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*My dear Mr. [unclear]
I have just received your letter
of the 14th and am glad to hear
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**CONTINUED FROM
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THE WRITING IN THIS
VOLUME IS TOO CLOSELY
BOUND INTO THE VOLUME
TO REPRODUCE IN ENTIRETY

ing the confidence of the country. The appointments to-day are, to my mind, hopelessly underpaid to attract good men. I should propose that the following should be the emoluments and posts :-

Chief Justice	£1,200
2 Palace Judges at £500	1,000
1 Attorney-General	1,000
1 Solicitor-General	800

I do not consider these salaries anything but reasonable. The present salary of the Crown Advocate is absurdly small.

Of the existing Bench I would only wish to see Judge Barth remain. As Chief Justice I think a man like Chief Justice Speed of Northern Nigeria would be very acceptable here. He has previously codified the laws of Southern Nigeria, has a good legal reputation, and is personally and socially popular. Judge Bonham-Carter might do well in a purely native country; his exchange with Judge Morris Carter of Uganda would allow of the promotion of a popular and competent officer who knows East African conditions, having previously served here.

For Attorney-General I am prepared to recommend Mr Combe but your Lordship may think him too junior in service and may have other claims to consider. Mr Bucknill of Cyprus, or an officer of equal capacity, would undoubtedly strengthen our position. Mr Combe would feel very keenly his supersession. He might, if you decide against his appointment, be offered the alternative of a Judgeship. Mr Young should be transferred elsewhere, or absorbed here as a Magistrate. Pending such a possibility I would

propose

propose his temporarily assisting the Chief Justice in the codification of the law, which is an imperative necessity.

My proposals thus are :-

(1) Chief Justice	£1,200
(2) Puisne Judge (Mr Barth)	800
do. do. (Mr Morris Carter or Mr Combe)	800
(3) Attorney-General (Mr Combe)	1,000
(4) Solicitor-General (Mr Morris Carter or Mr Combe)	800
	<hr/>
	£4,600

I can assure your Lordship that these proposals have been very carefully thought out. If the Protectorates had been amalgamated I would certainly have exchanged Judge Carter for Judge Bonham-Carter, if the latter could not have been transferred to another Colony; nor could I have recommended Judge Hamilton as Chief Justice. Mr opinion of Mr Combe has greatly increased with a knowledge of his work. Judge Morris Carter I came in contact with while writing my report upon Uganda, and I formed a very high opinion of his ability.

The Provincial Administration. I have not been able to very highly praise the staff of the Provinces, and have indicated some of the reasons for the condition obtaining. The Provincial Commissioners have been so long without a definite policy and guidance that they have become hopelessly self-satisfied or supine. The former condition is not a matter of moment with capable men; but of such we only have Mr Ainsworth, and he is probably leaving the

8.

Protectorate service. Mr Hobley is mistrusted and unpopular; he has undoubted ability which tends towards assuming all possible functions he can lay his hands on: he has been at one and the same time Acting Lieut.-Governor, Provincial Commissioner, President Municipal Committee, President Education Board. The consequence is too much work and somewhat indifferent results. Mr Hinde is lazy and unreliable. Mr Lane self-satisfied, pig-headed, and highly unpopular. This officer came to me unprovoked to deny that he was drunk in a public bar and making use of disloyal utterances as to Government and myself. I had heard from the best of sources that he was talking a great deal too much, nothing else; and Mr Jackson was asked by me, as a friend of his, to caution him. I was mortified and astonished to hear Mr Lane repeat this accusation of drunkenness, and told him it was quite unnecessary to have explained. Had I heard of any such conduct I would have at once required him to clear his character. Mr Reddie has only just been appointed, he is 56 years of age and is, I think, desirous of pension. Mr McClellan's is the last appointment made.

I will say at once that none of these officers, except Mr McClellan, have the social qualifications necessary for the handling or entertaining of a white community. This is most unfortunate, and has been a very potent factor in accentuating the situation one which I could not refer to in my general report of all the older officers Mr Bagge, who has retired,

alone

alone had social qualifications fitting him for a Provincial Commissionership.

Mr Gilkison has now been pensioned; the reasons for his continued retention in the service I cannot fathom - the results were deplorable. Mr MacDougall has from a Senior Officer been converted into Registrar of Slaves; the reasons for this are, I believe, known to your Lordship.

Of the Senior District Commissioners Mr Foaker has been constantly passed over, and no Provincial Commissioner will willingly have him in his Province. He is being found odd work to do until pensionable, and is thus a hindrance to administration - a bitter and disappointed man, with a quite impossible wife who stirs up dissension wherever she goes. He should undoubtedly be pensioned at once. Mr Isaac is hard working, but does not work for the general good, and is accused by Headquarters of deliberate deceit. Mr Farrant and Mr Mayes, the Senior Assistant District Commissioners, have been degraded and continuously passed over. Mr Farrant has been an A.D.C. since 1895; the whole of the present D.Cs. have thus passed over him. No officer will willingly have him on his staff. Mr Mayes has been passed over by the whole of the D.Cs. Both are useless as officials.

I appeal to your Lordship that such a state of affairs demands more than ordinary remedies. The Provincial Commissioners must be men not only of ability but of social position and good education. Inefficient officials such as Mr Foaker, or degraded men like Messrs Farrant and Mayes, should be superannuated. Such a senior cadre will otherwise react

most unfavorably upon the junior staff, which is now being recruited most carefully by the Colonial Department, and is providing us with young officers of undoubted social qualifications and ability, mainly from the Universities. The result so far justifies the wisdom of the policy, though very great care in enforcing retirement during probation of those who prove unworthy is essential. In the past the existence of a probationary period has not been impressed upon young officers here. I have now firmly impressed it.

5. There are at present the following Provinces and Districts :-

<u>Provinces.</u>	<u>Districts.</u>	<u>Sub-Districts.</u>		
1. Seyidie	1. Mombasa 2. Malindi	Shimoni Rabai Taveta	} COAST PROVINCES	
2. Tanaland	3. Lamu	Tana River		
3. Jubaland	4. Kisimayu	Bardera		
4. Ukwaha	5. Nairobi 6. Kyambu 7. Machakos 8. Kitui		} HIGHLAND PROVINCES	
5. Usivasha	9. Usivasha 10. Nakuru 11. Uasin Gishu 12. Ravine 13. Ngong 14. Baringo 15. Kerio 16. Rumuruti			
6. Kenya	17. Port Hall 18. Embu 19. Nyeri			
7. Northern Frontier District	20. Meru 21. Marsabit	Moyale Dole		} NORTHERN PROVINCES
8. Nyanza	22. Kisumu 23. Nandi 24. Kericho 25. Ugaya 26. Mumias 27. Elgon			
				} NYANZA PROVINCE

11.

THE COAST PROVINCES should be organised into Districts and Sub-Districts, under a Chief Commissioner or the Lieut.-Governor at Mombasa, as follows :-

Headquarters, Mombasa.

- | | | | |
|----------------------|---|----------------------|---|
| 1. Jubaland District | 4 | Kismayu Sub-District | |
| | | Bardera | " |
| 2. Tanaland District | | Yamu | " |
| | | Tana River | " |
| 3. Malindi District | | | |
| 4. Mombasa District | | Shimoni | " |
| | | Taveta | " |
| | | Rabai | " |

THE HIGHLAND PROVINCES - Headquarters, Nairobi.

- | | | | |
|-------------------------|--|---------------------|---|
| 5. Nairobi District | | Nyambu Sub-District | |
| | | Dagoretti | " |
| | | Ngong | " |
| 6. Machakos District | | Kitui | " |
| 7. Nakuru District | | Malvasha | " |
| | | Rumuruti | " |
| | | Ravine (abolish) | " |
| 8. Baringo District | | Kerio Sub-District | |
| | | Turkana (new) | " |
| 9. Uasin Gishu District | | Jandi | " |

NORTHERN PROVINCE - Headquarters, Fort Hall.

- | | | | |
|------------------------|--|-------------------|---|
| 10. Fort Hall District | | Nabo Sub-District | |
| | | Nyeri | " |
| 11. Meru District | | Marsabit | " |
| | | Moyale | " |
| | | Dala | " |

NYANZA PROVINCE.

- | | | | |
|----------------------|--|--------------------|--|
| 12. Kisumu District | | | |
| 13. Kericho District | | | |
| 14. Ugaya District | | | |
| 15. Mumias District | | Elgon Sub-District | |

There would thus be four Provinces reporting to Central Government.

The Chief Commissioner of each to be paid £700 per annum and £200 duty pay; and I would propose

fifteen

fifteen Senior District Commissioners at £400 with £100 duty pay to administer the fifteen Districts proposed.

This would mean an increase on present emoluments of £980 per annum. I would propose that the offices of Chief Commissioners should be filled as follows:-

1. Nyansa - Mr Ainsworth. He will probably retire, in which case Mr Lane.
2. Highlands - Mr Boyle by transfer from Uganda.
3. Northern - Mr McClellan.
4. Coast - Mr Jackson as Lieut.-Governor at £1,000, or Mr Hobley if Mr Jackson's transfer can be arranged otherwise.

Mr Hobley to be transferred back to Uganda vice Mr Boyle. Messrs Hinde and Reddie to be retired on abolition of office.

The proposals here again are far reaching, but I think the position demands them. I would prefer to see both Messrs Hobley and Lane retired or transferred. Mr Hobley will never work well with the white community of the Highlands or the mixed Coast Province. I am prepared to accept him for the Coast, but if amalgamation had been approved I would most certainly have transferred him to a purely native Province in Uganda. Mr Boyle is lost in Uganda, for he is one of the best all round men in East Africa, who I feel certain will get on with the white community as well as the native. If Mr Jackson, Mr Hobley, and Mr Ainsworth were transferred, I would suggest your Lordship's nominating a Chief Commissioner for the Coast. The emoluments I have proposed for the four Chief Commissioners are less than the seven 1st Class

Residents in Northern Nigeria who receive £700-800 and £200. The fifteen Senior District Commissioners would be receiving £500 per annum when on duty; the fourteen 2nd Class Residents of Northern Nigeria £550-650 and £100.

6. Treasury. In the event of Mr Bowring's promotion I had proposed Mr Mafer's appointment. He has had experience and is a strong man. He lately attended Council as an extraordinary member, and here, I regret to say, failed as compared with Mr Bowring. He is brusque and uncompromising, especially with the unofficial members. This would probably wear off, and it was perhaps the novelty of the situation and the factious opposition, to a Customs Bill he knew to be sound, by the unofficials who subsequently withdrew or modified their opposition.

7. Commissioner of Lands. Saving £170. I have recommended the abolition of this appointment on the retirement of the present holder. The Lands Officer to be increased in emoluments to £750 or £150. I cannot speak too highly of the Land Officer, Mr Barton Wright's work in the past. If he now becomes Head of a Department previously requiring a Commissioner at £1,500, the £750 proposed would not appear inequitable.

8. Commissioner of Public Works. I would propose to retain this appointment for 1910-11 only. When I proposed reductions in the Department I left it to the Commissioner to consider whether he thought them practicable, as otherwise it would have appeared desirable for him to retire on the termination of his present appointment in November. As he accepts them, I would propose that he should carry them out and

14.

frame the Estimates for 1911-12. His appointment is a redundant one and should not be filled. A saving of £1,200 will result.

9. Forestry. I have recommended the abolition of the Chief Conservator. It is quite impossible to carry on with the existing holder of the appointment. From the outset my Executive advised this action. Technically he is fully qualified, more particularly in a professional ^{or} capacity. Administratively he is frankly impossible and will not work with either the Central Administration or the Provincial authorities. His second in command will make an excellent sub-head for Forestry in the Agricultural Department, with which it is already housed. The Conservator of Forests should be placed on the same footing as a sub-head and be increased to £600 or £170. The net saving 1911-12 would be £780.

All three appointments - Commissioner of Lands, Public Works, and Chief Conservator of Forests - were made at the request of my predecessor in suppression of existing heads and holders, viz. the Land Officer, Director of Public Works, Conservator of Forests. The men chosen were of advanced years, all pensioners of other Governments, and, though they have accomplished much good work, their age and present administrative ability do not tend to harmonious working. Mr. Hutchins is 60, Mr. Watts 59, Lt.-Col. Montgomery 61.

10. The financial results of all these proposals would not affect the Estimates in either direction. In my estimate of specific reductions possible in 1911-12 I estimated the possible saving at £23,850. I did not take into account the above reductions, though I did indicate an increase in the Legal Departments

of £1,125. As I now provide for this sum, the total specific savings indicated for 1911-12 would be approximately £25,000. For the following year I am of opinion that further savings can be effected in the Survey, Forests, and possibly the Agricultural Departments: I feel that £40,000 in all will be about the figure attained eventually.

11. Agricultural. The Agricultural Department's expenditure is a source of considerable anxiety, it is supported in some directions but condemned in others. The results to a non-technical man appear incommensurate with the experience, more particularly in the Veterinary section. I am fully aware of the fact, however, that other Colonies have spent very large sums indeed in stamping out or attempting to stamp out animal disease, and have in some cases met with entire success, notably in New Zealand. Whether animal disease can be so readily controlled on the Equator is another matter. I have hesitated therefore in our present knowledge of agricultural and pastoral conditions, and in view of the notable support given to the Department by various sections of the community, to disturb existing conditions and organization.

12. Financial. I do not ask how does the country require large development expenditure, even if it did I would hesitate to ask that the £30,000 odd savings which may accrue should be locked up for the services of a large loan. We have some lee-way to make up at Mombasa and Nairobi, and in communications, and I think the small amount of savings, alienated for 30 years, this entails is justifiable. Excepting in the Fort Hall direction, and in the Nyansa Province, communications are good and require little expensive improvement. Outside this, sanitation and water supply of the towns, and the provision

16.

reasonable office accommodation, constitute our most pressing requirements. I can see no necessity for large increases in Government Departments, though annual increments, pensions, and some increases will be necessary. If the small loan I advocate is approved, it will be quite possible to devote, as pointed out in my report, a fairly large and increasing annual sum for the purpose of development works.

I look with some confidence to the Grant-in-Aid being well under £100,000 by 1913.

13. I have taken every pains I could to disclose to your Lordship existing conditions so far as I can gauge them. With the native populations and their progress I have every sympathy. The Indian is a difficulty to which I have referred in a letter referring to Mr Jeevanjee. I think the Indian agriculturist should be confined to the Coast strip. His establishment even in the basin of the Nyanza is to be deprecated. A Mohammedan or Hindu agricultural community in the midst of a black country, and in the face of many missions, will only produce a further element for possible discord. Opinion here - even that of Mr Jeevanjee - is decided as to the advisability of placing them on land in the Highlands. Some opinions support the idea that the Coast and Nyanza Basin will be our greatest sources of revenue and trade, and that the Highlands will be experimental for many years to come and be supported from the revenues of the former and of the Native Reserves in the Highlands other than the Masai pastoralists, who are of no economic value to the country in any way at present. Be this as it may - and I am inclined to

doubt

doubt it - we have attracted a white population of British, and we are morally bound to give them all reasonable assistance in proving this beautiful and attractive region.

14. I can assure your Lordship that the European community as a whole is at present barely keeping its head above water. The urban population is largely living upon the expenditure upon administration, the farmer skiving out a pittance by providing some of the wants of all. Many have sunk large sums of money in the country, others have their little all in it, many have gone to the wall, none are prosperous. They have undoubtedly suffered much in the past, however unjust some of their demands. To-day they are more hopeful and helpful, but I must say with most of them I do not yet see the open road to great immediate prosperity. The land speculator is not here, for land has little or no value, and the community knows it will only acquire it by their united efforts. The idea that the possession of land without markets meant wealth is being driven out of their minds, and the notion that one could get rich in a hurry by farming is rapidly vanishing.

15. I do not consider the European community an unreasonable one, and, except for a few, they constitute a body of settlers of unusual education and social standing. I have not found it difficult for the moment to reconcile conflicting persons and interests. Lord Delamere, Mr Chamberlain, Mr Flemmer, Dr Atkinson, and Mr Bowker from the Upper Highlands; Lord Cranworth, Messrs Cowie, Newland, Swirt, Heatley, Kruger, of the Nairobi district; Messrs Wilson,

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Anderson, Leggett, from the Coast, and many other individuals; the various farmers and urban associations have all vied with each other in giving me every assistance possible. The missionary bodies of all denominations are only too anxious to assist any defined policy of Government.

It has been my aim all through to show no favor to individuals or communities, but to try and act in the best interests of all and in accordance with your Lordship's instructions and policy. One instance will, I think, show the desire of the European settlers to work with their Government. I have found many outstanding and burning land questions based largely upon verbal promises of my predecessors. In one and all, where it became a question of establishing the rights of rival claimants or of placing in the market isolated land, I have adopted the principle of auction, and it has been cheerfully accepted.

Finally, the press, such as it is, is giving support to the administration, and its controllers are realizing that the constant attacks upon their Government and ^{and} edification of its members has been largely responsible for the unpopularity of the Colony in the eyes of the capitalists and intending emigrants.

18. I would say in conclusion that the community is not unnaturally anxious to have some early declaration of the views and plans of Government as to the future. I think it may be safely said that they are prepared to accept the general recommendations I have put forward. In this connection I know that the general feeling is that I should proceed home and represent their disabilities in person to

your

19.

your Lordship, as well as expose the general conditions I have observed and the remedies I would propose. I have locally got an no indication of my policy or proposals except to my Executive. If the many and, as you may consider, far reaching proposals of these reports do not commend themselves to your Lordship, I am inclined to agree that no useful purpose would be served by protracted correspondence, but that I should be summoned home for their solution.

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

R. Howard
Secretary

C.D.
A. & J.L.
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18382

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~~no papers~~
6 July 1900
(to be taken to the Secretary
as Conf. despatch in 18381)

DRAFT

W.P. Kent
to Mr. P. Fremantle

MINUTE.

- Mr. Roberts 2/4
- Mr. Butler 3/4
- X Mr. Fiddon 4/4
- Mr. Just
- Mr. Cox
- Sir C. Lucas
- Sir F. Hopwood
- Col. Seely
- Lord Crewe

I have the honour
to acknowledge the receipt of your
secret despatch of the 26th of July
speaking further on the
various recommendations
affecting Officers' Salaries
which you have made in
the report on the 1838
Accountancy of your Conf.
despatch of the 26th of July
in 1838. I should
like you to bring Conf. despatch
of some date on the subject
of the report also mentioned
I have the

See enclosure