

REPORT

OF THE PROCEEDINGS FOR THE YEAR ENDED

31st DECEMBER, 1928,

OF

JOINT EAST AFRICAN BOARD

(A COMPANY LIMITED BY GUARANTEE)

For Promoting the Agricultural, Commercial and Industrial Development

OF

KENYA, NYASALAND, TANGANYIKA, UGANDA and ZANZIBAR.

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JOINT EAST AFRICAN BOARD

1928

Chairman:

SIR SYDNEY H. H. HENN, K.B.E., M.P.

Vice-Chairman:

SIR JOHN SANDEMAN ALLEN, J.P., M.P.

Executive Council:

Elected Members:

SIR JOHN SANDEMAN ALLEN, J.P., M.P.

MAJOR SIR E. HUMPHREY LEGGETT, D.S.O., R.F.

Appointed Members:

THE RT. HON. LORD CRANWORTH, M.C.

MAJOR W. M. CROWDY.

CAMPBELL B. HAUSBURG, ESQ.

(Associated Producers of East Africa).

W. A. M. SIM, ESQ. *(Association of East African Chambers of Commerce).*

D. O. MALCOLM, ESQ. *(British South Africa Company).*

A. WIGGLESWORTH, ESQ. *(Dar es Salaam Chamber of Commerce).*

EDWARD PORRITT, ESQ. *(East African Trade Section of the Liverpool Chamber of Commerce).*

C. PONSONBY, ESQ. *(Nyasaland Chamber of Agriculture and Commerce).*

C. W. HATTERSLEY, ESQ. *(Uganda Chamber of Commerce and Uganda Planters' Association).*

DUNCAN F. BASDEN, ESQ. *(Uganda Cotton Association).*

Advisory Council:

THE RT. HON. EARL BUXTON, G.C.M.G.

MAJOR-GENERAL SIR JOHN DAVIDSON, K.C.M.G., C.B., D.S.O., M.P.

THE RT. HON. LORD LUGARD, G.C.M.G., C.B., D.S.O.

SIR ALFRED SHARPE, K.C.M.G., C.B.

SIR TREVREDYN WYNNE, K.C.S.I., K.C.I.E.

Secretary and Registered Office:

MISS R. B. HARVEY, M.A., Bevis Marks House, Bevis Marks, London, E.C.3.

Honorary Auditors:

MESSRS. GODDARD, FRYER & MELLERSH.

Honorary Solicitors:

MESSRS. STEPHENSON, HARWOOD AND TATHAM.

Bankers:

BARCLAYS BANK (Dominion, Colonial and Overseas), Circus Place, London Wall, E.C.2.

Report of the Executive Council on the Proceedings of JOINT EAST AFRICAN BOARD during the year ended 31st December, 1928.

PART I.

1—GENERAL

The Membership of the Board has not increased during the year under review. Five Individual Members and two Corporate Members have resigned and five Individual Members and two Corporate Members have been elected. Resignations from the Board are for the most part due to circumstances connected with subscribers' personal affairs and not to lack of interest in the work of the Board, but it is felt that, although many of its supporters realize that the Board is active in the interests of East African development and in voicing unofficial East African opinion in this country, there is not a close enough liaison between the Board and all its Members. Desirable as it would be to send out at more frequent intervals papers dealing with the Board's work and activities to every Member, this course would naturally entail further expenditure of the Board's limited income and an additional burden on the Secretariat. Despite these difficulties it has been determined to make a start by sending regular information regarding the monthly proceedings to all Corporate Members in East Africa, and it is hoped to extend this practice in time to every Member of the Board.

—CHAIRMAN

Sir Sydney Henn, K.B.E., M.P., was re-elected Chairman by the Executive Council at their first meeting after the Third Ordinary General Meeting of the Board.

—VICE- CHAIRMAN

Sir John Sandeman Allen, J.P., M.P., was re-elected Vice-Chairman. Sir John is to be congratulated on the distinction conferred upon him in the King's Birthday List of Honours.

—EXECUTIVE COUNCIL

At the Third Ordinary General Meeting of the Board Sir Humphrey Leggett (the Elected Member appointed to fill the casual vacancy caused since the last Ordinary General Meeting by the resignation of Mr. J. H. Wilson) and Sir John Davidson were re-elected as Elected Members of the Executive Council. It was also resolved that the Uganda Planters' Association and the Uganda Chamber of Commerce should have the right to appoint jointly one Appointed Member of the Executive Council, and that the Uganda Cotton Association should be entitled to a similar right. Mr. C. W. Hattersley was nominated to represent the former bodies and Mr. D. F. Basden the latter body. The right to appoint one Appointed Member of the Executive Council was also conferred on the Association of East African Chambers of Commerce, and Mr. W. A. M. Sim has joined the Council as the representative of that Association.

Sir John Davidson, owing to the pressure of his business engagements, and Sir Trevredyn Wynne resigned their seats on the Executive Council at the end of 1928, and the casual vacancies thereby created have not yet been filled.

Major C. L. Walsh and Mr. C. Hely-Hutchinson have acted as substitutes for Sir Trevredyn Wynne and Mr. D. O. Malcolm during their absence in India and South Africa respectively.

The Executive Council desire to record their appreciation of the assistance that has been rendered from time to time by Major C. H. Dale, Colonel W. H. Frauklin, Mr. C. Hely-Hutchinson, Mr. C. W. Hobley, Major H. Blake Taylor and Major C. L. Walsh.

The Executive Council have held thirteen meetings during the year and in addition there have been several committee meetings.

ADVISORY COUNCIL

On their resignation from the Executive Council Sir John Davidson and Sir Trevredyn Wynne were unanimously elected Members of the Advisory Council, so that they are still able to keep in close touch with the activities of the Board which owes them a debt of gratitude for the valuable services rendered by them since its inception.

**EAST AFRICAN
DINNER**

As the new constitution of the Board does not permit of its undertaking financial liabilities, an East Africa Dinner Club has been established and will for the future make itself responsible for this annual function. The East Africa Dinner which was held on 21st June at the Hotel Cecil was the first under the auspices of this Club. Sir Charles Eliot presided, and the Members of the Commission on Closer Union in East Africa were the guests of the evening.

**LIAISON WITH
EAST AFRICA**

During the period under review Major Crowdy and Major Walsh have visited East Africa. Members of the Government Departments concerned as well as officials and others home on leave have discussed, as on previous occasions, many problems with Members of the Executive Council and in this manner have considerably helped the Board in its work. Among those who attended meetings of the Executive Council were:—

Sir Edward B. Denham, K.B.E., Mr. W. Grazebrook, Mr. W. E. Holl, Mr. George C. Ishmael, Mr. C. Kemp, Mr. C. G. Moody and Mr. W. Tyson.

OBITUARY

The Executive Council learned with deep regret of the death of Sir Christian Felling at Nairobi in August and desire to record their appreciation of the eminent services rendered by him in the cause of railway and port developments in East Africa.

**CONFERENCE
AT COLONIAL
OFFICE**

A Conference between Members of the Board and Officers of the East African Department was held at the Colonial Office on 20th July, under the Chairmanship of the Under Secretary of State for the Colonies, the Right Honourable W. Ormsby Gore, M.P. The following subjects amongst others were discussed: Native Tenants on Private Estates in Nyasaland, Land Settlement in Tanganyika, Congo Basin Treaties, East African Cables, Game Ordinances, Amani Institute, Joint Customs Administration and Air Services.

PART II.

**-NYASALAND
GAME
ORDINANCE**

A joint committee of the Board and the Society for the Preservation of the Fauna of the Empire has been working on the subject of the Nyasaland Game Ordinance throughout the year. Two distinct points of view have been brought to light, namely, that of the planter whose crops have been destroyed by game and who therefore naturally wishes to exterminate it, at any rate within a certain radius of his home, as opposed to that of the scientist to whom the preservation of the species is important. A Dispatch received by the Colonial Office from the Governor of Nyasaland which contained reports by officials and missionaries and reviewed the position of the game question in that country at the time of the passing of the new Ordinance emphasized the depredations caused by wild game in Nyasaland. Some of the reports expressed the view that the tsetse fly was dependent on game and would disappear with its extermination. On the other hand some experts on the subject of tsetse do not believe this to be the case.

At the Conference with the Colonial Office the Board with the concurrence of the Society for the Preservation of the Fauna of the Empire put forward a recommendation that an experienced officer from the Game Department of one of the East African Dependencies should be seconded to Nyasaland to investigate and report upon the position in that country, and also advocated the proper control of game by confining it as far as possible to definite game reserves. It was felt that this policy would reconcile the two conflicting attitudes of planter and scientist.

It is understood that the Colonial Office are at present considering the future game policy to be adopted in Nyasaland in the light of the further information contained in Sir Charles Bowring's Dispatch on the working of the Ordinance after it had been a year in operation. Incidentally a new game ordinance for Tanganyika Territory is in contemplation.

**-LAND
SETTLEMENT
IN
TANGANYIKA**

The year under review has seen a change in the policy of the Tanganyika Government in regard to the system of land alienation: intending settlers are no longer allowed to select land themselves, but particulars of land available for alienation are advertised. It is felt that this change will be a beneficial one, as ultimately it will mean that the farms will be grouped in orderly divisions and the problem of transport and communication thereby facilitated.

The Board, nevertheless, is of the opinion that much might yet be done to improve the organization of settlement in the Territory. A close study of the subject has been made throughout the year, and the conclusions of the Board placed before the Under Secretary of State at the Conference with the Colonial Office held in July last. The Board realized that a fairly general impression existed that the Tanganyika Government was unsympathetic in its attitude towards British settlement but that this was no doubt largely due to the fact that the Government was bound by the conditions of the Mandate. A sincere effort should however be made to remove that impression. It was also thought that improved methods of land alienation might be introduced: e.g., it was difficult to see why the Tanganyika Government should consider it necessary to resort to the auction of land whereas the alienation of land in new countries to desirable settlers at a fair price fixed by the Government without auction was a commonly accepted practice elsewhere. It was further considered that the fixed minimum of 2,000 acres to be taken up by settlers was unnecessarily large. Finally, the Board came to the conclusion that the best method of promoting British settlement in Tanganyika would be to establish in this country a Tanganyika Land Settlement Organization on the general lines of the 1820 Memorial Settlers' Association.

The Colonial Office undertook to communicate the Board's proposal to the Governor and ask for his views on the subject.

**12—NATIVE
TENANTS
ON PRIVATE
ESTATES IN
NYASALAND**

The question of the position of Native Tenants on Private Estates in Nyasaland, which has been a subject of controversy for many years, has been satisfactorily settled during the past year. Early in 1926, a scheme, equitable to owners and natives, was agreed upon in a conference consisting of representatives of landowners, missionaries and the Government, and an Ordinance was drafted to carry out the agreement. In February, 1928, the attention of the Joint East African Board was called to the fact that this Ordinance had not yet been ratified by the Secretary of State, but the Board were informed that the Governor of Nyasaland intended passing the Bill through its final stages at the earliest opportunity. The Ordinance was passed on 2nd April, 1928, the Governor however withholding his assent pending the consideration of certain amendments by the Colonial Office. In June a request was received from the Nyasaland Planters' Association urging the Board to use their influence to disallow Section 25 of the Ordinance, and it was agreed to support the appeal of the Planters' Association.

At the Conference with the Colonial Office the question was fully discussed, the case put forward by the Planters' Association being laid before the Under Secretary of State, and in August the Board were notified that the Governor of Nyasaland had been informed that the acreage of estates subject to compulsory acquisition under Section 25 might properly be raised from 3,000 to 10,000 acres. The Governor had also been informed that there was no objection to the Government giving an undertaking that land acquired by the Government under the Ordinance should, in the first place, be selected from undeveloped land, provided that it was suitable for native purposes, the balance only being met from other land. The Ordinance with these amendments was passed early in the autumn of 1928, and it is felt that this settlement will be satisfactory to all parties.

**1—PROTECTIVE
DUTIES IN
KENYA AND
UGANDA**

In view of a letter received from the Uganda Chamber of Commerce requesting the Board to give sympathetic support to a plea for the removal of Protective Duties on essential commodities in Kenya and Uganda, the Board gave full consideration to the matter and a memorandum was prepared by Uganda representatives giving figures which showed the incidence of protective import duties and railway rates on the cost of certain commodities in Uganda. It was stated that the Economic Committee set up by the Government of Kenya to consider methods of assisting the development of certain industries in Kenya had recommended certain protective duties with this object, and that the Kenya and Uganda Governments had in 1922 imposed certain such duties on the understanding that after an experimental period of five years the matter would be re-considered. The Board were informed that the question of the modification of these duties would probably be considered at the next Customs Conference, which, it was understood, ought to have

taken place in August but had apparently been postponed. It was agreed that in the preparation of any case for the modification of these duties the figures showing the results achieved as a consequence of their imposition should be considered along with the arguments for their diminution. The Board communicated with the Colonial Office to enquire whether any date had been fixed for the proposed Inter-Colonial Customs Conference, and has been informed that the Secretary of State understood that a Tariff Conference between the East African Governments was being arranged locally, but that he had not yet been notified of the actual date of the Conference. It is hoped that this Conference will take place in the near future when the matter can be discussed from all points of view and a satisfactory settlement arrived at.

**RAILWAY
EXTENSIONS
IN
TANGANYIKA**

The Board has received a suggestion that the proposal to construct a line from Ngerengere to Korogwe as an economic alternative to the Dodoma-Arusha or Itigi-Arusha routes should be investigated, but in connection with this and other railway developments it was considered that, until the various surveys of new routes recommended in the Schuster Committee's Report had been carried out and reports issued, there was no basis for forming any general recommendation to put forward to the Colonial Office.

**KENYA-
UGANDA
RAILWAY**

With regard to railway extensions in Uganda it was mentioned in the Fourth Annual Report that the Inter-Colonial Advisory Council had passed a resolution in favour of the Jinja-Kampala route, and that anxiety was felt as to the advisability of effecting a reduction in the cost of the construction of the new line by steepening the gradients. The Council have learned with satisfaction that construction of this line has already commenced.

**ROAD
TRANSPORT**

With regard to the Nile route communications have been received from Uganda concerning the road to be built from Nimule to a point on the Nile somewhere between Rejaf and Mongalla in order to connect Uganda with the Nile river service. It is believed that the Sudan have estimated the cost of the Nimule-Rejaf road at £56,000, of which they ask Uganda to pay half. Authorities in Uganda are aware that the result of the building of this road will be a large increase in tourist traffic which will bring money into the country besides making possible the establishment of a rapid mail service to this country. At the same time it is felt that Uganda's share in the cost of the road is too large, particularly as the road will be entirely in Sudan territory and will benefit Kenya equally with Uganda. It is hoped that the work connected with the building of the road will be undertaken as soon as possible and that the cost will be shared fairly between all the parties concerned.

**AMANI
INSTITUTE**

In March 1927 the Board submitted to the Colonial Office a memorandum suggesting that an independent governing body, which would include business men amongst its members, should be formed to control the Amani Institute. The subject was again discussed at the Conference with the Colonial Office in July last when the Board urged once more that the Committee should be as composite as possible, and that its members should comprise not only scientists and officials but also a business element. It was also felt that the Committee should be formed with the least possible delay. The Board were informed that it was intended that the staff of the Station should form part of the proposed Colonial Agricultural Service, an arrangement which would add to the number of well-paid posts in the Service to which agricultural officers throughout the Empire could aspire. It is understood that the Board's views as to the proposed establishment of a governing committee in this country and its composition will have consideration.

**KENYA
NATIVE
LAND TRUST
ORDINANCE**

The Ordinance drafted as the result of the passing of the Bill dealing with the formation of a Native Land Trust in Kenya has been held up pending consideration by the Secretary of State of the recommendations which the Commission on Closer Union in East Africa have put forward in their Report published on 18th January last.

19 - CONGO BASIN
TREATIES

In consequence of the approximation of the date when the Treaty of St. Germain-en-Laye will come up for revision (1930) the Executive Council in November 1927 set up a Committee under the chairmanship of Sir John Sandeman Allen to make a close study of the complex series of international treaties, conventions and other obligations bearing upon the economic situation in Tropical Africa which have come into existence in piecemeal fashion as a consequence of the original diplomatic discussions at Brussels in 1884 and Berlin in 1885. These agreements, generally referred to as the Congo Basin Treaties, affect the whole of Tropical Africa, but more particularly the East African territories, and as no official information suitable for general distribution was available the Executive Council considered it of supreme importance that a clear statement should be drafted setting out the implications of these treaties and their limitations so that public opinion both at home and more particularly in East Africa could be guided in formulating the demands that should be put forward when the date for the revision of the Treaty of St. Germain-en-Laye approaches.

After preparation of a preliminary study of the subject by Major Crowdy which was considered by the Council, Sir John Sandeman Allen then set to work with the help of his Committee to draft a memorandum which was distributed to the Government Departments concerned and published in the press, and the Prime Minister was approached by the Chairman and the Vice-Chairman (Sir John Sandeman Allen) with a request that an inter-departmental Committee might be set up to consider what action the Government should take when the Treaty of St. Germain-en-Laye comes up for revision. The Foreign and Colonial Offices have supplied Sir John Sandeman Allen with such information as he required to bring his memorandum up to date, and a copy of this revised memorandum is published herewith together with a map which has been carefully prepared to illustrate the points referred to in the Memorandum.

The Executive Council desire most earnestly that this Memorandum be carefully studied in all the East African territories in order that when the time arrives for dealing with a difficult and thorny subject an agreed public opinion may enable the British Government to put forward suitable proposals for the revision of the Treaty of St. Germain-en-Laye.

20 - CLOSER
UNION IN
EAST AFRICA

Soon after the return of the Hilton Young Commission from East Africa the Executive Council was invited to give evidence before the Commission, and the Council was asked to send in a memorandum giving their views as to the form which Federation or any kind of Closer Union could most usefully take. This subject was fully discussed by the Council and as stated in the Fourth Annual Report of the Board it was evident from the first that divergent views were held in the territories concerned, and these differences were naturally reflected at the Council table. In the end it was found necessary to draft majority and minority Memoranda which after submission to the Hilton Young Commission and the Colonial Office were circulated to all the Corporate Members of the Board in East Africa. To facilitate comparison of the proposals put forward by the Board with those contained in the Hilton Young Report the two Memoranda are now reproduced herewith.

It would be out of place to comment here on the Hilton Young Report which only made its appearance after the close of the period covered by this Report.

PART III.

-DISHONEST
PRACTICES IN
EAST AFRICA

At the end of 1927 complaints were received from Uganda and Nyasaland in regard to the prevalence of dishonest practices in those countries, with particular reference to the theft of produce. The Board obtained from Jamaica copies of the various Ordinances in force in that country which have produced good results there and done much to remedy the serious plight of planters, subject to regular and systematic thieving, and these were sent out to Associations in Uganda and Nyasaland for their information. The Planters' Associations informed the Board that

the matter was one of considerable difficulty since detection of an offender was very rare, his conviction, when caught, doubtful, and even if convicted the punishment sustained was merely nominal.

The subject was brought up at a Conference of Nyasaland Associations held at Zomba at the end of July when the Attorney General pointed out that, in so far as tobacco was concerned the point was covered by Section 28 of the Tobacco Ordinance 1926 which throws the onus of proof of legal possession of tobacco on the suspected party. The latest information from Kenya is to the effect that this course has also been adopted in regard to the theft of coffee in that country.

CABLE SERVICES

During the year under review further efforts have been made by the Board to induce the Kenya Government to allow the Eastern Telegraph Co. Ltd. to deal direct with the public at Mombasa. The matter appears however to have reached an impasse, since on the one hand the Cable Company refuse to accept less than 30% of the terminal charges and the Government on the other hand will not surrender more than 25%. It is understood that the Convention of Associations of Kenya support the decision of that Government, and are not in favour of the surrender of the terminal charges unless an undertaking is forthcoming from the Cable Company that a corresponding reduction will be made in the cable rates which the Convention consider excessive. The Board feel that the improvement in the cable service that could be effected by its introduction at Mombasa would probably result in increased cable traffic, and in that event no doubt the Cable Company would consider the reduction of their rates, but it could hardly be expected that the Company would give such a guarantee beforehand.

The Board discussed the position at the Conference with the Colonial Office, but in view of the fact that the Kenya Government had stated that they did not see their way to improve upon the terms already offered to the Eastern Telegraph Company it was felt that it would be difficult for the Colonial Office to press the matter further. It rests with those resident in Kenya itself to bring the pressure of public opinion to bear on the Government in regard to this question.

UNDESIRABLE ADVERTISING AMONGST NATIVES

Complaints have been received from the Nairobi Chamber of Commerce regarding undesirable advertising amongst Natives. The matter was referred to the London Chamber of Commerce who reported that there was nothing illegal in the common practice of offering bonuses and prizes in connection with advertisements. At the same time it was felt by the Board that the tendency to exploit the unsophisticated mind of the Native was deplorable, and that the evil could best be met through the formation of strong public opinion on the matter.

TANGA HARBOUR

The attention of the Board has been drawn to the fact that the trade in Tanga Harbour has very much increased in recent years but that the working facilities have not made equal progress. A memorandum was compiled by the Board making certain suggestions for the improvement of Tanga Harbour and Township and was forwarded by the Colonial Office to the Governor of Tanganyika for his consideration.

EAST AFRICAN HIDES

A proposal has been received by the Board that some system of control or supervision of hide dealers and merchants throughout East Africa should be established in the interests of the trade. The matter has been considered by a committee of the Board who came to the conclusion that the suggestions put forward would not prove an efficacious remedy for the present state of affairs of the industry in East Africa.

COTTON COMMITTEE

During the course of the year it has been suggested that the time has arrived for the establishment of a Cotton Committee composed of the members of the Manchester and Liverpool Cotton Associations together with representatives of the Joint East African Board, and this subject has received the consideration of the Board. It has been pointed out that the British Cotton Growing Association primarily deals with the commercial side of Empire Cotton, while the Empire Cotton Growing Corporation deals with matters of Cotton research, pests, seed selection, agricultural and other experimental work, and keeps aloof from commercial matters; but the two bodies work in

close co-operation with each other and between them cover almost the entire range of Empire Cotton subjects and interests. The Chambers of Commerce are well able to deal with most of the business questions that arise in connection with East African Cotton, and especially to formulate practical problems and difficulties for submission to the British Cotton Growing Association and the Empire Cotton Growing Corporation, which never fail to take energetic action and generally with success. It is felt therefore that it would be undesirable for the Board to set up a committee that might have the appearance of overlapping the functions of these two bodies, and the scope left for the Board in this direction is consequently limited.

**27—COFFEE
INDUSTRY IN
TANGANYIKA**

The Board have learned with satisfaction that instructions have been issued by the Chief Secretary of Tanganyika on behalf of the Governor to administrative officers throughout the country setting out the policy of the Government in regard to Coffee Growing by Natives, and that a Coffee Ordinance has been passed.

**28—GOVERN-
MENT
SURVEY FEES
(TANGANYIKA)**

As mentioned in the Fourth Annual Report, several complaints have been received by the Board as to the excessive survey fees charged by the Government in Tanganyika. It is with regret that the Board have learned that the Governor of Tanganyika considers that these charges compare favourably with those made by other Colonial Governments or by private surveyors, and that in the circumstances he cannot recommend their reduction.

**29—TANGANYIKA
AGRICUL-
TURAL AND
INDUSTRIAL
EXHIBITION**

It is interesting to note that Tanganyika intends to hold an Agricultural and Industrial Exhibition in Dar es Salaam in September, 1929, under the presidency of His Excellency the Governor, Sir Donald Cameron, K.C.M.G., K.B.E.

Two members of the Board, Sir Sydney Henn, K.B.E., M.P., and Mr. A. Wigglesworth have been nominated Vice-Presidents of the Tanganyika Exhibition.

The object of the Exhibition is to extend knowledge of the agricultural, industrial and commercial activities of the country, and to bring into contact those in the Territory and abroad who are interested in these activities. The Board will be glad to furnish information concerning the Exhibition to anyone who may be interested in the matter.

**30—COST OF
FUEL OIL**

The cost of Kerosene in East Africa which has been the cause of considerable dissatisfaction has had the attention of the Board. Having learned with satisfaction that special action had been taken by the Kenya-Uganda Railway Administration to reduce the cost of transport and that the Kenya Government had established a system of customs rebates the Board considered that nothing further could be done for the time being so far as Kenya and Uganda were concerned.

**31—GENERAL
MEETING OF
THE BOARD**

Notices regarding the Fourth Ordinary General Meeting of the Board, which will be held at 11 o'clock on Wednesday, June 19th, 1929, at Winchester House, Old Broad Street, London, E.C.2, are being sent to all members of the Board.

By Order of the Executive Council.

R. B. HARVEY,

Secretary.

Bevis Marks House,
London, E.C. 3.
March, 1929.

NOTE.—Owing to absence abroad, Mr. D. F. Basden has been unable to consider the foregoing report.

NOTES ON THE CONSTITUTION OF JOINT EAST AFRICAN BOARD.

GENERAL

The Joint East African Board is incorporated under the Companies Acts 1908 to 1917 as a company limited by guarantee not having a share capital; permission to omit the word "limited" after the name of the Board has been obtained from the Board of Trade.

The registered office of the Board is to be situated in England and will for the time being be at Bevis Marks House, Bevis Marks, London, E.C. 3.

Powers have been taken in the Memorandum of Association for the Board to extend its activities in several new directions, but it is not proposed at the present time to use many of these powers.

The maximum liability of each member for the debts of the Board is limited to the sum of ten shillings.

MEMBERSHIP

Members are divided into three classes:—

(1) Individual; (2) Corporate; and (3) Associate.

Any corporation (which includes a limited company or other incorporated body) may be elected a Corporate Member. Unincorporated bodies such as firms and certain associations which have no legal entity, may not, for technical reasons, become Members of the Board, but this difficulty can be overcome by the firm or unincorporated association nominating one of its own members to apply for Corporate Membership of the Board. Corporations or the representatives of unincorporated associations, which in the opinion of the Executive Council are not mainly interested in the development of East Africa, may be elected Associate Members.

Every intending Member is asked to fill in an Application Form and to forward with it his first Annual Subscription; all applications for membership will be considered by the Executive Council and the applicant will in due course be informed whether he has been elected a Member of the Board. A Member may at any time resign from the Board by giving written notice to the Secretary but, in accordance with the Companies Acts, he may, in the event of the liquidation of the Board within one year of the date from which he ceased to be a Member, be liable for an amount not exceeding the sum of ten shillings.

DESCRIPTIONS

Annual subscriptions, which are payable on the 1st January, are as follows:—

Individual Members	...	...	...	...	...	£1	1	0
Corporate Members	...	...	...	...	...	£5	5	0
Associate Members	...	...	...	...	...	£2	2	0

but these subscriptions may at any time be compounded by the payment of ten, fifty or twenty guineas respectively. Any Member elected on or after the 1st November in any year will not be required to pay another subscription on the succeeding 1st January, the subscription already paid being deemed to be also in respect of the year commencing on the latter date. Subscriptions and donations will, in certain cases, be allowed as an expense in computing the assessments of Members to United Kingdom Income Tax.

CHAIRMAN

The Executive Council elect as Chairman of the Board, some Member of the Board other than a Member of the Executive Council. The Chairman holds office for one year, but is eligible for re-election.

**ADVISORY
COUNCIL**

The Executive Council may elect such distinguished persons whether Members of the Board or not, as they may think fit, to be Members of the Advisory Council.

**EXECUTIVE
COUNCIL**

The business of the Board will be managed by an Executive Council consisting of not more than fifteen members, of whom there will be not more than three Elected Members and twelve Appointed Members.

The Elected Member who has been longest in office since his last election will retire at each Ordinary General Meeting and will be eligible for re-election by the Members of the Board.

The twelve Appointed Members will be appointed by such of the Corporate Members as the Board may in Ordinary General Meeting from time to time determine; the Board may decide that a Corporate Member may appoint one or more Members of the Executive Council, or that two or more Corporate Members may jointly appoint one or more Members of the Executive Council. The right given to any Corporate Member to appoint a Member of the Executive Council will subsist until it is cancelled or modified by the Board in Ordinary General Meeting.

No remuneration or salary can be paid, by virtue of the Companies Acts, to any Member of the Executive Council.

MEETINGS

An Ordinary General Meeting of the Board will be held in each year; at least ten weeks' notice of these meetings must be given to Members, and it is proposed to specify in the notice the precise resolutions to be brought before the meetings, particularly those relating to the election and appointment of Members of the Executive Council; in order to make this possible all proposed resolutions should be in the hands of the Secretary on or before 31st January in each year. In view of the length of notice to be given and of the fact that voting by proxy will be allowed, all Members of the Board, including those resident in East Africa, will have the opportunity of participating in the election of Members of the Executive Council.

Extraordinary General Meetings may, in case of necessity, be summoned by the giving of fourteen days' notice.

VOTING

On a show of hands every Member present at a General Meeting has one vote, but upon a poll being demanded every Individual Member has one vote, every Corporate Member five votes and every Associate Member two votes, whether present in person or by proxy.

JOINT EAST AFRICAN BOARD.

(A COMPANY LIMITED BY GUARANTEE)

Dr. BALANCE SHEET, 31st December, 1928.

Cr.

	£	s.	d.
To SUNDRY CREDITORS—			
Telephone and Income Tax			10 11 6
„ SUBSCRIPTIONS RECEIVED IN RESPECT OF 1929			2 2 0
„ RESERVE ACCOUNT—			
Compounded Subscriptions, etc.			26 5 0
„ INCOME & EXPENDITURE ACCOUNT—			
Balance as at 31st December, 1927	125	2	8
Add Excess of Income over Expenditure for the year to 31st December, 1928	102	2	2
			227 4 10

	£	s.	d.
By CASH—			
In Hand		1	16 9
At Bank on Current Account	33	4	1
„ „ „ Deposit Account	175	0	0
			210 0 10
„ DEBTOR—			
Individual Subscription			1 1 0
„ OFFICE FURNITURE, ETC.—			
As at 31st December, 1927	8	8	9
Additions during year	26	18	6
			35 7 3
Less Depreciation		3	10 9
			31 16 6
„ STOCK—			
Copies of Memorandum and Articles of Association			23 5 0

16

NOTE.—At 31st December, 1928, there were 126 Members on the Register, each of whom is liable, in the event of the Board being wound up, for such sum, not exceeding ten shillings, as may be required.

£266 3 4

S. H. H. HENN, *Chairman of Board.*
A. WIGGLESWORTH, *Member of Executive Council.*

£266 3 4

We report that we have audited the above Balance Sheet dated 31st December, 1928. We have obtained all the information and explanations we have required. In our opinion such Balance Sheet is properly drawn up so as to exhibit a true and correct view of the state of the Board's affairs according to the best of our information and the explanations given us and as shown by the books of the Board.

38, Gresham Street,
London, E.C.2,
8th March, 1929

GODDARD, FRYER AND MELLERSH,
Chartered Accountants,
Hon. Auditors.

INCOME AND EXPENDITURE ACCOUNT for the Year ended 31st December, 1928.

Dr.

Cr.

EXPENDITURE.

INCOME.

	£	s.	d.
<i>To</i> Secretarial Services	100	0	0
„ Hire of Hall for Meetings	14	14	0
„ Printing, Typing and Stationery	66	15	9
„ Postage, Telegrams and Telephone	22	12	3½
„ Sundry Expenses	37	16	4½
„ Depreciation of Furniture	3	10	9
„ Income Tax 1928/29	10	8	0
„ Balance, being excess of Income over Expenditure ...	102	2	2
	£357 19 4		

	£	s.	d.		£	s.	d.
<i>By</i> Subscriptions :							
Individual Members :							
69 @ £1 1s.	72	9	0				
Corporate Members :							
54 @ £5 5s.	283	10	0				
Associate Members :							
— @ £2 2s.	—	—	—				
					355	19	0
<i>Less</i> Carried forward to 1929							
under Article 9 :							
Two Individual Members ...	2	2	0				
„ Interest on Deposit Account ...							353 17 0
							4 2 4
							£357 19 4

JOINT EAST AFRICAN BOARD, LIST OF MEMBERS, 1928.

	£	s.	d.		£	s.	d.
African and Eastern Trade Corporation, Ltd.	5	5	0	Brought forward ...	127	1	0
African Lakes Corporation, Ltd. ...	5	5	0	Cox, James I., Esq.	1	1	0
African Mercantile Co., Ltd. ...	5	5	0	Cranworth, Lord, M.C.	1	1	0
A. L. Bruce Estates, Ltd. ...	5	5	0	Crowdy, Major W. M.	1	1	0
Allen, Sir J. Sandeman, M.P. ...	1	1	0	Dar es Salaam Chamber of Commerce	5	5	0
Amboni Estates, Ltd.	5	5	0	Davey, Edward C. A., Esq. ...	1	1	0
Andrew Chalmers & Co., Ltd. ...	5	5	0	Davidson, Maj.-Gen. Sir John, K.C.M.G., C.B., D.S.O., M.P.	1	1	0
Angier, A. G., Esq.	1	1	0	East African Estates, Ltd. ...	5	5	0
Anglo-Persian Oil Co., Ltd. ...	5	5	0	East African Produce Co., Ltd. ...	5	5	0
Arbuthnot, Latham & Co., Ltd. ...	5	5	0	European Constitutional Association (per Henry D. Lehmann, Esq., O.B.E.)	5	5	0
Archer, C. K., Esq.	1	1	0	Findlay, James A., Esq.	1	1	0
Arusha Coffee Planters' Association	5	5	0	Francis Theakston, Ltd.	5	5	0
Associated Producers of East Africa (per E. P. Evans, Esq.) ...	5	5	0	Franz, Johann, Esq.	1	1	0
Association of East African Chambers of Commerce (per G. A. Tyson, Esq.)... ..	5	5	0	Gilliat, John K., & Co., Ltd. ...	5	5	0
Baker, Samuel and Co. (East Africa), Ltd.... ..	5	5	0	Gilmour, T. L., Esq.	1	1	0
Bale, Alfred E., Esq.	1	1	0	Goldman, Major C. S.	1	1	0
Barclays Bank (Dominion, Colonial and Overseas)	5	5	0	Gough, Gen. Sir Hubert, G.C.M.G., K.C.B., K.C.V.O.	1	1	0
Bennett, A. L. B., Esq.	1	1	0	Gray, Lt.-Col. C. L. R.	1	1	0
Bentall, E. E., Esq.	1	1	0	Hall, Wm. B., Esq.	1	1	0
Biggs, Capt. E. K.	1	1	0	Hamilton, Sir Robert W., M.P. ...	1	1	0
Blantyre and East Africa, Ltd. ...	5	5	0	Hattersley, C. W., Esq.	1	1	0
Blyth, Greene, Jourdain & Co., Ltd.	5	5	0	Hausburg, Campbell B., Esq. ...	1	1	0
Braithwaite & Co., Engineers, Ltd.	5	5	0	Heilbron, Bertie, Esq.	1	1	0
British Central Africa Co., Ltd. ...	5	5	0	Henn, Sir Sydney, K.B.E., M.P....	1	1	0
British East Africa Corporation, Ltd.	5	5	0	Higgin, W. W., Esq.	1	1	0
British South Africa Co.... ..	5	5	0	Hynde, R. S., Esq.	1	1	0
Brooks & Co., Robert (per W. C. Tabor, Esq.)	5	5	0	Imperial Tobacco Co. (of Gt. Britain and Ireland), Ltd.	5	5	0
Brown, Shipley and Co. (per E. Clifton Brown, Esq.)	5	5	0	Isaac, F. W., Esq.... ..			(compounded subscription)
Butler, Sir Geoffrey, K.B.E., M.P.	1	1	0	Jacob, A. E., Esq., M.P.... ..	1	1	0
Carey, C. McLeod, Esq.	1	1	0	Jessopp, A. L., Esq.	1	1	0
Chaplin, P. F., Esq.	1	1	0	Joelson, F. S., Esq.	1	1	0
Cobb, E. Powys, Esq.	1	1	0	Kath, Karl, Esq. (Ngombezi Sisal Estate)	5	5	0
Coffee Planters' Union of Kenya and East Africa	5	5	0	Kikwetu Sisal Estate, Ltd. ...	5	5	0
Carried forward ...	127	1	0	Carried forward ...	197	8	

	£	s.	d.		£	s.	d.
Brought forward ...	197	8	0	Brought forward ...	269	17	0
Lead, Major W. C. ...	1	1	0	Shiré Highlands Railway, Nyasa-			
Leggett, Major Sir E. Humphrey,				land, Ltd. ...	5	5	0
D.S.O. ...	1	1	0	Shute, Col. John J., C.M.G., D.S.O.	1	1	0
Levis, Bertie G., Esq. ...	1	1	0	Siggins, A. J., Esq. ...	1	1	0
Liverpool Chamber of Commerce				Smith, H. Hamel, Esq. ...	1	1	0
(East African Trade Section)	5	5	0	Sokoki Plantations, Ltd. ...	5	5	0
Low, Archdeacon W. P. ...	1	1	0	Speller, C. A., Esq. ...	1	1	0
Lyons, J., & Co., Ltd. ...	5	5	0	Standard Bank of South Africa,			
Magadi Soda Co., Ltd. ...	5	5	0	Ltd. ...	5	5	0
Malcolm, D. O., Esq. ...	1	1	0	Tanganyika Planters' Association			
Mardon, E. J., Esq., J.P. ...	1	1	0	(Central Area) ...	5	5	0
McGowan, James, Esq., O.B.E. ...	1	1	0	Tanganyika Planters' Association			
McLeod, Sir Charles C., Bart.	(compounded			(Tanga Area) ...	5	5	0
	subscription)			Tapp, W. M., Esq. ...	1	1	0
McManus, John, Esq. ...	1	1	0	Taylor, Maj. H. Blake, C.B.E. ...	1	1	0
Megson & Pharazyn (per E. L.				Thomson, Allan, Esq. ...	1	1	0
Pharazyn, Esq.) ...	5	5	0	Thomson, Walter, Esq. ...	1	1	0
Morison, Capt. Ernest, O.B.E. ...	1	1	0	Uganda Chamber of Commerce ...	5	5	0
National Bank of India, Ltd. ...	5	5	0	Uganda Company, Ltd. ...	5	5	0
Noakes, R. W., Esq. ...	1	1	0	Uganda Cotton Association ...	5	5	0
Northey, Maj.-Gen. Sir Edward,				Uganda Planters' Association ...	5	5	0
G.C.M.G., C.B. ...	1	1	0	Uplands Plantation Syndicate, Ltd.	5	5	0
Nyasaland Chamber of Agriculture				Usambara Sisal Co., Ltd....	5	5	0
and Commerce ...	5	5	0	Verdon, Francis R., Esq. ...	1	1	0
Pearson, Sir Neville, Bart. ...	1	1	0	Walsh, Maj. Conrad L. ...	1	1	0
Ponsonby, C. E., Esq. ...	1	1	0	Weinthal, Leo, Esq., C.B.E.,			
Porritt, Edward, Esq. ...	1	1	0	F.R.G.S. ...	1	1	0
Pratt-Barlow, Major E., J.P. ...	1	1	0	Welch, E. S., Esq. ...	1	1	0
Rees, Sir Milsom, K.C.V.O.,				Welldon, Charles W. H., Esq. ...	1	1	0
F.R.C.S. ...	1	1	0	Westerdyk, Max, Esq. ...	1	1	0
Richardson, Edward, Esq. ...	1	1	0	Williams, Sir Robert, D.L., J.P.	(compounded		
Richardson, Sir Philip W., M.P....	1	1	0		subscription)		
Rosehaugh African Syndicate, Ltd.	5	5	0	Wigglesworth, Alfred, Esq. ...	1	1	0
Ruo Estates, Ltd....	5	5	0	Wigglesworth & Co., Ltd. ...	5	5	0
Ruvu Estates, Ltd. ...	5	5	0	Wilson, C. S., Esq., M.C. ...	1	1	0
Sabbatini, A. H., Esq. ...	(compounded			Wynne, Sir Trevredyn R., K.C.S.I.,			
	subscription)			K.C.I.E. ...	1	1	0
Shaw, Rev. W. H. ...	1	1	0	Zambesia Mining Development, Ltd.	5	5	0
Shell Company of East Africa, Ltd.	5	5	0				
Carried forward ...	269	17	0				
					£355	19	0

CONGO BASIN TREATIES AND CONVENTIONS.

Revised Memorandum by Sir John Sandeman Allen, M.P.

**ASON FOR
UDY OF
ESTION AND
GENCY**

THERE is no question connected with the development of trade and the supply of foodstuffs and raw material for the United Kingdom more important than the future lines of development of our African Colonies and of British trade in Tropical Africa generally.

One of the most important factors in the study of this question is the series of Treaties and Conventions commonly called the Congo Basin Treaties, because everything depends upon their present application and whether there is any prospect of their alteration or renewal.

It is essential that this particular question should receive the immediate and careful attention of all parties interested because the Convention of St. Germain-en-Laye of 10th September, 1919, the most important of the series, will come up for review and possibly for revision any time after June, 1930, viz., ten years after it came into force.

It is obvious that a matter affecting most, if not all, of the trading Powers of the world and particularly those having Colonies or Dominions in that part of Africa cannot be dealt with hurriedly, therefore if anything is to be done no time must be lost.

The subject is very complicated and governed both by bilateral and multilateral Treaties and engagements and is one little understood in its full bearings, even by the Governments concerned and much less by the trading community here or elsewhere. In Africa it is a matter affecting not only the Governments of the various Territories but the individual rights of planters, traders, settlers and concessionaires, as well as the natives themselves, covering as it does freedom of trade, navigation, settlement, concessions, etc., as well as stipulating for the protection of the Native population and the maintenance of order and safety without differential treatment.

It is with the object of calling public attention to the importance and urgency of this matter that this memorandum is submitted, but it must be understood that the writer lays no claim to special authority or expert knowledge and has endeavoured to review the position from the standpoint of "the man in the street" in language which will be understood by all, in the hope that it will stimulate interest and give an impetus to the study of the whole question.

**UDY AND
VERNMENT
QUIRY
CESSARY**

This matter has for the last year been under serious consideration by the Joint East African Board, of which the writer is Vice-Chairman, and it was then felt that the questions involved were so complex and far-reaching that they demanded the attention of all those persons and bodies working for Empire development as well as of the leading trade organizations whose interests are largely affected directly or indirectly. At the same time it was felt that the question in all its bearings should form the subject of a Government enquiry because by no other means could the actual facts and conditions as well as the experience and views of all interested be satisfactorily obtained and collated.

A preliminary memorandum was therefore drawn up by the writer and submitted to the various Government Departments concerned, the Chambers of Commerce and others, and the attention of the Prime Minister called to the matter, with a request for an enquiry. This request was supported by a number of trade organizations.

It is understood that the matter is at the present moment having the close attention of the Government Departments concerned and it is hoped that a full enquiry will be instituted. As at the time of writing the preliminary memorandum certain information was lacking and consequently some inaccuracies crept into it this revised memorandum is now submitted.

**RLY
STORY**

In order to understand the position we must go back to the Treaty of Berlin in 1885 and remember that at that time vast regions in tropical Africa, especially in the Central and Eastern portions, were largely unexplored and undeveloped, and were without any lines of communication, save by the great natural waterways, e.g. the Congo and the Zambezi. The natives suffered from

constant internecine warfare, while slave raiders pursued their nefarious and devastating traffic throughout the whole of these regions. The situation on the West Coast was in no way similar to the East Coast. Trading ports and colonies under British and French rule had long been established in the West, while on the East, except in Zanzibar and district, which was a great Arab trading centre, and Great Britain actually had her first treaty in regard to that centre with Muscat on 12th October, 1798, there was little or no attempt at trade or colonization.

**TREATY OF
BERLIN, 1885**

For some time previous to 1885 the European Powers had begun to realise the importance of developing their trade and of securing for that purpose an open door for trade in these regions, and of thus having equal opportunities in the undeveloped parts of that great Continent. Probably some of them at least also had in their minds as an ultimate object the increase of their territories.

At the same time in certain circles throughout the civilized world public opinion was beginning to be much exercised as to the conditions and future welfare of the Native population and was determined to suppress the slave trade.

A Conference of the Powers was held in Berlin which resulted in the signing of an International Treaty on 26th February, 1885, subsequently duly ratified by nearly all. In this country it was presented to Parliament in June, 1886 (C. 4739).

This Treaty took the form of a General Act embracing the following decisions :—

1. A declaration relative to Freedom of Trade in the Basin of the Congo.
2. A declaration relative to Slave Trade, &c.
3. A declaration of Neutrality of Territories in the Conventional Basin of the Congo.
4. An Act of Navigation for the Congo, &c.
5. An Act of Navigation for the Niger, &c.
6. A declaration introducing into international relations certain uniform rules with reference to future occupation on the coast of the African Continent.

This Treaty was signed by Great Britain, Germany, Austria, Belgium, Denmark, Spain, France, Italy, Holland, Portugal, Russia, Norway, Sweden and the U.S.A., and ratified by all except the U.S.A. The period of time during which this Treaty runs is unlimited. The Great War, 1914-1918, put an end to this Treaty as between the belligerents, viz., Great Britain, France, Belgium, Italy, Portugal and Russia on the one hand and Germany, Austria and Turkey on the other hand. The neutral countries on the other hand are still bound by its terms between themselves and the belligerent Powers. Zanzibar subsequently adhered to this Treaty with reservations in 1886 and fully in 1892.

**CONVENTIONAL
FREE TRADE
ZONE OR AREA**

As the terms of this Treaty, which are important for the subject we are considering, are similar to those of the Convention of St. Germain-en-Laye, which are dealt with fully later on, attention is only called now to Article 1, which deals with the area covered, and as it is given in full later on it is briefly summarised here as follows : (1) All regions watered by the Congo and its affluents, including Lake Tanganyika with its eastern tributaries. (2) The maritime zone extending along the Atlantic Ocean from the parallel situated in 2° 30' south latitude to the mouth of the Logé. (3) The zone stretching eastward from the Congo Basin to the Indian Ocean from 5° of north latitude to the mouth of the Zambezi. (See map attached.) It will thus be seen that the area covered by the Treaty is considerably greater than the actual Congo Basin area and is therefore called in the Treaty "The Conventional Free Trade Zone". (N.B.—In the attached map both areas are shown, the extension being on the eastern side.)

As already stated, this area was fixed in 1885 when most of the country was only partially explored and mainly undeveloped, while only parts of it were under the occupation of European Powers.

If this area is examined to-day on the map it will be found that the northern line cuts through the French Congo and part of French Equatorial Africa, as well as through a small part of the Sudan and Abyssinia and Italian Somaliland, while the southern line cuts through Angola (Portuguese West Africa), Northern Rhodesia and Portuguese East Africa, but the area embraces

the entire Belgian Congo, Kenya, Uganda, Tanganyika and Nyasaland. It will also be noted that to-day this area is thoroughly explored, considerably developed and every part of it except the small piece of Abyssinia is under the administration of one or other of the European Powers. It is important to bear these facts in mind throughout our study of the whole question.

TREATIES AND CONVENTIONS

Among other Treaties and Conventions dealing with this area the following should be noted :—

(1) (C. 4414) A Convention between Great Britain and the King of the Belgians as founder of and in the name of the International Association of the Congo, dated 16th December, 1884, at Berlin, and ratified 9th May, 1885, granting the same rights as were later specified in the Berlin Treaty.

(2) (C. 4442) Arrangement between Great Britain and Germany relative to their respective spheres of action in portions of Africa, 1885.

(3) (C. 6557) General Act, relative to suppression of the Slave Trade, restriction on traffic in spirits and imposing obligations involving local expenditure and a declaration by the Powers who ratified or acceded to the Berlin Treaty, authorising the levy of import duties to cover themselves for expenditure. Such duties not to exceed 10% *ad valorem*, but without differential treatment or transit duties. Brussels, 2nd July, 1890, ratified 1892

(4) (C. 9334) Convention between Great Britain and France, delimiting frontiers and granting equal rights of trade, imports, navigation, tariffs, fiscal treatment and taxes of all kinds for thirty years and until denounced thereafter. 14th June, 1898, and 21st March, 1899, ratified 13th June, 1899.

(5) (C. 6375) A Treaty between Great Britain and Portugal defining respective spheres of influence in East Africa and providing for freedom of passage in certain parts and a small limited duty in other parts, also for freedom of navigation of the Zambezi, &c. 11th June, 1891.

(6) (C. 7349) Agreement between Great Britain and

(C. 7358) Independent State of the Congo as to spheres of influence, &c. 12th May and 22nd June, 1894.

(7) Commercial Treaty between Great Britain and Italy granting national treatment in some matters and most favoured nation treatment in others. 1883.

(8) Various Zanzibar Treaties.

Although the U.S.A. is not a party to the General Acts of Berlin or Brussels, nor to the Convention of St. Germain-en-Laye, yet she has by a number of treaties with other countries obtained rights in certain territories included in the Conventional Free Trade Zone or Area. These treaties are as follows. (N.B.—The Reference to the volumes of "British and Foreign State Papers" is given wherever possible.)

Abyssinia.

Treaty, 27th June, 1914. (Vol. 108, page 874) ... Rights of Commerce.

Belgium.

Treaty, 18th April, 1923. (Vol. 120, page 67) ... Rights in mandated territory of former
Protocol, 21st January, 1924. (Vol. 120, page 73) German East Africa.

France.

Treaty, 13th February, 1923. (Vol. 118, page 1076) Rights in mandated territory of the
Cameroons.

Great Britain.

Convention, 31st May, 1902. (Vol. 95, page 115) Rights to restricted import duties in
Zanzibar.

Convention, 5th June, 1903. (Vol. 96, page 90) ... Rights in regard to lights and harbour
dues in Zanzibar.

Convention, 10th February, 1925. (Treaty Series, Rights in Tanganyika Territory
No. 22, 1926)

Portugal.

Exchange of Notes, 28th June, 1910. (Vol. 103, Most favoured nation treatment
page 994)

As already stated, the war of 1914-1918 put an end to all Treaties as between the Powers at war with each other, but apparently left unchanged the obligations between them and the Neutral Powers, as also between those belligerents not at war with each other.

The Peace Treaty of Versailles, signed 28th June, 1919, accordingly among many stipulations provided that African questions should be arranged at a special Conference at St. Germain-en-Laye.

**CONVENTION OF
ST. GERMAIN-
EN-LAYE**

Accordingly, Great Britain and her Allies—viz., U.S.A., Belgium, France, Italy, Japan and Portugal—met at St. Germain-en-Laye, and signed on 10th September, 1919 :—

(Cmd. 477): "A Convention revising the General Act of Berlin, 26th February, 1885, and the General Act of Brussels, 2nd July, 1890."

This Convention was ratified by Great Britain, Belgium, France, Japan and Portugal, and came into force, so far as Great Britain is concerned, in 1920. It has not been ratified by the U.S.A. or Italy.

Egypt and Abyssinia were not parties to the Berlin and Brussels Acts nor to this Convention, but the Anglo-Egyptian Sudan is largely under British Control and Abyssinia at the moment is not important, although it is likely to become increasingly so and cannot be overlooked. The European nations who have not so far adhered to this Convention are Denmark, Holland, Spain, Sweden, Norway, Germany and the nations forming the old Austrian Empire, as well as the Balkan nations. This Convention is the one which now covers the whole matter of freedom of trade, navigation, settlement, &c., so far as the Powers who have ratified it are concerned. The slave trade and liquor traffic are covered by separate conventions.

The preamble states :—

"Whereas the General Act of the African Conference, signed at Berlin on 26th February, 1885, was primarily intended to demonstrate the agreement of the Powers with regard to the general principles which should guide their commercial and civilising action in the little known or inadequately organised regions of a continent where slavery and the slave trade still flourished ; and

"Whereas by the Brussels Declaration of 2nd July, 1890, it was found necessary to modify for a provisional period of 15 years the system of free imports established for 20 years by Article 4 of the said Act, and since that date no agreement has been entered into, notwithstanding the provisions of the said Act and Declaration ; and

"Whereas the territories in question are now under the control of recognised authorities, are provided with administrative institutions suitable to the local conditions, and the evolution of the native populations continues to make progress ;

"Wishing to ensure by arrangements suitable to modern requirements the application of the general principles of civilisation established by the Acts of Berlin and Brussels," etc.

Article 1 reads :

"The signatory Powers undertake to maintain between their respective nationals and those of States, Members of the League of Nations, which may adhere to the present Convention, a complete commercial equality in the territories under their authority within the area defined by Article 1 of the General Act of Berlin of 26th February, 1885, set out in the Annex hereto, but subject to the reservation specified in the final paragraph of that Article."

It is important to note this Article carefully because Article 13 of this Convention states :

“ Except in so far as the stipulations contained in Article 1 of the present Convention are concerned, the General Act of Berlin of 26th February, 1885, and the General Act of Brussels of 2nd July, 1890, with the accompanying Declaration of equal date, shall be considered as abrogated, in so far as they are binding between the Powers which are parties to the present Convention.”

As in studying this Convention and indeed the whole question it is necessary to consider the Article 1 of the General Act of Berlin, it is given here in full:—

“ The trade of all nations shall enjoy complete freedom :—

“ (I) In all the regions forming the basin of the Congo and its outlets. This basin is bounded by the watersheds (or mountain ridges) of the adjacent basins, namely, in particular, those of the Niari, the Ogowé, the Shari and the Nile, on the North; by the Eastern watershed line of the affluents of Lake Tanganyika on the East; and by the watersheds of the basins of the Zambezi and the Logé on the South. It therefore comprises all the regions watered by the Congo and its affluents, including Lake Tanganyika, with its Eastern tributaries.

“ (II) In the maritime zone extending along the Atlantic Ocean from the parallel situated in 2°30' of south latitude to the mouth of the Logé. The northern boundary will follow the parallel situated in 2° 30' from the coast to the point where it meets the geographical basin of the Congo, avoiding the basin of the Ogowé, to which the provisions of the present Act do not apply. The southern boundary will follow the course of the Logé to its source, and thence pass eastwards till it joins the geographical basin of the Congo.

“ (III) In the zone stretching eastward from the Congo Basin as above defined to the Indian Ocean from 5° of north latitude to the mouth of the Zambezi in the south, from which point the line of demarcation will ascend the Zambezi to 5 miles above its confluence with the Shiré and then follow the watershed between the affluents of Lake Nyasa and those of the Zambezi till at last it reaches the watershed between the waters of the Zambezi and the Congo. (See map.) It is expressly recognized that in extending the principle of free trade to this Eastern Zone the Conference Powers only undertake engagements for themselves, and that in the territories belonging to an independent sovereign State this principle shall only be applicable in so far as it is approved by such State. But the Powers agree to use their good offices with the Governments established on the shores of the Indian Ocean for the purpose of obtaining such approval and in any case of securing the most favourable conditions to the transit (traffic) of all nations.”

The following is a summary of the clauses of this Convention, but anyone studying the matter closely will naturally obtain a copy for himself :—

Article 1, as we have seen, lays down the principle of complete commercial equality in the area it defines.

Article 2 stipulates for free access to the interior. No differential treatment as to imports or exports, no transit duties, etc., except for services rendered, freedom of flag for vessels, etc.

Article 3 grants equal treatment to all nationals of the signatories or of States, Members of the League of Nations, adhering to the Convention.

Article 4 stipulates for no differential treatment in the granting of concessions for the development of national resources.

Article 5 stipulates for free navigation for merchant vessels and for transport of goods and passengers on the Niger and all rivers and lakes in the area on a footing of perfect equality.

Article 6 stipulates for no restrictions or dues based on the mere fact of navigation or any obligation for compulsory entry into port or for breaking bulk.

Article 7 provides for freedom of communications generally and equal treatment for all.

Article 8 authorises rules for safety and control of navigation to facilitate circulation of merchant vessels.

Article 9 authorises establishment of system for maintenance of order and safety without differential treatment.

Article 10 stipulates for police force necessary for protection of persons and property, freedom of trade, etc.

Article 11 stipulates for protection of the Native population particularly against slavery, for their development, progress and civilisation, with freedom of religion, etc.

Article 12 provides for arbitration.

Article 13 as already stated abrogates previous Acts and substitutes this Convention.

Article 14 provides for adhesion of other States, Members of the League of Nations.

Article 15 reads :—

“The signatory Powers will reassemble at the expiration of ten years from the coming into force of the present Convention, in order to introduce into it such modifications as experience may have shown to be necessary.”

It is important to notice that as *Article 13* abrogates the General Acts of Berlin and Brussels, except as reserved in *Article 1*, it follows that the limitation on the rate of import duty is removed, and that so far as the Convention of St. Germain governs the situation the Powers which possess territory within the conventional free trade area are free to levy import duties at their pleasure, provided that no differential duties are made and all have equality of treatment.

It would appear however in practice there is considerable diversity of interpretation of the Convention and the General Acts of Berlin and Brussels in the matter of commercial equality. It is also important to note that Portugal made a reservation in regard to her territories in East Africa north of the Zambezi, which she appears to have interpreted rather liberally.

MANDATED TERRITORIES

In accordance with terms of the Treaty of Peace signed at Versailles 28th June, 1919, Germany renounced in favour of the principal allied and associated Powers all her rights over her overseas possessions.

These Powers in accordance with Art. 22, Part 1, Covenant of the League of Nations, agreed that Mandates affecting the area we are considering should be granted :—

Tanganyika Territory to Great Britain.

Territory of Ruanda and Urundi to Belgium.

German Cameroons to France.

These are permanent Mandates, subject to the terms laid down by the League of Nations. As far as these areas are concerned therefore, the conditions as to law and order, slavery, liquor restrictions and protection of natives generally, as well as complete equality of rights of every kind to all nationals of States Members of the League of Nations are more far-reaching and definite than those laid down in the General Acts of Berlin and Brussels and in the Convention of St. Germain-en-Laye.

Article 10 of the British Mandate for Tanganyika (C. 1284) has a special bearing upon points under consideration in this memorandum ; it reads :—

“The Mandatory shall be authorized to constitute the territory into a Customs, fiscal and administrative union or federation with the adjacent territories under his own sovereignty or control ; provided always that the measures adopted to that end do not infringe the provisions of this mandate.”

While *Article 12* reads :—

“The consent of the Council of the League of Nations is required for any modification of the terms of this mandate ; provided that in the case of any modification proposed by the Mandatory such consent may be given by a majority.”

Bearing the foregoing in mind, the important question to consider is whether any revision of the Convention of St. Germain-en-Laye is necessary or desirable. This at once raises the

question as to how far under the changed circumstances of to-day the area, viz., the Conventional Free Trade Zone, is a correct or suitable one as at present fixed.

A glance at the map will show that in seven different places the line of demarcation cuts across the territories of different States, leaving part within the area and part outside, viz., Portuguese East Africa, Northern Rhodesia, Portuguese West Africa, French Equatorial Africa, the Sudan, Abyssinia and Italian Somaliland. In every one of these cases the principal ports and the main distributing centres are outside the area.

It follows therefore so far as Customs tariffs, preferential or otherwise, etc., are concerned, that an anomalous situation exists, because as there are no Customs cordons on the boundaries of the area goods must enter the area from those countries or parts of countries which have had the benefit of a preferential tariff or suffered from a discriminating tariff when entering the country from outside the area, so that Customs equality in such instances cannot be said to exist. The Belgian Congo and the British East African Colonies are wholly within the area, and so are in quite a different position.

In the case of Northern Rhodesia, a small part of which is within the area, great care has been taken in framing the Customs and Excise Duties Ordinance, 1925, to stipulate for exact fulfilment of our obligations under the Convention as regards that part of Northern Rhodesia which is in the Congo Basin.

It may be found when the question is carefully examined that the Portuguese and the French have some similar or rather similar provisions, although as regards Portugal at all events this is doubtful, but in the absence of a Customs cordon it is difficult to see how these regulations can be carried out and there is, it is feared, good reason to believe that they are practically a dead letter in most cases and in some instances it is stated that the terms of the Convention in this matter at all events are entirely ignored. It is as well however to leave this point for full enquiry and definite evidence, if obtainable.

By reason also of the demarcation of the area, freedom of access into the interior may also be rendered nugatory in certain parts.

One is therefore driven to the *prima facie* conclusion that the area as at present fixed is not suitable for the present day and that it should if possible be altered.

To extend the area to coincide with the boundaries of the States affected would at first sight appear the more natural and simple, but for many reasons it would probably be unattainable as the Powers concerned would see no advantage to themselves in agreeing to it.

To restrict the area to those States entirely within the lines of demarcation would however probably create serious difficulties by depriving them of advantages at present possessed without any *quid pro quo*.

Whether the area does or does not admit of alteration we still have to consider the more important question whether the Convention itself calls for alteration in whole or in part in view of the great political and economic developments in recent years in many of the States or Territories within the area. The alternatives it is suggested should be considered in this connection are :—

- (a) The cancellation of the whole Convention, leaving each country free to deal with its own territories within or without the area subject to ordinary treaty rights.
- (b) (Assuming that (a) is considered inadvisable.) The elimination of all customs questions from the Convention except in regard to through transit. Customs matters would then be dealt with by each State or Territory for themselves, subject only to treaty conditions as far as they may exist.
- (c) To leave the Convention as it stands, *faute de mieux*.

At first sight it might appear that the complete abrogation of the Convention would be a simple solution, but the more we study the terms of the Convention and bear in mind the motives expressed in the preamble quoted, whatever the motives may have been in the minds of some, then or to-day, we shall come to the conclusion that the stipulations as to liberty of trade and free

development and settlement, and, what is quite as important, the protection and development of the Native population in this and all other matters, are too valuable and too necessary to be discarded and left to the will of any one or other nation as it may suit their interest from time to time. Indeed on the contrary our attention should be directed to seeing that these stipulations are more directly adhered to.

It is inconceivable that this country, the pioneer of liberty and freedom, both for the individual and for trade and development, should desire, or Parliament authorise, restriction on the free access to or development of these vast regions with their boundless resources, although it is realised that some of our Colonies and some other nations might wish for greater power to reserve some of the rights in their own territory to their own nationals. It must also be borne in mind that the Berlin and Brussels Acts and this Convention grant more extensive rights than any ordinary commercial treaty. On the other hand it may be argued that as far as British trade is concerned we have for the time being at all events by some of our bilateral treaties (see page 22) secured many of these advantages, and in the French and Belgian Mandated Territories as well. If we abrogate this Convention we shall still have to face a complicated position with those Powers still parties to the General Acts of Berlin and Brussels.

Taking everything into consideration, a complete abrogation of the Convention would appear undesirable. We, therefore, turn to (b), viz., the elimination of all Customs matters. This raises many different issues and apart from the difficulties referred to in carrying out the terms of the Convention there is another matter to consider from the point of view of our own Empire and one which I know has been in the minds of many for a long time. As will be appreciated, the effect of the Convention is among other things to prevent admission of British goods into our own territories within the area (practically the whole of East Africa) at a preferential rate of duty, or on favoured terms, and to fetter this part of the Empire as to many matters, even though it may have been developed by the expenditure of British resources and assisted by preferential tariffs granted to its products.

The removal of these restrictions if attainable might well give a great advantage and impetus to British trade and industry in the purely British Territories and perhaps particularly to the Lancashire cotton trade by the granting of preferential rates of import duty. It might also lead to other advantages for these particular territories as well as for Empire trade as a whole. It is necessary to keep in mind, however, that if preference for British goods be secured in purely British territories, the other Powers could hardly be expected or persuaded to refrain from adopting preferential measures for their own national products in their own African territories and to that extent British trade with such non-British countries would doubtless suffer.

It must be remembered that there is one serious obstacle to a general application of this policy and that is that we hold Tanganyika under a Mandate which is permanent and although the terms of this Mandate may be altered at our request by a majority of the Council of the League of Nations, we cannot look upon that event as likely to be attainable, at all events, in the near future. We must, therefore, be prepared to leave Tanganyika out if we consider a change of the kind indicated.

The changes necessary to carry this policy into effect, if it were possible to secure it, are too complicated and difficult to be discussed here, but this suggestion seems worth further consideration although it may prove impracticable. It is in any case just as well to consider the whole question from the broad point of view of British interests as a whole and to ascertain whether they stand to gain or lose by a radical change, e.g., whether the loss of our right of equality of entry into and of settling, developing and trading in such immense and valuable centres as the Congo State, East and West Portuguese Africa, etc., would be compensated for by the right to differentiate for Customs duties in Kenya, Uganda, Nyasaland and the small portion of Rhodesia affected and by reservation to ourselves of all rights in these Colonies.

If we can secure what is desired without sacrificing our present valuable rights it is certainly worth trying to secure the tariff freedom, but convinced believers, as many of us are, in the

immense advantage to the Empire as a whole as well as to this country of Imperial Preference, we must be governed in considering this matter by the broader issue of what is best in the interests of the whole Empire and what is on balance the best for British trade as a whole. We must, of course, consider also the interests of the particular region and its inhabitants and not only the interest of British or other white traders.

In considering such large and complicated questions it is necessary to have the advantage of the knowledge and experience of the business community, at home and in Africa, as well as of Government officials out there and at home. No private individual or ordinary Associations can possibly make a complete and satisfactory investigation of such a complex question. It is not merely a Foreign Office question, although the Foreign Office alone is versed in the details and cross bearings of treaties, and neither is it merely a Colonial Office question, although some of the territories involved are under their control and much information is available from them. Neither is it a question, solely or perhaps mainly, for the Board of Trade, although they and the Department of Overseas Trade must have a great deal of information to throw light on the question, and finally it is not exclusively a commercial question, although it would be an absurd thing not to bring the Chambers of Commerce and the large trade organizations into consultation and obtain from them all information possible.

It is therefore submitted that the only satisfactory solution is for the Government to appoint a Committee to examine the whole matter in all its bearings and, as for such an investigation to be valuable it must be thorough, early steps should be taken in the matter.

In any revision of the Convention it will be necessary to give consideration to Air Services communications, which are of course of very recent development but which will certainly become of increasing importance in the future. They constitute an entirely new factor which must of necessity conduce to the gradual reduction of barriers to the flow of trade and cannot therefore be overlooked in the study of this whole question.

It will be appreciated from this résumé of the history of the Conventional Free Trade Zone and an indication of the many general and bilateral Treaties and Conventions applying to it, some of which overlap, as well as the suggestions submitted herein, that there are numerous and involved questions which it is quite impossible for the ordinary layman in these matters to deal with adequately, and this emphasises the importance of having the whole question most thoroughly considered by the Government itself.

It is not suggested that the Government is not alive to the matter, but in view of the approaching date for the review of the whole question and of the immense trading and other interests involved which at the time when the Versailles Treaty and this Convention were executed could not possibly have the consideration necessary and which have since developed in importance, it would seem essential that the fullest enquiry should be instituted at the earliest possible moment, in order to obtain every information from every source concerned.

In conclusion, sufficient has been said to bring out the importance and urgency of the question in the hope that all interested will take it up seriously and in co-operation, so that there may be no overlapping and no waste of energy, and that the vital issues may be fully understood by all those interested in the matter throughout the Empire.

MEMORANDUM ON CLOSER UNION: MAJORITY REPORT.

THE Hilton Young Commission having asked for an expression of the views of the Joint East African Board on the subject of East African Federation or Closer Union, the whole question has had further careful study by a Special Committee and by the Executive Council.

The Board are fully alive to the fact that very divergent views are held on this subject in the territories concerned in East Africa, and as far as details of the scheme are concerned the Board itself at the present moment is by no means unanimous.

In this Memorandum, therefore, it is only possible to deal with the broad lines of any scheme. If it were the unanimous opinion that the time had arrived for complete Union or Federation the matter would be comparatively simple and it would probably be agreed that the basis of any scheme should be on the lines of South Africa, i.e., Union, rather than on the lines of Australia, i.e., Federation, no doubt however with certain variations. In either of such complete cases there would necessarily be a Governor General with his Executive Council and Legislative Council, with full powers over all general as distinct from local questions, with Lieutenant Governors and local Councils in the various States. As however matters do not appear to be ripe at the moment for such a drastic change it seems necessary to go through a process of evolution.

As the Board stated in its Annual Report: "Although Article 10 of the Mandate for Tanganyika expressly authorises the constitution of the territory into a Federation with adjacent territories, the fact that Tanganyika is held under a Mandate cannot fail to complicate the problem". The Executive Council is however unanimous in considering that for certain departments and services, at all events, a closer union between Kenya, Uganda, Tanganyika and Zanzibar is desirable at once, limited for the time being to these four States, but that ultimately Nyasaland and a part of Northern Rhodesia might possibly be brought in. Until communication and transport between the first four and the last two are more fully developed it is doubtful whether closer links can be established for the time being.

The question of what subjects should be transferred to the Central Authority at the start is rather a delicate one, but the Executive Council is satisfied that Customs tariffs and Customs administration, transport and communications, including arterial Inter-State roads and air mail services, post and telegraph services, and defence, should undoubtedly be immediately transferred as suggested in the terms of reference to the Hilton Young Commission. Many of the major matters of research would also benefit by being made subjects for the Central Authority.

In any steps taken, with the consciousness that they will almost inevitably lead up to complete Union or Federation, it follows that a Central Authority must be established, and a majority of the Council consider that for the time being this authority should be a High Commissioner with full powers to deal with such subjects as may at once be transferred. The High Commissioner would necessarily be invested with power to issue Ordinances or Decrees for carrying out his decisions, and for the administration of the departments and services transferred to him. These Ordinances should, in the opinion of the Board, be enacted with the concurrence of an Inter-Colonial Council, the membership of which, while including representatives of unofficial interests in the component States, must necessarily have a majority of official members consisting of Inter-Colonial Officials. As a matter of practice there would also be an Inter-Colonial Executive Council for administration purposes, and this would naturally consist of the departmental heads of the Inter-Colonial services together with an Inter-Colonial treasurer. An Inter-Colonial Law Officer would probably be necessary also.

In regard to representation on the Inter-Colonial Council by members, whether official or unofficial, of each component State of the Federation, the majority is of the opinion that in no case would such a differentiation be admissible as would give to any particular State a control over the rest.

With regard to the seat of Federal Authority, the majority is of opinion that this should not be established in or near any of the State capitals. The duties of the High Commissioner should in the opinion of the Board not be coupled with those of the Governor of any of the component States.

In addition to the transferred services, in the opinion of the majority, there should be a common judiciary for all cases above those generally dealt with in the magistrates' courts. In this connection the advantage of uniformity in commercial law would obviously call for consideration.

As in all these territories the question of the Native interests is bound up with these matters the majority is of the opinion that the general supervision of Native policy should as soon as possible be vested in the Central Authority, and in this connection it should be borne in mind that the British Government have stated that "they are unable to delegate or share the trust they exercise on behalf of the Native population (which they call the protection and advancement of the Native races) and while they may now be prepared to associate themselves in that trust with the members of the resident immigrant communities they are still under an obligation to ensure that the principles of this trusteeship will be observed." It is clear that the Home Government will retain for itself the last word in Native affairs, and would certainly pay due regard to the maintenance of the Dual Policy, viz., the complementary development of the Native and the white settler, and therefore there is no doubt in the mind of the majority that it would be to the advantage of the administration of the territories as a whole if such matters were dealt with under a central authority. The moment when this can be done and the extent to which it should be done is a matter as to which it is not possible to lay down anything definite at this stage.

It is obvious that the Central Authority will have to collect the necessary revenue in connection with the services and departments which it is to administer, but with regard to the disposal of any surplus the majority is not prepared at the moment to make any definite recommendation.

The general feeling of the Board is that if closer union leading ultimately to complete Federation or Union is to be dealt with by a process of evolution, the most expedient course would be to set up the High Commissioner and the Central Authority as already indicated for a preliminary period of years, the general situation being kept under constant review by the Secretary of State.

London, October 3rd, 1928.

<i>Name</i>	<i>Representing</i>
S. H. H. HENN	Chairman.
J. SANDEMAN ALLEN	Vice-Chairman.
JOHN H. DAVIDSON	Elected Member.
E. H. M. LEGGETT	Elected Member.
W. A. M. SIM	Association of East African Chambers of Commerce.
D. O. MALCOLM (pp. C. H. H.)	British South Africa Company.
A. WIGGLESWORTH	Dar es Salaam Chamber of Commerce.
EDWARD PORRITT	East African Trade Section of the Liverpool Chamber of Commerce.
C. E. PONSONBY	Nyasaland Chamber of Agriculture and Commerce.
C. W. HATTERSLEY	Uganda Chamber of Commerce and Uganda Planters' Association.
DUNCAN F. BASDEN	Uganda Cotton Association.

MEMORANDUM ON CLOSER UNION: MINORITY REPORT.

If conditions permitted that a scheme should be at once evolved for the installation of a High Commissioner whose duties and powers would, after a period of probation, be taken over without any integral change, except perhaps an enlargement of the scope of operations, by a Governor-General, there is little in the principles laid down by the draft memorandum* from which we should feel called upon to disagree. Considerations have, however, been presented to us which render it doubtful whether circumstances permit this course to be pursued.

The most important of these considerations is that, as far as it has come before us in a concrete form, the opinion of the white inhabitants of Kenya is not in harmony with the principles advocated in the memorandum. They express themselves as adverse to the control and collection of finance by the High Commissioner, propose that the Order in Council of 1926 in regard to the Kenya and Uganda Railway, having proved workable, should be extended to the three territories, and that Nairobi should be the seat of the Central Government, while they evidently contemplate a limited secretariat. The suggestion that Native affairs should be entrusted to the High Commissioner and that he should have the right of Veto at present vested in His Majesty's Government we put aside as belonging to a later stage of development, and as matters which it can hardly have been contemplated that a High Commissioner, with the limited powers and organization attributed to him, would be competent to undertake.

The dissimilarity in the composition of the population, tribal organization and trend of development as well as history which marks the components of the union now proposed is too evident to call for remark.

Indeed, the wide discrepancy in the views which are held and the heterogeneous nature of the material to be combined seem to dictate that the first steps must be restricted to assembling the parts, collecting the personnel, and controlling the nascent functions of the larva from which an adult with a more advanced system may be produced.

The question of supply, however, falls for instant decision. It is vital to any stage. Here we do not think that the views of the representatives of a large body of taxpayers can be disregarded. If a union of East Africa is to be evolved out of a vast and not homogeneous area, it must be with the goodwill and consent of the inhabitants capable of political thought; and who will say that the fear of committing the power of levying taxation to a new entity for services, whose limits vanish into the unknown and where estimates of revenue and expenditure are to seek, is idle?

We are alive to the difficulties which have arisen owing to leaving the power to vote supplies to the members of a federation. Provision would naturally have to be made against the refusal to allocate sufficient revenue to maintain the services for which the High Commissioner was responsible; and when a few years of Central Administration had disclosed tangible facts and figures, provided that administration had been sound, an atmosphere of confidence would have been engendered in which financial relations would be more easily adjusted.

In regard to the services to be handed over to the High Commissioner, there would appear (except in the cases referred to above) to be little divergence of opinion. With the view to avoid over-burdening an infant organism, we should suggest that the list of his functions should be at least as restricted as is suggested by the draft memorandum,* and that, of those, some might wait to be handed over as and when he was in a position to undertake them. The Chief Justice, or other Law Officer of the Central Administration, would, for instance, require time for studying conditions in the different Colonies and ascertaining what, and what sort of staff, he could rely on, before he would be able to take over the work of co-ordinating the law, arranging circuits or district Courts, etc.

* The words "draft memorandum" in lines 4 and 41 refer to the Majority Report.

We should agree that some other spot than the capital of one of the territories should perhaps be chosen as the seat of government, did not reasons of convenience, economy and salubrity speak too convincingly for Nairobi as the most eligible site in the initial stages; but this should be an arrangement without prejudice to the right of an ultimate Union of East Africa to consolidate its experience at a Canberra.

The heads of departments, together with the representatives from the constituent States, would constitute the Council, with whose advice the High Commissioner would prepare his budget and submit it to the Legislatures of the constituent States. The majority of this Council would, certainly in its initial stages, be of necessity official. He would also have power to promulgate ordinances in regard to the matters within his cognizance, such ordinances being only referable to the constituent Legislatures if their effect would be to alter or exceed the budgetary arrangements which those Legislatures had sanctioned. We think that any other formal council could, at first at all events, be dispensed with, though the High Commissioner would naturally confer either collectively or individually with his departmental chiefs.

It will be evident that we have in view throughout this memorandum a period of probation. This should be short, and, while affording a fair trial to the Central Administration of the services, which had been transferred be also directed to a thorough investigation in regard to the susceptibility and method of transference of others. In regard to these last, recommendations might be made from time to time by the High Commissioner in regard to any measures which would prepare the ground for the extension or better working of central control, and a report would be submitted before the expiration of the probationary period, embodying the conclusions to which these investigations had led. Their scope and the machinery which could be provided for making them must depend largely upon financial considerations.

<i>Name</i>	<i>Representing</i>
CRANWORTH	
W. M. CROWDY	Associated Producers of East Africa.
CAMPBELL B. HAUSBURG	
T. R. WYNNE	Tanganyika Planters' Association, Tanga Area.

EAST AFRICA.

The group of East African territories covered by the activities of the Joint East African Board includes Kenya Colony (formerly British East Africa) and the Kenya Protectorate, the Nyasaland Protectorate, the Uganda Protectorate, the Zanzibar Protectorate and the mandated territory of Tanganyika (formerly German East Africa). Provision is made in the Constitution of the Board for bringing other adjacent territories in Africa and dependencies in the Indian Ocean into the sphere of its activities as circumstances may determine.

The following particulars may be of interest:—

	KENYA	NYASALAND	TANGANYIKA	UGANDA	ZANZIBAR
Governor and Date of Appointment	Sir Edward Grigg, K.C.M.G., K.C.V.O., D.S.O., M.C. 1925	Sir Charles Bowring, K.C.M.G., K.B.E. 1924	Sir Donald Cameron, K.C.M.G., K.B.E. 1924	Sir William Gowers, K.C.M.G. 1925	Sir Claud Hollis, K.C.M.G., C.B.E. (British Resident) 1923
Area (square miles)	208,320	40,000	365,000	94,000	1,020
Population:—	1926 Census)	(1926 Census)	(1921 Census)	(1925 Blue Book)	(1921 Census)
European ...	12,529	1,656	2,447	1,703	270
Native ...	2,549,301	1,290,885	4,107,000	3,137,602	(1924 Census) 186,187
Asiatic ...	41,140	850	15,000	9,176	16,478
Administrative Capital	NAIROBI	ZOMBA	DAR ES SALAAM	ENTEBEE	ZANZIBAR
Commercial Capital	NAIROBI	BLANTYRE	DAR ES SALAAM	KAMPALA	ZANZIBAR
Ocean Ports ...	MOMBASA	BEIRA	DAR ES SALAAM, TANGA, LINDI	MOMBASA	ZANZIBAR
Exports ...	Coffee, Maize, Sisal, Carbonate of Soda, Hides and Skins, Flax, Simsim, Ivory, Wool, Pulse, Groundnuts, Copra (Coconut), Wood and Timber, Fruit, Dairy Produce, essential oil	Tobacco, Cotton, Tea, Sisal, Coffee	Sisal, Groundnuts, Coffee, Hides and Skins, Beeswax, Simsim, Ivory, Cotton seed, Maize, Pulse, Chillies	Cotton, Coffee, Groundnuts, Hides and Skins, Beeswax, Ivory, Simsim, Cotton seed, Chillies	Cloves, Copra, Beeswax

COMPARATIVE STATEMENT OF EXPORTS AND IMPORTS.

	KENYA and UGANDA	NYASALAND	TANGANYIKA	ZANZIBAR
EXPORTS (including Re-exports)				
1922	£5,050,425	£442,164	£1,411,584	Rs. 304.15.344
1923	£5,377,122	£425,181	£1,733,229	Rs. 342.06.178
1924	£7,720,122	£583,555	£2,695,284	Rs. 304.76.542
1925	£9,576,153	£564,926	£3,067,879	Rs. 304.44.395
1926	£7,844,681	£671,086	£3,129,292	Rs. 236.99.164
1927	£6,952,718	£960,869	£3,440,576	Rs. 243.20.723
1928	£6,661,666	£706,756	£3,873,523	Rs. 195.80.454
	(Domestic Exports only)		(Domestic Exports only)	
IMPORTS (excluding Government Stores and Specie)				
1922	£2,878,378	£522,119	£1,238,086	Rs. 258.48.702
1923	£4,302,574	£462,284	£1,475,096	Rs. 277.79.671
1924	£6,277,907	£548,156	£1,901,563	Rs. 251.11.187
1925	£8,061,448	£591,654	£2,442,937	Rs. 259.80.605
1926	£7,440,649	£791,054	£3,152,422	Rs. 244.04.552
1927	£7,697,180	£938,460	£3,672,065	Rs. 235.91.652
1928	£6,138,115	£869,462	£3,737,358	Rs. 176.77.800
	(10 months)			