

1924

E. AFRICA

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From  
COLONIAL OFFICE.

DATE  
19th June 1924.

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or CIRCULATION:-

Mr. ~~Cable~~

138

JOINT E.A. BOARD.

Notes of a meeting held at Colonial Office on 17th June 1924, when matters relating to Native Labour; E.A. Bureau in London; Railway Administration; Commission to E.A.; Customs Union, etc were discussed.

Perm' U.S. of S.

Part' U.S. of S.

Secretary of State.

Previous Paper

MINUTES

M.I.  
7397

Mr Clutterbuck has given the copy of the Minutes back to me. Lord Amislet has read & approves them, subject to one or two minor alterations which have all been carried out.

Is submit draft for consideration to the Board; receive for their action

6.9-7-24

17 JUL 1924  
9 OCT 1924  
Office of Secy. of State

Subsequent Paper

Rec M.I. 1131  
M.I. 25746/25

~~11/10/19~~ 100

Mr. Bottomley  
Mr. Strachey  
Sir. H. Read

Lord Arnold

The minutes of the meeting of (June) with the Joint F.A. Board have been circulated to the ~~Joint~~ Board.

As regards C.O. action, none seems required except on Paras. 92. (Native Labour, especially Recruiting in T.I.; and the duration of the Native Labourers Contract)

to will be  
and by the Commission  
included in the  
715 subject which  
has been submitted  
by the Commission  
316  
237

The Chairman promised to bring to the notice of the S.B.S. that the Board wished the question of the provision of an adequate supply of native labour to be included amongst the terms of reference to the F.A. Commission Para (c) of the terms of reference to the F.A. Committee seems to cover the point, but Mr Calder had better see, with reference to the question of inclusion in the terms of reference to the Commission, in order that Lord Arnold's undertaking might be fully carried out. A share copy of the Minutes is annexed

was 21.7.20

200

Notes of the meeting with the Joint East African Board, held at the Colonial Office on June 17th at 11.30 a.m.

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Present:-

Lord Arnold (in the chair)

Sir Sydney Henn M.P.

Sir Humphrey Leggett D.S.O.

Sir Trevredyn Wynne

Mr. Wigglesworth

Mr. Ponsonby

Mr. Gore (Secretary of the Board)

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Sir Horace Byatt

Sir Herbert Read

Mr. Strachey

Mr. Bottomley

Mr. Seel (Secretary)

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1. Native Labour. Sir Sydney Henn said that the main question which the Board wished to discuss was that of native labour in the East African Dependencies. The Board were particularly anxious to hear Sir Horace Byatt's view on this question. They were of opinion that the question should receive careful consideration with a view to some scheme being adopted for the provision of an adequate supply of native labour. He understood that Kenya was very anxious to have some such scheme but that objections had been raised by Tanganyika. On the other hand, they understood that labour had in fact been recruited in Tanganyika for work in Zanzibar. Sir Horace Byatt said that it was a fact that at one time labour had been recruited for the Zanzibar Harbour Works, but the experiment had not been successful. It was also true that native labourers

did find their way from Tanganyika to Zanzibar at the time of the clove harvest, but there was no recruitment for this. Sir Sydney Henn asked whether it was then true to say that there was no restriction ~~for labour~~ on natives leaving Tanganyika for the purpose of finding labour in other Dependencies. Sir Horace Byatt replied that there was no definite prohibition, <sup>but that</sup> ~~on~~ ~~the other hand however~~ the supply of labour, especially of the better type of labour from ~~the Ruanda and the Tabora districts~~ <sup>Such as Tabora</sup> was not sufficient for the needs of Tanganyika. Further, native production had been and was being encouraged in Tanganyika itself, and it was not reasonable that this should be sacrificed merely for the purpose of providing labour in other Dependencies. Sir Sydney Henn explained that at present the Board held no definite view on this question but was anxious to obtain information. He <sup>stated</sup> mentioned that in Uganda, in spite of the considerable native production, there was no restriction on natives moving to other Dependencies in search of work. Sir Horace Byatt repeated that although there was no legislative restriction on emigration from Tanganyika, it was not encouraged by administrative action, as the supply in Tanganyika was not sufficient to meet the demands of the planters. The question of offering inducements had been mentioned, but he pointed out that very high wages had been offered to natives to proceed to the Rand Mines, but it had not been possible to allow this in view of the unsuitability of the South African climate. Similarly, some two years ago, native Tanganyika labour had been recruited for work on the construction of railways ~~at~~ <sup>in</sup> Kenya, but the mortality amongst

N.P.

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N.P.

amongst these natives occasioned by the climate of the Kenya Highlands had been so serious that it had been necessary to put a stop to this. He understood that the plantations in Kenya for which labour was required were in the same Highland area, <sup>and</sup> in his view this was a further reason against allowing recruitment of Tanganyika labour for Kenya.

<sup>Wiggleworth</sup>  
Mr. Williams said that he agreed entirely with Sir Horace Byatt's view that the labour supply in Tanganyika was not sufficient to meet the demands of Tanganyika itself. Sir Humphrey Leggett also agreed with this view and added that in his opinion the analogy with Uganda mentioned by Sir Sydney Henn did not hold, since the natives of Uganda who went to Kenya in search of work were not agricultural labourers but skilled artisans such as carpenters, masons etc. for whom there was not sufficient work in Uganda itself. He also suggested that the employment of recruiting agents in Tanganyika would tend to prejudice the building up of the tribal organization.

N.P.

Mr. Sydney Henn observed that there was considerable diversity of opinion on this subject, but that what they all desired was that the Commission which was proceeding to East Africa should investigate the matter on the spot in conjunction with the three Governments concerned.

N.P.

Lord Arnold said that he would bring to the notice of the Secretary of State the fact that the Board wished this to be included in the terms of reference to the Commission.

2. Duration of native labour contract. <sup>In Tanganyika</sup> The question was then raised whether it would be possible

to

to extend the legal duration of <sup>labor</sup> contracts entered into with the natives. Sir Horace Byatt stated his view that the first duty of the Government was to the native. It was necessary that natives should not be absent from their homes <sup>so</sup> long enough to be torn out by the roots from their tribal organization; and, further, it was necessary that they should have time for the cultivation of food stuffs for their own homes. There was, however, (nothing) to prevent a native from working for a longer period than six months if he so desired, as the contracts <sup>were renewable</sup> could be renewed; but very few contracts were so renewed and this fact tended to show that prolonged periods of employment were not popular amongst the natives. The natives did not like to be tied down for a long period to serve an employer whose identity was not known to <sup>him</sup> them at the time when he entered into the contract. He therefore considered that to fix a longer period would defeat its own object <sup>and</sup> would not be in the interests of the planters themselves. Sir Sydney Henn then quoted the view of Sir Frederick Lugard, that the ideal position would be one in which no recruiting agents would be employed. The Board agreed with this view. Mr. Williams <sup>Wigleyworth</sup> observed that the majority of the natives of the territory had not formed the habit of regular work and suggested that it was necessary to encourage this habit. He suggested that the period of contract should be altered from six calendar months to six effective working months, or, in other words, <sup>that</sup> the native should be retained until he had discharged 180 days work. With regard to the question of employing recruiting agents, Mr. Tully <sup>the employment of recruiting agents</sup> agreed that this was undesirable and felt that it was necessary

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necessary

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necessary to have a responsible Government officer to supervise recruiting. Sir Herbert Read said that the question of the Government intervening in the matter of recruiting native labour had already been decided in the case of Kenya. In that colony the District officials were allowed to furnish information to the natives as to opportunities of work but were not allowed to take any part in recruiting. To intervene in recruiting placed the Government in an equivocal position and the Colonial Office would undoubtedly regard this as a retrograde step. Sir Horace Byatt <sup>mentioned as a further objection</sup> pointed out that the Government could not undertake to assist in recruiting with its present staff and that a new department would probably be required. He also mentioned the fact that Government recruiting was tried in Nyasaland where he believed it had been found a failure.

In regard to the question of entering into contracts for 180 working days, this had in fact been the practice <sup>in Tanganyika</sup> under the German régime. It had been found that the consequence was that natives were kept as much as 18 months from their homes. This system was wasteful from the employer's point of view and he believed that the only way to teach the natives habits of regular work was for the employers to combine in instituting proceedings against any native who broke his contract by refusing to work regularly. Sir Sydney Henn did not consider that the policy of taking such action against natives would be practicable. Mr. Wigglesworth pointed out that Kenya was in a better position in this matter than Tanganyika and that planters in Tanganyika wished

wished that this anomaly <sup>might</sup> be rectified. He suggested that one of the following alternatives should be considered:-

(1) The adoption of six months <sup>f</sup> working days instead of six calendar months as the standard period of contract.

(2) The extension of the present statutory period of six months. <sup>R</sup> Sir Horace Byatt suggested that the real remedy might be found in the offering of a bonus for regular work, and Sir Humphrey Leggett said that this had been tried successfully in Kenya where the Government had carefully explained the system to the natives. <sup>MP</sup> Sir Sydney Henn said that the alternatives suggested by Mr. Wiglesworth represented the views of the Board and that they would now leave the matter to be considered by the Colonial Office.

3. (and sheet)

The setting up of an East African Bureau in London.

Sir Sydney Henn enquired whether the Board could be given any information as to the <sup>attitude</sup> ~~opinion~~ of the Secretary of State on this point. [ Sir Herbert Read observed that the Colonial Office were anxious to ascertain the views of the Board on the question. He mentioned that objections to the ~~proposal~~ of an established Bureau had already been made by the Governor of Uganda, and Mr. Strachey referred to an article which he had recently <sup>read in</sup> prepared for the "Uganda Times", expressing the view that no benefit to Nyasaland would result from the proposal. ] Mr. Wigglesworth did not consider that the scheme would have any appreciable effect upon the volume of trade in East Africa. [ Sir Sydney Henn mentioned that at the time of the Imperial Economic Conference the whole question of the representation of Crown Colonies and Protectorates in London had been considered, and that it was very strongly urged at the Conference that any Colony which felt that it could afford to establish a Trade Commissioner in London should be encouraged to do so. He suggested that something on the lines of the West India Committee would be useful, and that it should be placed entirely outside the control of the Imperial Government. He enquired whether the Colonial Office would be willing to agree to the provision of funds by the East African Governments for this purpose.

It was pointed out in reply that, so far as any rate as concerned the Dependencies subject to Treasury control, the possibility of this was very remote. In any case, it was a matter for careful consideration whether the cost of the proposed Bureau, which might be anything

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from £5,000 to £10,000, would most profitably be spent in this direction or in any other. *MP* Sir Humphrey Leggett suggested that the question might be postponed until the Report of the Commission which was to visit East Africa had been received. He observed that there were other questions to be considered apart from *that of finance*. If it were proposed that part of the functions of the Bureau should be <sup>to</sup> ~~to encourage~~ emigration, ~~this matter would~~ *have been carried out* by the Oversea Settlement Committee. *use of land is wanted, their duty is already being performed*

A further point was that the Kenya Government had announced that they had no more land to alienate, and the position *in the Colony* was, therefore, different from that existing in the Dominions. Further, a premature increase in the present

*Emigration* population would probably aggravate the labour difficulty. *He stated* Lord Arnold mentioned that it ~~might be possible to limit~~ *he was of opinion that a Bureau should be confined* the Bureau to functions of a purely commercial nature.

*N.P.* In his view, if the Government of any Colony was prepared *well* to undertake to pay for the establishment of the Bureau, *and could afford £20,000* there would certainly be a strong case for sympathetic consideration of such a proposal, but he must make it clear that this was a personal view, and <sup>that</sup> no decision had yet been taken by the Secretary of State with regard to the establishment of an East African Bureau.

4. Railway Administration: Sir Sydney Henn enquired whether any action had been taken as a result of the memorandum submitted by the Board after the last Meeting. Mr. Strachey said that no action had been taken as regards the railways of Tanganyika, as it was not considered that the occasion for action had arisen.

Lord Arnold observed that the Nyasaland Railway Committee was actively engaged in considering the questions submitted

submitted to them.

5. Settlement of War Claims by War Funds:

The Board enquired whether any steps could be taken to expedite the settlement of East African War Claims from the funds accumulated in the hands of the Custodian of Enemy Property. Lord Arnold explained that the funds held by the Custodian could only be devoted to (1) payment of pre-war debts by Germans to British subjects and (2) compensation for losses due to exceptional war measures, e.g., liquidation, etc., but not to damage done by the ordinary operations of war, which come under the head of Reparations. As to (1), the matter was primarily one for the Custodian, and if delay had occurred in the settlement of claims made to him, he should be addressed direct. As to (2), it was understood that the decision by the Mixed Arbitral Tribunal was awaited.

Sir Humphrey Leggett gave as an instance a claim which had been submitted in respect of produce of a British firm in German East Africa which had been seized on its way to the coast at the outbreak of War by the German authorities and used by them for <sup>military</sup> ~~their own~~ purposes.

Mr. Strachey said that, so far as he was able to ascertain, the prospect of receiving anything <sup>on account</sup> ~~from the~~ Reparations Claim branch was extremely remote.

6. Commission to East Africa:

The Chairman announced that there had been <sup>an unavoidable</sup> ~~some~~ delay in selecting the personnel for the proposed Commission, which, <sup>as</sup> the Secretary of State had announced in the House of Commons, was to proceed to East Africa, but the Secretary of State hoped, before long, to be able to announce the constitution of the <sup>Commission</sup> ~~Committee~~. It ~~was~~ hoped that the terms of reference <sup>would</sup> ~~can~~ be announced very shortly.

7.  
ford

Mail Services:

It was generally agreed that the mail services to <sup>Certain Tanganyika ports</sup> East Africa were extremely unsatisfactory. Sir Sydney Henn observed that the question was now under consideration by Sir Hafford MacKinder's Committee, and that the Board wished to draw attention to the fact that it might be found necessary to offer some inducement to the shipping companies to improve their services in East Africa.

8.

Customs Union:

Mr. Strachey said that this question was being actively pursued, and that he had discussed with Sir Horace Byatt certain anomalies in the present situation. The chief point which was being considered was how to provide that the interests of Tanganyika should not suffer in any scheme for Customs Union, particularly local interests at the ports in Tanganyika whose trade might suffer under a Customs Union. One step had already been taken to abolish a minor anomaly in that customs duty on goods entering Tanganyika across the Kenya border was no longer assessed so as to include <sup>in its value</sup> the cost of transport by rail from Mombasa. Sir Sydney Henn enquired whether, in agreeing to the uniform tariff, the Government of Tanganyika had reserved to themselves any right to vary the duties if it were found necessary. Sir Horace Byatt said that he had no recollection of any such reservation. <sup>in the Customs Tariff</sup> Sir Humphrey Leggett explained that the matter which Sir Sydney Henn had in mind was probably a <sup>local regulation designed to prevent</sup> dispute which had arisen amongst the local customs authorities as to what constituted a local product within the meaning of the order of the Customs Tariff Ordinance.

9.

Amani Institute:

Sir Sydney Henn referred to the question of re-opening the Agricultural Institute

Institute at Amari, and remarked that the opinion now appeared to be unanimous that the work of the Institute should be revived. He expressed the hope that all concerned would do everything in their power to render this possible. Sir Herbert Read pointed out that Kenya had demurred <sup>to</sup> against the proposal to contribute to the funds of the Institute, but ~~it was~~ <sup>he</sup> hoped that it would be possible <sup>to persuade them</sup> to agree to contribute. Mr. Wigglesworth mentioned that he had discussed the matter with Sir David Prain, who had laid emphasis on the fact that there <sup>was</sup> ~~is~~ no necessity whatever for Amari to interfere with the work of any of the present agricultural stations in the three Dependencies. He understood that the actual cost of the Institute before the War was ~~£4,000~~ a year.

\* £9,800

see  
in Jan B<sup>o</sup>  
Sept

Colonial Office Conference with Joint East African Board, June 17th, at 11.30 a.m.

PROPOSED AGENDA.

Native Labour.

(a) To discuss terms of reference for the Commission to East Africa in dealing with the question of Native Labour, and with special reference to the contentious question of inter-Colonial labour recruiting.

(b) To hear Sir Horace Dyatt's views on this question and to press that the period of service for native labour in Tanganyika should be extended beyond the present 6 months period.

The setting up of an East African Bureau in London.

To discuss this subject, and to ascertain the views of the Colonial Office on the resolutions of the Convention of Associations and the Association of East African Chambers of Commerce, transmitted by the Governor of Kenya.

Railway Administration. To receive report of progress.

Wyasaland Railways.

To receive report of progress by the Colonial Office Committee.

Settlement of War Claims compensation in East Africa.

To ask the Colonial Office what steps can be taken to expedite Settlement of East African War Claims from the funds accumulated in the hands of the Custodian of Enemy Property.

Composition of the Commission to East Africa.

To learn from the Colonial Office any information that may be imparted as to the composition, programme, route and terms of reference of the intended Commission.

Mail Services to East Africa.

To draw the attention of the Colonial Office to the extreme irregularity of mail services to and from East Africa, and to the need for an investigation, and to invite attention to the possibility of the Government offering inducements to steamship lines serving East African ports.

Notes on Agenda for meeting with Joint East African Board, June 17th, at 11.30 a.m.

1. (Native Labour)

(a) The Board might be invited to express their views as to what the terms of reference to the Committee should be in this respect. But the Secretary of State has said that he is reserving to himself the question of the terms of reference, and it would not be at all desirable to discuss them with the Board.

(b) Sir A Ryatt will be present and will explain the situation from the Tanganyika point of view.

2. (East African Bureau in London) -

On the Resolutions, Lord Stevenson minuted:-

"I am all for the fostering of trades but really I cannot bring myself to believe that these sort of organizations are of much use. The expense outweighs the advantage".

The Governor was told that the Secretary of State would await the views of the other East African Dependencies (Uganda has now objected) but he was reminded of the means now existing for giving information about East Africa.

The Board might be told that consideration is still going on; that the scheme has three aspects:-

- (1) Information, for which provision already exists;
- (2) Encouragement of European settlement. It is doubtful if the Government should take an active part in this;
- (3) Bringing the producer into closer touch with the buyer in this country, on which the Board's views

will

will be more useful than anything we can say to them.

It will be well to elicit as general a discussion as possible; Sir M. Leggett, a member of the Board, has written opposing the scheme. We cannot, of course, quote him, but a body which largely represents the existing merchanting facilities and is trying to represent the local settler as well cannot fail to be interesting on this point.

3. (Railway administration).

4. (Nyasaland Railways).

The Board expect to receive reports of progress. They seem inclined to regard us as a sub-committee of the Board. No doubt they only mean to say that they would be glad of any information which Lord Arnold is able to give - On this assumption, they should be asked what they mean by (3), and they might be asked to make their agenda paper a little fuller in future. This heading is so vague that no reply can be suggested. -

As to (4), the Nyasaland Railway Committee has not yet reported, and there is nothing to be communicated.

5. Payment of War Claims from funds held by the Custodian of Enemy Property.

The funds held by the Custodian can only be devoted to (1) the payment of pre-war debts by Germans to British subjects and (2) compensation for losses due to exceptional war measures: e.g. - liquidation etc - but not to the damage done by the ordinary operations of war, which come under the head of operations.

As to (2) the matter is primarily one for the Custodian and if delay has occurred in settlement of claims made to

him, he should be addressed direct.

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As to (2) I understand that we are awaiting a decision by the mixed Arbitral Tribunal. But the Board might be asked for particulars to what they have in mind.

6. (Composition of East African "Commission").

In the hands of the Secretary of State - Nothing to be said.

7. (Mail service to East Africa).

It is understood that the Board have themselves moved the Imperial Shipping Committee to enquire into the means of securing an adequate mail, passenger and cargo service, and that the Committee is taking much trouble over the matter.

The Board should be told that no concurrent investigation can be contemplated.

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211

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The Board should be told that no concurrent investigation can be contemplated.

1. Native Labour.

(a) The Board might be invited to express their views as to what the terms of reference to the Committee should be in this respect. But the Sec. of State has said that he is reserving to himself the question of the terms of reference, and it would be at all desirable to discuss them with the Board.

(b) Sir A. Byatt will be present & will explain the situation from the Tanganyika point of view.

2. (E. A. Bureau in London) -

On the Resolutions, and have now minutes  
I am all for the forwarding of goods, but really I cannot bring myself to believe that there is any sense in opening a new line of traffic. The evidence on this is the same as on the 'Suez'.

The Chairman was told that the S. of S. would await the decision of the E. A. Board (of which he, now objected) (was) reminded of the need, and the necessity for giving information about the office.

The Board might be invited to consider in detail the question of the E. A. Bureau in London.

Shirley  
FO

(1) Information, financial, technical

3. (Railway Administration)

223

4. (New Zealand Railway)

The Board expect to receive reports of progress.

They seem inclined to regard us as a sub-committee of the Board - No doubt they only mean to say that they would be glad of any information which would be able to give - On this subject they should be asked what they mean by (3), and they might be asked to make their agenda paper a little fuller in future. This heading is so vague that no reply can be suggested -

As to (4) the New Zealand Railway Committee has not yet reported, and there is nothing to be communicated -

5. Payment of War claims from funds held by  
the Custodian of Enemy Property

The funds held by the Custodian can only be  
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for losses due to exceptional war measures: e.g.  
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by the ordinary operations of war, which come under  
the head of reparations.

as to (1) the matter is primarily one for the Custodian  
and if delay has occurred in settlement of claims  
made to him, he should be addressed direct.

as to (2) I understand that we are issuing a  
decision by the (Mixed) Arbitral Tribunal - But  
the ~~members of the Board~~ Board might be asked for  
particulars as to what they have in mind.

6. (Copy of E.A. Committee Commission)

In the hands of S. of S. to be sent.

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7. (Mail service E.A.)

It is understood that the Board have themselves moved the Imperial Shipping Committee to enquire into the means of securing an adequate mail, passenger, & cargo service and that the Committee is taking much trouble over the matter.

The Board shall be told that no concerted investigation can be contemplated.

6. (Composition of E.A. Committee Commission.)

In the hands of S. of S. nothing to be said.

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7. (Mail service E.A.)

It is understood that the Board have themselves moved the Imperial Shipping Committee to enquire into the means of securing an adequate mail, passenger & cargo service and that the Committee is taking much trouble over the matter.

The Board shall be told that no concrete investigation can be contemplated.

*Mr. Statcher*  
*Sir S. Henn*  
*13/11/24*

Notes have been circulated on the Agenda compiled by the Joint East African Board for the Meeting next Tuesday. In view of the terms in which the Agenda have been drawn and of a letter from Sir S. Henn which Sir H. Read has shown me, I think it would be desirable, as this will be Lord Arnold's first Meeting with the Board and Sir S. Henn proposes to see him about it on the previous day, to enter a caution against our leading the Board to entertain a more false idea of their position than <sup>even</sup> they have now.

*attached*

The model for this Board and its periodical Meetings at the Colonial Office was the Joint West African Committee of the three Chambers of Commerce of London, Liverpool and Manchester, representing the whole of the merchant interest which is the backbone of the West African Trade and indeed, of most of the West African output of produce.

In the case of West Africa there is a directly representative element in the Joint Committee and the Meetings have, I believe, an undoubted value in focussing representations and saving the time of the Office from being wasted on complaints from individual merchants trading with West Africa. But the Joint West African Committee is not in any way advisory; it decides beforehand what it wants to ask the Under Secretary of State, and it does not expect to be consulted.

Certain persons dealing with East Africa wished to set up a sort of consultative body, but they were told that this was not possible but that, if they could form

a representative body on something similar to the West African lines, it would be received. They were not very successful in securing a fully representative body, but probably the Joint East African Board is as good as we can expect in the circumstances of East Africa. After other attempts they secured Sir S.Henn as their Chairman.

At the Meetings which have been held, it has in discussion been necessary to resist the tendency to the Board's obtaining an advisory standing for which it has no mandate from East Africa; even if it were assumed that the Secretary of State was in need of a standing unofficial advisory body of any kind, and that, if such a body were needed, it would be constituted by the same personnel as the Joint East African Board.

Sir S.Henn has now appeared to promulgate the doctrine that, until some amalgamation or federation in East Africa is instituted, the Joint East African Board is responsible to the Secretary of State for co-ordinating policy in East Africa. That is a wider idea than any which has yet emerged. I do not wish to suggest that anything should be said at the Meeting in the nature of a snub, either to Sir S.Henn or to the Board, but I do think that it is necessary to avoid any further tendency to put the Secretary of State or the Colonial Office in the position of depending on the Joint East African Board in any way, and that, on each item of the Agenda as it comes up, care should be taken to put the Board's position in its proper light namely, that they are telling the

Department

Department what they think and asking for information on points on which they are interested, but on which they have no more right to a reply than each of them would have in his individual capacity as a matter of courtesy.

W.C.D.

13.6.24

Lord Arnold.

I attach the copy with

Dr. S. Hume.

I quite agree as to the necessity for caution in dealing with the B<sup>t</sup>. If things are given a wrong bias at the start, we shall have great difficulty hereafter. There are 2 or 3 points I should like to call attention to. But these can wait until the personal discussion which you will probably have with the heads of the E. A.P. Dep<sup>t</sup> & me before the meeting.

H. J. R.  
13/6/24

SIR SYDNEY HERR

INLAND TELEGRAMS  
"BYDENNIKAR" STOCK, LONDON.  
FOREIGN TELEGRAMS  
"BYDENNIKAR", LONDON.

223  
TELEPHONE: LONDON WALL 9324

245 WINCHESTER HOUSE,  
OLD BROAD STREET,  
LONDON, E.C. 2.

June 11th. 1924.

Sir Herbert J. Read, K.C.M.G., C.B.,  
Colonial Office,  
S. W. 1.

Dear Sir Herbert Read,

I am in receipt of your letter of the 5th. inst., and of course I quite appreciate what you say as to the difficulties of communicating official documents to persons outside the Colonial Office.

I may say, however, that the Joint East African Board is necessarily much interested both in the Lake Victoria question and Mr. Felling's Railway Bill, and we are, therefore, naturally anxious to obtain as much information as possible in regard to both matters.

I would point out that in the case of Lake Victoria three separate controls are being exercised in the administration of the area surrounding the Lake and, quite apart from the mere question of administering Lake Services, there is the control of policy in regard to matters such as Cotton Growing.

In the case of Mr. Felling's Bill there arises again the question of controlling the administration already covering two separate Colonies which is likely also, to spill over into a third, and I am sure you will quite appreciate the fact that my Board was specially created to take an interest in, or help in the solution of, these inter-colonial questions until the period arrives when the administration of East Africa as a whole comes under a single control.

I am,

Yours sincerely,

*L. H. H. Kerr*

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223

FROM  
SIR SYDNEY HENN.

TELEPHONE: LONDON WALL 9322.

ISLAND TELEGRAMS  
"SYDENNIVAR" STOCK, LONDON.  
FOREIGN TELEGRAMS  
"SYDENNIVAR" LONDON.

245 WINCHESTER HOUSE,  
OLD BROAD STREET,  
LONDON, E. C. 2.

June 11th. 1924.

Sir Herbert J. Read, K.C.M.G., C.B.,  
Colonial Office,  
S. W. 1.

Dear Sir Herbert Read,

I am in receipt of your letter of the 5th. inst., and of course I quite appreciate what you say as to the difficulties of communicating official documents to persons outside the Colonial Office.

I may say, however, that the Joint East African Board is necessarily much interested both in the Lake Victoria question and Mr. Felling's Railway Bill, and we are, therefore, naturally anxious to obtain as much information as possible in regard to both matters.

I would point out that in the case of Lake Victoria three separate controls are being exercised in the administration of the area surrounding the Lake and, quite apart from the mere question of administering Lake Services, there is the control of policy in regard to matters such as Cotton Growing.

In the case of Mr. Felling's Bill there arises again the question of controlling the administration already covering two separate Colonies which is likely also to spill over into a third, and I am sure you will quite appreciate the fact that my Board was specially created to take an interest in, or help in the solution of, these inter-colonial questions until the period arrives when the administration of East Africa as a whole comes under a single control.

I am,

Yours sincerely,

*S. Henn*

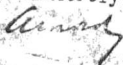
18th July, 1924.

Dear Sir Sydney,

I have enquired into the delay in sending the East African Board copies of the minutes of the meeting held at the Colonial Office on the 17th of June, and as I told you these were approved for issue some while back. Unfortunately, however, <sup>it appears</sup> the pressure of work here was such that it was not found possible for copies to be made in the Office, and the delay that occurred in having the minutes copied outside prevented their issue until yesterday. The Secretary of the Board would this morning have received two copies of the minutes, and I enclose a further copy for your personal information.

I am sorry that this delay has occurred, but I am sure you will appreciate how hard-pressed we all are here.

Yours sincerely,



Sir Sydney Henn, K.B.E., M.P.

JOINT  
EAST AFRICAN BOARDSecretary's  
Office1 Duke St., Adelphi,  
LONDON,  
W.C.2Telephone  
REGENT 4074

The Private Secretary,  
Under Secretary of State for the Colonies,  
Colonial Office,  
Downing Street, S.W.1.

2nd July 1924.

Dear Sir,

In connection with the meeting which Lord Arnold gave to my Board on June 17th, for discussion of East African Affairs, I am directed to enquire whether you can now supply my Board with a copy of the Minutes of that meeting.

Yours faithfully,

  
Secretary.

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2nd July 1924.

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Yours faithfully,



Secretary.

NOTES OF A MEETING with the JOINT EAST AFRICAN  
BOARD, held at the COLONIAL OFFICE  
on June 17th at 11.30 a.m.

Present:

Lord Arnold (in the chair)

Sir Sydney Henn, M.P.

Sir Humphrey Leggett, D.S.O.

Sir Trevorlyn Wynne

Mr. Wigglesworth

Mr. Pensonby

Mr. Gere (Secretary of the Board)

Sir Horace Byatt

Sir Herbert Read

Mr. Strachey

Mr. Bottomley

Mr. Seal (Secretary).

1. NATIVE LABOUR.

SIR SYDNEY HENN said that the main question which the Board wished to discuss was that of Native labour in the East African Dependencies. The Board were particularly anxious to hear Sir Horace Byatt's view on this question. They were of opinion that the question should receive careful consideration with a view to some scheme being adopted for the provision

provision of an adequate supply of native labour. He understood that Kenya was very anxious to have some such scheme but that objections had been raised by Tanganyika. On the other hand, he understood that labour had in fact been recruited in Tanganyika for work in Zanzibar.

Sir Horace Byatt said that it was a fact that at one time labour had been recruited for the Zanzibar Harbour Works, but the experiment had not been successful. It was also true that native labourers did find their way from Tanganyika to Zanzibar at the time of the clove harvest, but there was no recruitment for this.

Sir Sydney Hearn asked whether it was then true to say that there was no restriction on natives leaving Tanganyika for the purpose of finding labour in other Dependencies. Sir Horace Byatt replied that there was no definite prohibition, but that the supply of labour, especially of the better type of labour from districts such as Tabora, was not sufficient for the needs of Tanganyika. Further, native production had been and was being encouraged in Tanganyika itself, and it was not reasonable that this should be sacrificed merely for the purpose of providing labour in other Dependencies.

Sir Sydney Hearn explained that at present the Board held no definite view on this question but was anxious to obtain information. He stated that in Uganda, in spite of the considerable native production, there was no restriction on natives moving to other Dependencies in search of work.

Sir Horace

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Sir Brancy Hann asked whether it was then true to say that there was no restriction on natives leaving Tanganyika for the purpose of finding labour in other Dependencies. Sir Horace Byatt replied that there was no definite prohibition, but that the supply of labour, especially of the better type of labour from districts such as Tabora, was not sufficient for the needs of Tanganyika. Further, native production had been and was being encouraged in Tanganyika itself, and it was not reasonable that this should be sacrificed merely for the purpose of providing labour in other Dependencies.

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Sir Horace

Sir Horace Byatt repeated that although there was no legislative restriction on emigration from Tanganyika, it was not encouraged by administrative action, as the supply in Tanganyika was not sufficient to meet the demands of the planters. The question of offering inducements had been mentioned, but he pointed out that very high wages had been offered to natives to proceed to the Rand Mines, but it had not been possible to allow this in view of the unsuitability of the South African climate. Similarly, some two years ago, native Tanganyika labour had been recruited for work on the construction of railways in Kenya, but the mortality amongst these natives occasioned by the climate of the Kenya Highlands had been so serious that it had been necessary to put a stop to this. He understood that the plantations in Kenya for which labour was required were in the same Highland area, and in his view this was a further reason against allowing recruitment of Tanganyika labour for Kenya.

Mr. Wigglesworth said that he agreed entirely with Sir Horace Byatt's view that the labour supply in Tanganyika was not sufficient to meet the demands of Tanganyika itself. Sir Hugh Ross Leggett also agreed with this view and added that in his opinion the analogy with Uganda mentioned by Sir Sydney Henn did not hold, since the natives of Uganda who went to Kenya in search of work were not agricultural labourers but skilled artisans such as carpenters, masons, etc. for whom there was not sufficient work in Uganda itself. He also suggested that

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that the employment of recruiting agents in Tanganyika would tend to prejudice the building up of the tribal organization.

Sir Sydney Henn observed that there was considerable diversity of opinion on this subject, but that what they all desired was that the Commission which was proceeding to East Africa should investigate the matter on the spot in conjunction with the three Governments concerned.

Lord Arnold said that he would bring to the notice of the Secretary of State the fact that the Board wished this to be included in the terms of reference to the Commission.

#### DURATION OF NATIVE LABOUR CONTRACT IN TANGANYIKA.

The question was then raised whether it would be possible to extend the legal duration of labour contracts entered into with the natives.

Sir Horace Byatt stated his view that the first duty of the Government was to the native. It was necessary that natives should not be absent from their homes so long as to be torn out by the roots from their tribal organizations; and, further, it was necessary that they should have time for the cultivation of food stuffs for their own homes. There was nothing, however, to prevent a native from working for a longer period than six months if he so desired, as the contracts were renewable; but very few contracts were so renewed and this fact tended to show that prolonged periods of employment were not popular amongst the natives. The native did not like to be tied down for a long period to

serve an employer whose identity was not known to him at the time when he entered into the contract. He therefore considered that to fix a longer period would defeat its own object and would not be in the interests of the planters themselves.

Sir Sydney Henn then quoted the view of Sir Frederick Lugard, that the ideal position would be one in which no recruiting agents would be employed. The Board agreed with this view.

Mr. Wigglesworth observed that the majority of the natives of the territory had not formed the habit of regular work and suggested that it was necessary to encourage this habit. He suggested that the period of contract should be altered from six calendar months to six effective working months, or, in other words, that the native should be retained until he had discharged 180 days work. He fully agreed that the employment of recruiting agents was undesirable and felt that it was necessary to have a responsible Government officer to supervise recruiting.

Sir Herbert Read said that the question of the Government intervening in the matter of recruiting native labour had already been decided in the case of Kenya. In that colony the district officials were allowed to furnish information to the natives as to opportunities of work but were not allowed to take any part in recruiting. To intervene in recruiting placed the Government in an equivocal position and the Colonial Office would undoubtedly regard this as a retrograde step.

Sir Horace

Sir Horace Byatt mentioned as a further objection that the Government could not undertake to assist in recruiting with its present staff and that a new department would probably be required. He also mentioned the fact that Government recruiting was tried in Nyasaland where he believed it had been found a failure. In regard to the question of entering into contracts for 180 working days, this had in fact been the practice in Tanganyika under the German regime. It had been found that the consequence was that natives were kept as such ~~at 18 months from their homes.~~ This system was ~~not a success at all~~ ~~at the~~ ~~laborer's~~ ~~point~~ ~~of~~ ~~view~~ and he ~~thought~~ ~~that~~ ~~the~~ ~~natives~~ ~~habit~~ ~~of~~ ~~regular~~ ~~work~~ ~~was~~ ~~not~~ ~~the~~ ~~employer's~~ ~~to~~ ~~combine~~ ~~in~~ ~~instituting~~ ~~proceedings~~ ~~against~~ ~~any~~ ~~native~~ ~~who~~ ~~broke~~ ~~his~~ ~~contract~~ ~~by~~ ~~refusing~~ ~~to~~ ~~work~~ ~~regularly.~~

Sir Sydney Henn did not consider that the policy of taking such action against natives would be practicable.

Mr. Vignolesworth pointed out that Kenya was in a better position in this matter than Tanganyika and that planters in Tanganyika wished that this anomaly might be rectified. He suggested that one of the following alternatives should be considered:

- (1) The adoption of six months of working days instead of six calendar months as the standard period of contract.
- (2) The

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(2) The extension of the present statutory period of six months.

Sir Horace Byatt suggested that the real remedy might be found in the offering of a bonus for regular work, and Sir Humphrey Leggett said that this had been tried successfully in Kenya where the Government had carefully explained the system to the natives.

Sir Sydney Henn said that the alternatives suggested by Mr. Wigglesworth represented the views of the Board and that they would now leave the matter to be considered by the Colonial Office.

3. EAST AFRICAN BUREAU IN LONDON.

Sir Sydney Henn enquired whether the Board could be given any information as to the attitude of the Secretary of State on this point.

Sir Herbert Read observed that the Colonial Office were anxious to ascertain the views of the Board on the question. He mentioned that objections to the proposed Bureau had already been made by the Governor of Uganda, and Mr. Strachey referred to an article which he had recently read in the "Nyasaland Times", expressing the view that no benefit to Nyasaland would result from the proposal.

Mr. Wigglesworth did not consider that the scheme would have any appreciable effect upon the volume of trade in East Africa.

Sir Sydney Henn mentioned that at the time of the Imperial Economic Conference the whole

question

question of the representation of Crown Colonies and Protectorates in London had been considered, and that it was very strongly urged at the Conference that any Colony which felt that it could afford to establish a Trade Commissioner in London should be encouraged to do so. He suggested that something on the lines of the West India Committee would be useful, and that it should be placed entirely outside the control of the Imperial Government. He enquired whether the Colonial Office would be willing to agree to the provision of funds by the East African Governments for this purpose.

It was pointed out in reply that, so far at any rate as concerned the Dependencies subject to Treasury control, the possibility of this was very remote. In any case, it was a matter for careful consideration whether the cost of the proposed Bureau, which might be anything from £5,000 to £10,000, would most profitably be spent in this direction or in any other.

Sir Mubsher Leggett suggested that the question might be postponed until the Report of the Commission which was to visit East Africa had been received. He observed that there were other questions to be considered apart from that of finance. If it were proposed that part of the functions of the Bureau should be to advise intending emigrants, this duty was already being performed by the Overseas Settlement Committee. A further point was that the Kenya Government had announced that they had no more land

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land to alienate, and the position in the colony was, therefore, different from that existing in the Dominions. Further, a premature increase in the present European population would probably aggravate the labour difficulty.

Lord Arnold then stated that he was of opinion that a Bureau should be confined to functions of a purely commercial nature. In his view, if the Government of any Colony was prepared to undertake to pay for the establishment of the Bureau, and could well afford to do so, there would certainly be a strong case for sympathetic consideration of such a proposal, but he must make it clear that this was a personal view, and that no decision had as yet been taken by the Secretary of State with regard to the establishment of an East African Bureau.

4. RAILWAY ADMINISTRATION.

Sir Sydney Henn enquired whether any action had been taken as a result of the memorandum submitted by the Board after the last Meeting.

Mr. Strachey said that no action had been taken as regards railways in Tanganyika, as it was not considered that the occasion for action has arisen.

Lord Arnold observed that the Nyasaland Railway Committee was actively engaged in considering the questions submitted to it.

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5. SETTLEMENT OF WAR CLAIMS BY WAR FUNDS.

The board enquired whether any steps could be taken to expedite the settlement of East African War Claims from the funds accumulated in the hands of the Custodian of Enemy Property.

Lord Arnold explained that the funds held by the Custodian could only be devoted to (1) payment of pre-war debts by Germans to British subjects and (2) compensation for losses due to exceptional war measures, e.g., liquidation, etc., but not to damage done by the ordinary operations of war, which come under the head of reparations. As to (1), the matter was primarily one for the Custodian, and if delay had occurred in the settlement of claims made to him, he should be addressed direct. As to (2), it was understood that a decision by the Mixed Arbitral Tribunal was awaited.

Sir Humphrey Legett gave as an instance a claim which had been submitted in respect of produce of a British firm in German East Africa which had been seized on its way to the coast at the outbreak of war by the German authorities and used by them for military purposes.

Mr Strachey said that, so far as he was able to ascertain, the prospect of receiving anything on account of reparations was extremely remote.

6. COMMISSION TO EAST AFRICA.

The Chairman announced that there had been an unavoidable slight delay in selecting the personnel for the Commission, which as the Secretary of State

had

had announced in the House of Commons, was to proceed to East Africa; but the Secretary of State hoped, before long, to be able to announce the constitution of the Commission. It was hoped that the terms of reference would be announced very shortly

7. MAIL SERVICES.

It was generally agreed that the mail services to certain Tanganyika ports were extremely unsatisfactory.

Sir Sydney Henn observed that the question was now under consideration by Sir Halford MacKinder's Committee, and that the Board wished to draw attention to the fact that it might be found necessary to offer some inducement to the shipping companies to improve their services in East Africa.

8. CUSTOMS UNION.

Mr Strachey said that this question was being actively pursued, and that he had discussed with Sir Horace Byatt certain anomalies in the present situation. The chief point which was being considered was how to provide that the interests of Tanganyika should not suffer in any scheme for Customs Union, particularly local interests at the ports in Tanganyika whose trade might suffer under a Customs Union. One step has already been taken to abolish a minor anomaly in that customs duty on goods entering Tanganyika across the Kenya border was no longer assessed so as to include in the value the cost of transport by rail from Mombasa.

Sir Sydney Henn enquired whether, in agreeing

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agreeing to the uniform tariff, the Government of Tanganyika had reserved to themselves any right to vary the duties if it were found necessary.

Sir Horace Bratt said that he had no recollection of any such reservation in the Customs Legislation.

Sir Humphrey Leggett explained that the matter which Sir Sydney Henn had in mind was probably a local regulation designed to prevent disputes amongst the local customs authorities as to what constituted a local product within the meaning of the Customs Tariff Ordinance.

9. AMANI INSTITUTE.

Sir Sydney Henn referred to the question of re-opening the Agricultural Institute at Amani, and remarked that the opinion now appeared to be unanimous that the work of the Institute should be revived. He expressed the hope that all concerned would do everything in their power to render this possible.

Sir Herbert Read pointed out that Kenya had demurred to the proposal to contribute to the funds of the Institute, but he hoped that it would be possible to persuade them to agree to contribute.

Mr. Higglesworth mentioned that he had discussed the matter with Sir David Prain, who had laid emphasis on the fact that there was no necessity whatever for Amani to interfere with the work of any of the present agricultural stations in the three Dependencies. He understood that the actual cost of the Institute before the war was 24,800 a year.

M. Williams.

Mr. Spink

I cannot find in the the  
direction of the annual  
Amami before the war. However,  
Mr. Williams with writes his remarks

connected, there can be no  
doubt in, and the only step necessary  
is to amend our laws and to ask  
the Board to amend them. 233

(Pp has been in capital)

8th 1 x 24

I suppose so - it is nearly a record of  
that M. W. understands

(Mails on 26th Oct - 27th are incomplete)

OBOW

2 10 24

C.S. 3. 10.

~~LS~~

at nice

JOINT  
EAST AFRICAN BOARD

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No.  
London Wall 8942.

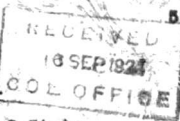
3, London Wall Buildings,  
LONDON, E. C. 2.

5th September, 1924.

FCM/B.

8.6  
Your Ref. 29225/1924.

8.9  
The Under Secretary of State,  
Colonial Office,  
S. W. 1.



Dear Sir,

With reference to your letter of the 17th July enclosing two copies of the Minutes of the meeting held on the 17th June, the Board ask me to suggest to you that there may be a typographical error in the last line of Minute 9 (Amari Institute); they think the total figure should be £9,800, representing £4,800 in salaries and £5,000 in General Expenses.

I take this opportunity of informing you that the office of the Joint East African Board has been removed to the above address to which any communications may be sent.

Yours faithfully,

*F. Mellish*

SECRETARY.

*Mr. Robinson*

*S. W.  
6/9/24*

*Unrecorded*

Notes of the meeting with the Joint East African Board, held at the Colonial Office on June 17th at 11.30 a.m.

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Present:-

240

Lord Arnold (in the chair)  
Sir Sydney Henn M.P.  
Sir Humphrey Leggett D.B.O.  
Sir Trewredyn Wynne  
Mr. Wigglesworth  
Mr. Ponsenby  
Mr. Gore

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Sir Horace Byatt  
Sir Herbert Read  
Mr. Strachey  
Mr. Bottomley  
Mr. Seel (Secretary)

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1. Native Labour. Sir Sydney Henn said that the main question which the Board wished to discuss was that of native labour in the East African Dependencies. The Board were particularly anxious to hear Sir Horace Byatt's view on this question. They were of opinion that the question should receive careful consideration with a view to some scheme being adopted for the provision of an adequate supply of native labour. He understood that Kenya was very anxious to have some such scheme but that objections had been raised by Tanganyika. On the other hand they understood that labour had in fact been recruited by Tanganyika for work in Zanzibar. Sir Horace Byatt said that it was a fact that at one time labour had been recruited for the Zanzibar Harbour Works, but the experiment had not been successful. It was also true that native labour

211  
did find their way from Tanganyika to Zanzibar at the time of the clove harvest, but there was no recruitment for this. Sir Sydney Henn asked whether it was then true to say that there was no restriction for labour on natives leaving Tanganyika for the purpose of finding labour in other Dependencies. Sir Horace Byatt replied that there was no definite prohibition. On the other hand however the supply of labour, especially of the better type of labour from the Ruanda and the Tabora districts, was not sufficient for the needs of Tanganyika. Further native production had been and was being encouraged in Tanganyika itself and it was not reasonable that this should be sacrificed merely for the purpose of providing labour in other Dependencies. Sir Sydney Henn explained that at present the Board held no definite view on this question but was anxious to obtain information. He mentioned that in Uganda in spite of the considerable native production, there was no restriction on natives moving to other Dependencies in search of work. Sir Horace Byatt repeated that although there was no legislative restriction on emigration from Tanganyika, it was not encouraged by administrative action as the supply in Tanganyika was not sufficient to meet the demands of the planters. The question of offering inducements had been mentioned, but he pointed out that very high wages had been offered to natives to proceed to the Rand mines, but it had not been possible to allow this in view of the unsuitability of the South African climate. Similarly some two years ago native Tanganyika labour had been recruited for work on the construction of railways at Kenya, but the mortality amongst

amongst these natives occasioned by the climate of the Kenya Highlands had been so serious that it had been necessary to put a stop to this. He understood that the plantations in Kenya for which labour was required were in the same Highland area. In his view this was a further reason against allowing recruitment of Tanganyika labour for Kenya.

Mr. Williams said that he agreed entirely with Sir Horace Byatt's view that the labour supply in Tanganyika was not sufficient to meet the demands of Tanganyika itself. Sir Humphrey Leggett also agreed with this view and added that in his opinion the analogy with Uganda mentioned by Sir Sydney Henn did not hold since the natives of Uganda who went to Kenya in search of work were not agricultural labourers but skilled artisans such as carpenters, masons etc. for whom there was not sufficient work in Uganda itself. He also suggested that the employment of recruiting agents in Tanganyika would tend to prejudice the building up of the tribal organization. Sir Sydney Henn observed that there was considerable diversity of opinion on this subject but that what they all desired was that the Commission which was proceeding to East Africa should investigate the matter on the spot in conjunction with the three Governments concerned. Lord Arnold said that he would bring to the notice of the Secretary of State the fact that the Board wished this to be included in the terms of reference to the Commission.

3. Duration of native labour contract. The question was then raised whether it would be possible

to extend the legal duration of contracts entered into with the native. Sir Horace Byatt stated his view that the first duty of the Government was to the native. It was necessary that natives should not be absent from their homes long enough to be torn out by the roots from their tribal organization; and further it was necessary that they should have time for the cultivation of food stuffs for their own homes. There was however nothing to prevent a native from working for a longer period than six months if he so desired, as the contract could be renewed; but very few contracts were so renewed and this fact tended to show that prolonged periods of employment were not popular amongst the natives. The natives did not like to be tied down for a long period to serve an employer whose identity was not known to them at the time when he entered into the contract. He therefore considered that to fix a longer period would defeat its own object <sup>and</sup> would not be in the interests of the planters themselves. Sir Sydney Henn then quoted the view of Sir Frederick Lugard, that the ideal position would be one in which no recruiting agents would be employed. The Board agreed with this view. Mr. Williams observed that the majority of the natives of the territory had not formed the habit of regular work and suggested that it was necessary to encourage this habit. He suggested that the period of contract should be altered from six calendar months to six effective working months, or, in other words, the native should be retained until he had discharged 180 days work. With regard to the question of employing recruiting agents, he fully agreed that this was undesirable and felt that it was  
necessar

211

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In regard to the question of entering into contracts for 180 working days, this had in fact been the practice under the German régime. It had been found that the consequence was that natives were kept as much as 18 months from their homes. This system was wasteful from the employer's point of view and he believed that the only way to teach the natives habits of regular work was for the employers to combine in instituting proceedings against any native who broke his contract by refusing to work regularly. Sir Sydney Wenn did not consider that the policy of taking such action against natives would be practicable. Mr. Wigglesworth pointed out that Kenya was in a better position in this matter than Tanganyika and that planters in Tanganyika wished

wished that this anomaly be rectified. He suggested that one of the following alternatives should be considered:-

(1) The adoption of six months working days instead of six calendar months as the standard period of contract.

(2) The extension of the present statutory period of six months. Sir Horace Byatt suggested that the real remedy might be found in the offering of a bonus for regular work and Sir Humphrey Leggett said that this had been tried successfully in Kenya where the Government had carefully explained the system to the natives. Sir Sydney Henn said that the alternative suggested by Mr. Wiglesworth represented the views of the Board and that they would now leave the matter to be considered by the Colonial Office.

The setting up of an East African Bureau in London:

Sir Sydney Henn enquired whether the Beard could be given any information as to the opinion of the Secretary of State on this point. Sir Herbert Read observed that the Colonial Office were anxious to ascertain the views of the Beard on the question. He mentioned that objections to the proposal of an established Bureau had already been made by the Governor of Uganda, and Mr. Strachey referred to an article which he had recently prepared for the "Uganda Times", expressing the view that no benefit to Nyasaland would result from the proposal. Mr. Wigglesworth did not consider that the scheme would have any appreciable effect upon the volume of trade in East Africa. Sir Sydney Henn mentioned that at the time of the Imperial Economic Conference the whole question of the representation of Crown Colonies and Protectorates in London had been considered, and that it was very strongly urged at the Conference that any Colony which felt that it could afford to establish a Trade Commissioner in London should be encouraged to do so. He suggested that something on the lines of the West India Committee would be useful, and that it should be placed entirely outside the control of the Imperial Government. He enquired whether the Colonial Office would be willing to agree to the provision of funds by the East African Governments for this purpose.

It was pointed out in reply that, so far as any rate as concerned the Dependencies subject to Treasury control, the possibility of this was very remote. In any case, it was a matter for careful consideration whether the cost of the proposed Bureau, which might be anything

from £5,000 to £10,000, would most profitably be spent in this direction or in any other. Sir Humphrey Laygett suggested that the question might be postponed until the Report of the Commission which was to visit East Africa had been received. He observed that there were other questions to be considered apart from

If it were proposed that part of the functions of the Bureau should be to encourage emigration, this matter would have been carried out by the Overseas Settlement Committee. A further point was that the Kenya Government had announced that they had no more land to alienate, and the position was, therefore, different from that existing in the Dominions. Further, a premature increase in the present population would probably aggravate the difficulty. Lord Arnold mentioned that it might be possible to limit the Bureau to functions of a purely commercial nature. In his view, if the Government of any Colony was prepared to undertake to pay for the establishment of the Bureau, there would certainly be a strong case for sympathetic consideration of such a proposal, but he must make it clear that this was a personal view, and no decision had yet been taken by the Secretary of State with regard to the establishment of an East African Bureau.

Railway Administration: Sir Sydney Henn enquired whether any action had been taken as a result of the memorandum submitted by the Board after the last Meeting. Mr. Strachey said that no action had been taken as regards the railways of Tanganyika, as it was not considered that the occasion for action had arisen.

Lord Arnold observed that the Nyasaland Railway Committee was actively engaged in considering the question submitted

submitted to them.

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Settlement of War Claims by War Funds:

The Board enquired whether any steps could be taken to expedite the settlement of East African War Claims from the funds accumulated in the hands of the Custodian of Enemy Property. Lord Arnold explained that the funds held by the Custodian could only be devoted to (1) payment of pre-war debts by Germans to British subjects and (2) compensation for losses due to exceptional war measures, e.g., liquidation, etc., but not to damage done by the ordinary operations of war, which come under the head of Reparations. As to (1), the matter was primarily one for the Custodian, and if delay had occurred in the settlement of claims made to him, he should be addressed direct. As to (2), it was understood that the decision by the Mixed Arbitral Tribunal was awaited.

Sir Humphrey Leggett gave as an instance a claim which had been submitted in respect of produce of a British firm in German East Africa which had been seized on its way to the coast at the outbreak of War by the German authorities and used by them for their own purposes.

Mr. Strachey said that, so far as he was able to ascertain, the prospect of receiving anything from the Reparations Claim branch was extremely remote.

Commission to East Africa: The Chairman announced that there had been some amount of delay in selecting the personnel for the proposed Commission, which the Secretary of State had announced in the House of Commons was to proceed to East Africa, but the Secretary of State hoped, before long, to be able to announce the constitution of the Committee. It is hoped that the terms of reference can be announced very shortly.

Mail Services: It was generally agreed that the mail services to East Africa were extremely unsatisfactory. Sir Sydney Hemm observed that the question was now under consideration by Sir Horford MacKinder's Committee, and that the Board wished to draw attention to the fact that it might be found necessary to offer some inducement to the shipping companies to improve their services in East Africa.

Customs Union: Mr. Strachey said that this question was being actively pursued, and that he had discussed with Sir Horace Byatt certain anomalies in the present situation. The chief point which was being considered was how to provide that the interests of Tanganyika should not suffer in any scheme for Customs Union, particularly local interests at the ports in Tanganyika whose trade might suffer under a Customs Union. One step had already been taken to abolish a minor anomaly in that customs duty on goods entering Tanganyika across the Kenya border was no longer assessed so as to include the cost of transport by rail from Mombasa. Sir Sydney Hemm enquired whether, in agreeing to the uniform tariff, the Government of Tanganyika had reserved to themselves any right to vary the duties if it were found necessary. Sir Horace Byatt said that he had no recollection of any such reservation. Sir Humphrey Leggett explained that the matter which Sir Sydney Hemm had in mind was probably a dispute which had arisen amongst the local customs authorities as to what constituted a local product within the meaning of the order of the customs tariff.

Agri. Institute: Sir Sydney Hemm referred to the question of re-opening the Agricultural Institute

Institute at Amami, and remarked that the opinion now appeared to be unanimous that the work of the Institute should be revived. He expressed the hope that all concerned would do everything in their power to render this possible. Sir Herbert Read pointed out that Kenya had demurred against the proposal to contribute to the funds of the Institute, but it was hoped that it would be possible to agree to contribute. Mr. Wigglesworth mentioned that he had discussed the matter with Sir David Prain, who had laid emphasis on the fact that there is no necessity whatever for Amami to interfere with the work of any of the present agricultural stations in the three Dependencies. He understood that the actual cost of the Institute before the War was £4,800 a year.

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C.O. 29225/24 E.C.A.



17 July 1924

Sir

DRAFT.

The Secretary  
 Joint East African Board.

I am etc to

lis. to you for the

information of the Joint  
 East African Board,

the accompanying has this  
 copies of the Minutes of  
 the Meeting with the Board  
 held at the C. O. on  
 the 17<sup>th</sup> of June, 1924.

MINUTE.

Mr. Seal 9-7-24

Mr. Calder 10-7

Mr. B. Atkinson 15/7/24

Sir C. Davis

Sir G. Dundas

Sir H. Egan

Sir J. Masterman Smith

Lord Arnold

Mr. Thomas

2 copies to Mr. do 2 shares

for Casa

(Signed) H J READ

Rec'd

C.O. 29225/24 E.A.B.



17 July 1924.

Sir

I am able to

give to you, for the

information of the Joint  
East African Board,

the accompanying is this

copy of the Minutes of

the Meeting with the Board

held at the C. O. on

the 17<sup>th</sup> of June, 1924.

(Signed) H. J. READ

DRAFT.The Secretary  
Joint East African Board.MINUTE.

Mr. Seel 9.7

Mr. Calder 10.7

Mr. D. H. Stanley 15/7

Sir C. Davis

Sir G. Grindie

Sir H. Read

Sir J. Masterton Smith

Lord Arnold

Mr. Thomas

Z. M. N. A. B.

M. do 25 shares.

C. O. A.

11/8 253

9 Oct, 1924

DRAFT.

Secretary,  
Joint E. African Board,  
3 London Wall Buildings,  
E. C. 2.

Sir,

With reference

to your letter of the  
5th Sept, I am etc

MINUTE.

- Mr. Gray 6.10.24
- Mr. Dennis 7.10.24
- Mr.
- Sir C. Davis.
- Sir G. Grindle.
- Sir H. Read.
- Sir J. Masterton Smith.

to request that you  
will amend your copy  
of the Minutes of the  
Meeting with the Joint

Mr. Combsy-Gunn.  
17. The same  
Duke of Devonshire.

East African Board  
held at the C.O. on

the 17th June by  
submitting the figures  
£9,800

£9,800 for the figure £4,800  
in the last issue. ~~of the Minutes~~

amendment has been made in  
the copies of the Minutes as noted  
in the C.O.

/ am etc

(Signed) E. BRINDLE

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Downing Street,

5 June, 1924.

O. B.  
5 JUN.  
3

*DAE*

Dear Sir Sydney Henn,

With reference to our recent conversation over the telephone I find that Sir R. Coryndon's Report on his visit to the Lake Victoria District is in the form of a despatch and, as you may be aware, it is the accepted practice of this Department not to communicate documents of this kind ~~to persons~~ outside official circles.

We are now considering the despatch and, if there are any points on which your advice would assist the Secretary of State, we will not fail to let you know.

As regards the Railway Bill the matter is still in an inchoate condition and we are waiting to discuss the question with Mr. Felling and the Solicitor General of Kenya when the former arrives.

DRAFT.

*Sir Sydney Henn,  
M.P.*

MINUTE.

Mr

Mr.

Mr.

Sir O. Davis

Sir G. Grindle

Sir H. Read. *STG/MS*

Sir J. Masterton Smith

Lord Arnold. *STG/MS*

Mr. Thomas.