third, and it might also be possible to direct the flow of New Zealand farmers from the Argentine to East Africa. The establishment of a flourishing white colony on this equatorial tableland would not only enable us to find productive employment for man-power which might otherwise belong to the Empire, but it would also greatly strengthen our strategic position in the Indian Ocean as well as in Africa itself. Not only does the Power

which controls the East Africa Protectorate command the sources of the Nile, but, with a great white community behind it, the port of Mombasa, flanking as it does the most important trade routes to India, Australia, and the Far East, could not fail ultimately to play an important part in naval strategy.

What the Protectorate chiefly needs at the present moment, according to Mr. Grooman—and his contention is supported by the conclusions of Sir Charles Mair—is a greater expenditure of money on administrative requirements. In order to carry out a successful policy of land settlement it will be necessary to make a proper survey of the country and to create an adequate Land Department. It is essential that, when settlers come, there should be some competent authority which can tell them definitely what land they can have and where it is situated. This cannot be satisfactorily done until the country has been thoroughly surveyed, and sufficient staff is required to deal with the problem. Before the Protectorate authorities is, as Mr. Grooman suggests, gets it, "to ensure development without repelling capital by the stringency of the terms imposed." In a new country, kept out the land speculator altogether would bring nations to a standstill, but it is also necessary to prevent all the best land from passing into the hands of speculators who will simply hold it in the hope of a rise, without effecting any improvements. Mr. Grooman places this under lying along proposed railway extensions should be as far as possible preserved, since, if they are alienated, railway construction cannot be carried out by private enterprise. The cost, however, of maintaining the expert staff required to deal with such a question as similar problems would be considerable, and the Government clearly

realizes the Treasury are in ways are bound to limit the increase of administrative expenses in surveying and in the supervision of land settlements would certainly offer services of great value which must be born in the course of the development of a great landed estate. But, if the Treasury is to be asked to expend a considerable sum for this purpose, it would be only prudent, as a preliminary step, to take the best expert advice available as to the general lines which land settlement and railway development should follow. Mr. Grooman suggests that a small commission, composed of an African administrator, a judicial and agricultural expert, and a railway expert, should be sent out to the East Africa Protectorate, and that, on their report the policy of the future should be based. This plan, certainly, has the advantage that it would obliterate the memory of past failures and enable the Protectorate to start afresh with a considered policy and a perfected system of administration. It would have the further advantages of enabling the home Government to appreciate more accurately the economic and political value of the Protectorate, and of directing public attention to it at a time when population is its chief need. Not only is it a matter of Imperial concern that the fullest use should be made of the productive capacities of this portion of our great African heritage, but the British taxpayer has a direct interest in the agricultural and commercial prosperity of the country; for to this alone can he look for any return on the five or six million which have been sunk in the Uganda Railway. It would be very poor economy to retard the development of the Protectorate by withholding the few thousand required for an adequate staff of surveyors and land experts, or to run the risk of being compelled to pay a heavy fine in the future by omitting to take reasonable care that the policy of the Administration is based upon the best advice which can be obtained.