

EAST AFR. PRO.

32396

REC-
RE. 5 JUL 20

8.9.20

248

ANTI SLEEPING SICKNESS MEASURES

States there are no rules in force and forwards report by P.M.O. for information of Trop Diseases Bureau

Copy to F.S.B. - enquire whether Director has any reasons for offer

I include ref to 14505707

all

8.7.20

atone

*copy 9 emb. at H. Bureau of Entomology 19 Aug 20 2020
1/3/20*

C.O. 533
233
PUBL
OFFICE, LONDON

32396

INDIA PROTECTORATE

No. 541

GOVERNMENT HOUSE
NAIROBI

BRITISH EAST AFRICA

27 May, 1920.

249

My Lord,

I have the honour to acknowledge the receipt of Your Lordship's despatch No.476 of the 31st March and to report that no rules or measures are being enforced in this Protectorate against Sleeping Sickness.

mg
14505
uq
Report by
M. O.
11. 13.

2. I attach for the information of the Director of the Tropical Diseases Bureau a report submitted to Government by the Principal Medical Officer in 1913, the terms of which apply with even greater force at the present day. It was intended to forward this memorandum to the Colonial Office and in view of its contents to recommend the denunciation of the Anglo-German Agreement of 1908 in connexion with Sleeping Sickness. This intention was abandoned, however, at the outbreak of hostilities, the effect of which, it was considered was to abrogate any such agreements between the belligerents.

3.

RIGHT HONOURABLE

V. SCOUNT MILNER, P.C., G.C.B., G.C.M.G., &c., &c.,

SECRETARY OF STATE FOR THE COLONIES,

DOWNING STREET,

LONDON, S.W.

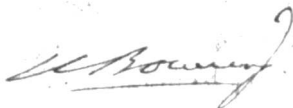
Milne's review gives a brief historical
account of the disease in the East Africa
as well as of the attitude of this
Administration towards combative measures and I am
of opinion that it will be of interest to any expert
or body of experts, who are studying the course of
Sleeping Sickness in Central Africa.

250

I have the honour to be,

Your Lordship's

humble, obedient servant,



ACTING GOVERNOR.

MEMORANDUM

On the Anglo-German Sleeping Sickness Agreement, of 1909, and the desirability of withdrawing from it.

1. Put briefly, the results of the action taken by this Protectorate in the observance of the Treaty, compared with what has been done in the Uganda Protectorate, and the German Colony between which it is sandwiched, has been but slight, and has effected very little in giving practical effect to its provisions.

Position of affairs prior to the promulgation of the Agreement - from 1899 to 1908.

2. In 1899, when the existence of Sleeping Sickness first became notorious on the shores of the Nyanza, the whole of the English lake littoral was then under the administration of the Uganda Protectorate. At that time I was Acting Principal Medical Officer of Uganda in Entebbe, and it fell on me to initiate the first measures towards the investigation of the disease. The two Provinces East and South of the lake were known as the "Eastern Provinces". In March, 1902, by order of the Secretary of State, these were transferred to the

(2)

to the rule of the East Africa Protectorate, being there known as the "Kavirondo" (subsequently the "Nyanza") Province, and the "Naivasha Province". It was only the former of these two Provinces that was concerned in the question of Sleeping Sickness.

3. The attention of the scientific world was early directed to the condition of affairs obtaining in the Kingdom of Uganda, and in Busoga, where the paralysis induced by the alarming spread of the epidemic, threatened the very existence of the country. There commenced the long series of Royal Society's Commissions, and experimental measures, which have continued down to the present time.

At that date practically nothing was known about the Kavirondo Province, except that the Uganda Railway would, sooner or later, debouch on to the lake at Kisumu.

4. Some four months before the separation of the Eastern Provinces, the Railway line was formally opened from Mombasa to Kisumu. From this date, April 1902, the Medical charge of the Kavirondo Province fell under Dr. W. H. B. Macdonald, Principal Medical Officer of the East Africa Protectorate, an arrangement which just lasted a year. There was published in this year, the first report as to the state of matters in the East Africa

Protectorate.

(3)
Protectorate, by Dr. Christy of the Royal Society's first Commission in Uganda. He drew attention to the fact that the disease was as wide spread on our shores, as in the North.

5. In April 1903, the two Medical Departments of Uganda and East Africa were joined together under Dr. R. U. Moffatt, M.A.C.S., then Principal Medical Officer of Uganda. Thus the control of Sleeping Sickness matters was still dominated by Uganda. Early in the year Dr. Moffatt resigned his appointment, and in March 1904, Colonel (then Major) Will. R. A. M. C., was appointed Principal Medical Officer of the two Protectorates.

6. Up to this time Sleeping Sickness in Kavirondo had been little more than a vague question, hardly affecting the local administration. The country was practically in the infancy of its administration, and there was no trade. With the arrival of the railway line, began to be felt that yearly increasing pressure of the departure of large numbers of Kavirondo labourers, being employed on the line, and seeking employment elsewhere than in their Province. The great fear that dominated the minds of the medical authorities was the risk of the 'trypanosome' infection being carried down the line by these labourers.

drawn

... Glossina palpalis infected areas, ... new foci of Sleeping Sickness in the well known fly belts through which the railway ran, near the Coast. It must be remembered that very little was known in the early years about the spread of Sleeping Sickness. These fly belts (so far as were known), did not harbour 'Glossina palpalis'; but it was not certain whether the other species of tsetse fly could not receive and transmit the 'trypanosome'.

7. Hence, early in 1904, legislation was attempted. Rules under the 'Infectious Diseases Ordinance of 1903' were issued. The main idea of these rules was to prohibit those Kavirondo natives living within a 25 mile strip round the lake-shore, from leaving their Province, or proceeding in an Easterly direction. From the very outset these rules were a dead letter, and were doomed to be so. The country was unsurveyed - no one could say where a native came from; there was no increase of the Administrative Medical or Police Staff to enforce the rules, or control the traffic. Behind it all was the commencement of that movement and expansion

(already

... of a vast population seeking
... the confines of its own country, a
movement which the following years have amply
demonstrated; and which would have required
an infinitely greater force to repress than
was realized at the time, or the finances of
the country permitted.

8. Accordingly, from 1904 to 1908, virtual-
ly nothing was done in the way of repressive
measures to control Sleeping Sickness. A
gigantic series of experiments were being
carried out in Uganda, the practical results
of which had still to be gauged, before
embarking on similar costly operations under
more or less the same geographical conditions.
Thus it came about, as I noted in my Report
dated January 1st 1911, that this Protectorate
occupied the position, by force of circumstances
of being the 'control' for the experiments
carried out by Uganda, on the one hand, and
German East Africa, on the other. It had
perforce to be content to watch results in
other Colonies, and progress of events within
its own borders.

9. This state of matters lasted
until 1908, when, with the proposed Anglo-
German Sleeping Sickness Agreement in sight,
it was incumbent on the Protectorate to take
steps to meet its liabilities with specific
performances.

(6)

performances. In July, the Legislative Council on the order of the Secretary of State, voted a sum of £2,000 for special measures, and a Medical Officer sent out from home, arrived in September. I returned back from leave in the end of October, to find the situation complicated by the fact that the two Medical Departments of Uganda and East Africa had once more been disjoined, into two separate entities; my predecessor, Colonel Will had resigned, and I was Acting Principal Medical Officer.

The position of affairs from 1909 to date.

10. The position of affairs with which I was confronted was as follows:-

- (a) The Anglo-German Agreement had become law.
- (b) Beyond the small Medical staff, as already noted, there was no provision for extra Administrative or Police force to help in any of the measures.
- (c) An incomplete and provisional map of the country.
- (d) Medical Survey of the infected areas confined to information collected by Assistant

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BY APPOINTMENT

Commissioners, and reports of isolated areas by Dr. Wiggins, 1902, 1904 and 1908, Dr. Bodeker 1904, and myself in 1908.

11. In January 1909 a map was published defining the area infected by Sleeping Sickness, compiled from the above reports, and very largely with the assistance of Mr. John Ainsworth, C.L.G., Provincial Commissioner, whose help in all matters relating to Sleeping Sickness in his Province I take this opportunity of gratefully acknowledging. Six months later the German authorities notified us of their Sleeping Sickness infected area at Shirati. Dr. Baker, the special service medical Officer, after touring round South Kavirondo, opened the Kenyankap Sleeping Sickness camp, near the German boundary. Unfortunately, after treating some 260 patients, with every promise of extending its usefulness and enabling the Protectorate to proceed with further measures in compliance with the remaining clauses of the agreement, this Officer died, and the camp had perforce to be abandoned, some 3 months after its opening. A necessary 'Sleeping Sickness Ordinance, No. 15 of 1909' was introduced; but pending results, the publication of rules under it was

12. Early in 1910, two Medical Officers arrived to replace Dr. Baker. In April, Dr. Pugh re-opened the abandoned Kenyankapp camp, a further attempt to fulfil the conditions contained in Clause IV. This attempt was a failure. The patients who had been in the first camp had all died, and the natives would have none of it. Another factor at work which was only just beginning to be realised, was that the epidemic had burnt itself out, and was on the decline. This camp dragged out a desultory existence until it was transferred to Kisii Station, finally collapsing in June 1912.

13. Dr. Cherrett, the other Officer, was detailed to make an exhaustive Medical Survey of all the infected areas, and the result of his labours was the compilation of the map submitted (together with the report by both Officers) in my No. 20 of February 1st, 1911. For the first time I was in possession of an accurate estimation of the areas infected, or which had been infected, with some reliable data as to the number of people affected by the disease.

14. Between 1908 and March 1913, a total sum of £4,671.14.2. was expended on special Sleeping Sickness measures in salaries, maintenance of camps of sick natives, bush clearing

(9)

clearing, and travelling etc. With the exception of the services of the Special Service Officers already mentioned, at only one port on the lake shores, Kisumu, was there a permanent Medical Officer stationed. Here there was, and is, kept up, an inspection of all passengers proceeding by boat to German or Uganda ports, or coming from them; an inspection that was more occasioned by plague, small-pox and other exigencies, than by Sleeping Sickness; but, still Sleeping Sickness was part of the examination, as the earlier sick returns show. Only at this one point, therefore was there any continued attempt to observe the provisions of the agreement.

The Anglo-German Sleeping Sickness Agreement, and the net results of the efforts made to observe its conditions.

15. I shall discuss each clause seriatim, and show how far it has been complied with:-

Clause 1.

- "Take such steps as are practicable
 - "to prevent natives of their respective
 - "territories who are suffering or are
 - "suspected on reasonable grounds to be
 - "suffering from sleeping sickness, from
- passing

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passing

(20)
"passing into such other territories."

16. This meant the patrolling of all the possible "land routes" across the border into German territory; the establishment of Medical observation posts in connection with the patrols where all persons could be examined and detained, or permitted to proceed on a pass. No action was taken, or has been taken under this heading. There was no money to do so. The main routes were not known in 1908, at the time Dr. Wiggins and I were conducting investigations in the S.W. corner of the boundary; I doubt if they are known now. This country was, in any case, sparsely inhabited, and with the exception of the Gori (or Magpri) River, was free from "palpalis". I understand, however, that there has always been a certain amount of cross-traffic, and that, in the early days, a number of English natives went across the border to seek treatment at the Shirati Sleeping Sickness camp.

17. This meant also the patrolling of all the sea-routes, and the intercoastal canoe traffic from Kisumu down to Shirati, and would have required a special water service with despatch boats, registration of canoes, dhows and other legislative measures. Nothing was done to control

control the ~~...~~ dhow traffic. What was done ~~...~~ was an examination of all passengers proceeding by steamer or dhow traffic from Kisumu to the German and Uganda ports.

So it may be said that there was a partial compliance with the control of the sea-route from Kisumu.

Clause 2.

*Take such steps as are practicable
 *in order that all natives coming from the
 *territory of the one Power into that of
 *the other, and found to be suffering from
 *Sleeping Sickness, may be detained or
 *segregated in the territory of that Power
 *in which they are found in the said
 *condition.

18. The only places where this could be done was at Kisumu; the inspection of all passengers arriving from German or Uganda ports, or, possibly, by the arrival into the Kenyan camp of natives from across the border. I do not remember that any such cases were ever reported. The question of the diagnosis of Sleeping Sickness has depended, very largely, in the routine examination, on the presence of enlarged glands. Gland-puncture has been rarely indulged in: not unnaturally the Administration has been averse to its practice, in view of the one or other measures almost always in force at Kisumu for the control of plague and small-pox. Gland puncture

(12)

puncture, added to segregation for influenza or small-pox, accompanied by wholesale campaigns of "inoculations and vaccinations, on apparently healthy individuals, was a last straw too much for the docile neck of the Kavirondo to bear.

So the examination for Sleeping Sickness was of the slightest; but with the methods available, was not forgotten.

Clause 3 (a).

"Take such steps as are practicable
 "to prevent all natives within their
 "respective territories from crossing from
 "the territory of the one Power into areas
 "of the territory of the other Power which
 "have been declared infected.

19. No special rules were ever issued on this clause; such action as was ever taken under it must have been incidental to the other measures detailed in the foregoing. Dr. Baker and Mr. Crampton, the District Commissioner who toured with him before the Kenyankago camp was selected, preached all these measures to the natives.

Clause 3 (b)

"Lose no time in notifying to each
 "other the areas so declared infected.

20. As stated before, this was complied with, within a fortnight of the promulgation

of the

(13)
 In accordance, at least I presume a copy of the Official Gazette was forwarded to the Imperial German Government. Again, the map of 1911 was sent, as I forwarded a copy to the Principal Medical Officer at Dar-es-Salaam, some weeks later by favour of the then District Resident of Shirati.

Clause 4.

"As far as local circumstances permit, establish segregation camps in their respective territories at adjacent points on either side of the common boundary, for the detention and care of natives suffering or reasonably suspected of suffering from, or who have been exposed to infection from Sleeping Sickness.

21. From what has been said in paras 11 and 12, a double attempt was made to comply with this provision. But since 1912 there has been no camp even name.

Clause 5.

"Take all such steps as are practicable for the destruction within their respective territories of crocodiles and other migratory animals which may be reasonably suspected of being a source of aliment to the "glossina palpalis".

22. The answer to this is simply Nil.

It was more important to bend ones energies

to commence

... really vital points laid down in the Agreement, rather than work on the somewhat undecided side issues as to what may, or may not, act as reservoirs for the trypanosome. That, and the unconsciously imbibed teaching of the Uganda School, that the crocodile does not play so much a prominent part in the dissemination of Sleeping Sickness, as the German School would have us believe.

Reasons for receding from the Agreement.

23. From all the foregoing it will be seen that it was not until 1908 that the necessity of decisive action was forced upon the Protectorate; and that the attempt to carry out this action only lasted up to 1911. With the information collected by Dr. Cherrett and Dr. Pugh, the opinion which had been slowly growing in my own mind was confirmed, that any danger of the spread of Sleeping Sickness within our own dominions, was a thing of the past. The reports showed that there was a great subsidence in the incidence of the disease compared with, say, 1902-4. From very scanty data (in 1910) I estimated that the number of people showing 'glandular enlargement' in the infected areas, was

possibly

possibly not increased by 25 per cent. A
palisade survey of these areas
would reveal a diminution on these numbers.

24. The returns of Sleeping Sickness cases yearly from the hospitals have steadily gone down, till it hardly appears at all. During the last 12 years some 20 cases only have been recorded as occurring in hospitals in Nairobi, or East of Nairobi; this in spite of the annual thousands of Kavirondo who have proceeded East of that Township.

25. So far the problem of Sleeping Sickness in this Protectorate has been so closely connected with the habitat of the 'Glossina palpalis', as to make one doubt the possibility of its spread by other local agencies; but with the knowledge of the existence of the state of affairs in Nyasaland and Rhodesia, and the discovery of the T. Rhodesiense in Uganda (1913), it were unwise to do more than note the following facts:-

- (a) the habitat of the Glossina palpalis neither increases nor decreases, i.e. there has been no extension of the fly area.
- (b) the railway does not pass through any belt of it, therefore there is no risk of the railway-carriages carrying the fly to fresh

the existence of the 'glossina moritans' has never been recorded in the Protectorate.

- (d) Laboratory experiments in Nairobi to infect the "gl. long. pennis", "brevi palpis" and "Pallidipes" inhabiting the coast belts, with the "t. gambiense" have all been negative.

26. There is the general testimony of Administrative Officers as to the decrease in the disease. For one thing there is a small yearly increase in the hut-tax returns from those districts which were known to have been decimated during the height of the epidemic. From being the all absorbing topic of conversation, hardly a soul remembers Sleeping Sickness now-a-days.

27. The reason for all this, it seems to me, depended on the fortunate action, or rather inaction, of the Government in letting things run a perfectly natural course without interference, for the actions related before no more than touched the fringe of the population affected. Here was an epidemic that flashed through the country, strictly confined in its track to the range of the glossina palpalis. Like all epidemics, it reached its fastigium

(probably

... 1902-3), then proceeded slowly to decline. This was because all the more readily accessible and susceptible population had been killed off. In the succeeding years the survivors adapted themselves to the altered condition of affairs, avoided the dwelling sites and haunts where their relatives had died, and moved away the necessary number of yards for safety, not 25 miles nor 2 miles.

28. If this is the state of matters pertaining within the Protectorate, it is obvious that the risk of conveying infection across the border must correspondingly be diminished. Segregation camps are admittedly a thing of the past, and I can see no result to be gained, either on public grounds, or on behalf of the individual, in advocating reinstitution. The camps are dead in German East Africa and in Uganda.

29. Frankly there has been no attempt by this Protectorate, to specifically carry out the provisions of the Agreement with Uganda.

30. The measures now actually carried out that do comply with the Agreement (e.g. at Kisumu) are all part of the routine work of Medical Officers, and the Sanitation Department in

particular

part of the position of Sleeping - Sickness now is such, that I think that any measures to deal with it, ought to be automatic by that Department, and not require special Regulations. If such are found to be desirable, they could be incorporated under the Sleeping Sickness Ordinance.

31. Before closing this memorandum there are certain aspects of the case which should not be forgotten in its consideration. I have only discussed it from the point of view of, firstly, internal administration, secondly, relationship to Germany. There is, I understand, the question of the extension of the Uganda Railway to Muzias, and beyond. I presume that the Survey of this line will be submitted to the Medical authorities, to see how far the question of Sleeping Sickness areas affect its track, and what will be the probable effect, should it tap infected areas in the sister Protectorate. Notification of infected areas in the respective territories is then almost essential

(Sgd) A. D. Milne.

Principal Medical Officer.

Am
32894/2000

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had

[Handwritten signature]

DRAFT

The Director

English Diseases Bureau

MINUTE

Amad
37729

14 July 1930

Sir

Mr. Brewster, 9 July

Mr. Parkman, 9/7

Mr.

Mr. Grindis

Mr H. Lambert

Mr H. Ross

Mr G. Fiddes

Mr. Amery

Miss Milner

(14505
info.)

With ref to your letter

of the 18th of March last

I am in the line to have the

an copy of a deep tick

enlosure, for the C.P.

for the Govt with

refard to measures

against Sleeping Sickness

July 21 1930

in Swedes

I am to inquire whether you have
~~would to offer~~ ^{to offer} any ~~plans~~ ^{plans} for
this camp

G. B. F. 1888

32837

AFRICA PROTECTORATE

THE
GOVERNMENT HOUSE,
NAIROBI,
BRITISH EAST AFRICA

542

May, 1920.

271

My Lord,

mdy/14/600

Letter from Acting
Commissioner of Mines
May 5. 20.

I have the honour to acknowledge the receipt of Colonel Amery's despatch No. 440 of 25th March regarding certain information required by the Imperial Mineral Resources Bureau, and to enclose a copy of a letter from the Acting Commissioner of Mines,

2. In regard to the last paragraph of the enclosure to Colonel Amery's despatch I would observe that no new legislation is at the moment in contemplation.

I have the honour to be,
Your Lordship's
humble, obedient servant,



ACTING GOVERNOR.

RIGHT HONOURABLE

COUNT MILNER, P.C., G.C.B., G.C.M.G., &c., &c.,

SECRETARY OF STATE FOR THE COLONIES,

DOWNING STREET,

LONDON, S.W.

MINING ACTS OF NORTHERN N.W. TERRITORIES

With reference to your letter No. 8444/17 of the 5th inst.,

received in this office on the 14th idem) I have to reply peritatis
the questions raised by the Imperial Mineral Resources Bureau in
your letter of the 14th MARCH last :-

para.3 (1) 11800 sq.miles have been alienated, which on the total
100 sq.miles in the Protectorate means approximately 11.8%.

para.3 (2) 75% of this area of 11800 sq.miles has been alienated
on 99 years lease from the Crown or under promise of such lease. The
balance 25% is held under the Crown Lands Ordinance 1902 on 99 years
lease or in fee simple.

para.3(3) Both the Crown Lands Ordinance 1902 and the Crown Lands
Ordinance 1915 reserve mineral rights in a Conveyance or Lease of land.
Crown Lands Ordinance 1902 Section 3 and Crown Lands Ordinance Section 77)
various easements for prospectors are created by and enumerated in the
Mining Regulations 1912 Sections 24 & 25, 106 et seq. the Crown Lands Ordinance
1902 Section 14 (c); and the Crown Lands Ordinance 1915 Sections 77,
150, 151 & 155.

para 3 (4) Section 106 et seq in the Mining Regulations 1912 provide
for surface rights for a lessee under the Mining Ordinance 1912.
In the event of a dispute between a Crown lessee under the Crown Lands Ordinance
1902 or the Crown Lands Ordinance 1915, and a Crown lessee under the
Mining Ordinance 1912, the dispute shall be determined by arbitration. In
the case of Native Reserves the Provincial Commissioner concerned is deemed
to have rights privileges and powers of a private land-owner. (Mining
Regulations 1912 Section 72 et seq.).

para (4). I am not aware of any new mining legislation proposed for S. E. A., but the majority of prospectors interviewed since I took over the Mining Work program, expressed dissatisfaction with the regulations as they stand, although I have had no specific complaint in regard to any particular regulation. There is every evidence of increasing activity and one may expect concrete criticism of the Mining Laws in the near future.

273

Ed. H. Norton

ACTING COMMISSIONER OF MINES.

3233

AFRICA PROTECTORATE

NO 543

BRITISH EAST AFRICA

2/ May, 1920.

275

My Lord,

B/32844/19

Atty
I have the honour to refer to Your Lordship's telegram of May 30th of last year and to inform Your Lordship that if the new European appointments in the Laboratory Division - Medical Department under Items 73 and 75 of Head XIV of the draft Protectorate Estimates 1920-21 receive favourable consideration, the Principal Medical Officer is anxious for candidates to be selected and sent out at the earliest opportunity.

2. It is important that the work in the Bacteriological Laboratory should be initiated on a sound and definite basis without further delay. Dr. Kauntze the Officer-in-Charge, has been carrying out the duties of Resident Surgical Officer at the European Hospital, Nairobi, during Dr. Gilke's absence in England, and in consequence has been precluded from devoting much time to research work. As reported in my despatch No. 405 of the 23rd April, Dr. Kauntze is proceeding on prolonged leave of absence shortly. Dr. Clearkin the Pathologist, will control the Laboratory work in Dr. Kauntze's absence, and, as he will be due for home leave before the

former's

RIGHT HONOURABLE

VISCOUNT MILNER, P.C., G.C.B., G.C.M.G., &c., &c.,

SECRETARY OF STATE FOR THE COLONIES

DOWNING STREET,

LONDON, S. W.

5168
ea

former's return and has suffered recently from impaired health. It is urged strongly that an additional person conversant with policy should be engaged to ensure the continuance in any event of the progress of investigation.

3. I shall be glad, if the new post of Laboratory Assistant, when approved, can be offered to Mr. Francis Bailey in accordance with the proposal sanctioned in Your Lordship's telegram above mentioned. Mr. Bailey's address is:-

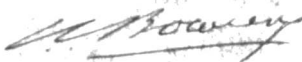
Cobridge Villa,
Langdon Road,
Cheltenham.

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I hope that the services of this gentleman will still be forthcoming.

4. Provision has been included for a 3rd Indian Assistant in the Laboratory. The post can be filled locally by the engagement of an applicant who is at present under training. The two Indian Assistants are both due for leave and in the circumstances a telegraphic reply intimating Your Lordship's decision will enable the necessary arrangements to be undertaken at an early date.

I have the honour to be,
Your Lordship's
humble, obedient servant,



ACTING GOVERNOR.

Letter to go to

before 10/10/20

Mr. [unclear]

of [unclear]

DRAFT

more Agents

behold

I am to inform you that

MINUTE.

affairs of your case of Mr. F. A.

Cambridge

Bailey, whose address is Cambridge Hill,

London Rd, Cheltenham, as a laboratory
subject is his being placed by the M. A.

Asst. in the S. A. P. at a salary of £400
more by annual increments of

£20 to £500 per annum without (no

the usual
over bonus), plus an extra out fit allowance

of £50 will be payable. The agreement
is now in force for 10 years or more.

You are requested to treat this matter as

urgent.

533

233

SR 94

10 1/2

Dyt. Telegram

Government Nairobi

copy of
July 19
June no. 59

Allen and Bailey ~~are~~ being

10/10/20

domestic
general appointments

at Harbison. 15

Approve ^{engagement} ~~your~~ engaging third

for comm.

Indian Assistant

Wishes

387/10 02

279

C.O.
25724
REC
MAY 20 1930

The Officer Administering the Government
of the East Africa Protectorate to the Secretary
of State for the Colonies.

(Dated 22nd May, Received, Colonial Office, 3.30 p.m.,
24th May, 1930.)

for reply 8

No 270 May 22nd: Your telegram 29th March
My telegram 16th March No.139 can approval to
50 per cent increase in railway rates with
abrogation surcharge be given now.

BOWRING.

C.O.
25724

REC^d
REG. 25 MAY 20

TELEGRAM

Ministering the Government
of the East Africa Protectorate to the Secretary
of State for the Colonies.

(Dated 23rd May, Received, Colonial Office, 3.30 p.m.,

24th May, 1930.)

No 270 May 22nd. Your telegram 29th March

407/4618 } My telegram 16th March No.139 can approval to
50 per cent increase in railway rates with
abrogation surcharge be given now.

BOWRING.

C.O. 533

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ALLY WITHOUT PERMISSION OF THE
PUBLIC RECORD OFFICE, LONDON

EASTERN TELEGRAPH COMPANY, LIMITED.

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no. 139

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Reference
C.D. 533
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LONDON

D.

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19 45
28/5/20

281

DRAFT

The Chief of Army
370
as glare

Hamilton

no attention should be
magazine

MINUTE.

have binding return

Mr. Astorby 27/5

Working and receipt of

Mr

Mr

Mr. Grindle

Mr H. Lambert

(2000) by date of 27/5/20

Mr H. Road 27

Confidential

Mr G. Fisher

Mr Amory

Lord Milner

Miller

the proportionate relief -

and recommendation -

provision with necessary steps - so far as possible

but called for increase

rewards. It is recommended that the existing rates.

If approved, we will take effect from 1 Jan 1915, with the existing scheme.

do not see any objection - in fact I agree with the pensioners on small pensions - but if we agree -

- (1) It involves the disparity between Sept 2nd & other SA pensioners.
- (2) It goes beyond SA.

We recently had an application for a 2nd SA pension for a further increase (Major Goldman Fambie) again consulting with Dept. we had said that no further increase was contemplated.

I do not think, however, that either the 1st or 2nd are serious.

- (1) is not a real objection, as we have had to differentiate already the principle being that the amounts do not

much better.

(ii) is not necessarily an
and need not be

practice -
of the local legislative
for the last concession, it
will be pleasant to comply
with out of their first
recommendations.

b. The estimated cost of
small - £ 500.

1. I recommend approval from
1.1.19 - x. Let C.A. to
re-calculate the increases
in cases covered by the
concession & to issue the
extra payments - sending out
an explanatory circular at the
same time - both by Sd/- 2 Dec
& ref 200.

There is one point which I think
we must settle soon. Will men
also retire in receipt of their
new salaries from 1.1.20
get the increases in pension

CONFIDENTIAL.

C O
32931
REC-
JUL 10

22 May, 1920

285

My Lord,

200725052
69/1252

In continuation of my despatch No. 360 of the 14th ultimo and with further reference to Colonel Amery's despatch No. 116 of February 3rd I have the honour to inform Your Lordship that the whole question of pensions for officers of the Protectorate Service and the creation of a pension fund for their widows and orphans was discussed in the Legislative Council on the 6th instant.

General Inspector
General of Police.

2. A resolution was passed by 26 votes to 3 that the temporary bonus on all pensions up to £200 per annum should be at the rate of 50%, and on all pensions up to £400 per annum at the rate of 33%. The Council was of opinion that the additional cost of living pressed much more hardly in proportion upon those who were drawing small pensions and that in their case some extra relief was both equitable and necessary. There is no doubt great truth in this and I recommend the proposal for Your Lordship's favourable consideration. The financial effect would be an increase of approximately £800 in the Pensions vote and this can be met from savings on Personal Emoluments owing to many vacancies not yet being filled up.

RIGHT HONOURABLE

3.

VISCOUNT MILNER, P.C., G.C.B., G.C.M.G., &c., &c.,

SECRETARY OF STATE FOR THE COLONIES,

DOWNING STREET, LONDON, S. W.

A further resolution was passed by the Council on 10th inst. that all payments of sterling pensions to pensioners residing in the Protectorate should be at the rate of ten rupees to the pound.

This resolution settles the question to which I referred in my Confidential despatch No. 58 of March 26th, but I am afraid that it will be regarded as a hardship by the pensioners concerned, as the local purchasing value of the rupee has not risen but rather the reverse. A small saving will be effected on the pensions of Messrs. Mayes, Bodeker, Corbett, Monaxton, Pickford, Barton Weight and Miss Stellard.

4. Considerable discussion also took place in the Council on the subject of a pensions fund for widows and orphans and all members were agreed that this was a matter requiring urgent attention, the unofficial members being specially insistent on the point. I assured them that Your Lordship was considering the question closely and that an announcement might shortly be expected, as stated in the reply to Brigadier General Surtees in the House of Commons. The opinion was unanimously expressed that any scheme which might be introduced should be made retrospective in order that the widows and orphans of officers who have already died may benefit, special reference being made to the cases of Mrs. Stanley, Mrs. Seargent and Mrs. Ewart. I promised that I would recommend this for Your Lordship's consideration and I have much pleasure in doing so. There is no doubt that a painful impression has been caused, both in the service and outside it owing

to

Gov 20360

Staff 19/24

to the unfortunate position in which these ladies
and others similarly situated have been placed.

6. In this connection I attach a copy of a
letter from the Inspector General of Police
dealing particularly with Mrs. Ewart's case.

I have the honour to be,

Your Lordship's

humble, obedient servant,



ACTING GOVERNOR.

L. O. P. 12/2/20.

In English No. 20 of

Office of the Inspector General of Police

London, 4th. May, 1920.

283

I have been approached by Mrs. Ewart, the wife of the late Superintendent, R. M. Ewart, concerning the decision of the Secretary of State consequent on her petition for a pension, of which the copies of the original and noted correspondence forming an enclosure to the memorandum furnished a full explanation.

2. As the late Mr. Ewart was one of my own officers, and seeing:-

- (I) That he had served for upwards of 25 years in His Majesty's Colonial Service;
- (II) That the disease from which he died was undoubtedly contracted in a tropical climate while in the service of the State;
- (III) That his wife and child have, as the humble petition of the widow divulges, been left without maintenance, - the Protector's Service being devoid any pension scheme for widows and orphans;
- (IV) That the compensation gratuity of £300 (say £18 per annum) granted by the Secretary of State to Mrs. Ewart, is not even sufficient to provide for the child.

My conscience dictates that I should be permitted to intervene on behalf of his dependents who are suffering from the tragic circumstances of comparative destitution or of dependence on charity.

3. It will be observed from the petition of Mrs. Ewart that her late husband died in the Lambeth Asylum, an institution not a day's journey from the result of the publicity given to the matter in the Home press in combination with the representations of certain of his brother officers here to leave the Colonial Office were moved to action. At this stage Mr. Ewart had acquired,

T.G.P/12/2/20.

In Despatch No. 20 of 1920

Office of the Inspector General of Police

Nairobi, Kenya

283

... the Hon. ... you ... have been approached by Mrs. Ewart, the wife of the late Superintendent R. M. Ewart, concerning the decision of the Governor of State consequent on her petition to be granted a gratuity, regarding the estate of the marginally noted deceased ... forming an enclosure to this memorandum ... a full explanation.

2. As the late Mr. Ewart was one of my own officers, and a single-

- (I) That he had served for upwards of 25 years in His Majesty's Colonial Service.
- (II) That the disease from which he died was undoubtedly contracted in a tropical climate while in the service of the State.
- (III) That his widow and child have, as the humble petition of the widow divulges, been left practically without maintenance, - the Protectorate Service being devoid any pension scheme for widows and orphans.
- (IV) That the compassionate gratuity of £300 (say £10 per annum) granted by the Secretary of State to Mrs. Ewart, is not even sufficient to clothe her child.

My conscience dictated ... a ... imperative duty to intercede on behalf of his dependents ... the ... object of saving them from the tragic circumstances of comparative destitution or of being dependent on charity.

3. It will be observed from the petition of Mrs. Ewart that her late husband died in the Lambeth Infirmary, an institution set aside to paupers. True, as the result of the publicity given the matter in the home press in combination with the representations of certain of his brother officers home on leave, the Colonial Office were moved to action. At this stage Mr. Ewart ...

...arranged for by the Colonial Office, with the result that he died in the Lunatic Asylum in the year 1900, ...

...of the Colonial Office ... have to make the sacrifice of being ... in such an institution to save his wife and child from ... by her ... of approximately ... (which at current day rates equals but £12/10) ... on the fact that, on his decease, his widow and orphan would receive no pension, ... strike ... sufficient to raise the maintenance of the ... In this connection I put up in the form of a further annexure to this memorandum paragraph 28, together with a copy of paragraph 27, ... reports on the ... for the years 1911, and 1912, respectively, as submitted to the Secretary of State in the ... since had the ... contained therein been ... and her little one could ... of ... could be their just tribute. Instead, Mrs. ... with the grim position of having to combat the world for the daily bread of herself and child or be dependent on charity, surely a poignant fate for the widow of a deceased Colonial Office servant with the late Mr. ...'s record, and who ... his retirement by three short months.

5. The fate of Mrs. ... is, when held in relation to that of Mrs. ... the more scandalous. Concerning Mrs. ... (now Mrs. ...) whose husband was killed early in

the war when she was in the employment of Police co-operating with the Imperial Authorities. Mrs. Ewart, with her two children amounting in all to £12 per annum, her husband the late Assistant Quartermaster C. E. L. Ewart having only served with the Military Forces for less than a month. Thus of the two widows of deceased Police Officers - both being left practically destitute - we find the one of the husband with twenty-five years service receiving a compassionate gratuity of £500, equal to about £18 per annum, and the other whose husband had served for less than a month with the Military Forces a pension, which she retained till her re-marriage, of £110 a year. The penalters in the presence of such facts, were so seeing that the Force was, on the outbreak of war, embodied as a Military Instrument that Mrs. Ewart's pension was paid from Protectorate, not Imperial funds, and that Mrs. Ewart, as she now is, is in receipt of £48 per annum in respect of pension for her two children.

6. The matter cannot be left as it is, and since it is my duty to champion the cause of Mrs. Ewart, as the widow of one of my deceased Officers, I have to request please that His Excellency will be good enough to forward a copy of this memorandum to the Secretary of State in that the irresistible facts which I have adduced will, I am convinced, be sufficient to cause the Secretary of State in his fair judgement of the case to approve of the grant to Mrs. Ewart of the pension for which she has so justly appealed.

7. In connection with the above, I have felt it to be my duty to represent the matter to His Majesty the King and to the Parliament, since the matter cannot be allowed to pass until justice is done, and a system of pensions for widows and orphans inaugurated in keeping with the King's Trust.

I have the honour to be,

Sir,

Your obedient servant,

W. S. Edwards

Brigadier General,
Inspector General of Police,
East Africa and Uganda Protectorate

The Honourable, the Chief Secretary,

NAIROBI.

Devlins Street,

17th. March 1920.

London S.W.1

2005 E. A.

Gentlemen,

I am directed to acknowledge the receipt of your letter of the 5th. March enclosing a petition from Mrs. Ewart praying for the grant to her of a pension from Government Funds on the death of her husband, lately a Superintendent in the East Africa Police.

2. The Secretary of State regrets that it is not possible to comply with her request; but he has decided that in the special circumstances of the case, Mrs. Ewart should be granted a compassionate gratuity equivalent to six months salary and war bonus of the late Mr. Ewart at the time of his retirement, and the Crown Agents for the Colonies have accordingly been instructed to pay to her from East Africa Funds the sum of £300 that is, one half of £500 (salary) and £100 (war bonus).

3. I am to explain that this is the utmost assistance that can be granted to Mrs. Ewart from Government Funds.

I am,

Yours obedient servant,

EU/ H. J. HEAD

Messrs. Ellis Rickersteth Aglionby & Hazel.

45, Trinity Rise,
Tulsa Hill, D. C.

to His Majesty's Colonial
of State for the

of SYBIL GRACE EWART of 45 Trinity Rise
in the County of Surrey, Widow. SHERWIN

1. Your Petitioner is the widow of Raymond Marmaduke Ewart late of His Majesty's Colonial Service who died on the 25th. day of February 1920 at the Lambeth Infirmary Kennington at the age of 40 years leaving your Petitioner his widow and one child Sybil Margaret Ewart of the age of 10 1/2 years.
2. The death of the said Raymond Marmaduke Ewart was premature from disease contracted as there is every reason to believe during his term of his service in a tropical climate and occurring within a few months of his retirement on the 24th. day of November 1919 on which day he attained the age of 50 years a certificate of the death of the said R. M. Ewart is annexed hereto.
3. The said Raymond Marmaduke Ewart had been in His Majesty's Colonial Service for upwards of 25 years having acted as Superintendent of the Zanzibar Police in 1895 and then 1st. and Senior Superintendent of the Police of the East Africa Protectorate serving through the Miaruk Rebellion in 1896 and remaining Senior Superintendent of the East Africa Police until his retirement in November 1919.
4. The said Raymond Marmaduke Ewart at the time of his death was entirely dependent on a pension to be fixed on the basis of his salary of £500 per annum as such Superintendent as aforesaid and as a result of his death your Petitioner and her child are left practically without maintenance.

YOUR PETITIONER THEREFORE HUMBLY REQUESTS that a proportion of the pension payable to her late husband to his lifetime may be continued to her with an additional allowance for the maintenance and education of her child.

THE INSPECTOR GENERAL OF POLICE.

In Session 32, I now come to the second point at issue namely, "the revision of the existing Pension Regulations". I venture to think, now that Government encourage their officials to marry, that the pension scheme should be revised so as to include wives and children. Within the last two years the Officials in Uganda have thrice been called upon through the medium of Government organs - the Official Gazette - to assist the widows of deceased officials. I allude to the cases of Mrs. Thorpe, Mrs. Byne, and Mrs. Fordage, all of whom were left practically destitute. The husbands of Mrs. Thorpe and Mrs. Fordage, as is well known to the Colonial Authorities, have left behind them a long and honourable record of service in Uganda, and the fact that their wives, after having borne the brunt of the hardships of early days in Uganda, are now called upon to earn a living for themselves and families reflects, I venture to state, considerably to the discredit of the conditions under which officials are encouraged to marry. The final summation of the whole question resolves itself into this that the time has come ^{for} the creation of a pension scheme which will secure widows and orphans from the hardships of being cast penniless upon the world at a time in their lives when they are most in need of help, and, further, which will assist to increase the present inadequate pensions of officials. The question at issue has received

my most careful consideration with the result that I am
led to recommend as follows:-

- (I) That the pension scheme should be one covering the whole Colonial Service.
- (II) That the fund thus created be for purposes of granting pensions to widows and orphans, and to officials on an improved scale.
- (III) That the pension fund should be in the hand of a financial body resident at the Colonial Office.
- (IV) That the rates of pension as prescribed annually to the officials in the various Colonies should be treated as deferred pay to be placed annually to the credit of the Pension Fund.
- (V) That Officials contribute to the fund annually a sum equal to that of the deferred pay as placed to the credit of the fund by Government on their behalf.
- (VI) That in the case of the death of a bachelor or of a married contributor dying without issue that the Capital sum form part of the estate.

In putting forward these recommendations I do not pretend to have done more than touch upon the salient features of the scheme, since the question is of too great a magnitude to be dealt with to finality in this report, while the minor details of the scheme would be a matter for the financial body to devise. It will I think be admitted that the enormous increase in our national wealth is due, in a great measure, to the large body of Colonial Servants who for years have directed with no mean measure of success our great mass of commerce in the Colonies, thus it seems only equitable that they should participate in the fruit of their labours as is the practice in all large business houses at home. There is hardly a business house of any note to-day that does not give to its employees the privilege of participating in the yearly profits of its business in the form of an annual bonus. The placing of pension rights on the deferred pay basis

as suggested above, would be on a par with the measures adopted by business houses to-day. The scheme I advocate is therefore, a business proposition of a purely monetary character. Viewed from whatever angle one chooses it is manifestly unjust that widows, children, and orphans of Colonial Servants who have rendered long and faithful service to their King and Country, should, in the hour of need, be dependent upon charity, while it is most deplorable that the financial position of Colonial Servants when retired from their labours of long and trying service, should be such as to cause them to live in surroundings of a character to which they have not been accustomed in their service. My excuse for writing in this strain must be held to be due to the fact that the salaries of officials allow no putting by for a rainy day, and thus I feel bound to protect the interests of those of the Police Department who when well on in life, may, by virtue of an act of God, be faced with the position of having to combat the world for their daily bread. Within the small measure of ^{my} capacity I have done my best to represent to the Home Authorities how essential it is that the Pension Regulations should be enlarged to embody wives and children, and I trust that so weighty a matter will receive the sympathetic consideration it certainly deserves. I would ask that this matter also may be brought directly to the notice of the Right Honourable the Secretary of State, for the scheme, even allowing for a variety in the constitution of the various Crown Colonies, is not difficult to accomplish.

PROVISIONS FOR COLONIAL SERVANTS

Paragraphs 1 and 2 of the pension scheme that we have
 arrived at are based upon the principle that we have a
 right to consider that it is the duty of the Government
 to provide adequate provision for those who have given the best
 years of their life to the service of the State, and also
 that the pension scheme be revised to include wives and
 children. It is discretionary to the State that the only
 ally of relief now left to Widows and Orphans is an ap-
 peal to the Brother Officers of the deceased relatives
 many of whom can ill afford to respond, but do so because
 they recognize that without help the bereaved would be ab-
 solutely stranded; while it is equally uncommendable that
 pensions of Colonial Servants are now such as to cause
 them on retirement to live in conditions of a nature con-
 siderably inferior to those which they enjoyed when in
 active employment and when they may have a family to
 place in the world. Within the narrow limits of a single
 paragraph I am naturally restricted as to details, but, nev-
 ertheless, I trust that what I have said will bring home
 to the Colonial Department the imperative need of im-
 proving the prospects of the whole Service both in res-
 pect of advancement and pension rights, as also of widen-
 ing the scope of the pension regulations to include wives
 and children.

THE HONORABLE GENERAL SECRETARY

Office of the General Secretary.

As a member of the Staff I venture to suggest what we have
 noticed at a period when Colonial Civil Servants have a
 right to consider what is the duty of the Government
 to provide adequately for those who have given the best
 years of their life to the service of the State, and also
 that the pension scheme be revised to include wives and
 children. It is disgraceful to the State that the only
 alley of relief now left to Widows and Orphans is an ap-
 peal to the Brother Officers of the deceased relatives
 many of whom can ill afford to respond, but do so because
 they recognize that without help the bereft would be com-
 pletely stranded; while it is equally uncommendable that
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 vertheless, I trust that what I have said will bring home
 to the Colonial Department the imperative need of im-
 proving the prospects of the whole Service both in res-
 pect of available and pension rights, as also of widen-
 ing the scope of the pension regulations to include wives
 and children.

DRAFT.

Ans 4366

19 July 1920

Gentlemen

MINUTE1 July 20
(6.)

Mr. Amable 15 July

Mr. Tarbun 15 July 20

Mr. Holtom 16 July 20

Mr. Grindle

Sir H. Lambert.

Sir H. Road.

Sir G. Fiddes.

Col. Amery.

Lord Milner.

With reference to the letter from the
 Dept. No. 32401 regarding
 the grant of a temporary
 on pensions of gratuities to
 European officials retired
 from the S. of G. & J. & Co.
 Probs, I am to inform

You that the Government
 approved an increase of
 the bonus to 50% in the
 case of pensions ^{not exceeding} under
 £200 per year to 32% in
 the case of pensions ^{not exceeding}
 exceeding £200 per year.

37/10

M.D.

2. This ^{action} concession will have effect
from the date of the original concession,
viz. January 1919, and will
relate to the period

concerning subsequent adjustments
in respect of all pensions concerned
by the Board
3. In issuing the arrears due to the
pensioners as a result of the
increased bonus, you should
explain to them how the
calculations are arrived at

4. It will be noted that for pensioners
existing £400 pa. but not
exceeding £500 pa., the
temporary bonus remains at
20% for pensioners
existing £500 pa. at 15%

4/11

for 32951/2824

299

DRAFT (initials)

London
No. 43

20 July 1920

MINUTE.

- Mr. Parnice 15 July
- Mr. Parkerson 15.7.20
- Mr. G. Thornley 16.7.20
- Mr. Grindle
- Mr. H. Lambert
- Mr. H. Road
- Mr. G. Fuller
- Mr. Amery
- Mr. Milner

(11/11/20)
ca

with reference to the
addressed to the Legislative Council
of the 3rd of July (I have the
honour to inform you that,
on the recommendation
of the Board, in
view of the strong opinion
expressed by the
Legislative Council,
I have approved the temporary
bonus on pensions

drawn by retired
European civil
officials being
increased to
50% in the
case of pensioners

not exceeding £200 pa.
and a 33% increase in the case of
pensioners exceeding
£200 pa. (not exceeding
£200 pa. at 20% to £400 pa. at 20%)

P.T.O.

The sum of ^{not exceeding} £700, & £400 per, as
from the 1st of January 1919.

The same approved a similar
order to ~~the same~~ ^{order} ~~to be made~~ ^{to be made}
for 3. The City have been instructed

to make the necessary adjustments
in respect of the money affected
by this concession which are paid
through their office.

JOHN VIGNER