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CONFERENCE OF GOVERNORS
OF THE
EAST AFRICAN DEPENDENCIES,
1926.

SUMMARY OF PROCEEDINGS.

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SUMMARY OF PROCEEDINGS.

The proceedings of the Conference opened at Government House, Nairobi, at 9.30 a.m. on January 26th, 1926, and were continued until February 11th. During this period plenary meetings took place on twelve days; and in addition informal meetings and discussions between various members of the Conference were also held. The plenary meetings were attended by the following:—

H.E. THE GOVERNOR OF KENYA AND HIGH COMMISSIONER FOR THE KENYA-UGANDA RAILWAY, LIEUT.-COLONEL SIR EDWARD GRIGG, K.C.V.O., C.M.G., D.S.O., M.C., *Chairman*.

H.E. THE GOVERNOR OF NORTHERN RHODESIA, SIR HERBERT STANLEY, K.C.M.G.

H.E. THE GOVERNOR OF NYASALAND, SIR CHARLES BOWRING, K.C.M.G., K.B.E.

H.E. THE GOVERNOR OF UGANDA, SIR WILLIAM GOWERS, K.C.M.G.

H.E. THE GOVERNOR OF TANGANYIKA TERRITORY, SIR DONALD CAMERON, K.B.E., C.M.G.

H.H. THE BRITISH RESIDENT FOR ZANZIBAR, MR. A. C. HOLLIS, C.M.G., C.B.E.

THE CIVIL SECRETARY, SUDAN GOVERNMENT, MR. C. E. LYALL, O.B.E.

COLONEL C. W. G. WALKER, D.S.O., *Secretary*.

SIR HERBERT STANLEY was unfortunately prevented from attending the earlier meetings of the Conference, owing to the fact that a portion of the railway between Livingstone and Beira had been washed away by the floods. He arrived in Nairobi on the 7th February, and took part in the meetings of the Conference after that date.

SIR DONALD CAMERON and MR. A. C. HOLLIS were compelled to leave Nairobi on the evening of the 8th February, but took part in all the meetings up to that date.

In addition to the regular members, the following also attended the Conference for discussion of subjects with which they were particularly concerned:—

COLONEL-COMMANDANT J. HARRINGTON, C.M.G., D.S.O., *Inspector-General of the King's African Rifles*.

MAJOR C. H. MOORE-GWYN, D.S.O., M.C., *Staff Officer to the Inspector-General of the King's African Rifles*.

THE HON. MR. T. FITZGERALD, *Postmaster-General of Kenya.*

SQUAD-LEADER A. CUNNINGHAM, D.S.O., A.F.C., *Royal Air Force, Egypt.*

CAPTAIN T. GLADSTONE, *Director of the North Sea Aerial Transport Company, Limited.*

THE HON. MR. G. WALSH, *Commissioner for Customs, Kenya and Uganda.*

CAPTAIN P. R. WARDROPER, M.B.E., *Adjutant of Northern Rhodesia Police.*

MR. R. E. MONTGOMERY, *Late Veterinary Adviser to the Kenya, Uganda, and Tanganyika, Governments.*

I.—OPENING STATEMENTS.

Sir Edward Grigg, in opening the proceedings on January 26th, extended a welcome to the Governors and Representatives of the other East African Dependencies and of the Sudan, and explained that the Conference had been convened by the Secretary of State for the Colonies in pursuance of a suggestion made by the East Africa Commission, which had visited East Africa during 1924. He reviewed briefly the difficult political, economic and moral problems arising from the contact between undeveloped Africa and European civilization, and pointed to the different conditions under which these problems presented themselves in the various territories. Dealing more particularly with Kenya, he emphasized two facts—that European and native production were progressing side by side, and that the steadiest supply of labour for European farms was found amongst those natives who were producing most in their own reserves.

He also spoke of the advantages to be gained by co-operation between the Governments of East Africa in developing communications and in studying their common problems, and expressed the conviction that, greatly as conditions differed in their various territories, it would be possible to lay down certain common principles of policy which would greatly serve the cause of good government.

The other members of the Conference replying, endorsed the Chairman's remarks on the need for the co-ordination of policy of the East African territories and on the advantages likely to accrue from Conferences of the Governors of the territories. The Governor of Nyasaland drew particular attention to the need for improved transport facilities, so that the produce of his territory might be marketed; he emphasized the fact that those Africans who had had direct acquaintance with European methods of cultivation were the most progressive producers, and that those natives who produced most themselves also went out in the greatest numbers for work on European farms. Real progress depended on the mutual co-operation of European and African.

The Governor of Uganda remarked on the different conditions obtaining in the various parts of Africa, which accordingly made a single policy in all territories impossible. This, he considered, made the closest co-operation the more important;

Kenya and Uganda were a case in point: these territories were progressing on different lines, yet their interests were interwoven and a large measure of co-operation existed.

The Governor of Tanganyika emphasized the importance of Tanganyika to the other East African territories, owing to its central position and also to its growing value to the Empire generally.

The Resident for Zanzibar, while remarking on the special problems of the Island Dominions of H.H. the Sultan, which did not affect the other territories to the same extent, welcomed the Conference as a means of co-ordinating policy.

The Civil Secretary of the Sudan Government, while considering that his duty was chiefly to hold a watching brief for his Government, recognized that the interests of the Sudan and the East African Dependencies are in contact in certain cases, and was confident that in such cases the Sudan Government would do all in its power to co-operate.

All the speeches were locally published in full immediately afterwards, and copies are reproduced in Appendix I.

II.—MESSAGE TO THEIR MAJESTIES THE KING AND QUEEN.

The first official act of the Conference was to send a message of greeting to Their Majesties the King and Queen. The words of this message were:—

“The Governors and other Representatives of the British East African Dependencies now assembled for their first Conference at this their first meeting desire to present their humble duty and to tender their respectful greetings to H.M. the King and H.M. the Queen. They know Your Majesties’ deep interest in all that touches the welfare and content of Your Majesties’ subjects of all creeds and races and trust that their labours at this Conference may further the well-being of all sections of the population in the East African Dependencies and assist the development of these territories. They pray that Your Majesty and the Queen may long be spared to receive the devotion of Your subjects and to strengthen the ties which unite all sections of the Empire.”

His Majesty’s gracious reply was read aloud to the Conference at the meeting held on February 2nd, and was in the following terms:—

“H.M. the King commands me to express his appreciation of the messages for Their Majesties contained in your telegram of the 26th January. He is confident that the personal association of His Representatives cannot fail to be of the highest value in promoting the interests of and the well-being of the communities in the East African Empire.”

III.—MESSAGES TO THE SECRETARY OF STATE AND TO THE GOVERNOR OF SOMALILAND.

It was also resolved at the first meeting to send a message of thanks to the Secretary of State in reply to a telegram of good wishes which had been received from him for the success of the Conference. The terms of this message were as follows :—

“ Your telegram of 20th January. At this the first meeting of our Conference all members associate themselves with me in thanking you for your kind wishes and in hoping that the labours of the Conference may help the development of the British East African Dependencies as a whole, and be of assistance to the various nationalities and races inhabiting these territories.

CHAIRMAN, GOVERNORS' CONFERENCE.”

Greetings were also received from the Governor of Somaliland ; a suitable reply was sent.

IV.—MESSAGES TO H.H. THE SULTAN OF ZANZIBAR.

At the first meeting Mr. Hollis conveyed to the Conference the good wishes of the Sultan of Zanzibar, which His Highness had asked should be delivered personally by Mr. Hollis. At the meeting held on February 8th, just before Mr. Hollis' departure, the Conference passed the following resolution :—

This Conference desires to thank H.H. the Sultan of Zanzibar for his very kind message of encouragement sent to the Conference at its opening meeting and to assure him that the interests of his subjects will always be most sympathetically studied by the Governors in any way responsible for them ;

and asked Mr. Hollis to convey this message to H.H. the Sultan with an assurance of their respectful good wishes. At the last meeting the following message conveying H.H. the Sultan's thanks was read aloud :—

“ Sultan desires to express to Governors his grateful thanks for resolution of 8th February, which I have conveyed to him.

BRITISH RESIDENT.”

V.—PUBLICITY.

The Conference gave special attention to the question of the publicity of its proceedings. It was agreed that, at meetings of the Conference where questions of policy would be discussed which would necessarily affect, directly or indirectly, other portions of the British Empire, it was important that those present should be able to speak among themselves with freedom and in complete confidence. It was accordingly arranged that nothing should be published without the approval of the Conference as a whole. It was also felt that, as the proceedings of the Conference would cause wide interest amongst the peoples of the various Dependencies represented, it was desirable that the public should be given as much information as possible regarding the subjects and general tenor of its deliberations.

Arrangements were accordingly made that the opening speeches and the closing address by the Chairman, the agenda, the memorandum on railway development by the Governor of Kenya and the views of the Governor of Tanganyika on this question—all of which were matters of great local interest—should be published in full; further, that a daily summary should be given to the Press of the items discussed, shewing when possible the line the discussion had taken. It was also arranged that, on the conclusion of the Conference, a Summary of the Proceedings should be prepared and forwarded to the Secretary of State, with a recommendation that this should be published simultaneously in England and in the various East African Dependencies.

VI.—THE AGENDA.

The Agenda was long and comprehensive, and included items which had been raised by the Secretary of State and by the Governors and Representatives of all the East African Dependencies, and, in addition, certain resolutions which had been passed by the Conference of Delegates of the unofficial communities of the East African Dependencies, which had been held at Tukuyu, in Tanganyika Territory, in October, 1925. For ease of reference these various items have been classified under the following main headings:—

- COMMUNICATIONS.
- DEFENCE.
- LAND AND LABOUR POLICY.
- NATIVE QUESTIONS.
- ADMINISTRATIVE QUESTIONS.
- CUSTOMS DUTIES.
- FINANCE.
- RESEARCH.
- LEGISLATION.
- CONFERENCE ORGANIZATION.
- TECHNICAL CONFERENCES.
- MISCELLANEOUS.

VII.—COMMUNICATIONS.

The very great importance of improved communications was constantly before the Conference in all its discussions, particularly as regards railway and road development in the East African territories and as regards telegraphic and postal communication with Great Britain.

(A) RAILWAYS.

Two railway problems in particular were discussed. In the first place, careful consideration was given to the desirability of constructing a line from the Central Tanganyika Railway, south-west to the neighbourhood of the head waters of Lake Nyasa and thence to Northern Rhodesia. After very full discussion, and after

further discussion of the political, economic and technical considerations involved, the following resolution was adopted :—

That it is important to construct with the least possible delay a railway from the Central Tanganyika line at Dodoma into Northern Rhodesia, and that the construction of such a line will be justified—

(a) By its political importance as an arterial link between British territories in East and Central Africa.

(b) By the stimulus it would give to native production, white settlement and mineral development in Tanganyika, Northern Rhodesia, and all the area served by the new railway.

(c) By the desirability of affording as far as may be practicable an outlet for the produce of Nyasaland by a railway and a port under British administration.

(d) By the fact that all the capital so invested will be expended for the benefit of ports and railways under British administration.

In the second place, the development of the existing railway systems in Tanganyika and Kenya and Uganda was discussed in great detail. Very careful consideration was given to the views expressed by the Governor of Kenya, as High Commissioner of the Kenya-Uganda Railway, in his Railway Memorandum and to the comments on the Memorandum submitted to the Conference by the Governor of Tanganyika. Both these documents have already been published.

In conclusion, the Conference resolved :—

(1) That, in the interests of the East African territories generally, it is desirable to take all possible measures to avoid competition in railway and port development and in railway rates and port dues between British railway and port systems.

(2) That the suggested Mwanza-Shinyanga Railway would be competitive with the Kenya-Uganda Railway, and accordingly supported the view that the Lake Victoria basin should, for the present, be served by one railway system only.

(Sir Donald Cameron dissented from the second of these two resolutions. The Conference were otherwise unanimous.)

The question of linking up the Kenya-Uganda Railway system with the Sudan was examined, and the Conference determined :—

That it is desirable for the Kenya-Uganda Railway to be extended to the navigable Nile at the earliest possible date.

(Sir Donald Cameron, as the question of the extension of the Kenya-Uganda Railway to the North-West did not affect the railway problem in general, took no part in the recommendation on this question.)

(b) ROADS.

After a full discussion of the question of the need for making and improving main roads connecting up the various East African territories, in which the relevant portions of the East Africa Commission's Report were duly considered, the following conclusions were adopted :—

(1) That for the construction of main through roads one staff of surveyors was inadvisable ; and that if such a system were adopted it would result in great delay in construction.

(2) That a common standard for through roads was inadvisable, owing to different local conditions.

(3) That it was advisable, except in special cases, that no commercial mechanical transport vehicle, unless fitted with pneumatic tyres, should be allowed to use roads maintained at the public expense in the East African Dependencies.

(4) That rules should be drafted to protect the roads maintained at the public expense from destruction by animal drawn transport, either by limiting the weight of vehicles or by compelling the use of certain types of tyres.

(5) That it was desirable that the military or other arterial roads joining Tanganyika and Northern Rhodesia should be steadily improved, and that the money necessary for this should be found from the £10,000,000 loan. The actual alignment at the connecting points between territories was a matter for agreement between the respective Governments.

(6) That it would be advisable for an all-weather road linking up the navigable Nile with the Uganda system to be pushed forward.

(c) AIR.

Owing to the present inadequate mail communications with Europe, the question of a possible air mail service was discussed in detail. It was realised that a regular air mail service would need a heavy subsidy, but it appeared that this matter could not be examined until after an air survey of the Khartoum-Kisumu route had been made, so that there might be definite data on which the question of the subsidy necessary for a regular service could be considered. The way in which the survey should be conducted was discussed technically with Captain Gladstone of the North Sea Aerial Transport Company and Squadron-leader Cunningham of the Royal Air Force, who had recently returned from the Cairo-Kano flight. The following resolution was adopted :—

That, irrespective of whether a regular service were to be instituted later, a survey of the Khartoum-Kisumu route should be carried out in any case, so that the Governments concerned might be in a better position to decide what subsidy, if any, they would be able to provide for a regular service. It was noted that the Kenya and Uganda Governments were ready to supply £2,500 apiece for such a survey.

(d) WIRELESS.

The question of wireless communication was discussed under three headings :— External—that is, wireless to Europe and elsewhere; Inter-Dependency; and Internal.

As regards External Wireless, the correspondence which had previously been conducted by the Kenya Government with regard to the erection of a station at Thika by the Marconi Company was explained, and certain information with regard to the “ beam ” system was given to the Conference. The possibility of developing land lines through the Sudan, in the event of the erection of a suitable wireless station proving impracticable, and as an alternative means of communication to the present expensive cable system, was explained and the question referred for further examination by the technical experts concerned. It was considered that sufficient information on the recent progress in wireless was not available for any definite resolution to be passed; and the following conclusion was adopted :—

That the establishment of a wireless station near Nairobi for communication with Europe would be of great value. As, however, the Conference had not sufficient information regarding the development of the “ beam ” wireless system, they invited the Chairman, as Governor of Kenya, to re-open communication with the Marconi Company to ascertain the terms on which that Company would be prepared to establish a wireless station (“ beam ” or other type) at Thika for communication with Europe.

As regards Inter-Dependency Wireless, it was agreed :—

That adequate telegraphic Inter-Dependency communication would be arranged if a wireless station were erected at Dar-es-Salaam and in the vicinity of Nairobi; and that such a system would probably be able to communicate with both Mongalla and Khartoum, but that if the necessary arrangements could be made with the Marconi Company, it would be desirable for a “ beam ” station to be erected at Thika.

The provision of Internal Wireless, that is to say, communication within a Dependency, was recognized as likely to help administration in some cases. It was realised that it would be most unfortunate if the different territories introduced different systems; and it was agreed :—

That no Dependency should introduce wireless communication without consultation with neighbouring British territories.

(e) POSTAL AND TELEGRAPHIC.

The Conference agreed :—

(1) With the Tukuyu Conference in considering that mails should be transported by mechanical transport in place of runners, as soon as the former means of transport can, with due regard to expense, be made available.

(2) To adopt a system of reciprocity in the case of franked official correspondence.*

(3) That Terminal Charges for telegrams between Nyasaland, Tanganyika, Uganda and Kenya, also Northern Rhodesia, should be abolished, and that uniform transit rates, equal to the sum of the internal rates, should be adopted.*

(*Sir Herbert Stanley agreed in principle, but wished to consult his Postmaster-General with regard to the effect on Revenue before signifying his definite acceptance.)

It was also considered that it would be helpful if Terminal Charges to Southern Rhodesia and the Union of South Africa could be abolished, and it was arranged for the necessary enquiries to be made.

The Conference referred to the Resolution of the Tukumyu Conference with regard to cheaper telegraphic rates, and were of opinion :—

That the situation referred to in the Tukumyu Conference with regard to cheaper telegraphic rates had now been met both in Tanganyika and Nyasaland, as well as in Kenya and Uganda.

It was also agreed :—

That while the Conference was sitting, telegrams between the visiting Governors and their official advisers should be accepted over the telegraphic lines of the various East African Dependencies free of charge.

(f) OTHER TRANSPORT QUESTIONS.

The Conference discussed certain other questions affecting transport, and with regard to *Auxiliary Road Motor Services* adopted the following resolutions :—

(1) That it was inadvisable to place any restrictions on private enterprise.

(2) That if any undue competition arose with Government railways the situation might be righted by raising the motor vehicle licence.

With regard to *Lake and River Transport*, the Conference considered :—

That, as a rule, it was advisable to place no restriction on private enterprise, but that in the particular case of Lake Nyasa it was a subject which could only be dealt with by the Governor of Nyasaland.

The question of the *Uniformity of Legislation for Inland Waters* was discussed, and the Conference took note of the fact :—

That the Governors of Nyasaland and Tanganyika accepted the principle of the desirability of uniformity of legislation for Inland Waters, and would discuss the matter further with their expert advisers.

As regards the question of *Reciprocity in the case of the Great Lakes serving more than one Dependency*, the Conference took note of the fact :—

That the Governors of Tanganyika and Nyasaland would discuss further with their official advisers the question of introducing reciprocity in the case of transport facilities for officers of their respective Governments on the Great Lakes.

VIII.—DEFENCE.

The question of Defence was discussed mainly under the headings of the Organization and Duties of the King's African Rifles and Police Organization.

(a) KING'S AFRICAN RIFLES.

The Chairman called the attention of the Conference to the unequal distribution of the burden of frontier defence. With regard to internal security, it was generally agreed that every territory should maintain for itself the necessary troops. Kenya was well situated in this respect, because amongst the settler population there was a large reserve of trained officers and non-commissioned officers who could be

made available in any emergency either for service with the Reserve Battalion of the King's African Rifles or for the rapid organization of a defence force. In view of this fact, Kenya's requirement of regular troops for the assurance of internal security was much smaller than the strength of regular troops which, owing to the character of her northern frontier, she was actually called upon to maintain. Kenya's northern frontier, marching with Italian Somaliland, Abyssinia and the Sudan, was the only frontier in East Africa (except for a small portion of the Uganda frontier marching with the Sudan) where military activity and vigilance were a continuous and costly necessity. The difficulties of frontier defence in all this region were aggravated by the fact that the Sudan Government had not yet occupied the south-eastern corner of its territory, and also by the cession of Jubaland to Italy, which has left Kenya with a far more troublesome frontier to maintain. For neither of these facts was Kenya in any way responsible. The cession of Jubaland had, moreover, cost her a heavy immediate loss of ivory revenue and the surrender of assets of great potential value.

She, therefore, felt it unjust that, with the exception of some assistance from Uganda, she was bearing the burden of northern frontier defence alone. Inasmuch as the expenditure to which Kenya and Uganda were committed in this respect was, in part at least, due to measures of policy in which they had no voice, and inasmuch also as the northern frontier for which they were responsible was the only frontier in East Africa where such expenditure was required, he ventured to hope that it might be alleviated either by some re-organization of the system of East African defence, which would reduce overhead charges, or by some other means.

It was generally agreed that the burden of military expenditure on the northern frontier of East Africa bore upon Kenya with undue heaviness.

The Governor of Nyasaland considered that the charges which he was called upon to pay for the maintenance of the present strength of the King's African Rifles in Nyasaland were larger than the revenues of the Colony justified or its security required.

After considerable discussion of this and other military questions, in which the Inspector-General of the King's African Rifles took part, the following resolutions were passed :—

(1) That the cost of defending the northern frontiers of East Africa on the Abyssinian and Jubaland borders, which is in part a measure of Imperial policy, bears heavily upon Kenya, Uganda and upon all the territories which maintain forces of the King's African Rifles larger than are required for purely internal security ; and that some measures are desirable to reduce that cost to the territories concerned.

(2) That the question of contributions for the pensions of officers serving with the King's African Rifles should be examined, with a view to ascertaining whether the amount should not be reduced.

(3) That, as a general principle, the ratio of the total emoluments of officers of the King's African Rifles to those of officers of the West African Frontier Force should be approximately the same as that of the total emoluments of East African Civil Servants to those of West African Civil Servants.

(4) That the question of the protection of the northern frontier of Kenya should be referred to a Committee composed of the Chairman, the Governor of Uganda and Mr. Lyall, the Civil Secretary to the Sudan Government.

(b) POLICE.

The organization of the Police in Northern Rhodesia, in which no portion of the King's African Rifles is stationed, was explained; and the question of cost and efficiency of Police as compared with that of Military forces was examined in detail.

The organization and training of the Police forces in the various Dependencies were also considered, and the following resolution was adopted:—

That the organization and training of the Police forces was a matter for the individual Government concerned.

IX.—LAND AND LABOUR POLICY.

(A) The adoption of a definite Land and Labour Policy was considered to be one of the most important items before the Conference. There was general agreement that a definite policy was essential; and, further, that the Government should make it clear that when a policy had been accepted it was the intention of the Government that it should be acted upon. The issue of instructions of an equivocal nature to district officers, as had happened sometimes in the past, had been harmful; in such circumstances each district officer interpreted his instructions in his own way, policy varied from district to district, and neither native, settler nor the district officer knew the real intention of the Government. The whole question of Land and Labour Policy was examined in great detail, and eventually a Memorandum was drawn up, which was accepted by the Conference as the basis of Land and Labour Policy in the East African Dependencies. This Memorandum reads as follows:—

LAND AND LABOUR POLICY IN THE EAST AFRICAN TERRITORIES.

East Africa has two remarkable features which differentiate it greatly from British West Africa and from most of the Empire's other tropical possessions. In the first place, the population is very sparse by comparison with the extent of the territory and its potentialities. In the second place, large areas are by reason of their altitude suited climatically for European colonization.

It is generally admitted that European control in some form is necessary to the welfare and development of the African peoples. In no other way can peace be secured, improper exploitation prevented, and the country developed to anything like its full producing capacity. Where the population is

sufficiently numerous, the development can be carried on under European administration and the produce marketed by European merchants. This is the natural course of affairs in West Africa. But in East Africa the population is not sufficient to secure development in the same manner; and if the whole country were to be handed over to a policy of native production alone under the guidance of European administration, it would have to be constituted an economic sanctuary so as to prevent the economic needs of the outside world from forcing some other form of development upon it. For these reasons East Africa has already been committed to what is known as the dual policy—that is, to a combination of non-native and native production.

The broad contrast presented by natural conditions in different parts of East Africa is illustrated by the difference between Kenya and Uganda. In Uganda the population is sufficient for native production on a very large scale and the climate is also unsuitable for European colonization. Uganda is, therefore, developing broadly on the same lines as West Africa. In the Highlands of Kenya, on the other hand, the native population is totally insufficient and unfitted to develop the country. Its present scale of production would, therefore, have been impossible unless the railway had been built across the Highlands and had brought in its train several thousand European colonists. The contrast presented by Kenya and Uganda in this respect may also be seen on a small scale within the territory of Kenya alone. It is also to be studied in Tanganyika.

The dual policy, however, raises considerable problems of its own. On the one hand, there is the obligation which rests on every civilized Government of raising the capacities of its human subjects to their fullest expression; on the other, there is the equally imperative duty of developing to the utmost the productive power of its possessions. This latter duty cannot be performed under any system which sacrifices the native human being to foreign exploitation of the soil. It is not possible to allocate to each area the quota of human labour required for complete commercial success. The whole problem is to arrive at a just and far-seeing method of harmonising the best progress and welfare of the native inhabitants with the maximum of production.

In solving this problem East Africa has one special advantage. There are examples elsewhere of the difficulties created by a disinterested and high-minded officialism, which gives a country good government without providing adequately for its economic development. In East Africa this danger may be avoided by the fact that native and European populations are growing up side by side, with an increasing knowledge and understanding of each other's requirements. Given good government, there is room in East Africa for many times its present population. There is a great opportunity of providing for its economic development without improper exploitation on the one hand or unwise indifference to economic pressure on the other. There are, too, a soil and climate which may easily produce enough to give the raw material, and the markets necessary, to relieve and raise some part of the unemployed millions which constitute Europe's greatest problem.

The essential is to have a clear policy in regard to two factors—Land and Labour.

LAND.—The land of East Africa may be divided into certain broad categories :—

(a) First, there are those lands which, as jungle or forest or desert or swamp, or because of the inroads of human and animal disease or for other causes, were indubitably unoccupied and unclaimed at the time when our Government was established.

(b) Secondly, there are those lands to which there was only a doubtful claim, the “lands of the spear,” where the cattle of hostile tribes grazed under warrior guard whenever grazing was scarce at home.

(c) Thirdly, there are the lands effectively occupied by a large and settled native population.

This third category of land should clearly be reserved to its original native owners. In the other two, sufficient land for their own use should be secured to the native tribes originally sprinkled or wandering over it, but the rest is clearly the property of our Government, to develop in the manner which it considers most suitable and effective.

The following conclusions emerge therefore as to the right method of dealing with land :—

(1) Wherever a native population exists, sufficient land should be secured to it to afford full opportunity for economic stock breeding and dairying, or for the production of crops according as the tribal bent is for pastoral or agricultural pursuits.

(2) European colonization should be encouraged wherever the climate is suitable and adequate areas are available for settlement, without depriving the existing native population of sufficient land for its own use.

(3) The area of land reserved for a native tribe should be sufficient to accommodate the whole tribe together, so that where a tribal organization exists it may be preserved and improved ; and that where none exists, some form of native institutions may be gradually developed.*

(*NOTE.—The Governor of Tanganyika accepts these conclusions, subject to the following reservations—(A) The land policy of the Territory as defined in the Land Ordinance whereunder the land is vested in the Governor for the use and common benefit, direct or indirect, of the natives, to remain unimpaired in every respect ; (B) The Government of Tanganyika does not commit itself to the policy of Native Reserves, to which it is opposed.)

LABOUR.—The following principles in regard to labour arise out of the foregoing conclusions as to land :—

(1) The ideal in view should be to enable land to be put to the best possible economic use, while also providing for the steady progress and welfare of its native inhabitants, and safeguarding them against serfdom in any form whatever.

(2) Steady progress cannot be secured in some areas unless every able-bodied native who shows no tendency to work is given to understand that the Government expects him to do a reasonable amount of work, either in production in his own Reserve or in labour for wages outside it.

(3) In areas where the first alternative is not within his reach, the native should be definitely encouraged to go out to labour. In others, where both alternatives are open to him, the Government is not concerned to impose either upon him, but simply to ensure so far as it can that he shall work in the cultivation of his own land, if he pleases, or else as a wage-earner on alienated land, if he prefers it. In all areas where these two alternatives exist, the natural play of human preference and economic impulse should be allowed to take its course, so that the native may choose to work in whichever way pleases and pays him best.

(4) While communications are undeveloped and distribution therefore difficult, it is essential that the native should be instructed to grow sufficient foodstuffs for his own livelihood. Otherwise, provided risk of famine be avoided, the natural play of economic forces should be allowed to decide the choice of crops.

(5) In establishing markets for produce, it is desirable that the process of production should be regulated so as to secure the most efficient methods and the highest possible standard of product. These considerations necessitate some regulation of methods of production and the standardisation of products by grading. If these principles be accepted, they will indicate what restrictions may be necessary in the growth of certain crops by natives. There is no case for prohibiting a native, just because he is a native, from growing any economic crop; but there is a very strong case for debarring from production any inefficient producer who endangers other producers, whatever his race. There is little doubt that for many years to come the majority of natives will be unable to grow certain crops with safety and efficiency, but there are many others which they are well fitted to grow.

(6) In areas open to settlement, Government should encourage the growth of those crops for which the least labour is required, and should, where necessary, regulate the growth of those which make heavy demands on labour for a short period in the year.

(7) It is by no means certain that the native will prove capable of making adequate economic use of all the land secured to him, but there is no reason on that account why any attempt should be made in the future to take the land from him. It is, indeed, evident that in most cases the native is alive to considerations of economic advantage, and that his rudimentary ideas of the nature of wealth are changing. He is not likely to be content for ever with owning undeveloped land or with the mere multiplication of herds of cattle, when he sees the profit that can be made in neighbouring areas from the skilled cultivation of land and from economic animal husbandry. He will always be free to choose whether he develops his land himself or brings in the

aid of European knowledge and skill to develop it; and in many cases he will probably prefer to lease his land for cultivation by others rather than to take the risk and trouble involved in organising its cultivation himself. There is no reason why Government should limit his freedom of choice, provided only that the land is leased on fair terms and that adequate rents are secured for its native owners.

Further discussion took place as to whether a general code of instructions, based on the Memorandum on Land and Labour Policy, could be prepared, which would be suitable for use by district officers throughout the East African Dependencies. It was considered that this was not possible, and that each territory must issue instructions suitable to the special conditions of that territory.

The Conference agreed to recommend to the Secretary of State:—

(1) That no single circular Memorandum on Labour Policy could be prepared for the use of district officers which would be suitable for application in all the East African Dependencies.

(2) That the Memorandum on Land and Labour Policy in East African territories, which had already been approved, should form the basis of Land and Labour Policy in the East African territories, and that each territory should issue for the use of its officers such instructions based on this as were necessary to meet the special conditions of each territory.

(Sir Herbert Stanley, however, in respect of the leasing of native lands to Europeans, added a reservation with regard to Native Reserves in Northern Rhodesia and the Barotse District.)

(3) That since the conditions in Kenya and Tanganyika approximated closely to each other, the Governors of these two territories should consult together before the issue of any special instructions on Land and Labour Policy to their Administrative Officers.

Certain other questions in connection with land were discussed, as shewn below:—

(B) LAND TENURE—UNIFORMITY OF CROWN TITLES.

The Conference agreed:—

That the state of development of the various East African Dependencies varied so much that no common policy of land tenure could be adopted.

(C) OPENING OF NEW AREAS FOR SETTLEMENT.

The Conference discussed the Resolution of the Tukuyu Conference regarding the opening of new areas for settlement; and, subject to the provision of adequate transport facilities, accepted the Resolution of the Tukuyu Conference, which reads as follows:—

“That this Conference is convinced that there are large areas of
“Tanganyika Territory, Northern Nyasaland and the northern part of
“Northern Rhodesia, eminently suitable for European settlement, without
“encroaching upon native interests.

“ It has been demonstrated that stock raising and dairying can be carried on, and coffee, tea and tobacco can be grown in these areas ; and that when transport facilities are available such enterprises as the growing of maize, wheat and other cereals can be profitably undertaken. The Conference recommends that settlement be encouraged in these areas.”

(D) OFFICIALS OWNING LAND.

The Conference agreed :—

That facilities for acquiring land in the East African Dependencies should be given to officials about to retire, who wished to settle in areas suitable for settlement.

X.—NATIVE QUESTIONS.

In addition to Land and Labour Policy, which has been dealt with in the preceding section, many separate questions affecting natives were discussed. The conclusions in regard to the more important of these are as follows :—

(a) INTER-COLONIAL RECRUITMENT.

The Conference agreed :—

That the policy of placing no obstacle in the way of the free flow of voluntary labour should be maintained, and that active recruiting might be allowed for Government work in exceptional circumstances.

(The Governor of Nyasaland dissented in so far as he opposed any direct recruiting in Nyasaland for work outside the Protectorate, but stated that he would be prepared to consider special cases with a view to deciding whether he would communicate to Nyasaland natives the conditions under which they could obtain work in other parts of the East African Dependencies.)

(The Governor of Northern Rhodesia considered that, as regards Northern Rhodesia, organised recruiting should continue to be allowed for work other than Government work for the present.)

(b) SYSTEMS OF NATIVE TAXATION.

The Conference agreed :—

(1) That consideration of a co-ordinated Hut and Poll Tax for the various territories was, at present, premature.

(2) That there was no objection to a tax on native cattle, where the stock was sufficiently numerous ; and that such a tax was desirable where natives had surplus cattle and a suitable market existed, in order to promote the economic use of stock and the development of animal husbandry.

(The Governor of Northern Rhodesia wished to reserve his opinion until he had discussed the question with his official advisers.)

It was generally felt that, while Europeans should not enjoy any special exemption, the taxation of European-owned stock must be based on revenue considerations and was not necessary as a means of promoting development.

(c) THE PRODUCTION OF CROPS BY NATIVES.

(i) *Production of Economic Crops.*

The Conference, after a discussion in which the different conditions in areas suitable for White settlement and in areas reserved for natives were examined, and also the need for grading exported produce so that the good name of East African exports might be conserved, were of opinion :—

That no conclusion could, in the present circumstances, be reached on this question, except that the growing of Arabica coffee by the natives should certainly be discouraged and possibly prohibited.

(The Governor of Tanganyika was unable to endorse this, but expressed the opinion that the growth of Arabica coffee by the natives in areas of European settlement in Tanganyika should not be encouraged.)

(ii) *The Monopoly in Crops grown by Natives.*

The Conference agreed to endorse the Resolution of the Tukuyu Conference, which reads as follows—

“ This Conference recommends that, while recognizing that a monopoly in buying of native grown crops may be advantageous in starting a new industry in a country, the Government should investigate carefully any proposed monopoly on the lines of that existing in the native cotton industry in Nyasaland, and take adequate steps to protect its revenue from loss occasioned by any guarantee in connection with any such monopoly. Once an industry is prosperous, a monopoly should not be given but free markets opened.”

(d) COMPULSORY LABOUR FOR PUBLIC WORKS.

The Conference agreed unanimously—

In opposing the principle of compulsory labour. They considered that, in present circumstances, it must be made use of occasionally, but that it should be used only under proper legislative authority.

(The Governor of Northern Rhodesia stated that no legislative authority, similar to that in force in some of the other territories, for making use of compulsory labour existed in Northern Rhodesia, and that he had no intention at present of taking any powers in this direction.)

(e) TECHNICAL TRAINING AND EMPLOYMENT OF AFRICANS.

The Conference agreed—

(1) That no possible measures should be neglected to stimulate training in the arts and crafts, as distinct from a purely literary education.

(2) That some system of apprenticeship was desirable without penal sanction, but on the understanding that the parents of the pupil would give the necessary guarantees for the pupil completing his full term.

(f) PROVISION FOR BETTER MEDICAL FACILITIES FOR NATIVES AND THE QUESTION OF FEMALE CIRCUMCISION.

The Conference took note of the Resolution of the Tukuyu Conference, and were generally of opinion—

That all Territories were doing their utmost, with due regard to the money available, to provide better medical facilities.

The Conference were in favour of rendering assistance to the medical work performed by Missions, wherever work was being done which, in the absence of the Mission, would have to be performed by the Government; and they were in favour of extending medical facilities to natives to as great an extent as possible.

The Conference considered that—

The practice of female circumcision, which was of very ancient origin, should not be interfered with, but that the respective Governments concerned should endeavour to persuade such tribes as practised the more brutal forms of it to return to the more ancient and less brutal form.

(g) MISSIONARY (NATIVE CHRISTIAN) ENTERPRISE.

The Conference were of opinion that there were no grounds for thinking that any restrictions on Missionary and Native Christian Enterprise had been enforced in East African territories, other than in Northern Rhodesia.

They took note that there were regulations dealing with Native teaching and preaching in Northern Rhodesia, but considered that no resolution with regard to this question was necessary.

The Conference, as regards the question of formal recognition of Missionary (Native Christian) Enterprise, favoured generally the adoption of the recommendations made by the Native Churches Commission of the Union of South Africa in their Report dated 16th March, 1922.

(h) ORGANIZATION TO STUDY THE EFFECT OF EUROPEAN CIVILIZATION ON THE NATIVE MIND.

It was considered that the systematic study of the welfare of the natives was of great importance, and that this study would require the investigation of all that affected not only his physical well-being but also his state of mind, his ideas of life, and his mental and moral development. Although the local side of this work was being carried out with care and an increasing degree of accuracy by District Officers of every kind, there was no co-ordination of information by a central mind.

It was not considered possible for the Governments to do more than provide for the co-ordination of research, for the collection of statistics on the same basis throughout all Territories, and for the tabulation and comparison of results so that true inferences could be drawn.

The Conference decided to entrust this work to a Statistician attached to the Conference Secretariat. (See Section XVI.) It also agreed that every assistance should be rendered to any philanthropic body which might wish to appoint experts to conduct any special line of research.

The following conclusions were adopted:—

(1) That in present circumstances the Governments of the East African Dependencies were not justified in spending money to appoint an organization to study the effect of European civilization on the native mind, as had been suggested.

(2) That if any outside body wished to appoint experts to consider this matter, all possible facilities would be given them.

(i) NATIVE ORGANIZATION AND ADMINISTRATION.

The Conference agreed—

With the Report of the East African Commission as to the advisability of the collection of taxes through the native authority and the value of the existence of a strong native administration.

(The Governor of Northern Rhodesia doubted the practicability at present of the collection of taxes in his Territory through the native authority.)

(j) NATIVE CENSUS.

The Conference took note of the Resolution of the Tukuyu Conference, and considered—

That the Governments concerned were fully alive to the necessity of the provision of better native vital statistics.

(k) THE MASAI QUESTION.

The Conference discussed the present situation in regard to the administration of the Masai tribe, whereby one portion of it was administered by the Mandated Territory of Tanganyika and the other by the Kenya Government. It was pointed out how the system of taxation and methods of administration varied in each territory; and the discussions which had taken place at the meetings of the Permanent Mandates Commission on this question were examined.

The Conference agreed :—

That no conclusion could be reached on the question of the Masai at present and that it was a matter which should be considered by the Governments of Kenya and Tanganyika.

(The Governor of Tanganyika undertook to re-examine the question in the light of the views of the Government of Kenya which had been put before him at the Conference.)

(l) VETERINARY EDUCATION OF NATIVES.

The Conference took note that the Kenya Government would be willing to render such assistance as they could to other East African Territories which wished to send suitable natives for training in stock management and other cognate subjects.

XI.—QUESTIONS AFFECTING THE ADMINISTRATIVE AND TECHNICAL SERVICES.

Various questions regarding the Services of the East African Dependencies were discussed.

(a) THE QUESTION OF INTRODUCING A SYSTEM OF REGULAR TRANSFERS BETWEEN ADMINISTRATIVE OFFICERS, OR OF GRANTING SUCH OFFICERS LEAVE IN OTHER DEPENDENCIES TO STUDY LOCAL CONDITIONS.

It was considered that Administrative Officers should not only be encouraged to know more about conditions in their own Colony, as a whole, but that it would be helpful if such Officers could also be enabled to study conditions in other Dependencies so that they might develop a broader outlook on African questions.

The following conclusions were reached :—

(1) That there was no possibility of introducing a system of regular transfers between Administrative Officers of the different Dependencies, either permanently or on secondment.

(2) That facilities should be afforded to Administrative Officers of a certain seniority to study conditions in other Dependencies by the granting of extended leave and, possibly, certain travelling and other concessions.

(b) **COMPARATIVE JURISDICTION OF THE DIFFERENT GRADES OF OFFICERS IN CIVIL AND CRIMINAL MATTERS.**

The Conference agreed :—

That this question must, in the first instance, be considered by the legal experts of the various territories.

(c) **RELATION OF ADMINISTRATIVE OFFICERS WITH DEPARTMENTAL OFFICERS IN NATIVE AREAS.**

The Conference agreed :—

(1) That, in order to avoid division of authority in the control of native populations and action by Departmental Officers not in conformity with the general policy of the administration, it was essential that Departmental Officers should act not only in close consultation with, but under the general direction of, the principal administrative officers of the Government for the areas in which they may be working.

(The Governor of Northern Rhodesia agreed in principle but thought the immediate application of the principle in Northern Rhodesia would be difficult.)

The Conference also held the views :—

(2) That the functions of Expert and Technical Departments, except in certain limited and clearly defined directions, should be purely advisory. The multiplication of expert *personnel* accordingly necessitated a proportionate increase in the strength of the establishment of the Provincial Administration, in order that there may be a strong Executive to translate the advices of the experts into administrative action.

(d) **POSSIBILITY OF COMBINING EAST AFRICAN TECHNICAL SERVICES.**

The Conference agreed :—

That the establishment of any further steps for combined East African Technical Services was not practicable at present.

(e) **FORESTRY.**

The Conference agreed generally with the Resolution on Forestry passed by the Tukumyu Conference, which reads as follows :—

“ Resolved that in the opinion of this Conference the rapid destruction
“ of the forests of the five territories is a matter of grave concern for the
“ following reasons :—

“ (1) That the forests constitute an asset to the five territories
“ concerned ;

“ (2) That the Drought Commission of the Union of South Africa established beyond controversy the deleterious effect of deforestation on the conservation of moisture ;

“ (3) That deforestation facilitates erosion of soil.

“ This Conference therefore recommends :—

“ That the Governments of these five territories should adopt a far-sighted policy which should embrace both a scheme of afforestation and the prevention of the present reckless, uneconomic deforestation by Europeans and natives, especially in those areas outside the Forest Reserves.”

but were of opinion that forestry work was at present being adequately carried out in the various territories, so far as the financial situation allowed.

XII.—CUSTOMS DUTIES.

The Conference, in the first place, examined the question of duties on certain types of imports.

(a) BUILDING MATERIALS.

The Conference agreed :—

That at a later date a Conference of the experts concerned representing Kenya, Uganda and Tanganyika should be assembled to consider the question of import duties on building materials.

(b) WHEAT.

The Conference considered :—

That it would be advisable to admit the import of wheat in certain circumstances under licence with a 10 per cent. import duty into the territories of Kenya, Uganda and Tanganyika.

(c) BACON AND CHEESE.

The Conference agreed :—

That the question of import duties on bacon and cheese should be considered by Mr. Walsh, the Commissioner for Customs, Kenya and Uganda.

(d) UNIFORMITY OF TARIFF AND CUSTOMS UNION.

The advantages of Tariff uniformity, particularly between the territories of Kenya, Uganda and Tanganyika were fully recognized and the various methods of levying Customs by specific or *ad valorem* duties and by the grouping of articles into certain categories were discussed. The following conclusions were adopted :—

(1) That it would be desirable for powers to be given to Governors-in-Council to admit certain things, which would be of benefit to the country generally, free of duty.

(2) That the question of a simplified Tariff should be discussed again after Sir Donald Cameron had put forward his suggestions.

(3) That, in the absence of any permanent Customs Union, it was necessary for each territory to retain its fiscal authority, but that it was desirable for as uniform a Tariff as possible to be maintained by agreement.

(e) IMPERIAL PREFERENCE.

The Conference also discussed the provisions of the Berlin Act, confirmed by the Amending Treaty of St. Germaine-en-Laye, which prevented the East African territories from entering into any reciprocal or other Preference agreements. It was considered, however, that it would be of no use to suggest a revision of these Treaties in this respect, since the terms of the Mandate for Tanganyika prevented differentiation in tariffs against States Members of the League.

The Conference agreed :—

To express their regret that the Mandatory system did not allow of any system of Imperial Preference being developed in the East African territories.

XIII.—FINANCE.

During the time that the Conference was sitting information was received that the Bill introducing the £10,000,000 Loan was being drafted without provision for any period free of interest and sinking fund, and it was generally agreed :—

That a telegram expressing disappointment should be despatched to the Secretary of State.

Many items connected with Finance were discussed and the following conclusions were adopted :—

(a) FORMS OF TAXATION—INCOME TAX, LAND TAX, ETC.

(1) That as regards the possible imposition of an Income Tax, conditions in the various Dependencies varied so much that no general resolution was possible, but it was considered that the Poll Tax should eventually be replaced by some more scientific form of taxation.

(2) That as regards the possible imposition of a Land Tax, conditions in the various territories differed so greatly that no general system was possible.

(b) ZANZIBAR AND THE SHILLING CURRENCY.

The Conference discussed the question of the Shilling Currency in Zanzibar, since it had been referred to in the Report of the East Africa Commission, but they were of opinion that the time was not yet ripe for any action in this connection.

(c) NON-PRODUCTIVE EXPENDITURE—LOANS.

The Conference agreed :—

That, in the present state of development of the East African Dependencies, Loan expenditure on buildings and the permanent equipment of roads, such as alignment, permanent bridges and similar works was fully justified.

(d) THE FINANCIAL YEAR.

The Conference agreed :—

That it was advantageous for the same Financial and Statistical Year to be adopted in all the East African Dependencies.

(The Governor of Tanganyika undertook to examine with his expert advisers the question whether Tanganyika could adopt the Calendar Year as its Financial Year.)

(The Governor of Northern Rhodesia similarly undertook to examine whether Northern Rhodesia could adopt the Calendar Year as its Financial Year.)

(e) LAND BANKS.

The Conference agreed :—

That further information on the subject of Land Banks was necessary, and instructed the Secretary to enquire whether Mr. Hilton Young, in the event of his visiting East Africa, would be ready to report on the advisability of the establishment of a Land and Agricultural Bank for all the East African territories.

The Conference further agreed :—

That if Mr. Hilton Young consented to undertake this duty, his report should be charged to the Conference Vote.

XIV.—RESEARCH.

(a) GENERAL.

The Conference devoted considerable time to consideration of the question of Research, and the opinion was generally held that individual Colonies could not afford to have a full and efficient staff for Research and that it was, therefore, necessary to provide for the centralisation of Research, if the best results were to be obtained. Centralised Research, however, meant that it was essential not only for the whole to be most carefully organized but also that separate arrangements should be made for local investigation and the local application of results.

The following conclusions were adopted :—

(1) That original Research in East African territories with regard to Agriculture, Veterinary Science and Sleeping Sickness, should each be centralised under a Central Research Staff.

(2) That, although practical considerations made the concentration of the three Central Research Staffs for Agriculture, Veterinary Science and Sleeping Sickness in one place impracticable, yet each should place the results of its work at the disposal of the others, and the Directors of each should keep in the closest touch.

(b) AGRICULTURAL.

The Conference strongly desired that Amani should be reconstructed and made fully effective as soon as possible, and that a first-rate Director should be appointed in the immediate future. It was felt that Amani was eminently suited for most forms of Agricultural Research; and that for those forms of research which required types of climate, altitude or amounts of rainfall not found there, arrangements could be made whereby the Colony concerned, which desired a particular form of research, should be able to make the necessary land available for the Director of Amani for experiments.

The following conclusion was adopted :—

That Agricultural Research should be centralised at Amani, but that the exact organization of the Central Research Staff at Amani and its relationship to the various Technical Departments in the East African territories could not be laid down until after the Director of Amani had been appointed.

(c) VETERINARY.

The following resolutions were adopted :—

(1) That original work with regard to Veterinary Science, as regards the East African Dependencies, should be centralised at Kabete, but that practical work in regard to certain branches might be carried out at Mpapwa or elsewhere, the whole being controlled by a Central Research Staff.

(2) That the Veterinary Research work at Kabete should be under a Director whose services should be available for the various East African territories, in the same way as those of the Director of Amani, and that the central organization should be arranged after the Director had been appointed.

(The members of the Conference expressed their willingness to share the cost of the Director of Veterinary Research at Kabete, as in the case of the Director of Amani.)

(d) TSETSE FLY.

The Report of the Sub-Committee of the Civil Research Committee, which had been received just prior to the opening of the Conference, was found to be of the greatest assistance during the discussions into Tsetse Fly Research, and the recommendations of that Report were generally accepted. It was hoped that the territories concerned would be able to provide the necessary funds to carry out the recommendations of the Committee, though it was realised that these would have to be examined in detail by the various territories. The work of the International Sleeping Sickness Commission at Entebbe was also discussed, and it was considered that the final organization for Tsetse Fly Research could not be settled until the advice of that Commission was available.

The Conference agreed :—

(1) To place on record their appreciation of the appointment of the Sub-Committee of the Civil Research Committee to enquire into tsetse fly, and to record thanks for the assistance which had been rendered to them by the extremely valuable Report which had been submitted.

(2) To accept the recommendations regarding research into human and animal trypanosomiasis contained in the Report of the Tsetse Fly Sub-Committee of the Civil Research Committee; and regarded close liaison between research into human and animal trypanosomiasis of the utmost importance.

(3) That, as regards the control of trypanosomiasis, this was primarily the function of the local administrations.

The Conference took note :—

That all local administrations would carry out to as full an extent as the financial situation allowed the recommendations contained in the Report of the Tsetse Fly Sub-Committee of the Civil Research Committee.

(e) GENERAL MEDICAL RESEARCH.

It was also strongly felt that some further organization for General Medical Research was desirable. In view, however, of the fact that the knowledge of the most prevalent tropical diseases was already considerable, and that money could therefore be best spent for the time being in the application of knowledge already gained or likely to result from the widespread organization for the study of tropical diseases already in existence elsewhere, the Conference agreed :—

That the centralisation of Medical Research, other than that into human trypanosomiasis, under a Central Research Staff should be postponed until the Central Organizations for Research into Agriculture, Veterinary Science and Tsetse Fly have been completed.

The Conference, however, held the opinion that results obtained by research under separate Medical Departments should be freely interchanged.

(The Governor of Northern Rhodesia considered it desirable that General Medical Research should be undertaken with the least possible delay.)

XV.—LEGISLATIVE QUESTIONS.

The Conference discussed the desirability of introducing uniformity of legislation throughout the various East African Dependencies, and adopted the following conclusions :—

- (1) That a Conference of Law Officers of the various Dependencies should be assembled to consider the introduction of uniformity in Commercial, Civil and Criminal Legislation and the interchange of Bills, accompanied by statements of objects and reasons concerning other matters of mutual interest and importance.
- (2) That the question of the advisability of introducing a uniform system of bankruptcy legislation should be re-examined, in the first instance, by the Conference of Legal Experts.
- (3) That Bills should normally be published with a statement of objects and reasons, and that this question should be further considered by the Conference of Legal Experts.

As regards procedure in *Native Murder Trials*, the Conference agreed :—

That there was no need to extend further the restrictions on Administrative Officers as regards the trial of murder cases.

As regards the question of *Water Rights*, the Conference expressed themselves as being in sympathy with the Resolution of the Tukuyu Conference on this matter. This Resolution reads as follows :—

“ That this Conference urges upon the Governments of the five territories the necessity for introducing adequate modern legislation for

“ the purpose of controlling and administering the water resources of
“ these territories.”

The Conference also agreed :—

That the question of legislation for Water Rights should be referred
to the Conference of Legal Experts already recommended.

As regards *Mining Legislation*, the Conference agreed :—

That it was of importance for attention to be paid to this subject.

XVI.—CONFERENCE ORGANIZATION.

It was the general view that the Conference had been of great benefit to the territories participating in it, and appreciation was expressed of the prescience of the East Africa Commission in proposing such a Conference and of the Secretary of State's wisdom in so promptly convening it.

The following extract from the concluding Resolution shows the value which the members of the Conference attached to the present meeting and also to a continuation of such meetings :—

“ The members of the Conference are unanimous that the hours
“ spent in consultation have been of the greatest value, and will do much
“ to facilitate the work of achieving unity of thought and action on
“ matters of common concern to all parts of the East African Dependencies.

“ They are equally unanimous in the desire that the Conferences
“ should meet annually in future, so far as circumstances permit, and
“ that the continuity of the work of consultation and co-ordination
“ should be maintained by the establishment of a permanent Secretariat.”

A discussion took place as to the venue of future meetings, and though all members would have liked Conferences to have been held in their own territories in turn, it was recognized that such an arrangement would be very inconvenient and difficult to organize. The Conference, therefore, unanimously resolved that Nairobi should be the meeting-place of all full Conferences and the site of the Secretariat ; and that smaller Conferences should be held when necessary at different places, according to the convenience of the moment.

The following conclusions were adopted :—

(1) That Conferences of Governors of all the Dependencies should be held in Nairobi, since the Secretariat would be established there.

(2) That another meeting of the main Conference would not be held during the present year unless some unforeseen question arose, and that the actual date on which the Conference should be held should be brought up by the Secretary for discussion in October.

(3) That the most suitable time for meetings of the Conference would appear to be April, or preferably the beginning of May.

(4) That smaller meetings of Governors, *e.g.*, meetings between two or more Governors should be arranged whenever occasion arose, the actual place and time of such Conferences to be settled according to the convenience of the moment ; and arrangements should be made for the

records of such Conferences to be kept by the Conference Secretariat ; if this were impossible, the proceedings of the Conference should, in any case, be sent to the Secretariat for record.

ORGANIZATION OF THE CONFERENCE SECRETARIAT.

The functions of the Secretary were discussed in detail, and the method of conduct of business settled. It was considered that between Conferences the Secretary should tour the various Territories, so that he might discuss any outstanding questions and make arrangements for future Conferences.

The question of the work of the Secretary to the new post of High Commissioner for Transport in Kenya and Uganda was also discussed ; it appeared that this work, being of an inter-Colonial character, could most appropriately be allocated to the Conference Secretary and that from this arrangement certain advantages would emerge. The Assistant to the Secretary who would be required would be available for Conference or Railway work as circumstances demanded ; two officers would accordingly be at Headquarters in times of pressure of work, while at other times arrangements could be made for one to tour while the other carried on the joint office at Nairobi. There would also be savings in office establishment and accommodation by the amalgamation of the two posts ; and the cost to the Governments would be reduced by a contribution from the Railway equivalent to the services which it derived from the Secretariat and for which, in the absence of any such organization, it would have to incur a higher separate expenditure.

At the same time, the question of Statistical Research, which had several times been before the Conference, was discussed. There was a general feeling that a real need existed for accurate and co-ordinated statistics of all kind throughout the East African territories, and it was considered that it would be of great assistance if the services of Mr. Walter, the Statistician who had just been appointed to the Kenya Government, were allocated to the Conference, so that his assistance and advice might be available for all the territories. By this means it could be ensured that model forms would be used and statistics prepared on the same lines, although they could not for the present be collected with equal precision in all territories. This arrangement would also have the advantage of placing the Statistician in a position in which he could help the Conference Secretariat when necessary and acquaint himself with the general policy of the various Governments so as to be informed, in advance, of probable statistical requirements.

The question of the cost of the Secretariat, arranged on the above basis, was discussed in detail and agreement reached that this should be provided by the various territories on a system of shares.

The following conclusions were adopted :—

(1) That the Secretary of the Conference should also act as Secretary to the High Commissioner for the Kenya-Uganda Railway.

(2) That an Assistant Secretary would be required, and that this Assistant Secretary should be provided by the Railway, together with appropriate clerical staff.

(3) That the Statistician, Mr. Walter, whom it had been proposed to add to the Kenya Secretariat, should be included in the Conference Secretariat; and that he should be available for work in respect of all the East African territories.

(4) That the Statistician should be allowed to proceed to England to study the latest methods of compiling statistics and secure the necessary machinery which would be required for his work in the East African territories.

(5) To accept a cost for the Secretariat estimated at £8,000 for the current year, and to provide, or recommend the provision of, the money in the following proportions:—

	Proportion.	£
Kenya and the Kenya-Uganda Railway* ...	$\frac{1}{3}\frac{1}{2}$	= 3,250
Uganda... ..	$\frac{7}{3}\frac{1}{2}$	= 1,750
Tanganyika Territory	$\frac{7}{3}\frac{1}{2}$	= 1,750
Zanzibar	$\frac{2}{3}\frac{1}{2}$	= 500
Nyasaland	$\frac{1}{3}\frac{1}{2}$	= 250
Northern Rhodesia	$\frac{1}{3}\frac{1}{2}$	= 250
Sudan	$\frac{1}{3}\frac{1}{2}$	= 250

* Including cost of Railway Secretariat Staff in (2) above.

XVII.—TECHNICAL CONFERENCES.

After discussion as to the necessity for various Technical Conferences, the Conference agreed:—

That they favoured the idea of Conferences of Officers of Technical Departments, whenever any question of sufficient importance arose.

As regards the question of an *Educational Conference*, the Conference agreed:—

That there was no need in the present circumstances for any Conference of Educational specialists, but that any specific points regarding education requiring consideration could be best dealt with by discussions between the Directors of Education concerned.

As regards the combined *Agricultural, Cotton and Entomological Conferences*, which had been originally suggested for the early part of 1926 and, subsequently, for November and December, 1926, it was found that this latter date was not convenient to the Representatives of South Africa and the Empire Cotton Growing Association, who were anxious to attend. It was found difficult to settle on any part of the year suitable to all parties, though the latter part of August was generally the most convenient. A telegram was accordingly despatched to the Secretary of State, saying that this date was most suitable and asking him to ascertain if the Representatives of other territories and associations who wished to attend could come at that date. It was at the same time pointed out that there would be little cotton to be seen in either Kenya or Uganda during August.

XVIII.—MISCELLANEOUS.

(INCLUDING CERTAIN RESOLUTIONS OF THE TUKUYU CONFERENCE).

(a) IMMIGRATION OF UNVACCINATED PERSONS.

The Conference agreed :—

That the East African ports ought to have sufficient powers to prevent the landing of unvaccinated persons ; and were of opinion that the steps necessary to bring about this position should be considered in connection with certain despatches which had been received from the Secretary of State regarding the proposed amendment to the Paris Sanitary Convention.

(b) THE STAFF OF THE TRADE AND INFORMATION OFFICE.

The Conference agreed :—

That the present arrangements as regards the staff of the Trade and Information Office should be given a trial, but that the whole question might be discussed individually by the Governors concerned with Colonel Franklin during his approaching visit.

(c) REPRESENTATION OF THE EUROPEAN COMMUNITY IN LONDON AND THE COLONIES.

The Conference took note of the Tukuyu Conference Resolutions dealing with representation of the European community in London and the Colonies. These Resolutions read as follows :—

“ Resolved that this Conference recommends a close liaison between
“ the unofficial communities of the five territories with the Joint East
“ African Board in London, and that the Joint East African Board
“ publishes its proceedings for the benefit of the countries it represents.”

“ Resolved that this Conference is of the opinion that it is necessary
“ for the progress of the five territories that there should be adequate
“ representation of the unofficial European community in each territory
“ through Legislative Councils.”

(d) TRIGONOMETRICAL AND TOPOGRAPHICAL SURVEYS.

Information was exchanged regarding the progress made in Trigonometrical and Topographical surveys in the various territories, and enquiries instituted to ascertain whether it was possible for accurate topographical surveys to be conducted by aeroplane at a reasonable cost.

(e) MINOR ADJUSTMENTS OF FRONTIERS.

Note was taken by the Conference of the situation described by the Governors of Nyasaland and Northern Rhodesia, showing how the frontiers of their respective territories with Portuguese and Belgian territories were in some respects inadequately demarcated.

(f) CERTAIN RESOLUTIONS OF THE TUKUYU CONFERENCE NOT
DEALT WITH UNDER OTHER HEADINGS.

(i) *Government and Private Enterprise.*

The Conference agreed :—

With the Resolution of the Tukuyu Conference in regard to Government and Private Enterprise, subject to the insertion of the word “ more ” in the fourth line before “ economical.”

The Resolution accordingly reads as follows :—

“ That this Conference is of the opinion that, where public works and road and water transport can be more economically and efficiently carried out by contracting firms or private individuals, it is detrimental to the public welfare that those functions should be exercised by Government Departments.”

(ii.) *Education : European and Native.*

The Conference agreed with the Resolution of the Tukuyu Conference on Native Education. This Resolution reads as follows :—

“ That it is the duty of the Governments to provide greater and increasing facilities for the education of natives ; that this should tend rather to technical than literary training ; that the following call for further consideration :—

“ Adoption of some such system as has been recommended in the Report of the Phelps Stokes Commission.

“ The scheme by the Nyasaland Missions (Dr. Laws and Dr. Hetherwick.)

“ The merits of apprenticeship for technical training.

“ The advisability of entrusting primary education to Missionary Societies and/or the State.

“ The establishment of colleges for the training of primary and secondary native teachers, both for literary and technical education.

“ The measure of financial assistance that the Colonial Protecting or Mandatory Government is prepared to afford.”

The Conference agreed :—

That, as regards European education, it would be advantageous if the facilities for the education of European children in Kenya were made available for the other East African Dependencies.

(iii) *Geological Surveys.*

The Conference agreed :—

That it was of importance for attention to be paid to Geological Surveys.

(iv) *Colonial Office Control.*

The Conference took note of the Resolution of the Tukumyu Conference dealing with Colonial Office control. The Resolution reads as follows :—

“ That direct control over the East African territories by the Colonial Office is too great and is in some cases increasing and ought to be “ diminished.”

XIX.—CLOSING SPEECH AND CONCLUDING RESOLUTION.

The Chairman at the request of the Conference delivered a closing speech giving a general review of the work accomplished. This speech was given to the Press, and is attached as Appendix II.

The Conference then discussed the terms of the concluding Resolution, and the following was adopted :—

Before the meetings of this the first Conference of the Representatives of the East African Dependencies terminate, the Chairman, the Governor of Kenya, desires to express his great pleasure at having been able to welcome in Nairobi the Governors and Representatives of the other East African Dependencies and the Sudan, and his appreciation of the readiness with which the other members of the Conference have travelled so far—in some cases at great personal inconvenience—in order to take part in its sittings.

On their part, the Governors and Representatives of the other East African Dependencies and the Sudan wish to place on record their thanks to the Governor of Kenya for his conduct of the business of the Conference and for his close and constant attention to its work, in spite of the pressure of other duties.

The members of the Conference are unanimous that the hours spent in consultation have been of the greatest value, and will do much to facilitate the work of achieving unity of thought and action on matters of common concern to all parts of the East African Dependencies.

They are equally unanimous in the desire that the Conference should meet annually in future, so far as circumstances permit, and that the continuity of the work of consultation and co-ordination should be maintained by the establishment of a permanent Secretariat.

They also desire to express their appreciation of the prescience of the East Africa Commission in proposing such Conferences and of the Secretary of State's vision in so promptly summoning the first.

NAIROBI, *March*, 1926.

APPENDIX I.

OPENING SPEECHES BY CHAIRMAN AND MEMBERS OF THE CONFERENCE.

THE CHAIRMAN :

Your Excellencies, it is a high privilege to bid you welcome in the name of Kenya to-day, and I do so most cordially. I am sure we all regret that accident has prevented the Governor of Northern Rhodesia from arriving in time for the opening of the Conference.

The history of the Empire is a mine of precedents, but the Conference which we are inaugurating this morning is, I think, the first of its kind in Imperial annals, various as those annals are. Its proceedings are being watched with eager interest, not only here, but in South Africa, which shares so many of our problems, and in England, where East Africa is now often in the minds of public men.

We have been convened by the Secretary of State in pursuance of a suggestion made by the Commission which visited East Africa, under the leadership of Mr. Ormsby-Gore last year. Much was memorable in that Commission's Report, and its publication has already proved of practical advantage to us. It has spread in many quarters which were previously ill-informed a juster appreciation of our conditions and it has undoubtedly stimulated a desire in England to assist our development. The proposed £10,000,000 loan, the allocation of which we must, of course, discuss, is a substantial proof of that. But I am not sure that the inauguration of Conferences of Governors like this will not prove a few years hence to have been the greatest of the services which that Commission rendered to the Empire in East Africa.

We are dealing in these territories with what is perhaps the hardest political, economic and moral problem now confronting the civilised governments of the world. I refer to the vast range of questions born of the quickening of Africa by the touch of European progress. The play of economic forces upon the backward parts of the world is now intense. It is due to the rapidly rising standard of life among all races which cannot be gainsaid. At the same time, it is the settled determination of the leading Powers that the rapid transformation of tribal life and custom which is thus imposed and cannot be set back shall raise the standards of the backward peoples in the same measure as it benefits their conquerors. The idea that any race can profit permanently by paralysing the growth of another race is vanishing with the last vestiges of slavery. But, though the principle is clear, its application is beset with controversy and intensely difficult. It calls for patient but unrelenting experiment in education, in medical work, in production, and in almost every department of government. It needs the utmost help which organized scientific research can accord.

Conditions vary immensely in the different though contiguous territories which we represent. Some parts are thickly populated, some are not. Some tribes alter rapidly, some strongly resist all change. Some lands are suitable only for native production ; some are better fitted for European settlement, and can never be properly developed by other means.

In Kenya we have the systems of European and native production established side by side, and we believe that a settled European population in highlands, where European settlement can thrive, will prove of permanent value to the cause of good government and steady development in East Africa as a whole. It seems to us that the close and continuous association of races which results from settlement, an association in which both races are wedded to the soil, has great advantages over any system in which the European element consists of administrators, traders, and others who come only for a time and ultimately take their accumulated experience away ; and it is our faith that this association of races may be made to serve the interests of both to a degree at present unrealized. In proof of this, we have already the definite experience that the most progressive of our own tribes, which has to its credit a considerable and increasing production in its own Reserve, is also that which sends out the largest and steadiest supply of labour for work on European farms.

In other territories, as we fully recognize, these considerations may not apply in the same degree or may not apply at all. But we are deeply anxious that the policy of European settlement, which is established here, should not be an isolated policy or the European community in Kenya more divided than the natural conditions necessitate from European communities elsewhere. It is our hope, therefore, that European settlement may be encouraged in East Africa, wherever suitable highlands exist, and that where such highlands do not exist, the policy pursued may not be incompatible with ours.

But this is only part of our desire. The dual policy of European and native production, which the Report of the East Africa Commission so strongly approved and to which we with conviction adhere, can never permanently thrive unless European welfare and native welfare go hand in hand. In Kenya we are profoundly conscious of that. The races react upon each other in a thousand different ways, and neither can prosper if the other be depressed. We are therefore eagerly concerned to co-operate in all forms of scientific research which may assist to make the growing impact of Europe upon Africa beneficial to the native races as well as profitable to ourselves ; and we should wish to make the fullest use of all experience gained elsewhere.

It is for this reason above all others that I welcome the choice of Nairobi as the meeting place of this Conference. This is now, and must for many years remain, the headquarters of European settlement. Here the influence of all races, immigrant and native, may be truly felt. The European claim, the Indian claim, the native claim, are all part of the atmosphere in which Nairobi lives, and the

need of providing justly for all can never be out of mind. Here, indeed, is the epitome of the East African problem in all its forms, and nowhere else, I think, does such an epitome exist. In East Africa the native element is everywhere, but here you have in addition the other elements and interests without regard to which the lines of British policy in East Africa can never be justly framed.

I welcome it for another reason, too. Your Excellencies are governing territories where public opinion is less educated and less articulate than it is here. Your Executive Councils contain no unofficial members, your Legislative Councils no elected ones. You have, therefore, no unofficial critics constitutionally empowered to express themselves upon your acts. Here in Kenya we have most properly reached a later stage of political development, and public opinion has the right to claim an influential voice in all that may affect the future of the Colony. Our deliberations must of course be carried on behind closed doors, but I am sure you will agree that the Conference meets most properly in that capital whose political evolution is most advanced.

As a Colony we wish you to be in touch with our needs, our anxieties, our hopes, which are nowhere else thus constitutionally expressed. We also value the wide information and experience which you put within our reach by your presence in our midst, and we would have you realize that the influence which your meeting exerts must always be greater here, where you are surrounded by a population of your own race, than it could possibly be in centres where no such settlement exists.

Amongst many subjects of interest, there is one other which I cannot pass without reference. My appointment here constitutes me not only Governor of Kenya, but High Commissioner of the Kenya-Uganda Railway, and I shall therefore approach the railway questions submitted to us with double concern. The interests of our railways and our harbours, and of the producers which they serve, are deeply engaged in avoiding competition with other territories, and we have definite suggestions to make for avoiding it. In this matter we have a responsibility, not only to our own territories and railways, but to the British taxpayer, who is putting the £10,000,000 loan at our disposal free of interest for ten years.* It is our duty in return to give him the safest possible investment and the largest possible return in orders to the British industries which are most hard hit. The surest way of doing both is to organize our railway development on co-operative and complementary, not on competitive lines.

It is indeed co-operation in all things that Kenya advocates. We have developed it in large measure with Uganda, for we have not only a uniform Customs Tariff, but a single Customs Service, a single system of Posts and Telegraphs, and a single control of our railways and ports. I am sure the Governor of Uganda will bear me out in saying that co-operation in all these forms is being fully justified by experience, and that, different as our conditions are, we have no doubt of being able to extend co-operation in many useful ways as opportunity permits. Kenya wishes whole-heartedly for similar co-operation with all the territories which Your Excellencies represent.

* See under Head XIII (Finance) page 24.

With regard to Native Policy in particular, this co-operation is of supreme importance. The native position is in reality all one. Conditions differ, and methods must differ with them ; but it remains essential that our principle should be the same. Lord Selborne, in the famous Memorandum which started the discussion of South African union in 1907, pointed to what difference of principle in Native Policy between contiguous territories must inevitably mean :

“ It means,” he wrote, “ different policies, yielding different results which, sooner or later, must come into contact and conflict with one another. In this, at any rate, South Africans, who differ fundamentally in their views as to native policy, agree that two or more native policies, inconsistent with each other, cannot end otherwise than in confusion and miscarriage, and cannot therefore accomplish the results foreseen or intended by the exponents of either course.”

I think those are memorable words, worthy of our attention in East Africa.

I would add, with your forgiveness, one word of a personal nature, and then I have done. No one realises better than myself that the circumstances which have led to my being Chairman of this Conference have nothing to do with my merits or my experience. Two of those present here—the Governor of Nyasaland and the Resident for Zanzibar—have long known East Africa, and have spent more years in Kenya than I have yet spent months. All have behind them a wealth of experience in Colonial administration in which I can claim little part. I look therefore to learning much more than I can possibly repay, and I beg for Your Excellencies' indulgence to a Chairman so much less versed in Colonial government than yourselves.

I have kept Your Excellencies too long, and I know that all are eager to begin the hard work of the Conference. We come to it, not only as Governors of splendid territories, but as representatives of the greatest Sovereign in the world. We can never, therefore, wherever discussion may lead us, lose from view the welfare and the unity of the vast union of territories and races which owes allegiance to his rule, and I am sure Your Excellencies will agree that our first act should be to assure His Majesty of our unswerving devotion to his Empire and his throne.

SIR CHARLES BOWRING :

Your Excellency Sir Edward Grigg and Your Excellencies,

Ever since this Conference was first mooted I have looked forward to its realisation with very high hopes of the good that must ensue because my experience has taught me that without co-operation and wherever possible co-ordination of policy British East Africa as a whole cannot progress on really satisfactory lines.

I very much regret that our colleague from Northern Rhodesia is unable to be present throughout the whole of our deliberations. All the more so for the reason that Nyasaland and Northern Rhodesia have in the matter of native affairs a distinct relationship with South Africa, which does not exist in the case of the other Dependencies.

This is due to a variety of causes, such as the immigration within comparatively recent years of South African tribes which have overrun a considerable area of the country to the South and West of Lake Nyasa, the number of our natives who still proceed to South Africa every year in search of work, the close connection between the earlier missionary societies which were established in Nyasaland 50 years ago with allied institutions in the South, and the quite recent federation in one Presbytery of the three large Societies comprising the Church of Scotland Mission, the Free Church of Scotland Mission and the Dutch Reform Church Mission.

I do not think that a better centre than Nairobi could have been selected for the first Conference of East African Governors because it is an accepted fact that Nairobi, as the capital of Kenya, is really the centre of the East African group.

I have had the interesting experience of having returned to Nyasaland after an absence of a quarter of a century, and I have seen the great changes that have taken place during that period. We in Nyasaland have now arrived at that stage when it will be well nigh impossible for us to make further progress unless a fixed policy is decided upon and acted upon. I believe that this Conference will tend to the definition of such a policy and the ten million loan to which Your Excellency has referred will enable effect to be given thereto. Our particular handicap is transportation. Until our transport facilities are improved, it will be impossible for either European planters or the native community to produce a large number of economic crops which could otherwise be marketed. Under existing conditions it is only the more valuable crops that can be economically produced. Not only is the production of such crops usually beyond the capabilities of the native, but the European planters themselves are unable to export the cereals and low priced crops which are of such value for rotation with the higher priced commodities.

It has been very interesting to me to hear Your Excellency's pronouncement of the fact that those Kenya tribes who have been the most industrious in cultivating their own reserves are still those who supply the greater quantity of labour outside. That fact was demonstrated by figures some years ago by your first Chief Native Commissioner, Mr. Ainsworth, and it is particularly gratifying to hear that it holds good to-day. In Nyasaland, too, we have the experience that those tribes which have supplied the greatest amount of labour to the plantations are those which have through direct acquaintance with European methods of cultivation proved to be the most progressive producers in their own country. One thing is conclusively proved and that is that the African native cannot progress without the benefits of European civilisation, and that conversely the European settlers and sojourners cannot make good without the assistance of the natives themselves. It will be the business of this Conference to endeavour to ascertain how the resources of this great group of Dependencies can be best developed in the interests of the Empire as a whole and to the benefit of the indigenous races.

Your Excellency has referred to the absence, in some of the Dependencies, of any recognized and accepted means of voicing public opinion. I have felt the

want of some such means in Nyasaland and have lost no opportunity of impressing on the European community the great need for co-operation amongst themselves in the matter. I should welcome most sincerely some such organization as your Convention of Associations which could be of great assistance, not only to Government but to the European community as a whole.

Your Excellency has referred also to the co-operation which now exists between Kenya and Uganda in a number of services. I, too, can appreciate the value of such co-operation which has resulted in the removal of artificial commercial barriers between the two territories because during my sojourn in Kenya I witnessed the fusion of such services as those afforded by the Post Office, the Customs, and the Railway.

The extent to which such co-operation can be extended so as to embrace other Dependencies in the East African Group is one of the important matters to be discussed during the present Conference.

SIR WILLIAM GOWERS :

Your Excellency Sir Edward Grigg, Your Excellencies, I wish to express my pleasure in coming to Conference in Nairobi, and my thanks for the cordial welcome we have received.

I, too, feel that in a small way we are helping to make history.

You, Sir, have paid a well deserved tribute to the work of the East Africa Commission, and I agree with you that the idea of co-ordination and co-operation by Conferences among Governors is as important and useful as it is novel.

I endorse most heartily your remarks on the inter-play of the higher and lower civilisation. In many of these problems we, although we may be officially styled Governors, are still in the position of learners, and I myself feel that the longer I am in touch with these problems and the more I learn of the different aspects they present, the less I can dogmatise, the more I have still to learn. A gathering such as this brings home the essential unity of tropical African administration, and reminds one also of the infinite diversity of the conditions which have to be dealt with. The wider one's experience of Africa the more impressed one becomes, at least I do, by the absolute necessity of adapting methods and politics to fit the facts as we find them and of the unwisdom of attempting to fit the facts into any procrustean bed of a uniform system or theory of administration and development. It seems to be sometimes thought that experience of one part of Africa tends to incline an administrator to apply to other parts the methods which he has found successful elsewhere, without due regard to the difference of circumstances. No one who sees clearly should fall into such an error. The diversity between various parts of tropical African countries in their climates, resources, and population, are often so profound that, instead of saying because a certain policy is right for one part of tropical Africa, it must be right for all, it would be truer to say that because it is right for one part, it cannot, in the nature of things, be right for all. I find a notable instance of this in the case of Kenya and Uganda. From the time I arrived in East Africa I have been more and more impressed by

the extent to which the interest of these two countries are interwoven by the necessity for the closest co-operation between them. But such co-operation is in no way hindered, but is indeed advanced by the frank recognition of the fact that in order to be of the greatest use both to the British Empire and to each other, in view of the vast differences which exist between them in respect of geographical, economic, and political factors, they must be developed on different lines. And the fact that the two countries are progressing along different lines by no means implies that either is following the wrong course but rather the contrary. Indeed, the difference between Kenya and Uganda should be regarded merely as an illustration, on a large scale, of the dual policy which Your Excellency endorses in respect of the different parts of Kenya.

Your reference to the value of informal public criticism is one with which I agree very thoroughly. And I agree, too, that it is a very desirable thing that this Conference meets for the first time at the place in East Africa where educated and articulate criticism is most prevalent. To an administrator in Africa, public criticism is a thing not to be deprecated or avoided, but to be welcomed. If it is sound, he can learn from it; if it is unsound, it will at any rate serve the useful purpose of compelling him to analyze the reasons he has for holding the particular faith which he may profess.

This meeting is of especial interest, I think, in that it includes Administrators whose experience has been gained under such diverse conditions. I am afraid that in East Africa there is a tendency to regard with some slight degree of suspicion those of us who have long been associated with what is rather erroneously called the West Coast. I say erroneously, because a large part of so-called West Africa, including that in which I have until recently been living, is actually nearer, if you take a line East and West, as the crow, or perhaps I should now say, the R.A.F., flies to Khartoum than it is to, say, the Gambia.

I trust that the result of our Conference may prove that the points on which we agree with our colleagues, whose experience has been mainly East African, are far more numerous and important than those on which we differ. It is, Sir, greatly to our advantage that as our President we have one whose wide knowledge of men and things will assist us to view the numerous problems we have to deal with in the correct perspective.

I think I may speak for my colleagues as well as I do, most emphatically, for myself when I say that I feel sure that the result of this Conference will be to enable each of us more completely to see East Africa "Steadily, and see it whole."

SIR DONALD CAMERON :

Your Excellencies,

I thank Your Excellency warmly for the welcome to this Conference which you have extended to me as the representative of Tanganyika Territory. I trust that it is not necessary for me to say that as that representative I have come to the Conference with the fixed intention of doing everything in my power to secure for it the fullest measure of success that may be possible.

I share the view that has been expressed, that in the circumstances it is appropriate and convenient that the first meeting of the Conference should take place at Nairobi.

Tanganyika finds herself geographically between the Northern and the Southern groups of the British tropical Dependencies in East Africa; her borders touch Northern Rhodesia and Nyasaland on the South and Kenya and Uganda on the North; the prosperous island of Zanzibar lies at her gates. Many of the problems of Tanganyika are therefore the problems of her neighbours and she has come here in the confident hope that discussion of those problems, or of so many of them as may be ripe for discussion, with the representatives of the other territories sitting round this table will be fruitful of great and lasting advantage to the whole of British East Africa which—and not least Tanganyika—forms an important part of the great British Empire, a part that is growing in importance every year.

We have before us a long and stiff Agenda and the time at the disposal of some of us is in a manner circumscribed. I shall not, therefore, detain the meeting by any further remarks except to say that I think that you will join with me in congratulating ourselves that we are fortunate enough to have the assistance of an officer like Colonel Walker with his long training and experience in conference matters. I am sure that you will join with me in welcoming him to East Africa.

MR. HOLLIS :

Your Excellencies,

The Island Dominions of H.H. the Sultan of Zanzibar, in which I have the honour to represent His Majesty, form the smallest of the East African Dependencies, being little more than 1,000 square miles in extent, but the islands are of importance partly owing to their geographical position and partly to their principal industry—92 per cent. of the world's supply of cloves being produced in Zanzibar and Pemba.

Until recently Zanzibar has been the entrepôt for East African trade, but with the development of Kilindini and Dar-es-Salaam the port is losing its importance and it is probable that before long the country will have to depend upon its own resources and products for its maintenance. It is necessary, therefore, to regenerate the clove industry, many of the trees being now very old, and to improve communications in order that cloves can be produced at a cheaper rate. Fortunately the revenue is good and surplus balances are available for the construction of works.

The clove industry was founded on slave labour and with the abolition of slavery the labour problem has been a serious one. During the past few years, however, there has been a voluntary flow of labour from the mainland, and, provided this continues, the outlook is good.

Many of the more important matters to be discussed at this Conference will not affect Zanzibar, but Zanzibar regards herself as the mother of the other Dependencies and is keenly interested in the welfare of her daughters.

As stated in the East Africa Commission's Report all sections in Zanzibar are hostile to federation, but Zanzibar welcomes the Commission's suggestion

for co-ordination by means of conferences. His Highness the Sultan has requested me to convey to the Conference his devout hope that its deliberations will bear fruit.

I wish to add my thanks to the Chairman for the very cordial welcome he has extended to me.

MR. LYALL :

Your Excellencies,

When I was told that I was to attend this Conference as the representative of the Sudan Government, the instructions I received were to the effect that I should hold a watching brief on its behalf. This means, I take it, that I am not expected to take any very active part in your discussions but to be, for the most part, a spectator. Well, in the short time I have had to read through the Agenda of this Conference, I have seen enough to appreciate the fact that I shall be, at least, a most interested spectator.

The Agenda of the Conference reached me too late for me to be able to prepare any memoranda on those subjects which concern the Sudan. For this omission I apologise to the Conference, but I feel sure that I have acquired merit with its Secretary for not having added to his labours.

It does not appear that the Sudan is closely concerned with the majority of the subjects that are down for discussion. This was bound to be the case, but I am confident that, where the interests of the Sudan and the East African Colonies and Dependencies do come in contact, co-operation and not competition will be the keynote of any action that the Sudan Government may be called on to take.

I should like to take this opportunity of thanking the Governors of Kenya and Uganda for the admirable arrangements which were made for the supply of petrol and oil, without which my journey from Mongalla to Nairobi would have been impossible ; and I am happy, too, to take this occasion of expressing my gratitude for the kindness and hospitality which I received everywhere in Uganda and Kenya on my journey here.

APPENDIX II.

CLOSING SPEECH BY THE CHAIRMAN.

Your Excellencies,

We have come to the end of our labours as a Conference, and you have asked me to close our Meetings with a brief survey of the ground which we have covered since we gathered here two and-a-half weeks ago.

The task is not easy, and you all understand its difficulties. We have dealt with a very wide range of subjects. The area which we, in this room, together represent is practically equivalent to the whole of Europe, excluding Russia. It is two-thirds that of the United States of America. It is as great as that of India and Mesopotamia combined.

Our views on critical subjects affecting so vast an area do not concern that area alone. They must come before the bar of public opinion, not only in our own territories, but far beyond them; for these subjects are at present constantly in the mind and conscience of the civilised world. Our conclusions cannot, therefore, be published in full until they have received the consideration of the Secretary of State, who is answerable for the broad lines of policy in the Colonial Empire as a whole. But within the limits of the discretion which these considerations impose, I can rightly and properly describe for those over whose interests we ourselves individually preside the character and direction of our leading ideas.

One point comes foremost. The full Conference unanimously agrees that the meeting has proved of great value to all the territories participating in it. We have telegraphed this to the Secretary of State, at the same time expressing our appreciation of the prescience of the East Africa Commission in proposing such Conferences and of the Secretary of State's wisdom in so promptly convening the first.

We also congratulate ourselves that in the present Secretary of State, Mr. Amery, and in the present Under-Secretary of State, Mr. Ormsby-Gore, we have widely travelled men who have studied the Colonial Empire for themselves. It is much to us, and to the peoples whom we represent, that our conclusions will accordingly be reviewed by Statesmen who have seen with their own eyes many of the things we have discussed. It is indeed an excellent innovation, for which a large share of credit is due to the present Secretary of State, that more and more of the men who deal with Colonial affairs in Whitehall or at Westminster have visited different parts of the Empire in recent years. I am sure Your Excellencies will agree that East Africa welcomes such visits whole heartedly.

The first and, perhaps, the most important of the subjects with which I have to deal is Land and Labour Policy, for these two, in many respects, go hand in hand. The main principles by which policy must be governed are not in dispute.

They are the welfare of the people combined with the maximum economic development that can be reached. In East Africa, Land and Labour Policy is governed by special conditions, which differentiate it from British territories in the West of the Continent. Vast as our areas are, our populations are comparatively sparse. Kenya has only one-sixth of the population per square mile of Nigeria; Tanganyika territory has only one-fifth; Uganda has a half. While, therefore, the interests of the native inhabitants come foremost in our minds in East Africa, it is also necessary to recognize that economic development in many areas must be dependent upon settlement; and, fortunately, the climate in many areas is favourable to colonization in the European sense. These broad considerations have formed the basis of the conclusions we have reached on Land.

We have found ourselves in complete agreement with what is known as the dual policy laid down by the East Africa Commission in its Report. The dual policy means that native production and production by European settlers are both to have the fullest opportunity in the areas which suit them best. The native must be free to choose what kind of work he may prefer. On this point the Conference has fully endorsed the resolutions of the unofficial Conference at Tukuyu—"that the native should be a free agent, and that no obstacles should be placed in his way to sell his labour in the best market." We have also endorsed the resolution of the same Conference on Land Settlement.

The Conference is unanimously of opinion that the native should nowhere be left in doubt as to the desire of Government that every able-bodied man should do work of some kind, his liberty being carefully preserved to do that kind of work which pleases and pays him best. It also holds that, in order that this choice may be real, it is essential that the native, in all areas where a native population is established, should be made absolutely secure in the occupation of sufficient land for his own use. These broad principles, of course, need interpretation to fit the conditions of the separate territories, and the Conference accordingly agrees that the application of them should be left entirely to the separate Governments.

I come now to the railway question. The Secretary of State instructed us to discuss the whole question of railway development in East Africa, including Lake Victoria questions and the Tanga Railway. We have done that to the best of our ability. With regard to the Lake Victoria basin, two views have been expressed, one by the representatives of the Kenya-Uganda railway system, the other by the Governor of Tanganyika. As the memoranda containing these two views have already been made public, it is not necessary for me to comment on them further, except to say that the Conference has unanimously resolved that, in the interests of the East African Territories generally, it is desirable to take all possible measures to avoid competition in railway and port development and in railway rates and port dues between British railway and port systems. The Conference has also considered with great care, particularly since the arrival of the Governor of Northern Rhodesia, the construction of a line south-west from the Central Tanganyika Railway through the highlands in that area to Northern

Rhodesia. Once again, their conclusion is unanimous. It is to the effect that it is important to construct, with the least possible delay, a railway to connect the Central Tanganyika line at Dodoma with Northern Rhodesia.

There is one other point in regard to railway development which perhaps should be mentioned here. The Conference only learnt during its proceedings that the recommendations of the East Africa Commission with regard to the ten million loan might not be fully carried out. The Commission proposed that the loan should be free of interest for five years, and free of sinking fund for ten. Although the Bill is not yet before Parliament, it is now understood that there may be no period of freedom, and that the loan may be issued simply with an Imperial guarantee. The Conference have, therefore, expressed the hope that the full recommendations of the East Africa Commission may still be carried out, since otherwise the utility of the loan to some of the territories would be seriously reduced.

The Conference has given a good deal of its time to the consideration of the important question of Research. With regard to Sleeping Sickness, it has had the advantage of being guided by a valuable Report recently issued in London by a Sub-Committee of experts appointed by the newly founded Committee of Civil Research. It has accepted the recommendations of that Sub-Committee. Sleeping Sickness research is to be directed by a Central Research organization at Entebbe. The Sub-Committee's Report makes several practical recommendations as to the organization required, but the complete organization will not be settled until the Governments concerned can benefit by the advice that may be expected from the Commission on Sleeping Sickness appointed by the League of Nations, which is already gathered at Entebbe.

With regard to Sleeping Sickness and other subjects requiring research, the Conference has agreed on certain general principles. It is clear, in the first place, that every form of research requires the best Director that can be found. He must be an expert, and he must be free from all duties but research. In the second place, it requires a staff on a sufficient scale to allow for leave, sickness and accident, without impairing the regularity of the work. Work done for research must be imaginative, systematic and continuous. Simple as these requirements sound, they would prove very expensive for the territories singly, if a separate Research organization were to be fully developed in each. Combination is, therefore, of great advantage to all in reducing cost, and it is also likely to secure better results. By combination, the territories can afford to get the best Director procurable, to equip him with the necessary staff, and to set him free from all routine work. That is the main idea behind the Conference's proposals for the centralisation of Research. Investigation must of course be carried out locally in many ways. All the territories will, therefore, maintain such local research organizations as they think necessary; and each territory will control in every way the local application of the results reached by Research.

These principles have guided the decision of the Conference with regard also to the Amani Institute. The first essential is to secure a good Director. It is

hoped that he will be available in a few weeks. The second is to secure his advice on the best organization of Agricultural Research. An Agricultural and Entomological Conference of all territories from South Africa to the Sudan is to meet in Nairobi in August, if that date is found suitable to all the participants. It is to be combined with a Cotton Conference, which may possibly be held immediately afterwards in Uganda. The work of that Conference is to be directed, if possible, by the new Director of Research at Amani, and it is hoped that the conclusions which it reaches will lay down definite lines for the organization of the Amani Institute. All the territories are anxious to assist that Institute to the utmost extent which they can afford.

The same principle has been applied also to Veterinary Research, which is to be centralized at Kabete. As with the other subjects, a certain amount of Veterinary Research must be locally organized, and the manufacture of sera will also be carried out to some extent in the separate territories. But Kabete will be the centre of Veterinary Research, in the same way as Amani will be the centre of Agricultural and Entebbe the centre of Sleeping Sickness Research. Each of the three territories in the Northern Group has, therefore, one institution for Central Research. I hasten to say that this is not a merely diplomatic arrangement: it has arisen quite naturally from a discussion of the best centres available, having regard to the nature of the Research to be done and the character of the buildings and equipment already on the spot. The agreement which has been reached on the organization of Research is another example of the valuable results which can be secured by co-operation between East African Governments.

It is also strongly felt by the Conference that some better organization is desirable for many forms of medical research. The measures necessary for this purpose are likely to be expensive, and are, therefore, not immediately practicable. But the Conference agree that some better organization for medical research should be established at the earliest possible date, when the territories have had the advantage of testing their arrangements for the organization of Research in the other three subjects already dealt with. They have also recorded the opinion that the results obtained by Research in separate Medical Departments should be as freely as possible interchanged.

These are not the only needs of Research in East Africa. What is even more important is the systematic study of the welfare of the native. This means patient investigation of all that affects not only his physical well-being, but his state of mind, his ideas of life, his mental and moral development. The Conference agree that the detailed local side of this work is at present being carried out with much devotion and with an increasing degree of accuracy by District Officers of every kind. The statistics of native life are, for instance, being collected and recorded by Administrative Officers with growing care and completeness. Furthermore, all officers and settlers much in touch with natives become valuable repositories of knowledge on the native point of view and on the native's customs and ideas.

Some of this knowledge is recorded ; much is not. But the work of study and collection all over the field is to a considerable and increasing extent already being done.

What is needed is the co-ordination of the information thus obtained by a central mind. Statistics may then gradually be collected on the same method throughout these territories, results tabulated and compared, and true inferences drawn. The Conference attaches great importance to research of this human kind, and has resolved accordingly to appoint a Statistical Officer to the Conference Secretariat, the organization of which I shall deal with later on. This officer is to act as the central directing and co-ordinating mind for statistical research in all forms, and much is hoped from his labours, when these have had time to mature. But the Governors recognize that no single agency can cover the whole field, and they declare themselves ready and anxious to give all possible facilities to any private organization which may wish to deal with any part of this field of research from a scientific point of view.

Your Excellencies, the Agenda which has been published covers a very wide range. It would be impossible for me to go through it item by item to-day. I think, therefore, that I may summarise a large part of it by saying that the many legal questions which have cropped up at various points in it have been referred to a Conference of Legal Officers, who are to meet if possible in May or as soon after as may be practicable.

The Conference has devoted very careful attention to the question of the proposed Air Survey between Khartoum and Kisumu, and also to wireless development. The Governments of Kenya and Uganda, and also in all probability the Government of the Sudan, have made provisional arrangements with the North Sea Aerial and General Transport Company Limited to carry out a survey with one machine in about six months' time. The possibility of carrying out the Survey with two machines, and, in particular, with a twin-engine machine, was also carefully discussed with the flying experts, and was only rejected on the score of very great increased expense. The Survey will, it is hoped, be carried out without fail in six months. It depends for the moment upon the consent of the Imperial Government, and the Conference most earnestly hopes that this consent will not be withheld.

With regard to wireless, the Conference has felt some disappointment that negotiations between the Imperial Government and the Marconi Company for the establishment of a station at Thika, capable of communicating with Europe, have not reached any definite conclusion. They have, however, expressed a strong desire that wireless communication with Europe should be set up as soon as possible. They have also agreed to consult each other regarding any measures to be taken for the establishment of local wireless systems within each territory, so that there may be no overlapping or conflict between them.

They have further considered the comparative cost of wireless and land line communication between the Kenya-Uganda system and Khartoum. The Sudan

Government has agreed to investigate the possibility of laying a land line when they have received a report on the subject from the technical officers concerned. This is a possible alternative to wireless, should the latter unfortunately prove impracticable.

The question of Customs has also come before the Conference. Kenya, Uganda and Tanganyika are at present united in a single tariff system, established by agreement. Certain hardships caused by the present tariff have been discussed, and the Conference has decided, in principle, in favour of importing wheat by licence at a lower rate of duty in the event of a temporary shortage of local supply. With regard to the tariff as a whole, further consideration is to be given to it when the Governors of the three territories have had a fuller opportunity of investigating possible simplifications which might be introduced. The Governors of the three territories will probably meet for further discussion of the tariff in the course of a few months.

There are, perhaps, two other points of general interest, which should not be overlooked. In the first place, the Conference has discussed the advantages of establishing an East African Land and Agricultural Bank for the assistance of producers of all communities; and it has decided to secure expert advice on the subject at an early date. We have also agreed that through communications by road between the territories is an urgent requirement; and all the Governments have undertaken to do their utmost to link up their respective road systems at suitable connecting points. In particular, the Conference has resolved that it is desirable that the military or other arterial roads, joining Tanganyika and Northern Rhodesia, should be steadily improved, and that the money necessary for these should be found from the ten million loan. They also concur in the view that it will be advisable for a road to be pushed forward linking up the Uganda road system with the navigable Nile.

On many other points the Conference has found itself in substantial agreement with the conclusions reached by the unofficial conference at Tukuyu. For instance, we have fully endorsed the resolution of the Tukuyu Conference calling for greater and increasing facilities for the education of natives, and we have concurred in the view, also expressed at Tukuyu, that native education should tend rather to technical than to literary training. The Conference has also decided, in agreement with a Tukuyu resolution, that some system of apprenticeship for native craftsmen was an urgent necessity. It has submitted some practical suggestions for making the system of apprenticeship effective. It is, indeed, remarkable to what an extent this official gathering has found itself in agreement with the views of the earlier unofficial gathering held in Tanganyika territory four months ago.

The only important point that remains is the future of the Conference, and the organization of the Secretariat. We have unanimously resolved that the Conference must go on, and that the proper meeting place for full future Conferences is Nairobi. Kenya accepts that decision with great satisfaction, not because it has any vainglorious ideas about the superiority of its capital to other

capitals, but because it is anxious that the Conference, which must exercise so great an influence over the future of East African affairs, should not be held beyond the ken of that Colony which has already made an established success of European settlement and which has accordingly reached the most advanced stage of political development. Full Conferences are, however, not to be the only Conferences which we desire to see held. We are all agreed that intermediate Conferences may often be found desirable between two or three territories. This seems most likely on the one hand between Kenya, Uganda and Tanganyika, with the possible addition from time to time of Zanzibar. It is also very likely to be found desirable between Northern Rhodesia and Nyasaland, with the possible addition of Tanganyika territory. These minor Conferences would naturally be held in whatever centre was considered the most suitable and convenient at the moment. But the Conference has determined that, so far as possible, the proceedings of all Conferences, major or minor, shall be organized and recorded by the central Conference Secretariat. In any case where this may prove impracticable, owing to distance and time, the records are to be carefully kept and forwarded to the Conference Secretariat for communication to all Governments. Technical Conferences are to be organized and recorded in the same way by the central Conference Secretariat.

It follows that the Conference Secretariat must be adequately equipped and organized. We have, therefore, recommended that it should consist of the Secretary, Colonel Walker, a Statistician and an Assistant Secretary, with the necessary clerical assistance. An alteration in the organization of my own work in Kenya has made possible a further use of this Secretariat. In the Railway Order-in-Council, railway business coming up to the High Commissioner is no longer to come through the Kenya Secretariat but through a separate Railway Secretariat. All this railway work is inter-Colonial work, and I have therefore proposed, for the sake both of efficiency and economy, that this new Railway Secretariat, which is necessary for my duties as High Commissioner, shall be embodied in the Conference Secretariat. By this means, we hope to save an Assistant Secretary, since the Assistant Secretary who does the railway work should also be available when necessary to assist the Secretary of the Conference in the ordinary work of the Conference Secretariat. As I have already said, the Conference is resolved that the appointment of a Statistician to the staff of the Secretariat is necessary for the purpose of co-ordinating statistical research and tabulating results for all the territories. Mr. Walter, who has just been appointed Statistician to Kenya, may, it is hoped, be available for this position in the Secretariat. His work in Mauritius is sufficient indication of the qualifications which he possesses for a very important and difficult task.

We are all most anxious that these recommendations in regard to the Secretariat shall be promptly carried out.

In conclusion, I should like once more to express my gratitude to all the Members of the Conference for the spirit in which they have approached the heavy task laid upon them by the wide Agenda submitted to it, and also for their

unfailing courtesy and indulgence towards my Chairmanship. You, Sir Herbert, have contributed so much since you came that we have all regretted doubly the unfortunate mishaps which made you late. To you, Sir Charles, with your wide and accurate knowledge of questions and events in Kenya as well as in Nyasaland, I owe a special debt of gratitude. I owe it also to you, Sir William, for the close co-operation between Kenya and Uganda which you, invariably have sought to promote. All Your Excellencies, I know, agree that the successful co-operation of these two territories, closely bound as they are by a single railway and other common services, is a good example of the benefits which may spring from closer co-operation between all the territories, so far as different conditions permit. You, too, Mr. Lyall, have given us most valuable information, and, in the subjects which concern the Sudan, equally valuable advice. We are grateful to the Governor-General, Sir Geoffrey Archer, for having sent you as his representative.

I expressed my gratitude to Sir Donald Cameron and to Mr. Hollis at the last meeting at which they were able to attend. Both of them have been most helpful throughout our deliberations, and we are all agreed that without their steady and cordial co-operation the success in which we now congratulate ourselves could not have been achieved.

None of us, Your Excellencies, is likely to overlook the services of our indefatigable Secretary, Colonel Walker, and his staff. He has brought to the organization of the Conference a grasp of system, an untiring industry, and a wide knowledge, which have been invaluable.

The note on which I should wish to conclude is one in which I am sure you will all concur. It is satisfaction with the remarkably wide measure of agreement which we have been able to secure. It is not an exaggeration to say that, after thorough discussion, very nearly all our conclusions have been unanimous, and that even when some final dissent was expressed it has taken the form of a rider added to the conclusion rather than that of disagreement *in toto* with the conclusion itself. That is an unusual circumstance in a Conference between men of such different experience, covering so large an area of territory and so wide a range of difficult subjects. We are, therefore, all the more entitled to trust that our conclusions will commend themselves to the Imperial Government, and that they may find expression in a common policy, applied as local conditions require, throughout the great territories which we represent.

SIR HERBERT STANLEY wished to thank the Chairman for the kind references he had made to himself. He particularly wished to express his high appreciation—and in this he was sure that he was voicing the opinion of the other Members—of the way in which the Chairman had conducted the proceedings. He had displayed unfailing tact and it was largely due to his broad outlook and understanding of Imperial policy that the work of the Conference had been so successful and its conclusions so unanimous. He considered the Conference to have been lucky in having such a Chairman.

He also wished to place on record his sincere thanks for the kindness and hospitality which had been shown to him since his arrival, not only by Sir Edward and Lady Grigg, but also by everyone else in Kenya.

SIR CHARLES BOWRING, SIR WILLIAM GOWERS and MR. LYALL associated themselves with the remarks of Sir Herbert Stanley.

The following final Resolution was then passed :—

Before the meetings of this, the first Conference of the representatives of the East African Dependencies terminate, the Chairman, the Governor of Kenya, desires to express his great pleasure in having been able to welcome in Nairobi the Governors and representatives of the other East African Dependencies and the Sudan, and his appreciation of the readiness with which the other Members of the Conference have travelled so far, in some cases at great personal inconvenience, in order to take part in its sittings.

On their part, the Governors and representatives of the other East African Dependencies and the Sudan wish to place on record their thanks to the Governor of Kenya for his conduct of the business of the Conference and for his close and constant attention to its work in spite of the pressure of other duties.

The Members of the Conference are unanimous that the hours spent in consultation have been of the greatest value, and will do much to facilitate the work of achieving unity of thought and action on matters of common concern to all parts of the East African Dependencies.

They are equally unanimous in the desire that the Conferences should meet annually in future so far as circumstances permit, and that the continuity of the work of consultation and co-ordination should be maintained by the establishment of a permanent Secretariat.

They also desire to express their appreciation of the prescience of the East Africa Commission in proposing such Conferences and of the Secretary of State's wisdom in so promptly summoning the first.