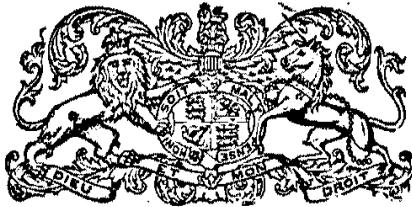


UGANDA PROTECTORATE.

REPORT OF THE
UGANDA DEVELOPMENT COMMISSION, 1920.



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UGANDA.

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GLOSSARY.

- ANKOLE—A district in the Western Province—renowned as a cattle country.
- BAGANDA—Natives of the Buganda Province.
- BUGANDA—A Province.
- BUGISHU—A part of the Bukedi district in the Eastern Province.
- BANYORO—Natives of Bunyoro.
- BUNYORO—A district in the Northern Province.
- BUSOGA—A district in the Eastern Province.
- BUTIABA—Port on Lake Albert connected by a motor road to the Nile at Port Masindi.
- GHEE—Clarified butter.
- GOMBOLOLA—A division or section of a Saza.
- HAMALI CART—Four-wheeled cart propelled by Natives.
- HOIMA—The most populous part of Bunyoro and formerly the head-quarters of the Northern Province.
- KABAKA—The paramount chief of Buganda.
- KASANVU—Customary work performed for the Government.
- KATONGA BAY—A bay on Lake Victoria.
- KAVIRONDO—A district of British East Africa.
- KIADONDO—The premier county of Buganda.
- KIGEZI—A district in the Western Province—very high mountainous country.
- KIRUYU—A very fertile district of the East Africa Protectorate.
- LANGO—A district in the Eastern Province.
- LUGANDA—A Bantu dialect spoken by the Baganda.
- LUWALO—Work to be done in turn by all able-bodied men except certain chiefs.
- MASINDI—Present head-quarters of the Northern Province.
- MJANJI—A port on Lake Victoria and outlet for the Bukedi district.
- MFUMBIRO—Lit. "a cook" derived from "Mfumba-bire" or "the one who cooks the clouds."
- MUBAKA—Representative or ambassador of a chief.
- MUGANDA—A native of Buganda Province.
- MUKOPI—A peasant.
- MURUKA CHIEF—A petty chief under a Gombolola chief.
- NAMIREMBE—Head-quarters of the Church Missionary Society in Uganda.
- RUBAGA—The second most important station of the White Fathers and the residence of the Co-adjutor Bishop.
- SAZA—A county in an administrative district.
- SEMLIKI—River forming boundary between Belgian Congo and the Protectorate.
- TORO—A very high and fertile district in the Western Province.
- TESO—A district in the Eastern Province.
- TRYPANOSOMIASIS—Sleeping sickness caused by the tsetse fly.
- WAKAVIRONDO—Natives of Kavirondo in East Africa and of Busia in the Busoga District.

REPORT OF THE UGANDA DEVELOPMENT COMMISSION, 1920.

*To His Excellency Sir W. M. CARTER, Kt., C.B.E., Acting Governor
of the Uganda Protectorate.*

YOUR EXCELLENCY,

We, the Commissioners appointed by the Governor, Sir R. T. Coryndon, K.C.M.G., on the 22nd of October, 1919, to enquire into the steps necessary for the future development of Uganda, have the honour to submit our report.

2. The terms of reference of the Commission were as follows :—

Terms of Reference.

WHEREAS it is desirable to appoint a Commission to consider and report upon the steps to be taken to ensure the future economic development of the Protectorate.

NOW THEREFORE, I, ROBERT THORNE CORYNDON, Knight Commander of the Most Distinguished Order of Saint Michael and Saint George, Governor and Commander-in-Chief of the Uganda Protectorate, do by virtue of the powers conferred upon me by "The Commissions of Inquiry Ordinance, 1914," by this my Commission under my hand appoint :—

T. S. W. THOMAS, ESQUIRE, O.B.E. (*Acting Chief Secretary*).

ALAN HOGG, ESQUIRE (*Attorney General*).

Captain E. H. T. LAWRENCE, O.B.E. (*Assistant Commissioner of Police*).

H. H. HUNTER, ESQUIRE, L.L.D. (*Nominated by the Chamber of Commerce*).

A. J. M. CAMERON, ESQUIRE (*Nominated by the Ginnery Association*).

Major L. RENTON (*Nominated by the Government*).

G. C. ISHMAEL, ESQUIRE (*Nominated by the Planters' Association*).

Dr. LAHNA SINGH (*Nominated by the Indian Association*).

to be Commissioners.

To inquire into and consider generally the steps which should be taken to forward the commercial and industrial development of the Protectorate having regard to the interests of the different communities resident therein; and in particular to inquire into and report on the question of transport throughout the Protectorate, to state in what manner existing facilities can be improved and the directions in which their extension is desirable and practicable, and to report on the possibility of co-ordinating the present systems of transport by road, rail and water; and further to consider and report on the cost of any measures which it may be desirable to take for developing the country and in what manner the funds for such development are to be provided.

AND I do hereby direct that T. S. W. Thomas, Esquire, be Chairman of the Commission.

AND I do hereby direct that five members of whom the Chairman shall be one shall form a quorum.

AND I do hereby direct that the said Inquiry shall be held at such place or places as the Chairman may think fit.

AND I do hereby direct that the said Commissioners shall meet forthwith and shall prosecute the said Inquiry with all due diligence and speed and make their report without delay.

AND I hereby command all persons whom it may concern to take due notice hereof and to give their obedience accordingly.

GIVEN at Entebbe this 22nd day of October, 1919.

R. T. CORYNDON,
Governor and Commander-in-Chief.

3. Mr. W. L. Shepley-Taylor was appointed Secretary to the Commission, but was unable to undertake the work.

4. Mr. Cameron was absent during the discussion on the draft report.

5. We have had regard to the Governor's injunction that the enquiry should be prosecuted with all possible speed, and we desire to express our thanks to all those who facilitated our task by the preparation of written memoranda, or by oral evidence.

Meetings.

6. The first meeting was held on the 6th of November, when a Circular was prepared for communication to the public, setting forth the points on which the Commission chiefly desired information. The hearing of witnesses commenced on the 3rd of December and occupied sixteen days.

Witnesses.

Sixty-two witnesses were examined, and three gave evidence by affidavit in accordance with Section 2 (2) of "The Commissions of Inquiry (Amendment) Ordinance, 1918." Twenty-three meetings were held, all of which were at Kampala, the commercial capital of the Protectorate.

7. Of the witnesses, 21 were members of Government Departments, 15 were planters, 6 members of the commercial firms, 9 missionaries, 7 Indians, 1 Goan, and 5 natives. We were also fortunate in being able to hear Mr. C. W. F. Harrison, who was on a visit to the Protectorate on behalf of the Federation of British Industries.

Memoranda.

8. Forty-six memoranda were submitted and are attached to this report.* Seventeen were received from Government officials, seventeen from planters, nine from members of the Missionary Societies, two from natives, and one from an Indian.

I. INTRODUCTORY.

Area of Protectorate.

9. The territory comprised in the Uganda Protectorate is about 420 miles in length and 290 miles in width, lying approximately between latitude 1° South and 5° North, and longitude East 30° and 35°. The total area is some 121,437 square miles, including 16,377 square miles of water. The nearest point to the sea in a direct line is about 490 miles.

Boundaries.

10. The boundaries of the Protectorate are, on the east the East Africa Protectorate, on the south the country now known as Tanganyika Territory, on the west the Belgian Congo and the Anglo-Egyptian Sudan, on the north the Anglo-Egyptian Sudan and Abyssinia.

Climate.

11. Although certain districts of the Protectorate are unhealthy, the climate generally is pleasant and the temperature moderate. The mean maximum temperature may be taken as 80 degrees F., though greater extremes of cold and heat are met with in the Ruwenzori range and the Nile valley respectively. In the Buganda Province the mean maximum temperature is 75 degrees F. and the mean minimum temperature 65° F.

Rainfall.

12. The rainfall varies in the different parts of the Protectorate from 20 to 70 inches, and in most districts there are two rainy seasons, the heavy rains being as a rule in March, April, and May, and the lesser rains in September, October, and November. The coolest season is from May to July, and the hottest during January and February. A statement showing the meteorological statistics for the past five years is attached (Appendix I).

Population.

13. The native population is approximately 3,313,000, while there are about 900 European, and 3,500 Asiatic residents. The native population is distributed as follows:—In the Buganda Kingdom 789,000, in the Eastern Province 1,379,000, in the Western Province 542,500, in the Northern Province 503,000, and in the Rudolf Province 100,000. These figures are taken from the Blue Book for 1918, and we are unable to verify them.

Provinces.

14. For the purposes of administration the Protectorate is divided into five Provinces, the Buganda Province, the Eastern Province, the Western Province, the Northern Province, and the Rudolf Province. A portion of the Rudolf Province, excluding practically all Karamoja, is shortly to be handed over to the East Africa Protectorate.

Buganda Province.

15. The Buganda Province comprises an area of 22,370 square miles, of which about 5,745 square miles is water, principally Lake Victoria. The average height above sea level is about 4,000 feet, with a sudden drop at the Lake Albert escarpment to 2,028 feet, the level of Lake Albert.

Eastern Province.

16. The Eastern Province is bordered on the South by Lake Victoria, and has an area of 34,526 square miles, of which 7,766 square miles is water.

* Not printed.

The average height above sea level is about 3,400 feet, the minimum being 3,350 feet at Port Atura on Lake Kioga and the maximum some 14,200 feet above mean sea level on the summit of Mount Elgon.

17. The Western Province comprises an area of 13,766 square miles, of which 455 square miles is water. The average height above mean sea level is 5,000 feet. Western Province.

18. In the northern portion of the Province is the Ruwenzori range, the highest point of which is Margharita Peak, 16,794 feet. The south-western boundary crosses the Mfumbiro range from Mount Sabinio to Muhavura, the heights of which are respectively 11,990 feet and 13,493 feet. While Ruwenzori is covered with perpetual snow, the Mfumbiro range is a chain of great volcanic peaks, some of which are still active.

19. The area of the Northern Province is 19,923 square miles, of which 1,008 square miles is water, principally Lake Albert. The average height of the southern portion above mean sea level is about 3,800 feet, falling to about 2,000 feet at Nimule in the Nile valley, the junction of the Uganda Protectorate and the Sudan. Northern Province.

20. With the possible exception of the area in the extreme north, the whole of the Protectorate is rich and fertile. Less than half the size of the East Africa Protectorate, it maintains a native population greater by some 500,000. There are no arid tracts of desert and scrub such as are to be found in most countries of tropical Africa. Buganda is a land of hills and dales, with here and there large tracts of rolling downs, while elsewhere there are the undulating pastures of Ankole, the mountain slopes of Toro and Kigezi, the black cotton soil of Teso and Lango, and the steep ridges of Bugishu. Topography.

21. The revenue, which in 1918-19 amounted to £351,834, is derived as to two-thirds from two sources, *viz.*, Customs £84,148, and Licences, Excise and Internal Revenue, including poll tax, £195,704. The Customs receipts represent 33½ of the net revenue collected by the amalgamated Customs Department of the East Africa Protectorate and Uganda. Revenue and Expenditure.

The actual expenditure for the year 1918-19 including loan funds was £330,972.

The following statement will show the financial progress of the Protectorate:—

| Year. | Grant-in-Aid. | Revenue. | Expenditure. |
|---------------------|---------------|----------|--------------|
| | £ | £ | £ |
| 1893-94 | — | — | 43,589 |
| 1894-95 | 95,000 | 7,577 | 63,937 |
| 1895-96 | 49,000 | 6,248 | 61,387 |
| 1896-97 | 49,000 | 11,182 | 67,377 |
| (a) 1897-98 | 89,000 | 10,116 | 100,972 |
| (a) 1898-99 | 339,000 | 13,541 | 491,901 |
| (a) 1899-1900 | 397,000 | 47,629 | 296,226 |
| (a) 1900-01 | 204,400 | 81,833 | 251,597 |
| 1901-02 | 172,000 | 73,998 | 228,680 |
| (b) 1902-03 | 135,000 | 41,158 | 203,733 |
| 1903-04 | 130,000 | 51,474 | 186,800 |
| 1904-05 | 139,850 | 59,707 | 173,038 |
| 1905-06 | 103,000 | 77,814 | 191,142 |
| 1906-07 | 112,000 | 96,772 | 191,502 |
| 1907-08 | 85,000 | 113,883 | 195,528 |
| (c) 1908-09 | 95,000 | 102,572 | 256,337 |
| (d) 1909-10 | 103,262 | 165,145 | 240,140 |
| 1910-11 | 96,000 | 191,094 | 252,374 |
| 1911-12 | 65,000 | 203,492 | 283,689 |
| (e) 1912-13 | 45,000 | 238,655 | 292,147 |
| 1913-14 | 35,000 | 256,559 | 290,180 |
| 1914-15 | 10,000 | 282,831 | 289,213 |
| 1915-16 | Nil | 287,026 | 285,072 |
| 1916-17 | Nil | 315,458 | 289,308 |
| 1917-18 | Nil | 326,366 | 285,388 |
| 1918-19 | Nil | 351,834 | 323,691 |
| (Estimated) 1919-20 | Nil | 466,785 | 466,785 |

(a) Includes expenditure on measures taken to deal with the mutiny.

(b) On April 1st, 1902, the territory between Lake Victoria and Kikuyu (about 345 miles from the Coast) was transferred to the East Africa Protectorate and much revenue was lost thereby.

(c) Severe famine in Busoga. Over £10,000 was spent in relief.

(d) Contribution from the East Africa Protectorate on account of Customs duties received for the first time.

(e) Busoga Railway opened for traffic from April 1st, 1912.

The totals of the departmental expenditure schedules for 1919-20 are:—

| | £ |
|--|--------|
| 1. Charges on Account of Public Debt | 4,875 |
| 2. Pensions and Gratuities | 7,845 |
| 3. The Governor | 3,850 |
| 4. The Secretariat | 4,688 |
| 5. Provincial Administration | 37,918 |
| 6. Native Affairs | 38,798 |
| 7. Treasury and Savings Bank | 7,338 |
| 8. Customs Department | 7,415 |
| 9. Audit Department | 3,312 |
| 10. Legal Departments | 7,629 |
| 11. Police | 27,124 |
| 12. Prisons | 5,497 |
| 13. Medical Department | 27,284 |
| 13a. " " Special Expenditure | 4,570 |
| 14. Hospitals and Dispensaries | 11,742 |
| 15. Education | 2,225 |
| 16. Transport | 24,417 |
| 16a. " " Special Expenditure | 4,110 |
| 17. Albert Marine Transport Service | 4,892 |
| 18. Coast Agency | 1,012 |
| 19. Military Expenditure | 43,209 |
| 19a. " " Special Expenditure | 3,968 |
| 20. Miscellaneous Services | 1,564 |
| 21. Post Office and Telegraphs | 11,274 |
| 21a. " " " Special Expenditure | 150 |
| 22. Government Railways | 52,004 |
| 23. Agricultural Department | 17,156 |
| 24. Forestry Department | 4,242 |
| 25. Printing, Stationery, and <i>Official Gazette</i> | 4,979 |
| 26. Municipal Expenditure | 12,548 |
| 27. Geological Department | 1,865 |
| 28. Land and Survey Department | 15,247 |
| 29. Government Timber Supply | 2,848 |
| 29a. " " " Special Expenditure | 2,250 |
| 30. Public Works Department | 16,318 |
| 31. Public Works Annually Recurrent | 13,300 |
| 32. Public Works Extraordinary | 21,322 |
| 33. Civil Service War Bonus | 6,000 |

A statement of Loan Expenditure is shown in Appendix II.

External Trade.

22. The statistics of imports are not available after the year 1916-17, when the amalgamation of the Customs Department took place, but the value of imports (including goods in transit and Government stores but excluding specie and bullion) during the period 1907-08 to 1916-17 was as follows:—

| YEAR. | From British Countries. | From Foreign Countries. | TOTAL. |
|---------|-------------------------|-------------------------|---------|
| | £ | £ | £ |
| 1907-08 | 173,828 | 140,236 | 314,064 |
| 1908-09 | 212,044 | 159,512 | 371,556 |
| 1909-10 | 176,723 | 189,776 | 366,499 |
| 1910-11 | 226,627 | 205,348 | 431,975 |
| 1911-12 | 305,108 | 223,055 | 528,163 |
| 1912-13 | 395,009 | 264,334 | 659,343 |
| 1913-14 | 505,015 | 392,247 | 897,262 |
| 1914-15 | 359,162 | 221,169 | 580,331 |
| 1915-16 | 376,049 | 233,774 | 609,823 |
| 1916-17 | 652,702 | 213,825 | 866,527 |

23. The total value of exports from 1907-08 to 1918-19 is as follows:—

| YEAR | £ | YEAR | £ |
|---------|---------|---------|------------|
| 1907-08 | 178,608 | 1913-14 | 526,159 |
| 1908-09 | 174,513 | 1914-15 | 616,526 |
| 1909-10 | 225,271 | 1915-16 | 593,755 |
| 1910-11 | 340,326 | 1916-17 | 1,076,904* |
| 1911-12 | 392,591 | 1917-18 | 784,693 |
| 1912-13 | 457,010 | 1918-19 | 1,247,457 |

* Includes £248,508 gold bullion in transit, also £24,473 in German rupees and £507 in Belgian coinage.

The principal exports, including goods in transit, are as follows:—

| ARTICLES. | 1914—1915. | | | 1918—1919. | | |
|---------------------|------------|-----------|---------|------------|-----------|----------|
| | Unit. | Quantity. | £ | Unit. | Quantity. | £ |
| Cotton, Ginned ... | Cwts. | 107,139 | 320,486 | Cwts. | 98,188 | 965,951* |
| Coffee, Husked ... | " | 2,103 | 5,542 | " | 50,460 | 102,658 |
| " Parchment ... | " | 18,998 | 35,463 | " | 3,581 | 3,351 |
| Rubber, Wild ... | lbs. | 23,630 | 2,317 | lbs. | 14,262 | 620 |
| " Plantation ... | " | 22,056 | 1,838 | " | 253,063 | 12,893 |
| Cacao ... | " | — | — | Cwts. | 209 | 331 |
| Chillies ... | Cwts. | 5,116 | 5,835 | " | 5,487 | 6,847 |
| Cotton Seed ... | " | 180,334 | 18,172 | " | 33,223 | 6,149 |
| Simsim Seed ... | " | 8,514 | 4,764 | " | 939 | 1,008 |
| Cotton Seed Oil ... | " | — | — | " | 448 | 837 |
| Ghee ... | Cwts. | 4,693 | 12,264 | " | 6,443 | 26,122 |
| Hides ... | " | 15,950 | 52,458 | " | 15,053 | 64,125 |
| Skins, Goat ... | No. | 364,429 | 19,094 | " | 1,948 | 8,162 |
| Ivory ... | lbs. | 42,375½ | 18,278 | lbs. | 94,795½ | 37,918 |
| Timber ... | Cwts. | 1,337 | 585 | Cwts. | 3,040 | 1,939 |
| Miscellaneous ... | Value | — | 967 | Value | — | 2,835 |

* Value based on market price ruling in 1917-18. This subsequently appreciated considerably.

24. In his evidence before the Commission Mr. C. W. F. Harrison, Uganda Agency, representing the Federation of British Industries, spoke of Uganda as "a land of infinite possibilities." That opinion is shared by the members of the Commission and by all those gentlemen competent to judge who have given evidence before them. There is no reason to doubt that in the fertility of her soil and in the wealth of her natural resources Uganda will stand comparison with any country in the British Empire. Her development has been slow, but it has been sure; and the progress achieved during the past five years, when the whole world has been at war, is a striking testimony to her powers and an earnest of what may be expected when normal conditions return and fresh capital is available for opening up new areas.

But the British public, and British manufacturers, are as yet comparatively ignorant of the excellent opportunities which Uganda offers for the investment of capital, and we recommend therefore that an Agency should be established at once in London. The appointment should be offered, if possible, to a man who has had a commercial training and practical experience of the country. His duties should be to get into touch with buyers at home and to act as the channel of communication between them and the sellers and shippers, to stimulate the interest of industrial and commercial concerns in the possibilities of the country, to send samples of produce to merchants and the various Exchanges, and to attract the attention of the public generally by means of the Press. The candidate appointed should be a man of some standing and the post should command a salary of £1,000—£1,200 per annum. A competent assistant would be necessary at £400—£600 per annum. Office expenses need not be heavy and the total expenditure would be probably between £3,000—£4,000 per annum.

We are convinced that the establishment of such an Agency would be productive of real benefit to the country and would be welcomed by the British public.

25. The recommendations which we shall make in the course of this report will entail heavy capital expenditure, and we urge that the Imperial Government should consider seriously the advisability of inviting private enterprise to assist in the furtherance of any schemes for which State funds may not be forthcoming. We have in mind particularly the construction of railways, the creation of an efficient mechanical transport service, and the installation of water and light supplies. We realise that the construction of a railway would be unlikely to appeal to capitalists unless sufficient traffic were assured almost from the first, and we suggest, therefore, that in such a case inducements might be offered in the shape of concessions such as land. Private Enterprise.

We believe, however, that no such consideration exists in connection with a railway from Kampala to the Belgian Congo. Few proposed lines show greater possibilities.

26. But Uganda can never realise a tithe of that prosperity which she would otherwise attain unless she is allowed to make that use of the Uganda Uganda Railway.

Railway which rightfully belongs to her and is thus afforded a cheap outlet to the sea. With the exception of a small quantity of coffee sent to the Sudan, the whole of her imports and exports are carried by the Uganda Railway and Marine, the distance from the Coast being 762 miles, *viz.*, 175 miles by steamer and 587 miles by rail.

27. To quote from the first report of the Economic Commission of the East Africa Protectorate, part I, page 6, "The disturbed condition of affairs in Uganda at length determined the Imperial Government to connect it with civilization by a railway from Mombasa to the Lake." This is only one of the reasons; others of equal importance are that it became essential for Great Britain to obtain control of the sources of the Nile and to check the traffic in slaves from the interior. Grants amounting to £5,500,000 were provided for the purpose, free of interest and sinking fund charges, and a commencement was made in the financial year 1895-96 when the eastern boundary of the Uganda Protectorate was in the neighbourhood of Kikuyu, some 345 miles from the Coast, and thus some 240 miles of the projected route ran through Uganda territory. In short, the line was built for Uganda, as its name implies.

28. But the whole of the revenue accruing from the line is placed to the credit of the East Africa Protectorate and is available for expenditure on general services. In 1913-14 the proceeds amounted to 49 per cent of the total revenue of the Protectorate, and in 1917-18 to 48 per cent. The rates at any time are high, but in 1918 a surcharge was imposed for the express purpose of raising additional funds wherewith to meet the increasing expenditure on departmental schedules, and this surcharge was continued in the following year. In 1919 a supercharge was imposed at a week's notice in addition to the surcharge, which entailed a further increase of 40 per cent on goods traffic between the Lake ports and the Coast. This supercharge was suspended after a few weeks in consequence of protests made to the Secretary of State for the Colonies.

Both the surcharge and the supercharge constitute a direct tax on Uganda produce for the benefit of East Africa, but the fact remains that this Protectorate was not consulted prior to their introduction and that all representations to the Government of the East Africa Protectorate have been of no avail. As matters stand, East Africa has the power to exploit her neighbour indefinitely for her own interests, and there can be no commercial security until this intolerable burden is removed. Unless this is done, the recommendations which we shall make in the course of this report will be of little value. No real development can take place so long as Uganda is deprived unjustly of the fruits of her labours.

29. The revenue of the Uganda Railway and Marine for the year 1918-19 and the proportion contributed thereto by Uganda is as follows:—

| | | |
|--|------------------|-----------|
| Gross earnings (exclusive of surcharge) ... | Rs. 9,013,384 | |
| Uganda traffic | Rs. 2,189,379 | or 24.29% |
| Earnings from surcharge on goods coaching traffic | Rs. 1,337,061.78 | |
| Earnings from surcharge on Uganda traffic | Rs. 329,877.73 | or 24.67% |

It must, moreover, be remembered that during 1918-19 the military traffic carried by the Railway was considerable, and the proportion of Uganda to East African traffic in normal years would be probably greatly in excess of 24.29 per cent.

But whatever the proportion may be, the fact remains that Uganda receives not one penny of the revenue earned by the traffic which she provides, and we cannot urge too strongly that, as a matter of equity, the position should be rectified at once.

30. We have also reason to fear that representations made for the reduction of rates for special products do not, when submitted by Uganda, receive the same consideration as those put forward by settlers in East Africa. For example, a request was recently made to the General Manager of the Uganda Railway for the reduction of the rates on the nascent industry of plantation rubber, the market price of which is now much lower than it was when the rates were fixed. A reply was received that the request could not be granted owing to the financial position of the East Africa Protectorate. Nevertheless, it was possible about the same time to waive the supercharge on maize and sisal, both of which are purely East African products and have

been well established for some years, while the market price of the latter appreciated to an enormous extent during the war, owing to which large profits were made.

31. We are filled with apprehension at the utterances which have appeared recently in the East Africa Press regarding the action to be taken when the proposed feeder line from Nakuru to the Uasin Gishu Plateau is completed. We gather that the proposal is to increase the rates over the whole system of the Uganda Railway in order to meet any deficit, including interest and sinking fund charges, which may arise in the running of the new line. Uganda already bears the whole of the losses of her own subsidiary lines and we protest most strongly against any suggestion that she should be called upon to assist still further in defraying the liabilities of the East Africa Protectorate.

Uasin Gishu
Railway.

32. Much resentment is created by the system of risk notes adopted by the Uganda Railway. We consider that the administration should be responsible to the public for all goods carried by them and should not be allowed to contract themselves out of their liability. There should be two forms of risk note only, for railway risk and for owner's risk, and the rate for the former should not be more than 25% in excess of the latter.

Risk Notes.

33. Another impediment to development is the terminal charges at Kilindini which range from Rs. 2/50 to Rs. 4/50 per ton. Such charges help to restrict the export of low priced commodities and we consider that they should be abolished.

Terminal Charges.

We maintain that the principle of administering a country by means of railway revenue is unsound, and that genuine development can only be attained by a general system of low rates. There are numerous commodities which Uganda could produce in enormous quantities, given the opportunity, such as maize, beans, groundnuts, simsim and other oil seeds. At present the railway rates are such that it does not pay to export these products. The first essential for Uganda is a cheap outlet to the sea.

Cheap Outlet
Necessary.

34. We would instance the case of maize in Natal. The evidence adduced before us goes to show that this would have been practically unknown to-day had it not been encouraged by cheap rates, and we are of the opinion that a similar procedure should be adopted here. We can see no reason why Uganda and East Africa should not be enabled to export maize equally with Natal. The question is, moreover, one of national importance in view of the enormous liabilities of Great Britain, and the necessity of stimulating production within the Empire.

35. We ask, therefore,—

Recommendations.

(a) That the branch railways and steamboat services, in Uganda, *i.e.*, the Busoga Railway and Marine, the Kampala—Port Bell Railway, and the Lake Albert Marine, should be taken over as part of the main line, and that the interest and sinking fund charges on these services should be a first charge against revenue, before any allocation of the profits is made.

(b) That the whole system, including future extensions, should be recognised as a joint concern run for the equal benefit of both Protectorates and that it should be administered by a Board on which Uganda would be adequately represented, composed of Members of the Government and of the un-official community. The General Manager should be the servant of the Board.

(c) That Uganda should receive the profits derived from her traffic on the main line in past as well as in future years.

(d) That flat rates for exports should be introduced. We suggest that the system of zones, which is in force elsewhere and is generally recognised as fair, should be immediately introduced.

36. We wish to repeat, however, that, although compliance with these requests would ensure to Uganda a voice in the control of the line and a proper share of the profits, real development cannot be achieved so long as railway revenue is utilized for general services. We trust that the Imperial Government will recognise this fact and will consider whether it is not possible to arrange for the Railway to be run as nearly as possible at cost, grants being made from year to year to meet the deficits that would arise until such time as genuine progress produces adequate revenue. We are convinced

that that time would not be far distant. We are in entire accord with the memorial recently submitted by the Union of Associations to the Secretary of State for the Colonies, a copy of which is attached to this report (Appendix III).

37. Before considering the internal reforms which should be taken to secure the future prosperity of the country, there are one or two points of general interest on which we should like to touch.

Modification of
Berlin and Brussels
Acts, and of
Zanzibar Treaties.

38. It is in our opinion imperative that the Imperial Government should regain full control over the fiscal duties to be imposed on goods entering the Protectorate, and for that purpose the various treaties governing the subject should be amended forthwith. In all young countries the main source of revenue is Customs duties, and the restrictions created by the existence of these treaties prevent the introduction of a proper tariff and thus hamper development.

Exchange.

39. We understand that the question of exchange is receiving the careful consideration of the Secretary of State and we do not feel that we have any useful suggestion to make. We are constrained however to emphasize the fact that existing industries are gravely threatened by the present rate of exchange. The planting industry, a valuable asset both to the Empire and the Protectorate, is in existing circumstances unlikely to continue and may possibly have to be abandoned. Planters can sell practically nothing locally and they are entirely dependent for carrying on and for extending their cultivation on the proceeds of their sales, all of which are effected at home.

Furthermore, it cannot be expected that capital, sorely needed, will be attracted to the country while the loss on exchange is some 40%. We urge, therefore, that the matter should be dealt with at the earliest possible date, as the situation constitutes a menace to the country's future.

Customs.

40. We do not recommend any alteration in the existing system whereby the collection of Customs duties is undertaken by the amalgamated Department of the East Africa Protectorate and Uganda. We consider that the benefits arising from free commercial intercourse between the two countries are of great value, and that the restoration of a Customs barrier at the Uganda frontier is to be deprecated. We are strongly of opinion, however, that some arrangement should be made whereby accurate statistics of the imports into and exports from Uganda should be available. At present all imports are shown under the combined head of British East Africa and Uganda and, as the port of entry is Mombasa, where most of the leading firms in Uganda have offices, it is natural that British merchants should regard the trade as being almost entirely East African, to the prejudice of Uganda.

Amalgamation.

41. We do not believe that the amalgamation of the East Africa Protectorate and Uganda would be wise. The characteristics of the two countries are entirely distinct, and their development must advance on different lines. Federation already exists in the case of the Customs and Post Office, but we do not recommend the extension of this system with the exception of the Railway and Marine Services. We should, however, favour a greater degree of co-operation between the two Protectorates in certain definite spheres of common interest, such as a comprehensive scheme for combatting the diseases of stock, and in geological research.

Native and
European
Development.

42. We do not feel that there is any need to suggest any definite policy for the development of native areas in preference to European, and *vice versa*. In our opinion there will always be plenty of room for both. The land throughout the Protectorate is rich, and suitable for close cultivation, while labour requirements are never likely to be so large that they cannot be met by proper organisation without jeopardising the production of native crops.

Asiatics.

43. The country owes much to the Indian trader and we consider that a broad policy of toleration should be adopted towards him. He has shown energy and enterprise, and has assisted in the opening up of the more remote districts. He is also of value as an agriculturist and his activities in this direction might well be encouraged.

Immigration.

44. It is most desirable that an effective Immigration Law should be enacted at an early date whereby power is vested in the Governor to prohibit the immigration of undesirable persons, whatever their nationality.

45. We are strongly opposed to any steps which would tend to force the exploitation of the country and create a "boom." Apart from the fact that the difficulties of labour and transport are not yet solved, we feel that the natural wealth of Uganda is such that her progress is assured without any adventitious aid, and that real development will in the end be more rapidly attained by a programme of moderate caution. As the training of the native advances, and internal communications improve, so should development proceed. Thus the foundation will be secure, and the country free from any artificial appearance of prosperity.

Development to be gradual.

II. LABOUR.

46. The problem of ensuring an adequate supply of labour has not yet become acute but it is already sufficiently difficult. Given a solution, the supply is more than enough for all requirements. The population is large and, if the obligations were equally distributed, it would probably be found that a fair proportion of the able-bodied males would suffice to meet the demand. But the facts remain that it is impossible for the planter to open up new areas with any certainty that he will be able to develop them, that several hundred acres under coffee and other crops have recently gone back to bush, and that even Government Departments can never rely on a regular supply for works of public necessity.

47. We believe that the main reason for the shortage is that nature has been so bountiful in this country that the native is enabled to supply his own wants with the minimum of effort, while he has not yet reached that stage in his economic development which constrains him to work. In our opinion the supply will never be equal to the demand unless properly organised and controlled.

Cause of Shortage.

48. Labour for Government Departments is obtained from two sources (a) Kasanvu, or paid labour, based on the hereditary right of the chiefs to call for labour for public purposes and on their duties as laid down in The Uganda Agreement of 1900, and (b) Luwalo, or unpaid work done by each "in turn" on behalf of the native Government.

Kasanvu Labour.

Luwalo Labour.

49. The two main obstacles to a sufficient supply of labour for Government Departments are the innate disinclination of the Muganda for manual work, and the unpopularity of unskilled employment in the Government service. Whatever may be argued about the increasing needs of the native and their effect as an incentive to work, the fact remains that the average native buys because he finds himself in the possession of extra cash after doing work forced upon him by economic pressure; he does not seek work as a means of making money whereby to improve his position in the social scale.

Obstacles.

50. The object at which the Government must aim is, therefore, so to improve the conditions of service that the native will learn to regard it, not as a last resort to be adopted for the purpose of obtaining funds, but as an honourable career. At present there exists absolutely no inducement for a young native to take up steady manual labour as a permanent occupation.

Grading of Labour.

51. We therefore recommend that, contingent with substantial improvements in the housing, food, feeding arrangements, and general conditions of labour employed by the Government, a scheme should be considered for the grading of regular unskilled workers and for their definite recognition in the State Civil Service.

52. Discussion of the scheme might be on the following lines:—

(1) Labour to be graded according to industry and capacity for work. Qualifications for the lowest grade to be six months' satisfactory work in the past year, and a contract to do six months' work during the coming year. A graded labourer to retain his grading as long as he continues to fulfil the work conditions of his grade.

(2) Records of all graded labour to be kept in a Central Labour Office, to which all movements, promotions, reductions, etc., would be reported.

(3) Grading to carry with it certain tribal privileges to vary according to the native customs of the labourer's tribe, e.g., a limitation of the Native Courts having jurisdiction over him and of the forms of punishment which

may be imposed by such Courts; immunity for the labourer and his family from certain irksome tribal obligations, etc. The object is to raise the manual labourer to a position of respect and distinction among his tribesmen.

(4) An annual capitation fee, varying from Re. 1 to Rs. 2 according to grade, to be payable to the Chief for each graded labourer domiciled on his land irrespective of where he may be working. The object is to stimulate chiefs to encourage their people to regular work, and to render the graded labourer a persona grata to his chief.

(5) After ten years' service in a grade the labourer to receive a cash bonus from Government, varying in amount according to grade. The labourer may then retire, but retain his grading and privileges of grading for life.

(6) Graded labour to have a first claim for admission to vacancies in any technical training schools which may be instituted by Government.

It should again be noted that the above scheme is intended to apply to unskilled labour only. Skilled labour is attractive to the native, and carries with it its own status. We are of opinion that there will be no shortage of skilled labour in the Protectorate when the means of training natives to technical trades have been provided.

Extension of scheme to private labour.

53. We recommend that the Governor be empowered to extend at his discretion the system of grading Government labour and the privileges accorded to graded Government labour to labour employed in any industry or trade, on the application of any properly constituted Association representing such industry or trade.

Registration.

54. Apart from this scheme, however, the first absolute necessity without which little good can be done is the institution of registration.

Kasanvu Tickets.

55. A system of tickets and exemption tickets should also be introduced; and a rule should be made that any man, wherever he may be, may be called upon for Kasanvu unless he can produce one of these tickets, or show that he is in regular employment.

56. We suggest also the following measures:—

(i) The call for an unexempted bachelor should be for two continuous months, while that for married men should be one month. This would, it seems to us, be fair and economically sound; and it might also assist in increasing the number of marriages, the decline in which is one of the most deplorable and dangerous symptoms in the life of the Baganda at present.

(ii) Any Muganda should be just as liable in neighbouring Provinces as he is at home. It is unfair to penalise those who remain in their own country. Similarly, any native, not a Muganda, should be liable if he enters the Buganda Province unless he comes within one of the exempted classes.

(iii) Steps should be taken by the Government to improve the existing conditions of labour. Arrangements should be made for the supply and cooking of food, and for better housing in all headquarter stations. Gangs of labourers should be accompanied by a Mubaka (representative) to settle minor disputes and to voice grievances. More supervision should be exercised over Government headmen in charge of works. A native medical assistant should be attached to large gangs working outside headquarter stations. The time taken in collecting and sending the labour to the District officer at the beginning of each month should be lessened. The wages paid should be at the current rates. As far as possible the men should be employed near their homes.

The Luwalo system.

57. Luwalo work, or work done in rotation, sometimes paid, but more usually unpaid, has been the practice in the Buganda Province from time immemorial; the national obligation to work for the common weal is recognised by custom and by the Agreement; and the fact that the labourer is employed near his home, and is able to return there at the end of the day, goes far to compensate for any inconvenience involved in the actual work done. The Agreement lays down that "The chief of a county shall have the right to call upon each native town, village, or commune, to furnish labourers in the proportion of one to every three huts or houses to assist in keeping the established road in repair; provided that no labour shall be called upon to work on the roads for more than one month in each year."

58. Time has shown that the supply so obtained is insufficient. In theory, of course, Luwalo is supposed to fall on every man in turn, and it is

impossible for any but the higher classes of chiefs to be exempted, but in practice the proportion of the population which does the work is comparatively small. The regulation of this labour has always been left entirely in the hands of the native Government, which has managed it in a somewhat wasteful and haphazard manner. It has never been subjected to European supervision.

59. Luwalo provides the sole source of supply for what may be called the native Government Public Works Department, the most important services for which it is used being the construction and upkeep of native roads and of native Government buildings. It must be conceded that these services are essential, and therefore some means must be adopted for conserving the supply of labour necessary for their maintenance.

60. As in theory the call falls on all alike, it follows that men employed in Government departments, on plantations, and with commercial firms are liable. Such a position is clearly fraught with difficulty, and it was therefore arranged some years ago that the liability for the call might be commuted by a money payment, the amount paid being the month's wage for a labourer according to the rate in force in the locality. It was intended that labour should be hired by the chief and paid for with the money thus obtained. The privilege is confined to men in permanent employment, and any such man who wishes to commute is ordinarily able to do so. The practice is obviously open to serious objections. No account is kept of receipts and expenditure, and it may be questioned if labour is hired and paid for except in a few isolated cases. Meanwhile the quantity of work done has steadily declined, the condition of the roads has deteriorated, and the delay in the erection of native Government buildings is almost a scandal.

Commutation by
Cash payment

61. We suggest therefore that the collection of the cash commutation should be organised and its expenditure placed on a sound basis.

Commutation to be
properly organized.

62. We also consider that no man below the rank of a Muruka chief should be exempted from Luwalo, but that all those in permanent employment on skilled labour, or working on unskilled labour on a contract of three months or more, should have the option of commuting for a fixed annual payment. This payment should certainly not be less than Rs. 3 a year, and it must not be looked upon as a tax. It is no new thing to the Baganda, who have known and recognised the principle for years.

No exemptions.

63. Registers would be required in which the name of every poll tax payer would be entered. Against each man would be shown yearly either the nature of the Luwalo work done and the number of days worked, or the date of payment of the commutation fee with details of the employment by reason of which the privilege of commutation was accorded. A ticket from a counterfoil book should be issued on completion of the month's work or on receipt of payment.

Registers.

64. The amount collected under this scheme would be considerable, and will show a tendency to increase as contract labour becomes more understood. It should be definitely earmarked for such public works as the native Government are bound to perform.

Revenue to be
devoted to native
Public Works.

65. The above proposal is merely an outline, and the details for its administration will require very careful consideration. The following are some of the more obvious merits:—

Merits of scheme.

(a) The primitive and unsatisfactory practice of unpaid labour would gradually be replaced by regular paid labour.

(b) Employers would be safeguarded against the loss of employees taken for Luwalo.

(c) Contract labour would tend to increase, which would be welcomed by employers and do much to relieve the general labour situation.

(d) The standard of road maintenance would be raised in direct proportion to the trouble taken in the organisation.

66. Before we leave the subject of Government labour, we desire to say that in our opinion the amount of labour required for the construction of native Government buildings and rest houses is excessive. There has been no continuity of policy and the selection of sites has been left to the whim of District Officers. We understand that permanent sites have now been chosen

Waste of Labour.

and the buildings are nearly completed. Under our proposals unpaid labour will gradually disappear, but we trust that its utilisation will in future be economical and carefully supervised.

67. It is desirable to explain that the foregoing observations with regard to the Kasanvu and Luwalo systems apply chiefly to the Buganda Province. In the other Provinces the position generally is less difficult and in some districts the systems are not in force at all. We hope, however, that our recommendations will be found to be of use in connection with the organisation of Government labour throughout the country.

Prison Labour.

68. We suggest that a more economical and proper use might be made by the Government of the Prison labour available. For example, in many townships the roads might be maintained by these men. The value of their services should be credited to the Prison vote and in no circumstances should the labour be used for private purposes. Existing legislation provides for this and should be enforced.

Labour for the Public.

69. Hitherto we have dealt only with labour for the Government; the question of labour for the public remains to be considered. The supply at present is insufficient and there are two methods alone by which it can be increased, namely, by indirect, and direct, pressure. We will discuss first the method of indirect pressure.

Education of the Native.

70. The object to be achieved is the creation of a sufficient voluntary labour supply, and this can only be attained by economic pressure. The more civilised the native becomes, the better his standard of living, and he must work to obtain money to provide for his wants. He must therefore be taught that it is not undignified to accept manual labour, his ambitions must be roused, and he must be incited to competition with his neighbours. Much was done in the Labour Corps during the war by stimulating this spirit of rivalry between the members of the different tribes, and we believe that much might be done on similar lines by the District Officers. The large numbers of repatriated labourers should form a valuable agency for the spread of this propaganda; they have learnt that the unknown is not so terrible as they supposed; they have developed new tastes, and have grown accustomed to work. District officers should, therefore, take every opportunity of urging the men in their districts to accept work, and they should endeavour to find out in what direction there is a lack of incentive, or why certain districts, and certain classes of work, are less popular than others. They should set themselves to create a stimulus, and to meet objections. The native is still a child who must be trained; and as such he must be regarded. We do not doubt that the District Officers as a whole appreciate the importance of the matter and assist as far as they are able, but we think it right to lay stress upon this aspect of their duties in view of the influence which they must necessarily exert over the native mind. We think that quarterly returns of the output of labour from each district would be useful.

Special efforts should be made to encourage the natives in the more remote districts, such as Gulu, Lango, Teso, and the West Nile, to go out to work. Careful arrangements would be necessary, as the reputation of a whole district may depend on the reports which they carry back with them on completion of their period of service.

71. But the training of the native is a slow business, and will never keep pace with the development of the country. Measures must therefore be taken which will be more immediately fruitful of results.

Two classes of tax, for workers and non-workers.

72. We have been much impressed by the evidence given by one of the most enlightened native officials in the Buganda Province. His view is that, if a man does not work, it is because he possesses sufficient wealth to enable him to live a life of ease, and that he should contribute accordingly towards the revenue of the country from which are provided all those institutions which make for his betterment. The poll tax in the Buganda Province is Rs. 7/50 per annum; he suggests that the rate should be Rs. 5 for those who can show that they have worked for a prescribed period in each year, and Rs. 17/50 for those who cannot. The principle is sound and we recommend it cordially.

Tax on Hawkers.

73. We propose also that a tax of Rs. 2 per month should be imposed on native hawkers. There are thousands of these men who go about the country and do no work at all. The acquisition of a few eggs or sweet

potatoes, or a couple of skins, is sufficient for their calling and they are with all solemnity entered on the list of permanently employed and are thereby exempted from Kasanvu. For the genuine hawker the monthly tax would be no hardship as his income is comparatively large. The tax is in force elsewhere and we believe that considerable revenue is derived from it.

74. We have reason to think that letters falsely certifying that natives are in permanent employment are issued. We recommend that it should be made a criminal offence for any person to give or sell such a letter to any native who is not in his permanent employment.

False certificates to be prohibited.

75. There are many squatters on European and native estates who do not work regularly. The Gombolola chief is in many cases reluctant to interfere as, although these squatters may be actually unemployed, they are at least a potential source of supply in time of stress, and enquiries might be resented. We suggest, therefore, that it should be incumbent on landowners to furnish periodically to the District Officer a complete list of all natives on their land, showing the nature of their employment and the wages paid. We think that permission to unemployed natives to squat should be contingent on the cultivation of an area of food crops in excess of the actual requirements of the squatter.

Lists of squatters to be furnished.

76. One of the greatest obstacles to progress is the irregularity of the labour. A man will work on one day, on the next two he will be absent, and the employer can never know, therefore, whether a specific number of labourers will be available on any given day during the month. We recommend the enactment of legislation providing that any native who contracts to work for a month of 30 working days should be required to complete his contract within 45 days, and that if he fails to do so and is unable to show good cause, the contract should be cancelled and any wages which he may have earned forfeited. The date on which the period of 45 days would expire should be shown on each man's ticket, and the falsification of a labour ticket should be made punishable by law.

Contract for 30 days' work to be completed in 45 days.

77. Another impediment is the reluctance of chiefs to allow their men to leave their districts. This is mainly due to the fact that the chief's salary is derived from a rebate on the tax collected by him and, as the tax is demanded from a native in the district in which he happens to be at the time, it follows that a chief's income diminishes as the migration of his men to other localities increases. This system tends also to slackness, as a chief is naturally apprehensive that by an excess of energy he will drive his men to districts where they will be less inconvenienced. We recommend, therefore, that the system of rebates should be abolished in such districts as the Government may decide, and fixed salaries substituted.

Abolition of rebate.

78. The evidence is unanimous that the task system is the only one possible in existing conditions, and we agree that it is so. Any other system would require much closer European supervision, and would be productive of no better results. There is no doubt, however, that as at present performed it is extremely wasteful, and the reason appears to be that employers have been compelled to entice labour by the offer of easy tasks. In some cases we think that the employer has been unduly apprehensive of the results which would follow on the enforcement of a more reasonable day's work; we can find no other explanation of the fact that on a given plantation there is no difficulty in ensuring a longer task than is expected on the estate contiguous to it. The personality of the employer is not the only reason for this; employers treat their labour well and we are aware of cases where everything possible is done for it, but without success.

Task System.

79. But the fact remains that at the outset of the country's history the native is becoming accustomed to the idea that three or four hours is a proper day's work. The position is most serious, and the longer it remains the more difficult it will be to rectify it. We urge all employers, both official and un-official, to endeavour by gradual and judicious action to increase the daily task. It is possible that a system of bonuses for skilled work might be useful, whereby additional pay would be given to a man who completed more than the task set.

80. The custom has arisen on many plantations in the Buganda Province for alien labour, *e.g.*, Kavirondo, to work in Baganda gardens on completion of their day's task, payment being made in food. The principle

Food to be grown on estates.

created by this custom is in our opinion wrong, and we commend the matter to the attention of planters.

Housing.

81. The average native employed on a plantation prefers a hut in some secluded spot selected by himself where he can rear a few chickens and cultivate a small patch of foodstuffs sufficient for his wants. We believe this system to be preferable, in general, to that of lines, and we see no reason why it should not remain. It is self-evident that a more contented labour supply will be obtained if the men are enabled to live in surroundings which are congenial to them.

Medical attention and comforts.

82. Most planters keep a small stock of drugs and medical comforts for issue to labourers who are sick, but the practice should be universally followed. A little attention of this sort means much to the native. We also recommend the enactment of legislation similar to that in Ceylon (Ordinance No. 9 of 1912) whereby fees are fixed for medical attention to employees on estates, both European and native.

Personality.

83. We have already said that employers treat their labour well, but it is inevitable that there should be some who, even with the best intentions, are unable to appreciate the native mind and to establish friendly relations with him. The personality of the employer must always be the dominant factor in the successful management of a voluntary labour supply, and we urge that all, whether they be members of the Government or the public, who have any dealings with natives, should take pains to understand them, to study their little likes and dislikes, and to exercise patience with them. We cannot lay too much emphasis on this point.

Contract System.

84. We recommend that efforts should be made to induce the native to engage on written contract for periods exceeding one month. The period will be possible of extension as the mind of the native becomes accustomed to the idea and the system will, of course, be of the greatest value in ensuring a permanent supply. We recommend that contracts between employers and employed should be registered by the Government free of charge.

85. We also consider that many natives would be willing to serve a term of apprenticeship if they were thereby enabled to obtain a thorough training in work of a skilled nature. This form of employment will presumably be insisted on in the Government technical schools, to which we shall refer later, but it might well be tried by industrial firms. The training however must be complete; half-measures are of no use. Arrangements might be possible for boys trained by private employers to be examined and to be furnished with a certificate in accordance with their proficiency. The possession of such certificate should guarantee to the owner a certain minimum wage. An inducement might be held out by the remission of taxation for a period of five years, or until such time as the native became accustomed to the system.

Labour-saving Appliances.

86. We recommend the introduction of labour-saving appliances, such as ploughs, harrows, etc., wherever possible, and we invite the attention of the Director of Agriculture to the matter.

Hamali Carts.

87. Much waste of labour is caused by the use of hamali carts. Thousands of men are employed on this work where hundreds would probably suffice. The day's journey depends entirely on the inclination of the employees, and one witness informed us that he had known a journey of 20 miles on a good road to take 30 days. We recommend the establishment of camps on the main roads at distances of 10 or 12 miles, and that no hamali cart should be allowed to halt for the night except at these camps. A native clerk should be stationed at each camp whose duty it would be to keep it clean and to record the date and time of arrival and departure of each cart. The salary of these clerks could be defrayed from the revenue accruing from a yearly tax of Rs. 15 which we recommend should be imposed on all hamali carts plying for hire in view of the damage they inflict on the roads and of the considerable profits made by their owners in spite of the wasteful conditions of labour. The leader, or pole-man, should be in possession of a badge and licence granted by the Police.

Recruiting.

88. We recommend that no restrictions should be imposed on labour recruiting throughout the Protectorate, except in the case of those districts which are as yet only partially administered. Permits should be required for purposes of recruiting in a Province other than that in which the prospective

employer resides. These permits should be available for any period up to one year and their issue should not ordinarily be withheld. We believe in the free and unrestricted movement of labour throughout the Protectorate and, if this principle is accepted, it is difficult to see how limitations can be placed on recruiting.

89. We are, however, emphatically opposed to the grant of permits to recruit labour for service in other countries until the local supply is adequate, not only to meet existing demands, but to allow of an additional acreage being placed under cultivation.

90. Where practicable, we consider that the Government should endeavour to obtain its labour supply from districts which are remote from the planting areas. For instance much of the Government labour in the Busoga District is in connection with the Busoga Railway and Marine, and we suggest that a large proportion of it should be obtained from the Teso and Lango districts, for whose entire benefit the railway is run. We do not consider that the cotton crop in those districts would be affected by this policy. We are aware that it has been tried in the past, but we are of opinion that the arrangements made for receiving the labour were inadequate and that the experiment was too hastily abandoned.

91. We are satisfied that a general increase of wages would not ensure a greater supply of labour. The daily needs of the native are as small as his financial liabilities, and any increase in his wage would simply mean that a shorter period of work would suffice to satisfy them. Increased wage no remedy.

92. We consider that the tenants on lands granted for religious purposes under The Uganda Agreement, 1900, should be afforded some measure of relief from customary national work on terms to be fixed by the Government. We make this recommendation as we are persuaded that these men are already performing work which is useful to the country. Labour employed by Missionary Societies.

93. We see no objection to the employment of children, and of women if accompanied by their husbands, on plantations for such labour as they are able and willing to perform. Women and Children.

94. Much time would be saved if arrangements could be made for magistrates to tour their districts periodically and hear cases between employer and employed on the spot. Touring Magistrate

95. We strongly recommend the immediate appointment of an officer to deal with all questions of labour and that wide powers should be conferred upon him. Labour Commissioner.

96. We believe that the recommendations which we have made above will, if carefully and systematically carried out, go far towards a satisfactory solution of the labour problem, and the question of direct pressure only remains to be considered. Direct Pressure.

97. We submit that there is no injustice in compulsion as such. In the Uganda Protectorate compulsory labour for the Kabaka or chief is too ancient and accepted a fact to be challenged. The Kingdom of Buganda has been built upon the feudal system, and the obligation of each man to do service for his chief has always been an integral part of that system. Land and property are held on those terms. Work done for his rightful chief was never regarded as an injustice or a hardship by the Mukopi. What the member of a more civilised nation pays in cash, the native, from time immemorial, paid in labour.

98. In England we have passed beyond the feudal stage. Individualism has developed, and labour is voluntary and paid. Yet even at home the principle is accepted that the State has the right to exact some form of personal service from each of its citizens and may, for adequate reasons, compel it. In a time of national crisis labour is called up directly; indirectly it is secured by taxation and the cost of living.

99. In Uganda, where the least possible amount of work is sufficient to keep a native in comparative comfort, some form of direct pressure may become a practical necessity if the potential wealth of the country is to be developed, and stagnation avoided. In the interests of the natives themselves some kind of appeal stronger than that of moral suasion is demanded. The Luganda proverb, "You thank, when the day dawns, the man who dragged

you out of your bed at night," is very much to the point. The process may be unpleasant, but it is recalled with gratitude when the miles are left behind before the heat of the sun begins to be felt.

Direct pressure must be legalised. 100. Any form of direct pressure must, however, be explicitly defined by law, and the powers created must be clearly stated. Vague and uncertain instructions would be fatal, and unjust to the authority whose duty it was to execute them.

Equal distribution of obligation. 101. Again, the obligation must be equally distributed. We contend that the Government has a perfect right to impose on the governed the duty of meeting national requirements, but it cannot escape the responsibility of ensuring that whether in the form of labour or of a cash payment, they fall equally on the whole population, on the rich as well as on the poor, and certainly not less on the rich than on the poor. In Uganda the peasant has no voice whatever in the conduct of affairs, and it is difficult for a body of chiefs to legislate in other than their own interests where these are directly affected.

Work to be for common benefit. 102. Moreover the benefit of the labour performed must be for all. Pressure ceases to be justified when it is exercised in favour of any one class to the exclusion of others. Work of national importance on which the welfare, present or future, of the community depends, should always have the first claim upon the labour supply, but a considerable balance would remain by which the country as a whole would profit.

Conditions to be safeguarded. 103. The conditions under which the labour would be performed must be safeguarded. If the Government of a country exercises direct pressure on its subjects to work, it is clearly responsible for securing such proper arrangements as to pay, housing, food, and duration of task, as may be shown to be necessary. The more effectively these are carried out the easier of solution will become the problem.

104. The foregoing paragraphs are a summary of the views published in July, 1919, in a memorandum prepared by the Right Reverend the Bishop of Uganda. From the evidence which we have heard, we are satisfied that they represent generally the bulk of the public opinion in this country. Officials of the Government, planters, commercial men, and the heads of the three missionary societies are all in complete accord.

Indirect pressure to be tried first. 105. We prefer to recommend, however, that a real and genuine effort should first be made to rectify the position by means of the indirect methods which we have advocated; but we feel bound to point out that, if these methods fail or even if they are only partially successful, there is no remedy but to accept the principle of direct pressure. More than one of the prominent tribes of the Protectorate is becoming rotten to the core and, unless industry and thrift can be substituted for idleness and immorality, they will soon be but shadows of their former selves. It cannot be too clearly realised that the inculcation of habits of industry is one of the greatest benefits that can be conferred on the native. No one will deny his right to education, and to the primitive man labour is the elementary stage of education. This is recognised by the Mission Schools, in which all children are taught to cultivate.

III. TRANSPORT AND COMMUNICATIONS.

106. Under this head we propose to discuss railways, mechanical transport, steam boat services, bullock transport, and roads.

Department of Communications. 107. At present the railways and steamboat services, excluding the Albert Marine, are administered by the General Manager of the Uganda Railway on behalf of this Protectorate, the mechanical transport is under the control of the Director of Uganda Transport, and the roads are in charge of the Director of Public Works. There is no co-ordination between these departments, and we are of the opinion that considerable economy would be effected, and greater efficiency attained, by amalgamating the mechanical transport and the roads under one responsible Head, who should be styled Director of Communications. The post would be one of great importance and the officer appointed to hold it should be possessed of a thorough business training combined with a practical knowledge of transport work. In the event of the branch railways and Marine services being taken over by the Uganda Railway this officer would not be in control of them but he should be one of the Uganda representatives on the Railway Board.

108. Another advantage which would be derived from this amalgamation would be the introduction of a system of through booking. For instance a consignment of goods from Panyamur is first booked by the Lake Albert Marine at Butiaba, then by the Transport Department to Masindi Port, and thence by the Busoga Railway and Marine to Jinja. We consider that it should be possible to evolve a system whereby produce can be consigned from any Government station or port in the Protectorate not merely to the ports on Lake Victoria, but actually to its ultimate destination, and we recommend that the necessary action should be taken at once, so far as is practicable under the existing organisation. Through Booking.

109. After full consideration of the evidence brought before us, we are of the opinion that the main railway systems of the Protectorate must be constructed on the metre gauge pattern. Any alternative proposals, such as narrower gauge railways, are unsatisfactory substitutes and will involve additional and unnecessary expenditure at no very distant date. We wish to make clear, however, that our recommendation of the metre gauge is based on the fact that the Uganda Railway and the railways in German East Africa are of this gauge, even though, so far as we are aware, these are the only metre gauge railways in the continent of Africa. Main Railways.

110. We consider that the only justification for the construction of narrower gauge railways would be the impossibility of obtaining funds for metre gauge lines, and even so we think that the earthworks and bridges should be constructed in the first instance in such a manner as to permit of easy conversion to a metre gauge line when circumstances improve.

111. We suggest that the main lines running through the Protectorate should be (a) from Kampala to the Belgian Congo and (b) from the projected Nakuru—Mumias railway through the Eastern Province to Jinja and thence to Kampala. The construction of these two lines will provide a connection with the Cape—Cairo railway and will afford through rail communication between the Congo and the Indian Ocean. The former would tap the immensely fertile districts comprised in the Buganda and Western Provinces, and would afford an outlet for the products of the Northern Province, particularly the coffee and cotton from Bunyoro, while it would provide a ready means of communication between the vast territories of the Eastern Congo and the sea. The latter would carry the cotton from the Eastern Province, together with other native exports such as hides, sim-sim, ground-nuts, and other oil seeds, all of which will constitute large industries if facilities of transport are available.

112. Under The Imperial Loans Ordinance, 1915, provision is made for the construction of a metre gauge railway from Kampala to Mityana, 47 miles on the Toro road, at a cost of £183,150. It was intended that this line should be extended to the Congo, and we are emphatically of opinion that provision should be made at once to complete the whole length, and that construction should be commenced without delay.

113. A further line of less immediate importance, which must be constructed on a gauge suitable to form part of the Cape—Cairo railway, is that between Nimule and Rejaf, in the Anglo-Egyptian Sudan. The completion of this section would provide through rail and steamer communication between Mombasa and the Mediterranean Sea and we submit that, even though the construction of the Cape—Cairo railway may not be definitely taken in hand as yet, the advisability of undertaking this section should be carefully considered. The question, of course, is one for discussion between the Imperial Government and the Sudan. It would facilitate the export to the Sudan of coffee, and of timber from the Budongo and Bugoma forests.

114. There are three subsidiary areas in the Protectorate, in addition to the above, which deserve particular consideration. These are (a) from Bukakata to Masaka and on to Mbarara, (b) from Kampala to Lwampanga on Lake Kioga, and (c) from Mjanji to Mbale. The first comprises the rich county of Buddu in the Buganda Province and the cattle country of Ankole, a line through the second would serve the planters in Kiadondo county and the cotton districts of Bulemezi and Buruli, while the third is the route down which all the produce of Bukedi is carried to the Lake. Light Railways.

115. To open up these areas metre gauge railways are not required, but some effective means of communication with the Lake is urgently necessary. At present two of them are served by roads which, even though they may be

adequate for bullock or human transport, are unsuitable for heavy traffic by motor lorries. Bullock transport is slow and at present the losses from disease are great; human transport is most wasteful, injurious to health and morals, and should be discouraged as much as possible; there remain light railways, loco-tractors, and motor transport.

116. We believe that for many years to come the traffic on these three routes will be insufficient to warrant the expenditure which the construction of light railways would entail, but we find some difficulty in making a recommendation in view of the divergence of opinion among those qualified to judge. Mr. Harrison, to whom reference has been made previously in this report, informs us that light railways did not prove satisfactory in Natal, though they served a useful purpose in the first instance by attracting capital. In the "Geographical Journal" for January, 1919, appears an article advocating motor transport in preference to railways, while in the October issue Major W. W. Van Ness, R.E., states that "It has been proved in actual work over long periods that on the whole light railways using petrol tractors or steam locomotives can handle traffic at considerably less cost than is possible by any class of motor lorry in any country where the cost of a right-of-way would not be excessive." It appears, however, that the tonnage which he contemplates should be handled by such railways is far in excess of that which can be expected here and that the following sentence, which appears in the same article, would be more applicable to conditions in Uganda:—"It has been proved by experience that petrol or steam driven lorries can only compete with light railways as collectors and distributors where the source or destination of goods is too uncertain, or the tonnage too small, to justify the construction of a light railway line."

117. We will therefore exclude light railways, and discuss the relative merits of loco-tractors and motor lorries.

Loco-tractors.

118. We understand that the loco-tractor is the invention of Mr. Frank Dutton, Superintendent of Motor Transport, South African Railways, and that it consists of a light two-foot gauge line of rails on which trucks are hauled by a motor lorry, the rear wheels of which rest upon the road while the front wheels are adapted to run upon the rails. Thus the "grip" is maintained and friction on the trucks diminished.

119. Figures have been furnished to us showing the estimated cost of this system of transport, but we desire to point out that it is as yet in a purely experimental stage and that any estimate must therefore necessarily be provisional. The present cost of rails is about £950 per mile, or £500 per mile at pre-war prices. The line would run by the side of existing roads, and a certain amount of construction would be necessary in levelling the track and widening the road. If the expenditure on this construction is put at £250 per mile, we have a total expenditure on the permanent way alone of £1,200 per mile, or of £750 per mile at pre-war prices. The distance from Mjanji to Mbale is 62 miles and the present cost of laying a track along this route would therefore be at least £74,400, while even at pre-war prices it would be £46,500. In addition, there is the rolling stock, godowns, workshops, and staff to be provided. It must also be remembered that this expenditure on the track would be useless for any other form of transport, if the system proved a failure.

120. It is quite impossible for us, however, to pronounce on these figures or to test their accuracy, but we have no hesitation in recording our opinion that the initial expense, coupled with the uncertainty of success, renders the proposition impracticable in this country at the present time. The need for an efficient transport service is urgent, and there is neither the time nor the money for costly experiments. We cannot advocate a system which has not yet been tried on a commercial scale and it may well be that, as investigations proceed, unexpected defects in the machinery may come to light. Nevertheless, we trust that the matter will be carefully watched by the competent authorities and that advantage will be taken of the results of any experiments which may be initiated elsewhere.

Motor Lorries.

121. Having regard to the preceding paragraphs, we are unanimously of opinion that the only form of transport for subsidiary routes, which is both safe and reasonably cheap, is the motor lorry, and we shall now endeavour to show the number that are required immediately for existing needs.

122. According to the railway returns, the average tonnage exported from Mjanji port during the past five years is 843 tons, and the average yearly tonnage imported during the same period is 724 tons. These figures may be hardly reliable as they are taken over the period of the war, but we feel we can regard the total tonnage in any one year as not exceeding 2,500 tons. The existing type of Government lorry costs £1,000 and, with slight mechanical alterations, will carry three tons. Its speed will thus be less but the wear and tear of the roads will be decreased proportionately. Assuming that one year contains 300 working days, and that a lorry can do the return trip in three days, including time spent in overhauling and repairs, we find that one lorry should complete 100 trips per annum, carrying 300 tons down and 300 tons up. The total tonnage between Mjanji and Mbale could therefore be carried by five lorries. Adding two to be available in case of breakdown, we consider that seven lorries should be sufficient for the present needs of the district.

123. We believe that the cost of maintaining the road would be little more than it is at present. It is already metalled, and has for some years carried motor lorries run by private enterprise, together with a heavy cart traffic which, it must be remembered, would disappear if an efficient motor transport service were installed.

124. The expenditure on staff, godowns, and workshops would probably be less than that which would be necessary for a loco-tractor system.

125. The traffic on the Bukakata—Masaka—Mbarara road is less easy to estimate, but the average tonnage exported from the port of Bukakata during the past five years is 866 tons, and the average yearly imports for the same period 743 tons. Allowing for a local traffic between different sections of the road of 250 tons, we arrive at a total annual tonnage of 1,859 tons, or say 2,500 tons in a normal year. The distance between Bukakata and Masaka is 24 miles, and between Masaka and Mbarara 94 miles. The return journey could be completed in six days or say 50 trips for each lorry per annum. The load carried would be about 150 tons up and 150 tons down, and nine lorries would therefore be sufficient. Adding three for spares, the total number required for this route will be twelve. Considerable initial expenditure would be necessary in metalling the road, but little more than would be needed under the loco-tractor system.

126. We have been unable to obtain any figures of the traffic between Kampala and Lwampanga, but it is probably much less than on either of the two routes discussed above. The distance is about 92 miles, and six lorries should be sufficient. It would be necessary for the road to be metalled throughout.

127. We urge most strongly therefore, that funds should be made available at once for the purchase of twenty-five lorries, and for metalling the roads between Bukakata and Mbarara, and between Kampala and Lwampanga. The number of lorries now under the control of the Director of Uganda Transport is twelve, of which four are no longer of much use. Provision is made for six in the estimates for 1920-21 and, if these are sanctioned, the total number of efficient lorries in the Department would be fourteen. We are of opinion that this number should be increased by sixteen for general service, the majority of which would be utilized on the Kampala—Toro and Kampala—Bombo roads. Fifty-five lorries will then be available, and this number should be sufficient for the next few years but more will thereafter be necessary as trade increases.

128. We are further influenced in favour of motor lorries by their mobility. The same vehicles which transport coffee from Toro in the coffee season can be utilized for the conveyance of cotton in Bulemezi and the Eastern Province in the cotton season.

129. In estimating the number of lorries required we have taken the gross weight which the roads will carry without much damage at 6 tons. It is possible, however, that, when the roads have been placed in thorough repair, they will be able to sustain a greater weight, and it is unnecessary for us to point out that much expense on plant would be saved if a heavier lorry could be used. We understand that the bridges on the Mjanji—Mbale road have been constructed with this end in view.

130. We recommend that every effort should be made to obtain skilled Indian Mechanics as drivers for these lorries. We have been informed by a

Heavier lorries to be used where possible.

Indian Mechanics.

local transport contractor that it is more profitable for him to employ qualified Indians rather than Baganda natives who possess little knowledge of mechanics. We consider that it would pay to engage capable men in India for this work especially if one or two thoroughly trained Indian supervisors were available at headquarters.

African Mechanics.

131. At the same time, we strongly recommend that steps should be taken to train African natives as mechanics, and this point will be dealt with more fully at a later stage in this report.

Government control of commercial oils.

132. It is essential that any transport service, whatever its nature, should be run as cheaply as possible, and it is therefore imperative that oil and motor spirit should be available at a low cost. At the present time the rates are high, and production is retarded by the exorbitant prices charged for oil and petrol. We believe that the cost here is greater than it is in England, in spite of the fact that Uganda is nearer to the source of supply and that consignments are free from the heavy Suez Canal dues. We are of opinion, therefore, that arrangements should be made, if possible, whereby the Government would assume control over the sale of commercial oils and spirit.

Private enterprise in transport.

133. We consider that private enterprise in connection with mechanical or animal transport should receive every encouragement. Any such service would be of great utility in releasing Government lorries for other districts. It would be of great assistance if the Government would undertake repairs for private firms, and supply spares, when possible, at slightly over cost price.

Transport Department to be Common Carrier.

134. We are of the opinion that the Transport Department should be made definitely responsible to the public in respect of all goods carried by it, and should not be allowed to contract itself out of its liability.

Administration of Transport Department.

135. It would be idle to maintain that the Transport Department as at present administered is conducted in a manner satisfactory to the public but we believe that the real difficulty has been that sufficient funds have not been made available wherewith to maintain an efficient service. It must be borne in mind, moreover, that hitherto the main function of the Department as conceived by the Government has been to carry Government stores, and that consignments from the public have only been accepted when space has been available. Also the existence of a state of war has made it most difficult, if not impossible, to obtain new lorries and spares.

136. We consider, however, that this state of affairs should be rectified now that normal conditions are likely to be resumed, and that the Department should be regarded as responsible for the general transport of the country. An efficient service is a vital necessity and in our opinion we cannot look to private enterprise to supply it as a whole. The chief burden must therefore fall on the Government.

137. The Department should be placed in a position to undertake the work, and equipped with the necessary plant and staff. It should then be run as a business concern under the Director of Communications as stated in paragraph 107, and the rates should be fixed so as to show a bare margin of profit, exports being carried as a rule at a lower rate than imports.

Depreciation fund.

138. We consider that a depreciation fund should be instituted similar to that approved for the Uganda Railway and Lake Albert Marine Services.

Administration of Busoga and Port Bell Railways.

139. We do not pretend to any expert knowledge of railway management, but we consider that economy could be effected in the management of the Busoga and Port Bell—Kampala railways. The headquarters are at Jinja and Kampala respectively and the journey between these two townships can easily be undertaken by a motor car or motor bicycle in three hours. The road is good and presents no difficulty. The length of the Busoga line is 61½ miles, and of the Port Bell—Kampala line 5½ miles, and we find it hard to believe that a Superintendent is required for each railway. We suggest that the administration of the two lines should be combined under one Superintendent. Each would require one European Loco Foreman, and an European Permanent Way Inspector would be necessary at Jinja with an Assistant Traffic Inspector to deal with the work at Namasagali pier. In addition, a responsible officer should be stationed at Port Bell and at Jinja to

deal with matters concerning the Uganda Railway and paid by the main line. The necessity for this appointment would, however, disappear if there was one joint system throughout the East Africa Protectorate and Uganda.

140. We have already pointed out the heavy losses on running which the Uganda Government has to pay for the privilege of possessing these railways, and we can see no prospect that the Busoga Railway will pay for many years to come. We hope that the Port Bell—Kampala line will pay its way shortly.

141. We consider, however, that these railways should be regarded as aids to the general development of the Protectorate rather than as paying concerns, and we should strongly deprecate any proposal to raise the rates in order that the revenue might more nearly balance the expenditure.

142. The evidence we have received goes to show that the type of steamer employed on Lake Kioga—the Busoga Railway Marine—is satisfactory, but we think that considerable economy in staff could be effected, and we recommend that this point should receive the serious consideration of the Government. It appears to us that the post of Superintendent in particular might be abolished, the duties being undertaken by the Chief Engineer.

Steamboat Services,
Busoga Railway
Marine.

143. General supervision would be in the hands of the Director of Communications unless the Service is taken over by the Uganda Railway.

144. Improvements are required at many of the ports, and the wharves and buildings generally need repairs.

145. We believe that the land approaches to the ports are under the control of the Railway, and some arrangement is desirable whereby these sections of road could be maintained by the Public Works Department.

146. The Albert Marine flotilla consists of the *s.s.* "Samuel Baker," the steam launch "Kenia," four sailing craft and one steel rowing boat. The total personal emoluments for the year 1919-20 are £2,844 and the total expenditure £4,892. The estimated revenue is £4,000.

Albert Marine.

147. The staff includes four European officers, *i.e.*, a Superintendent, a Marine Officer, a Chief Engineer, a Second Engineer, and a considerable clerical and native establishment, and we are of opinion that here too a reduction could be made.

148. Under The Imperial Loans Ordinance, 1915, a sum of £26,000 is provided for a new steamer and buildings for this service. We entirely agree as to the necessity for proper housing accommodation for the staff; the climate is hot and unhealthy, and expenditure in this direction would be ultimate economy.

149. We consider, however, that a thorough investigation is necessary before any addition to the fleet is decided upon. We are aware that the *s.s.* "Samuel Baker" is the only vessel available for transport to and from the Belgian Congo, and that she is not of the most suitable type. But we wish to lay stress on the fact that the present service is sufficient for local needs and that any additions to the fleet will be almost entirely for the benefit of the Belgian Congo; it is, therefore, a matter for consideration whether the traffic warrants any further expenditure at the present time. We consider that a sea-going steam launch would be sufficient.

150. We recommend that every effort should be made for the steamers on Lake Victoria to run by night. This is the practice on Lake Kioga and obvious economy would be effected.

Running by night.

151. Generally speaking, the road communications in Uganda are good and we believe that they will bear comparison with most countries in Africa. The main roads are of light water bound macadam and gravel and constitute a total length of 600 miles widely scattered throughout the Protectorate. They will not carry much traffic by heavy motor lorries, but they are entirely satisfactory at present for the purpose for which they are intended, *i.e.*, for light traffic with a few lorries weighing 6 tons gross running

Roads.

daily. In addition, there are some thousands of miles of earth roads constructed and maintained in most cases by the native population. These roads are not suitable for mechanical transport, and it is essential that many of them should be taken over by the Public Works Department before the general transport of the Protectorate can be properly developed. They could, however, be made of much more use if they were gravelled and permanent culverts constructed. They would then be fit for light motor vehicles in most seasons of the year if properly maintained.

152. In the Buganda Province roads are divided officially into five classes :—

- (i) Motor roads constructed and maintained by the Public Works Department.
- (ii) Roads suitable in dry weather for carts and light motors, with permanent culverts and bridges. These are maintained by the Public Works Department and kept clear of grass by natives under the provisions of the Agreement.
- (iii) Roads suitable for carts and light motors in dry weather. These are kept in ordinary repair by natives under the provisions of the Agreement, the culverts and bridges being constructed and maintained by the Public Works Department.
- (iv) Roads under the control of Administrative Officers, possible for carts in dry weather.
- (v) Subsidiary roads under the control of Administrative Officers.

District Road
Boards.

153. We recommend the formation of District Road Boards, composed of Government officials and members of the public, to advise on the direction which new roads should take and on the relative urgency of works.

Central
Development
Board.

154. These recommendations should be submitted to a Central Development Board, on which the un-official public would be represented. The creation of this Board would ensure that the needs of each district would receive equal consideration and would do much to prevent mistakes such as the route adopted for the Busoga Railway. The main object of the Board would be to secure greater co-operation between the Government and the public and we believe that it would be of great value in securing the development of the Protectorate on systematic lines.

155. We note that the Economic Commission of the East Africa Protectorate recommend the establishment of a Board of Economic Development and we agree that the principle is good. For instance, such a Board in Uganda would assist materially in deciding *inter alia* the relative merits of a main road from Mubendi to Katonga Bay, from Fort Portal to Bulinda on Lake Albert, from Hoima to Masindi, from Hoima to Butiaba, all of which have been suggested.

Additional Staff for
Public Works
Department.

156. We wish to emphasize the need for additional supervising staff on construction and maintenance. The Public Works Department should be brought up to strength at the earliest possible date.

Bullock Transport.

157. The chief obstacles to bullock transport are (a) that the roads are unsuitable unless the animals are shod, being chiefly made for motor transport, and the rough surface affects the feet; (b) disease, the main cause of loss being trypanosomiasis, but with sufficient veterinary staff this disease need not be feared except in districts infested with the tsetse fly. The Acting Chief Veterinary Officer states that, from experiments which have been made, it is possible that dipping may prove an absolute safeguard against this disease. The losses from rinderpest in the case of an outbreak should not amount to more than 10% if veterinary staff and serum are available, but as a rule only cattle immune to this disease should be used for transport purposes; (c) difficulty in obtaining bullocks. We think that this obstacle could be removed without great difficulty as there are still sufficient numbers of cattle in the country.

158. According to the calculations of the Acting Chief Veterinary Officer, which were primarily worked out for a relay system of transport between Kampala and Fort Portal, the cost of running should be about 25 cents per ton mile, allowing an average life of four years for bullocks and carts. Cattle convoys working without relays would be slightly cheaper, but much slower, and there are objections on account of disease and the necessity for resting the animals, chiefly on account of sore feet.

159. We are of opinion, therefore, that immediate steps should be taken to strengthen the Veterinary Department with a view to the introduction of bullock transport on a comparatively large scale. The roads on which tsetse fly is found are very few, and there are thousands of miles of road as yet unsuitable for motor vehicles, on which this form of transport could be employed with success with comparatively small expenditure on causeways, bridges and culverts, if it is eventually shown that trypanosomiasis can be avoided by dipping. In that case dips should be constructed at regular intervals along the routes and maintained by the Government. We believe, moreover, that bullock transport would be used to a considerable extent on the main roads to supplement the motor service if dipping is found to be efficacious.

160. The possibility of making more use of the river Nile as a means of transport has been considered by us, but we are of the opinion that further action in this direction is wholly impracticable in view of the fact that the entire navigable length is already utilized with the exception of a small stretch from the Murchison Falls to Lake Albert running through a sleeping sickness area. Navigation on the Semliki and other smaller rivers is in our view well worthy of consideration. Waterways.

161. It may be convenient if our recommendations on the subject of transport are briefly summarized. Summary of recommendations.

They are as follows:—

(a) The construction of a metre gauge railway from Kampala to the Belgian Congo, and from the projected Nakuru—Mumias line in the East Africa Protectorate through the Eastern Province to Jinja and Kampala.

(b) The immediate purchase of sufficient motor lorries to meet the actual needs of the Protectorate at the present day. This number we estimate to be fifty-five.

(c) The co-ordination of all systems of transport under one Head.

(d) Enquiry into the staff necessary for the Busoga Railway and Marine, the Kampala—Port Bell Railway, and the Albert Marine.

(e) The formation of a Central Development Board, and of District Road Boards.

(f) Investigation into the possibilities of bullock transport, and the provision of funds for staff and dips if the results of such investigation are satisfactory.

The recommendations in (c) (d) (e) and (f) do not involve any considerable expenditure and steps should be taken at once to give effect to them.

162. Finally we desire to emphasize the urgency of this matter. Little real development can take place until a cheap transport service is available. It is not right that the cost of transporting one ton of hulled coffee from Fort Portal to Kampala, a distance of 214 miles, should be Rs. 315 when the freight charges from Kampala to London are only Rs. 160. We wish to point out, also, that the revenue which would be earned, even with low rates, would provide a reasonable interest on the capital expended, and that any considerable outlay in this direction will not be open to the objection that it is unremunerative. In addition, there will be the financial prosperity which follows from the genuine development of a country. We trust, therefore, that the matter will be sympathetically considered and will be taken in hand at once.

163. We may quote here with propriety the opinion of the Right Honourable Winston Churchill, M.P.:—

“If the immediate inflexion of British policy in Eastern Africa should be to accelerate the economic and social development of Uganda, what are the first steps to take? I might have much to say of forestry and agriculture; of an extended system of technical education of road making, of motor transport, and of water power. But let me make my message brief and unclouded and expressed in three words, “Build a Railway” I would go so far as to say that it is only wasting time and money to try to govern, or still more develop, a great African possession without a railway. There can be no security, progress, or prosperity, without at least one central line of rapid

communication driven through the heart of the country Let us now look forward to the time when the distance between the Victoria and Albert Lakes has been spanned by a railway, and when the Mountains of the Moon are scarcely four days journey from Mombasa. The British Government will then be possessed of the shortest route to the Eastern Congo. The Uganda Railway will be able to offer rates for merchandise and railway material with which no other line that can ever be constructed will ever be able to compete. The whole of that already considerable, though as yet half-stifled trade, which feebly trickles back half across Africa by Boma to the Atlantic, which is looking desperately for an outlet to the northward, which percolates in dribbles through Uganda to-day, will flow swiftly and abundantly to the benefit of all parties concerned down the Uganda trunk, raising that line with steady impulse from the status of a political railway towards the level of a sound commercial enterprise. In no other way will the British tax-payer recover his capital. The advantages are great and the expense moderate. Larger considerations may postpone, and the imperative need of the fullest surveys will in any case delay construction; but I cannot doubt that the Victoria and Albert Railway is now the most important project awaiting action in the whole of that group of Protectorates which Sir Frederick Lugard used proudly to call our East African Empire." (*).

IV. LAND AND SURVEY.

Freedom of action.

164. We should like to lay down as a cardinal principle in connection with transactions in land that they should be submitted to the fewest possible restrictions. There is a widespread feeling in Uganda that there is much unnecessary interference by the Government in this connection, and that prospective residents have been discouraged by the attitude adopted towards them. We maintain that the land policy of the Government is a mistaken one and that a broader outlook is necessary if the country is to progress. As an example, evidence has been brought before us to show that this policy is largely responsible for the acute house famine now existing in Kampala and for the high rents prevailing.

Freehold.

165. We are emphatically of opinion that a freehold title should be granted in respect of all agricultural or pastoral land, or township plots, subject to the prior fulfilment of definite conditions of development. Until the last few years this principle has always been accepted and generally speaking it has not been abused. There has been very little, if any, land speculation in Uganda; and estates have been genuinely developed before, and after, the freehold has been given. We consider that the terms on which freehold has been granted are reasonable and prevent speculation, and we recommend the re-introduction of the system without alteration. The area of freehold allowed was 1,000 acres. This is not always sufficient, and we consider that power should be reserved to the Governor to increase it.

Revision of Crown Lands Ordinance, 1903.

166. We consider that The Crown Lands Ordinance, 1903, should be revised, and that this should be one of the first duties of the Legislative Council which we understand is to be constituted shortly.

Restrictions to be by legislation.

167. We have already said that restrictive covenants imposed by the Government should be as few as possible, and they should be provided for by legislation wherever practicable rather than in the title.

Free transfer.

168. We recommend that transfer should be unfettered, except in the case of transfers between natives and non-natives when the Governor's consent should be necessary.

Acquisition by leasehold.

169. We see no reason why a person to whom land has previously been granted should be prevented from obtaining a further area from the Crown. Uganda is not a country for the small capitalist and, if a person is able to develop two or three plantations, or half a dozen township plots, we consider that facilities should be afforded him to do so.

Land for specific purposes.

170. In a new country such as Uganda all development is in a sense experimental, and success is uncertain. We do not recommend, therefore, that land should be leased for specific purposes only. Such restrictions impede development, should the specific purpose for which the land was leased prove impracticable.

171. Much dissatisfaction has been expressed with regard to the existing system of revising rents. No provision appears in any legislation for such revision and we recommend that the present regulations should be strictly adhered to until they are formally revised. The development carried out should in no case be taken into consideration when the rent is revised.

Revision of rents.

172. The existing procedure for the inspection of private leases of native land is productive of much legitimate annoyance. We agree that it is right for the Government to protect the interests of the native in the case of transfer of land but we consider that the powers of the Governor in this direction should be explicitly defined and that reasons should be given when consent is refused. It is not, in our opinion, necessary that private leases should be uniform with those issued by the Crown. We recommend that a printed form should be prepared, which would embody all the clauses the Government deems it advisable to insert in any deed of transfer, whether of freehold or by way of lease, and that this form should be strictly adhered to. It appears to us unreasonable that, when two parties have arrived at a mutual agreement as to the terms and conditions of transfer, the Government should insist on the deletion of one clause, and the introduction of another, merely for the sake of uniformity, and we recommend that the practice should cease.

Crown and private leases.

173. We suggest the enforcement of an increment value duty not exceeding 25%. The revenue from this source would not at present be large, but it will increase as the country develops.

Increment value duty.

174. The chief problem in regard to land owned by natives is connected with the Buganda Province. The result of the construction of The Uganda Agreement embodied in The Uganda (Surplus Estates) Agreement, 1913, has been that the natives are in possession of practically the whole of the cultivable area. Whatever view may be taken as to the last mentioned Agreement its effect on the development of the Province and the cultivation of land in it has been exceedingly harmful.

Native Land.

175. The difficulties would be less if the Baganda made real use of the area allotted to them. We believe that we should be within the mark in stating that hardly any development is taking place, and the absence generally of cultivation in the Province, which comprises some of the fairest land within the Protectorate, is lamentable. The staple food of the population is bananas, a crop which requires little industry or care on the part of the producer, and the tendency to idleness which is inherent in the native is encouraged thereby.

Lack of development in Buganda.

176. The recent prohibition of the Secretary of State for the Colonies on the sale of land by natives to non-natives has resulted in an undue inflation of prices of leasehold land. The Muganda does not appreciate the difference between freehold and leasehold and the annual rental which he demands for the latter is that which he would expect as the full purchase price for the former. An example may be quoted. In the Bulemezi district the highest price for land sold to Europeans in 1913 was Rs. 45 per acre; in 1915, when the price might have been expected to have appreciated, it was sold in the same district to natives for Rs. 1/14 and Rs. 2/12. Quite recently the Government required an area in the locality for a cotton seed selection station and with the greatest difficulty were able to obtain it at Rs. 25 per acre even though the owner was well aware that the land was to be used entirely for the benefit of the Baganda. We do not suggest that pressure should be put on the native to sell his land; but we do consider that he might dispose of a portion of his holding on moderate terms, and that in the settlement of such terms he should be guided by the advice of the Government. It is difficult to see how the land can otherwise be developed.

High prices asked.

177. We believe, moreover, that much of the land in Buganda is gradually passing into the hands of the bigger chiefs. Under the Agreement of 1900 certain areas were allotted to the chiefs and, though we have no actual proof that these areas have been exceeded, there is no doubt that by judicious "dummying," the land in fact held by certain individuals is far greater than is allowed by law. Moreover, cases have been quoted to us where a native means has lent money to another on the security of his land and has foreclosed immediately the repayment became due. In one instance the amount was Rs. 2,400, *i.e.*, £160, and the area forfeited was two square miles.

Dummying.

Mortgages.

178. We consider, also, that a tax on undeveloped land is right in principle and the question of its imposition should be carefully discussed. We

Undeveloped Land Tax.

submit that it is not proper that areas up to 50 square miles and over should be in the hands of private individuals who spend not one penny in improving it. Lest it should be argued that the native was the original inhabitant of the country and that he should have the right to do as he likes with the land, we would point out that originally the system of land tenure was the feudal system; men held the land from chiefs on condition of doing work for them. No sale of land was possible, for all the land belonged to the Kabaka alone and while the clans possessed their freehold burial grounds they were not allowed to sell them to any outsider.* Under the Agreement of 1900 the communal system was exchanged for the individual, and we maintain that under the modern system the duties of the individual towards the State are no less than they were in former times.

Sales by order of
the Court.

179. It happens on occasion that a non-native obtains a decree against a native for monies advanced or goods supplied. It is extremely difficult to trace the moveable property of a native judgment-debtor and it becomes necessary therefore to sell such portion of his land as is sufficient to discharge the decree. In the first instance natives only are allowed to buy. The value of the land is assessed by the Land Officer, and only if the offers from native sources do not reach the figure prescribed is the sale thrown open to the public. We can see no justification for this procedure. Property attached in pursuance of a judgment debt should be dealt with in the same manner, whether the owner is a native or not, and there is the further argument in favour of this opinion that the restriction of purchase in the first instance to natives precludes the debtor as a rule from obtaining the price which would be fetched at an open sale. It is extremely unlikely that the course which we advocate would result in the exploitation of the native; it is the general opinion that he is perfectly able to look after himself, and the negotiations which the Government has had to conduct from time to time in connection with the acquisition of land for public purposes confirm this opinion.

Transfers between
natives and
non-natives.

180. We consider that it should be possible for transfers of land as between natives and non-natives to be effected direct, instead of by a transfer to the Crown in the first instance as at present.

Survey.

181. There is extreme difficulty in obtaining land, particularly township plots, by reason of the lack of surveyors, and immediate steps should be taken to increase the staff in order that the position may be rectified. It is to be expected that in the near future numerous demands for land will be received, and plantations and township plots should be laid out in readiness.

Block System.

182. Where possible, the land should be surveyed in blocks, thus reducing expense.

Licensed Surveyors.

183. We understand that objections exist to the admission of licensed surveyors and that other Governments have reported adversely on the system. Nevertheless, we see no reason why licences should not be granted to approved applicants.

Trigonometrical
and Topographical
Survey.

184. We recommend that the trigonometrical and topographical survey should be completed as soon as possible and that a general map of the Protectorate should be prepared for publication.

V. MINING AND PROSPECTING.

Mineral resources.

185. The mineral resources of the Protectorate have received little or no attention until the past year, and few applications for prospecting licences have been received. The legislation on the subject is antique, and its revision at an early date is essential. In the Buganda Province prospecting is rendered impossible by the complicated conditions of The Uganda Agreement, 1900.

Encouragement to
be given to natives
and others.

186. We believe that the feeling exists in the minds of the Native Government of Buganda that, if minerals in payable quantities are discovered on their lands, the Government will expropriate them, and we recommend that the matter should be definitely explained to them.

187. We also consider that every encouragement should be given to prospectors and others to apply to the Geologist for details concerning the

* Roscoe:—"The Buganda, their customs, and beliefs," p. 268.

the geology of the districts they propose to visit and in return to furnish him with any information they may obtain. In short, the Government, the native, and the public should work together.

188. We suggest that the Government should consider the desirability of granting a certain amount of financial support, and other facilities, to successful prospectors in certain cases, and of adopting a system of rewards to persons who find and send to the Geologist for examination specimens which lead directly to the discovery of workable deposits. A scheme of this kind would facilitate greatly the investigation of the mineral resources of the country.

Financial support and rewards to prospectors and others.

189. We are informed that the question of utilizing the high grade iron ores for the manufacture of light iron rails and the more simple agricultural implements is being considered, and we hope that the enquiry will not be abandoned lightly.

Manufacture of iron rails.

190. There are large deposits of clay suitable for the manufacture of bricks, but the industry is impeded by reason of the difficulty in obtaining fuel. Re-afforestation would solve this difficulty in course of time.

Bricks.

191. We hope that funds will be provided for the purchase of adequate boring plant, without which few mineral investigations can be exhaustive.

Boring plant.

192. The publication in the Protectorate and at home of periodical reports prepared by the Geologist would assist in stimulating interest.

Publication of reports.

193. The following is a list of minerals, specimens of which have been found in the Protectorate :—

Existing minerals.

Tin, gold, copper, monazite, graphite, mica, iron ores, talc, cement stones, silver and lead, gem stones of the ruby family, soda, bauxite, manganese, asbestos, sulphur, gypsum, blue ground, epsom salts.

VI. PUBLIC HEALTH AND SANITATION.

194. We regret to have to report that the general health of the native population is far from satisfactory, and opinions differ as to whether or not the position has become worse of recent years. In Buganda, Busoga, Bunyoro, Ankole, and Toro the death rate still exceeds the birth rate, the two worst districts being Bunyoro and Toro. In Bunyoro, where 35% of the children are still-born, the death rate for 1918 was 39·5 per 1,000, and the living birth rate 14·5 per 1,000. The death rate for the five districts in 1918 was 22·8 per 1,000, and the living birth rate 21 per 1,000, but the comparative equality of births and deaths is due to the birth rate in Busoga, which is fairly satisfactory.

Native Health.

195. The primary cause of this state of affairs is venereal disease. We have been informed that this disease is rapidly on the increase in certain districts where about 90% of the population are now infected, and that as a general average two out of every three children in Buganda die at an early age. We should be very reluctant to believe that this appalling incidence of infection exists, except possibly in a few small and isolated districts, but we have the evidence of Dr. Albert Cook, of the Church Missionary Society Hospital, Namirembe, that two out of every three native mothers admitted to the hospital had been infected with the disease. He is inclined to think that possibly 40 per cent of the population are infected and we see no reason to challenge his opinion. We understand from him that the ante-natal death rate is about 67 per cent, or about the same as it is in England.

Venereal Disease.

But whatever the incidence, it is abundantly clear to us that strong and vigorous action must be taken, and that at once.

196. The first step is the establishment of native treatment centres throughout those districts in which the disease is most apparent. In the Buganda Province there should be at least one centre in each Saza, twenty in all. If possible there should be one centre in each Gombolola. At each centre there should be two trained African dispensers, one for medical and clerical work and one for sanitation, who should act as a district sanitary inspector and vaccinator, together with one trained African midwife. It is the opinion of those competent to judge that these women will be of more value than the men. Similar centres should be established in all Sazas in Bunyoro and Toro.

Native Treatment Centres.

- Increase of Medical Officers.** 197. Supervision is essential if these centres are to be really beneficial, and the number of medical officers must therefore be increased. The Principal Medical Officer considers that one medical officer is necessary in each district, and one medical officer of health in every district which possesses a population of over 400,000. Including relieving staff for purposes of leave and sickness, the staff thus required is 32 medical officers, and 9 medical officers of health. We see no reason to disagree with this opinion.
- Medical Schools.** 198. To train the natives referred to in paragraph 196, Government medical schools should be established without delay, and subsidies should be granted to the Missionary Societies if they are willing to assist. A school of this nature already exists at Namirembe and advantage should be taken of it until the Government schools are ready. The course is one of four or five years and each boy costs £15 per annum. The Government already provides £150 per annum in scholarships for these boys and provision has been made next year for a doctor for one year to take the place of Dr. E. Cook who is proceeding to England. The school can accommodate 20 boys and we recommend that the sum of £150 provided by the Government should be increased to £300. The District Officers in Buganda should also be instructed to select suitable boys, one from each Saza, for training at the school. We consider that this should be done at once.
- Maternity Training School.** 199. A sum of £50 per annum is provided by the Government towards the maternity training school, and further funds have been raised by public subscription.
- We consider the work to be worthy of every encouragement and we feel sure that the Government is alive to the importance of assisting it still further if necessary. We understand that the school has been heartily welcomed by many of the native chiefs.
- Medical Statistics.** 200. We regard the compilation of accurate statistics by the Medical Department as absolutely essential, and immediate steps should be taken to this end.
- Prophylaxis.** 201. As an experiment we suggest that prophylactic treatment might be tried with disciplined bodies of men, such as the King's African Rifles, Police, and Prisons warders, and also in small townships.
- Legislation.** 202. We have received many suggestions for restricting the spread of immorality by legislation, such as a limitation of the amount which a man is called upon to pay as dowry for his wife; but we desire to point out that legislation on a subject of this nature is useless unless backed by public opinion, that that opinion does not at present exist, and that far more good is likely to result from a general increase in moral education. We are aware that progress must be slow but we believe that by such means the end will be more quickly achieved.
- Restriction of movement of women.** 203. We consider, however, that carefully considered legislation should be enacted to restrict the movement of women, and that no woman should be allowed to leave the country save by permission of the Government. There is little doubt that large and increasing numbers of women proceed to the larger towns, both in Uganda and East Africa, for immoral purposes and that the movement is causing much concern to the native chiefs. As a Muganda witness put it:—"The nation is dying out owing to the liberty allowed to the women." We may state that the evidence brought before us is unanimously in favour of such legislation.
- Pamphlets.** 204. We are of opinion that pamphlets in the vernacular dealing with venereal disease and hygiene would be useful.
- Native Government to assist.** 205. We are informed that much immorality is encouraged through the observance of certain native customs. The native Governments should be asked to check this as far as possible. In matters of this nature the greatest influence of all can be exercised by the native Governments, and it should be impressed upon them that it is their clear duty to do all they can to assist. They can also be called upon with propriety to contribute towards the construction and upkeep of the native treatment centres, and the maintenance of native learners at the medical and maternity training schools.
- Drunkenness.** 206. We have reason to fear that drunkenness among the native population is on the increase; it is in any case considerable. We recommend

that the manufacture of native beer should be prohibited except under licence, and that the fee should be heavy. We think, also, that native clubs should be licensed to deal in liquor and that unauthorised sales should be severely punished.

207. We are gratified to learn that the campaign against venereal disease, which was discontinued during the war, will be resumed shortly, and we believe that a marked improvement will be manifest within a few years if the funds for vigorous and comprehensive measures are available.

208. We understand that the majority of natives fully appreciate the value of proper treatment, while there is no lack of intelligent boys who would be willing to receive training at the medical schools. The standard attained by the African Native Medical Corps during the war is a proof of the excellent character of the material available. Care must, however, be taken that the training is thorough and, even though the need is urgent, the risk of defeating the whole object of the scheme by sending out partially qualified boys must be avoided.

209. We are informed that the public health in the larger townships, such as Jinja, Kampala and Entebbe, is gradually improving. We trust, however, that the question of the town-planning of Kampala will shortly be settled as development is meanwhile being retarded. We agree generally with the main principles, *i.e.*, a protective zone between residential areas for different races, but we should be strongly opposed to any segregation in the business areas. In a new country such as this it is not practicable, whatever may be possible in older established towns. Town planning.

210. We recommend that in laying out a township every effort should be made to provide healthy residential sites for Indians as well as for Europeans. In most of the townships we believe that this has already been done, but we think it advisable to mention it. Attention should also be paid to the proper sanitation of the bazaars, and congestion should be avoided by the enforcement of the existing Township Rules and by providing more sites for building purposes.

211. We should like to see Indian medical practitioners encouraged, and we think that the qualifications required should be the same as those laid down by the Government of India for the grant of registration. Indian Medical Practitioners.

212. We have said that we advocate segregation in residential areas, but we consider that a person should be able to acquire land in any area in a township, even though he may not be able to occupy it himself. Any restriction on acquisition would prevent a plot-holder from obtaining the full market price for his land and we do not think that this is justifiable or necessary. No restriction on acquisition in townships.

213. A water-borne sewage system for Kampala and Jinja would be doubtless expensive but it is nevertheless urgently required. Until it can be provided, we recommend that the double bucket system should be substituted for the existing single bucket system. Sewage.

214. We desire to urge that funds should be provided at an early date for the installation of a water supply for Jinja and Kampala. The general idea appears to be that the Kampala supply should be brought from Lake Victoria, a distance of some 5 or 6 miles, but there is a possibility that boring would show a good supply within a reasonable distance, and we recommend that preliminary investigations should be carried out at once. In any case the supply must be pumped, and the load would be very heavy. Water supply.

215. Generally we urge the adoption of a sympathetic attitude on the part of the Government in the provision of medical facilities to the public. The European community is small, and private practitioners are not likely to be available for some time to come, but there are few directions in which a large outlay on the part of the Government would be so immediately remunerative. The climate of the Protectorate is naturally much more healthy than that of the West Coast and yet the official statistics show that the health of the European population on the Gold Coast and at Sierra Leone is better than in Uganda. Bearing in mind the achievements of medical science in those places, there is no reason why, with adequate financial assistance and systematic action, the public health should not be made completely satisfactory in a comparatively short space of time. We trust Medical facilities.

that the Government will realise that expenditure on medical work is economy in the truest sense of the word, and will spare no effort to obtain the necessary funds.

Lighting and
Power.

216. The electric lighting of the principal townships is another urgent necessity. The power is available at the Ripon Falls and, according to a witness of considerable experience, the development of these Falls would be one of the cheapest possible electrical propositions, while the site is excellent for the generation of power. The supply could moreover be made sufficient for purposes of traction, and tramways could be run to many parts of the country.

Private enterprise
for lighting, power,

217. We consider that the exploitation of these Falls would afford an admirable opportunity for private enterprise, and we recommend that favourable terms should be offered to any firm of repute which would be willing to undertake the work. Power should be reserved to the Government to take over the concern after a specified period, and safeguards to the public should be guaranteed.

and water.

218. We see no objection to the installation of water supplies also by private enterprise if Government funds are not forthcoming.

VII. EDUCATION.

European
education.

219. The number of European children in the Protectorate is as yet not sufficient to justify the establishment of a school.

dian education.

220. We recommend that educational facilities should be provided for Indian children in the larger townships, and we suggest that the system which we understand is in force in India should be considered here. Under this system half the capital expenditure is defrayed by the Government, and half by the community, while of the recurrent expenditure one third is provided by the Government, one third by the community, and one third from school fees.

Native education.

221. We are opposed to any extensive literary education for the general native population, and we consider that it should not proceed beyond a standard which will enable a native to learn a trade by which he can earn a living. Unless literary education is complete, or is accompanied by a technical training, the native is apt to regard himself as a superior being for whom the ordinary duties and responsibilities of life have no significance. He is not advanced sufficiently to obtain employment as a clerk and he will not demean himself by manual work. Too often, therefore, he becomes a loafer, and degenerates. The education of the brain should not outstrip that of the character. By this we do not wish to imply that education should be limited. On the contrary, we maintain that education is one of the greatest aids to progress, but equally we affirm that, whatever line it takes, it must be thorough and must be conducted with a view to rendering each person a useful citizen. For those who are by nature quick and intelligent no limit should be set, but we should regard with the greatest apprehension any system which would result in the creation of a large body of half-educated natives, a menace to themselves and to the country.

222. In short, education is the development of a people, and the system adopted must be suited to the present stage of civilization of the people with a view, however, to their ultimate advancement. An education which is strictly utilitarian, for the sole purpose of meeting existing needs, is short-sighted in the extreme. For instance, the basis of technical training must be a general education if the best artisans are to be forthcoming. The women, too, must not be neglected if the general progress of the nation is not to be impeded, and women teachers and nurses are needed from the beginning.

223. Hitherto, the education of the native has been conducted entirely by the missionary societies, and we gladly acknowledge our indebtedness to them. But we consider that this matter is one of the primary duties of the Government and that steps should be taken at once to rectify the position. The material at hand is excellent; the Uganda native has already proved his possibilities as a clerk, a carpenter, a mason, a chauffeur, an engine man, a marine pilot, and in many other spheres of employment. Moreover, a real desire for education exists, and already some of the more intelligent boys are leaving for other countries to obtain that instruction which should be available for them here.

224. We recommend, therefore, that the Government should provide facilities without delay for a thorough technical education, whereby the creation of a class of really competent craftsmen will be assured. We believe that this can be done, if there is the will to do it, and we are glad to learn that the importance of the matter is recognised by the Government. We suggest that, in addition to the medical schools to which reference has been made previously, there should be a school for carpenters, masons, etc., under the superintendence of the Director of Public Works, another for mechanics, turners, blacksmiths, etc., under the Director of Transport, another for training in agriculture and the use of agricultural implements, and others possibly for veterinary work, printing and composing, survey, forestry, etc., etc. The pupils should be apprenticed for a term of years, and they should be in a position to know the salary and privileges they will be entitled to receive on completion of the course, if they take up employment under the Government. For this purpose, a definite scheme for a native civil service appears desirable, with the usual grades and salaries, and provision for pensions and gratuities. All education should eventually be coordinated under one Head.

Technical Schools.

225. These Government schools will not meet the demand, and we recommend therefore that the assistance of the missions should be invoked. Grants of money should be made for buildings and staff, including native teachers, and a capitation fee paid yearly in respect of each pupil who passes the prescribed examination. Any mission schools of this nature should be undenominational and conducted on lines approved by the Government, and open to periodical inspection.

Missions to assist.

226. We are of opinion that all schools, whether assisted by the Government or not, should be open to inspection, and grants made only to those which are under proper European control.

227. We think that literary education may be left for the time being to the missionary societies, but we consider that a small Government school should be established for a final course in clerical work and accounting for those boys of promise who have received as much education from the missions as it is possible to give them.

228. Provision should be made by the Government for the elementary education of Mohammedan natives.

229. We desire to lay emphasis on the necessity for preserving strict discipline in all schools, and for instilling into the minds of the pupils a sense of loyalty to the British Crown.

230. We were afforded the opportunity of visiting Gayaza, the Church Missionary Society Girls' School near Kampala, and we were favourably impressed by what we saw. Elementary literary education is combined with technical, such as basket and mat making, sewing, and cooking. The girls are required to spend some part of each day in tilling the ground, and the general endeavour is to train them in such a way that they will be quite prepared to go back to their homes on completion of the course. We believe that the school is of benefit to the country and we should like to see similar establishments elsewhere.

Education of Women.

We also visited Rubaga, where admirable work is being accomplished by the Catholic Mission. Nevertheless, we are bound to observe that too much stress appears to be laid on the teaching of English. We consider that English should only be taught to boys of exceptional capacity.

Teaching of English.

VIII. AGRICULTURE.

231. Whatever may be the cause, there is not the slightest doubt that the whole of the European planting community is profoundly dissatisfied with the attitude which they maintain is adopted towards them by the Director of Agriculture. We regret that Mr. Simpson's absence in England has prevented us from hearing his side of the question; no doubt he could have explained much; but the unanimity of the evidence, and the conviction with which it has been given, leaves us no alternative but to record that for several years past he appears to have followed a policy of aloofness, and to have failed to identify himself with the planters' interests as he should have done. We feel constrained to say, also, that the Government appears to have tacitly accepted the position.

Agricultural Department.

232. In a country such as this, where agricultural interests are predominant, we can conceive few situations so disastrous to the common welfare as that depicted above, and the matter calls for immediate action. It is always desirable that Government Departments and the public should work in harmony together, and with the Agricultural Department this is particularly the case. It has been suggested, as a solution of the difficulty, that the Department should be separated into two divisions, one to deal with plantation produce, and the other, under the present Director, with cotton and other native crops. We do not consider this suggestion either necessary or practicable, but we are strongly of opinion that the Government should issue explicit instructions with regard to the policy of the Agricultural Department, and should see that those instructions are carried out. They should at least contain a direction that plantation crops should be encouraged and receive attention equally with native products.

233. We freely admit that practically the whole of the time of the Entomologist and the Botanist is occupied with research work in connection with plantation crops, and we wish to make it quite clear that the resentment of the public is in no way directed against them or the other members of the Department who have done their best in very difficult circumstances.

234. We will now consider the agricultural possibilities of the country, and we will deal first with plantation produce, the most prominent of which are coffee and rubber.

Coffee.

235. It is estimated that the acreage under Arabian coffee on European plantations is slightly over 21,000. The quality generally is excellent and commands a high price in London markets. The progress of the industry will be realised from the fact that in 1918-19, in spite of great difficulties through shortage of labour, restrictions on imports into the United Kingdom, scarcity of shipping and prevalence of pests, 54,311 cwts., valued at £106,009, were exported, being 8.497 per cent of the total exports. In 1914-15, which may be regarded as the last year in which normal conditions obtained, the acreage was 14,386 and the exports 21,101 cwts., valued at £41,000. The present acreage when in full bearing should yield 4,000 tons a year, or one third of the consumption of the United Kingdom.

236. A certain amount of coffee, chiefly *robusta*, is grown by natives, but the crop at present receives very little attention. The Government Botanist informs us that these gardens are hot-beds of disease.

As the development of the country proceeds and the area under cultivation increases, it will be all the more necessary to guard against the risk of disease by ensuring a high standard of cleanliness in all plantations. It is self evident that the fulfilment of this standard depends very largely on the presence of an adequate labour supply, but we believe that valuable assistance could be rendered by the Planters' Association and we recommend that the matter should receive their serious attention now, and that the Government for its part should see that the Plant Pests Regulations are vigorously enforced.

237. The industry generally is a valuable one, and deserves every assistance. We do not consider that the permanent appointment of an officer to advise on it is necessary, but we recommend that arrangements should be made for a gentleman possessing practical knowledge of the cultivation of the crop to visit the Protectorate at intervals and to inspect the plantations. The information which he would be able to supply with regard to the best methods of tilling, planting, pruning, and the preparation of the berry for export would be very helpful.

238. The increasing prevalence of coffee thefts is causing considerable anxiety and remedial measures are necessary. A quantity of Arabian coffee is sold in Kampala by natives to Europeans and Indians and there is reason to believe that nine-tenths of it is stolen, as the area of Arabian coffee under cultivation by natives is negligible.

239. We recommend, therefore—

- (a) That all coffee plantations should be registered annually on payment of a fee of Rs. 15, the register to show the name of the owner and the approximate number of trees bearing, and not bearing, on the plantation;
- (b) That an Ordinance should be drafted providing for the establishment of coffee markets, where all sales of coffee should take place;

(c) That all exporters of coffee, whether growers or dealers, should make a declaration at the time of export whether the consignment has been grown or purchased by them.

240. We believe that legislation on these lines would meet the case. It is true that with a registration fee of Rs. 15 many small native shambas would go out of cultivation but the greater number are at present untended and little hardship would be inflicted. In order, however, to meet the case of the native who grows a small area for his own consumption, the registration fee might be reduced to Rs. 5 for plots not exceeding one acre provided that a certificate is forthcoming that the area has been kept in a clean and satisfactory condition throughout the year.

241. We believe that the majority of consignments exported abroad are marked by the exporter. We recommend that this should be made compulsory, and that all marks should be registered by the Government.

242. The acreage under Para rubber on European plantations is estimated at 11,255 but the area available for tapping is still small owing to the considerable proportion of trees planted in recent years. The export of plantation rubber for the year 1918-19 was 253,063 lbs., valued at £12,893, being an increase of 108,336 lbs. over the previous year and an increase in value of £2,928. The crop is also under cultivation by natives in certain districts. Rubber.

243. We have had evidence of a gentleman who has experience as a rubber planter in Sumatra and the Federated Malay States and in his view the future of rubber in the Buganda Province is assured provided that the industry receives proper assistance while still in its infancy. He regards the soil as superior to that of the Federated Malay States, the configuration of the land as almost ideal, and the risk from disease to be small owing to the fact that the areas under cultivation originally were grass, not forest, land. The rainfall certainly is less but tapping on alternate days will compensate for this. He thinks also that trees will grow here quite as quickly as in Sumatra.

244. We do not think that the appointment of an advisory official on rubber would be practicable, but we recommend that the planters should join the Rubber Growers' Association and that the Government should defray a portion of the subscription. The Rubber Growers' Association would then, we understand, arrange for a thoroughly competent rubber chemist, and also if possible a rubber mycologist, to be sent out, the Government and the planters sharing the expense. This should be done at once as the time has now come when Uganda rubber should receive the benefit of technical advice.

245. As in the case of coffee, the enforcement of the Plant Pests Ordinance would benefit the estates.

246. We have already mentioned the burden imposed on this industry by the high rates charged on the Uganda Railway. We recommend that, in addition to a low rate, the Railway should be asked to accept tare weight for rubber, as is done in the Federated Malay States, and to reduce the very high rate of insurance now imposed.

247. Rubber tapping is a skilled industry and it is preferable to deal with it here, rather than under the general head of labour. We recommend that tappers should be apprenticed and then engaged on contract, and that they should be furnished by the Agricultural Department when trained with certificates showing them to be of the first, second, or third class. The establishment of grades, and the wages to be attached to each, are matters which could suitably be dealt with by the Planters' Association.

248. We think also that the procedure in Sumatra, whereby native labour is given a bonus on results, might be considered here.

249. We are informed that the local labour is suitable for every class of work in connection with rubber except that of tapping, for which proper training is required. We suggest that each estate should set aside certain trees for the training of tappers, under some system of apprenticeship if possible. The Agricultural Department should also do this.

250. Legislation will probably be necessary at no distant date to deal with the wounding of trees by tappers, whether by negligence or design. We think, however, that the time has not yet come.

251. We think that all rubber estates should be registered on payment of a fee which should be graduated in accordance with the number of trees.

252. We recommend that each plantation should adopt a specific mark, and that all marks should be registered by the Government as in the case of coffee.

253. Cotton is the principal product of the Protectorate, and is grown almost entirely by natives. The quality is good and commands a high price in the Liverpool market. In 1918-19 slightly over 31% was obtained by one ginning firm in the Eastern Province as the lint percentage.

254. The area under cultivation during the present season is estimated at 155,000 acres, or 20,000 acres in excess of last year. The crop for last season was approximately 35,000 bales or about 9,000 bales more than in the previous season. For the current season a crop of at least 50,000 bales is expected.

255. The greater portion of the area under cultivation is in the Eastern Province, but the area in Buganda is steadily increasing and the interest taken in the crop during the past two or three years by the natives in the Northern Province is encouraging.

256. The following is the estimated area, by Provinces, under cotton this year:—

| | | |
|------------------|-----|---------------|
| Eastern Province | ... | 111,050 acres |
| Buganda | .. | 40,550 " |
| Northern | .. | 2,450 " |
| Western | .. | 1,500 " |

Cotton was grown last year on several European plantations, notably in the Bunyoro district of the Northern Province, with satisfactory results.

257. The amount of ginned cotton exported during the year 1918-19 was 27,492 bales of 400 lbs. each, valued at £965,951 or 77·434 per cent of the total exports. The export figures in any one financial year do not correspond with those given for the season's crop as export is at its height at the end of March.

258. Much of the crop is transported by the steamers on Lake Kioga, and we have already stated that the type of boat, and the methods adopted in running, are satisfactory.

259. A bridge should be erected at the Agu Ferry if it is found impossible to carry the Agu—Sambwe Canal to Lake Salisbury.

260. The Gogonyo—Sambwe channel should be properly staked out and dredged. A dredger such as those used in the Sudan will be ultimately necessary, but need not be purchased at the present time. More light punts are required and should be constructed of corrugated iron and timber until the price of steel becomes lower. A convenient size is 27 feet long, 7 feet broad, and 2 feet 6 inches deep. These punts will draw 4 inches of water when empty and another 4 inches to each ton. They will carry 40 bales of half-pressed cotton, say 3 tons, and a crew of 10 boys. They would last for about 5 years and cost perhaps £30—£35 each. They should not be fitted with hatches, but the cargo should be covered by tarpaulins.

261. We consider that, while control may have been advisable in the past and is probably still necessary in new districts, the time has now arrived when most of the existing Cotton Rules could be withdrawn save those dealing with the quality of the product, and free trade restored to the industry.

262. The evidence before us shows that the existing Cotton Rules are satisfactory, if they are still regarded as desirable. In certain instances they are impossible of execution, and the Government should consider suitable amendments.

263. Large areas in Buganda still remain for the development of this industry, and also in northern Lango and the Bugishu country in the Eastern Province. In many parts of that Province, however, the area cultivated is gradually approaching the limit which can be undertaken by manual labour, and the use of ploughs and other mechanical appliances should be encouraged. Labour would be saved and a more extensive use of such appliances ensured if the natives could be persuaded to cooperate with each other and to cultivate the crop on contiguous areas instead of on small isolated plots.

264. Instruction should be given in the grading of cotton, and penalties provided for non-observance.

265. Considerable difficulty is experienced in financing the crop owing to the fact that it is picked early in the calendar year when the collection of the poll tax is completed. It would be of advantage if the financial year could be changed to correspond with the calendar year and we strongly recommend that this should be done.

266. At present cotton is grown in half-acre plots and we think that endeavour should be made to increase the size gradually. The native is becoming prone to regard the cultivation and picking of half an acre as a sufficient fulfilment of his duties, and any confirmation of this idea would be economically unsound.

267. We believe that the recently constituted Factories Board, if provided with sufficient inspectors and working under proper rules, will serve a very useful purpose.

268. We recommend that it should be made compulsory for all ginners to adopt a distinctive mark. Each bale should bear the mark of the firm which actually ginned it.

269. We trust that "The Weights and Measures Ordinance, 1912," will soon be brought into force.

270. The following extracts from the "Times'" review of the report of the Indian Cotton Committee for 1919 may be of interest:— Marketing of cotton

"An integral part of the problem of improved standards of cultivation is the question of marketing under conditions which will give the cultivator an adequate return for his labour. Nothing could be more unsatisfactory in this connection than the present system, under which the produce passes through the hands of many middlemen. . . . One of the best remedies is the provision of open markets. Such markets exist under statutory authority only in the Central Provinces and Berar. The Committee recommend their establishment in other Provinces as soon as possible. . . . The Committee are unquestionably right in the view that a system of licensing ginning and pressing factories is essential to the overcoming of these evils (*i.e.*, adulteration, mixing, and damping). A necessary corollary of such licences, which are to be granted on specified conditions that do not in the least interfere with legitimate trade, is the assignment to all such factories of distinctive numbers and marks enabling the cotton dealt within them to be traced."

And again:—

"Lancashire . . . wishes for definite information about the means for inducing the individual cultivator to grow the better grades of cotton. The dubiety of the spinner as to Indian cultivators, if left to themselves, appreciating the advantages of improving the crop are shared by the committee, and hence the detailed recommendations for active work by the Agricultural Department . . . and also for improved methods of marketing. Stress is laid on the importance of botanical surveys of the cotton growing tracts. Selection work is regarded as the first step in obtaining improvements, but should be followed by crossing, which should be entrusted to qualified officers only. Tests of cotton on a field scale are to be carried out in two series, the first consisting of preliminary trials on small plots, and the second of tests on larger plots under conditions approximating as far as possible to those under which cotton is ordinarily grown. It is pointed out that one of the most important requirements in securing a better out-turn is the introduction into the rotation of a heavy-yielding leguminous crop." Improved cultivation.

271. Sisal has been proved to grow satisfactorily in Buganda, and we believe that there are large areas in which it could be cultivated with success. The indigenous bowstring hemp and Ramie fibre should also be exploited. Sisal.

272. Experiments in cocoa have not been very promising but we think that they should be continued. In particular we advocate the use of different varieties of seed and investigation into the suitability of different localities. Cocoa.

- Miscellaneous Crops.** 273. Much more can be done with rice and wheat, and also with sugar, tobacco, and tea. The prospects of all these crops are favourable and they will re-pay attention. Quinine and cocaine might also be tried. In addition large areas are suitable for maize, beans, peas, millet, simsim, groundnuts, and other oil seeds, all native products, and the provision of cheap rates on the Uganda Railway, whereby export could be undertaken with profit, would result in an enormous increase of the acreage under cultivation. The reclamation of the swamps would provide large areas suitable for rice and sugar.
- Fruit.** 274. Efforts should be made to revive the export of chillies, which in 1910-11 exceeded £20,000 in value.
- Paper.** 275. We recommend the introduction of more suitable fruit trees, such as peaches, Japanese plums, mangoes, mangosteens and lichis.
- Silk.** 276. Excellent paper has been made from elephant grass. It is possible that the enormous areas of papyrus in the lakes and swamps could be profitably utilised for this purpose.
- Plant Diseases.** 277. Before the war a foreign firm was engaged with considerable success in the cultivation and export of silk cocoons from the Bredilia tree and investigations would probably be repaid.
- Agricultural Staff.** 278. We are informed that the climate of the country in general is admirably suited to agriculture and that plant diseases are far more rare than in other tropical countries.
- Government Plantations.** 279. The staff of the Agricultural Department requires strengthening. We have already dealt with the question of advisers on coffee and rubber, but more officers with a practical training in agriculture, and others for research work, are needed. For instance, a plant breeding expert is essential, and most of his work could be carried out on the existing Government plantations.
- Agricultural Bulletin.** 280. Until more officers are available, the country will not receive full benefit from these plantations. They should be of great value if more experiments are undertaken in the cultivation of fresh products and in the selection of the best seed. Pamphlets should be issued from time to time containing the result of such experiments, with details regarding the cost of production as compared with other countries, and advice as to the most suitable localities for each product, and the best methods of preparing it for export. Practical demonstrations should also be given periodically at convenient centres of the cultivation and preparation of crops. No experiment should be abandoned without the fullest consideration, even though at first it may appear unlikely to succeed.
- Industrial alcohol.** 281. We believe that an Agricultural Bulletin, issued quarterly or half-yearly, would be much appreciated, and a special feature of the Annual Report of the Department should be advice regarding the pests, diseases, and practical cultivation, preparation and marketing of plantation crops.
- Damage by wild animals.** 282. The possibility of the local manufacture of industrial alcohol should be thoroughly investigated.
- Famine.** 283. Immense damage is caused to native crops in many districts by elephants and pig, and we recommend that steps should be taken to decrease their numbers and to drive them from the more thickly populated areas.
- Agricultural Farms for Natives.** 284. The country has recently been afflicted by famine, and precautions are necessary against its recurrence. The Government has already issued instructions with which we agree, and the Agricultural Officers in native areas should co-operate with the administration in encouraging the native to grow crops which can be stored, such as millet, and in particular to cultivate muhogo (cassava). Generally, the area under food crops should be greater than that which is actually required.
- Indian Agriculturists.** 285. We have already mentioned the training of natives in agriculture. We suggest that it might be useful if one or two small agricultural farms were established for the purpose of demonstrating to the native the proper methods of cultivation. Agricultural shows for native crops and industries would also be of help.
286. Representations have been made to us that opportunities should be afforded to Indian agriculturists to settle in this country. These men would afford ocular demonstration to the native of the possibilities of agriculture and we are of opinion that the matter is worthy of consideration.

287. We regard it as essential that the officers of the Department, especially those engaged in research work, should visit plantations from time to time. It would thus be possible for pests and diseases to be discovered in the early stages of their development before they were recognisable by the ordinary layman. Tours of Inspection.

288. We suggest that facilities should be accorded to Agricultural Officers to visit other countries, and that any information thereby obtained with regard to fresh products or improved methods of cultivation and preparation should be communicated to the public. Visits of Agricultural Officers to other countries.

289. The reports of other Colonies should be carefully scrutinised and extracts published on any subjects which might be of use. Reports of other countries to be published.

290. Generally we conceive the functions of an Agricultural Department to be to lead the way, and to afford practical assistance and encouragement to all sections of the community. There is no Government department which should be more intimately connected with the public, and there are few countries in which a vigorous policy of originality and co-operation offers better prospects of success. Functions of Agricultural Department.

IX. VETERINARY.

291. An accurate estimate of the number of cattle in the Protectorate is not available, but there are some 250,000 in the Eastern Province, 66,000 in Buganda, 220,000 in the Western Province, 50,000 in the Northern Province, and 150,000 in Karamoja and Lolor. Number of stock.

292. The staff of the Veterinary Department is small, and hitherto little encouragement has been afforded to the possibilities which Uganda offers as a cattle country, but there is no doubt that any expenditure in this direction would be well repaid. In Ankole, and in certain parts of the Eastern Province, the conditions are almost ideal, and we strongly recommend that the Department should be placed as soon as possible in a position to develop the industry on proper lines. Eight Veterinary Officers and fifteen qualified stock inspectors appear to be the minimum staff required. Veterinary Department.

293. Early action is all the more necessary by reason of the disastrous epidemic of rinderpest which swept through the Protectorate last year. The estimated number of deaths is approximate only, but it may be placed at 55,000 in Buganda, 9,500 in the Eastern Province, 1,000 in the Northern Province, and 76,500 in the Western Province. The task of coping with the outbreak has been enormously increased by the shortage of veterinary staff and the difficulty in obtaining serum. The supply comes from the Kabete Laboratory, near Nairobi, and is manufactured chiefly from cattle obtained in Uganda as East African stock do not possess the necessary degree of susceptibility. To show the ravages of this disease, we may state that the approximate losses during the period 1915-19 inclusive are 81,300 in the Buganda Province, 55,500 in the Eastern Province, 15,500 in the Northern Province, 76,500 in the Western Province, and 20,000 in Karamoja and Lolor, a total of 248,800 head, of a value of at least £750,000. Rinderpest.

294. We are strongly of opinion that a research branch of the Veterinary Department should be established at once, with a properly equipped laboratory at which sera for rinderpest and other diseases could be prepared. We hope that rinderpest has for the time being run its course, but much investigation into *trypanosomiasis* and other diseases is essential and the services of a Veterinary Pathologist are urgently required. Veterinary Research.

We are informed that certain of the islands on Lake Victoria are free from ticks. If that is so, it would appear that they would afford an admirable site for a laboratory, and we trust that, if the experiments now being conducted in regard to the repopulation of these islands prove a success, energetic steps will be taken to develop them in other directions also. They are an immense asset to the Protectorate by reason of the fertility of the soil and the excellence of the pasture. Sese Islands.

295. We consider also that a stock farm should be established for the grading of stock. A number of grade bulls should be imported for use in the various districts. Stock farm.

- Goats. 296. A good breed of goat should also be introduced. The Uganda goat gives very little milk, and there is no reason why, with proper grading, the supply should not be considerably increased.
- Sheep and pigs. 297. Sheep and pigs might be tried in the colder districts such as Toro and Kigezi and on the slopes of Mount Elgon.
- Bullock transport. 298. We have referred elsewhere to bullock transport. Expenditure will be required on dipping tanks, along the main roads as well as in the towns, but the results will justify it and the cost of upkeep should be defrayed from the revenue received. Steps should be taken also to train native farriers for the shoeing of cattle and thus rendering them less liable to injury from the surface of the main roads.
- Farriers.
- Hides. 299. The trade in hides has been referred to in paragraph 23. The value of Ankole hides has advanced during recent years by 15 per cent owing to better methods in cleansing and stretching, but there is still room for improvement and the matter should be taken in hand. We are informed that in German East Africa the price of hides advanced from Rs. 2 to Rs. 2/50 per frasila owing to the measures adopted by the Government and there is no reason why similar action should not be taken here.
300. Tanning was formerly a flourishing industry at Mwanza, in German East Africa, and could be developed without difficulty here.
- Separation of Agricultural and Veterinary Departments. 301. We consider that the separation of the Agricultural and Veterinary Departments would be beneficial to the Protectorate. Between them they control practically all the important industries of the country and it is highly desirable that they should be independent of each other. We are aware that a combined Department is customary in other parts of the world but we submit that the proper supervision of agriculture alone in Uganda requires unremitting attention, and that both industries are likely to suffer if they are placed under one Head.
- ## X. FORESTS.
- Principal forests. 302. The principal forests are the Mabira forest, the Budongo forest, the Bugoma forest, the Kibale forest, and the Tero forest.
- Timber to be exploited. 303. Generally speaking, the timber of the Protectorate is not sufficiently valuable to export, but it is well worth exploiting and there is much that can be used locally in place of imported timber. For instance, the Tero forest is computed to contain 5,209,667 cubic feet of timber, most of which is *podocarpus milanjanus*, commonly known as the yellow wood of South Africa. In the Budongo and Bugoma forests the predominant species is ironwood, which could be used for railway sleepers and heavy construction work, while in the former there is much valuable mahogany.
- Area of forest land. 304. The total area of forest land in the Protectorate belonging to the Crown may be stated as about 1,500 square miles, and there are some 60 varieties of timber which can be used for general purposes ranging from hard to soft woods.
- Departmental staff. 305. We consider that these forests should be systematically developed and that provision should be made for the requisite staff. Five European officers, with a Chief Conservator, would probably be sufficient. We suggest also that trained Indian assistants should be obtained.
- Export of mvuli. 306. We are of opinion that the export of mvuli (Uganda teak) should be prohibited or should be made subject to a very heavy forestry tax. This wood is extremely valuable for building purposes, and takes a long time to mature. The present supply, if carefully worked, is sufficient for local requirements but will be quickly exhausted if unrestricted export is allowed.
- Reafforestation. 307. Concurrently with the working of the forests, reafforestation must be vigorously undertaken and more funds provided for this purpose.
- Sudan market. 308. We understand that the Sudan Government has difficulty in obtaining timber and we suggest that enquiries might be made with a view to obtaining a market in that country.
- Fuel. 309. Attention should be given to the establishment of fuel supplies in the neighbourhood of townships, or where railway or steamer traffic exists, or

is likely to exist. The drainage of swamps would allow large areas to be planted up.

310. The development of the rubber industry will create a large demand for light boxes for packing. We are informed that *Grevillea robusta* would be suitable for this purpose and the matter appears one which could be taken up by private enterprise.

XI. LEGAL.

311. The compilation of the laws of the Protectorate is much needed and we recommend that the work should be undertaken as soon as possible. Further issues should be made of the Law Reports, the last being eleven years old.

312. The appointment of Justices of the Peace would be of great value in the more settled districts, but it would be necessary to confer on them greater powers than those prescribed in "The Justices of the Peace Ordinance, 1914," under which their functions are purely nominal. We recommend that the legislation should be revised.

313. We consider that a reformatory should be established as soon as funds are available. At present it is often necessary to commit young boys to prison in the absence of other accommodation, and the danger of creating a class of juvenile criminal is thereby incurred.

314. We advocate the introduction of the new Indian Civil Procedure Code and either of The Indian Companies Act, 1913, or The English Consolidated Companies Act, 1908. The adoption of English law would tend to confuse lay magistrates and Police officers and the majority of litigants are accustomed to the Indian legislation.

315. We are of opinion that summary powers should be conferred on all trained magistrates and on such senior magistrates as may be deemed advisable. Provision for the grant of these powers already appears in the existing legislation.

316. At present the administration of the Bankruptcy Law is in a most unsatisfactory condition, and we recommend the appointment of an officer who should perform the duties of the Official Receiver and assist the Attorney General and act for him when he is on leave.

317. We see no reason why Indian legal practitioners who are allowed to practise in the lower Courts in India should not be allowed to practise in the lower Courts here, but we should object to the extension of this privilege to the High Court unless the persons concerned are allowed to practise in the High Courts in India.

318. We consider that the preparation of a simple code based on The Indian Penal Code and The Criminal Procedure Ordinance, 1919, would be of great assistance to the Native Courts.

319. At present, a native has no appeal from the Lukiko in a civil case under Rs. 1,500, and only in a criminal case when the sentence exceeds five years. We consider that an appeal to the High Court should lie in any civil case, and in criminal cases where the sentence passed is more than six months' imprisonment or a fine of Rs. 150.

XII. GENERAL.

320. We have referred to the different industries which appear to us worthy of consideration when dealing with the subjects to which those industries are related, but we do not wish it to be thought that we have discussed all the possibilities.

321. It has been brought to our notice that the development of the Gulu and Chua districts is being impeded by the absence of a port on the Victoria Nile west of its junction with the Tochi river. All produce from these districts goes to Port Atura and the transport is frequently delayed owing to the impossibility of crossing the Tochi river. We recommend that the matter should be investigated.

Removal of
headquarters.

322. We consider that the removal of headquarters from Entebbe to Kampala should be admitted in principle and a commencement should be made at once by the removal of the High Court, the Land Office, and the Public Works Department. Sites should be selected and surveyed without delay.

We recommend that loan funds should be provided for the purpose of the removal and for the construction of adequate buildings in outstations which will afford a reasonable opportunity to District Officers of maintaining their health; and also that if the erection of any new headquarter office is contemplated, it should be built at Kampala.

As a partial remedy of the existing inconvenience, we consider that a responsible officer of the Land Office should be stationed in Kampala and that wide powers should be conferred upon him.

Renaming of Jinja.

323. It is a small point, but it has been suggested that the name of Jinja should be changed to that of Ripon Falls.

Government
Departments.

324. We trust that the following observations will not be regarded as outside the scope of our terms of reference. Our excuse must be that the development of a country depends very largely on the efficiency of the civil service. We believe that considerable sums of money are to be provided shortly for increased salaries and we urge that discrimination should be exercised in the matter. In our opinion the civil service as at present constituted is not on a satisfactory basis. Promotion is regulated by seniority rather than by merit, and it is next to impossible to remove an officer however inefficient or incompetent unless he commits some definite offence. The civil service should, we think, be brought more into line with commercial firms where, if a man is not efficient, he goes. We are in favour of good salaries being paid to competent men, but every civil servant should distinctly understand that his position is not one for life, and that he is liable to be removed if he does not perform his duties with satisfaction. We are strongly of opinion, therefore, that a thorough re-organisation of the service to this end is essential and that the difficulty which exists at present with regard to terminating the appointments of officers who are unfit for their work should be removed. A new era has commenced with the coming of peace; it is recognised that efficiency must be encouraged and maintained; and we trust that this principle will be adopted in all Government Departments. We consider, moreover, that all Government officials should be required to pass in Kiswahili and a bonus granted on passing the Higher Standard. It is the commercial language of the Protectorate and is widely spoken.

The Lukiko.

325. We greatly regret to record that from the evidence adduced, the Lukiko, or native Government of Buganda, appear to have failed to appreciate the progress which the country has made during the past ten years. We gladly pay tribute to the services which they have rendered and the loyalty which they have exhibited to the Government, but we are compelled to state that the inherent wealth of the Buganda Province cannot be properly developed until the conservatism of the past is exchanged for more enlightened ideas. To some extent the attitude is only natural; the majority of the members are old men with many years' service; but we would urge the necessity of a wider outlook and of more vigour in grappling with the problems of the day. It is within our knowledge that the younger generation of Buganda are becoming restless and dissatisfied with the manner in which acute social problems are dealt with by the Lukiko, and that they are anxious for a more energetic spirit to be infused into the conduct of affairs. The Baganda are already forfeiting their right to be called the dominant nation among the tribes of the Protectorate; it is the duty and the privilege of the native Government to see that they do not lose it altogether, and we trust that they will awake to the position before it is too late. The power of the chiefs over their men must be strengthened, and in this the Government can render valuable assistance by exercising a wide discrimination in selecting candidates for appointment. We should like to see more of these posts held by younger men who are better educated than their fellows and possess a greater breadth of vision.

Uganda Agreement.

326. We feel it our duty to state also that the progress of the Buganda Province is retarded by the existence of The Uganda Agreement, 1900, which in certain respects is entirely unsuitable to present-day needs, however admirable it may have been when it was drawn up. Twenty years is to-day a long period in the life of a nation, and especially is this the case in tropical Africa. We have no desire to recommend any encroachment on the inherent

rights and privileges of the Baganda as laid down in the Agreement, but there are certain clauses in which amendments are necessary. We have already referred to the disabilities imposed by the provisions regarding mining and prospecting and other instances can be quoted. We have particularly in mind that portion relating to administration, whereby the chiefs are under the direction of the Lukiko. We can understand the reluctance of the Lukiko to consent to any alteration; many of the members are among the original signatories, and they regard the document as their Magna Carta; but we have reason to think that they are prone to look upon it as personal to themselves, and to forget that in their desire to retain it intact they are jeopardising the future of the nation. We assume that, when the Agreement was approved, it was realised that circumstances might change, and that it was not intended that it should remain inviolable until the end of time; and we believe that, if the native Government are really anxious to help forward the development of their own country, they will be ready to co-operate with the Government if the matter is properly explained to them. We are bound to state that, unless some amendments are effected, many of our recommendations will prove nugatory.

327. We suggest that it would be advisable to transfer a Saza chief from one county to another after a certain period. An arrangement such as this would give a man new interests and assist in saving him from the apathy of routine. The Governor should also be vested with greater powers in regard to the dismissal of unsatisfactory chiefs. Transfer of Saza Chiefs.

XIII. FINANCIAL PROPOSALS.

328. The recommendations submitted in this report entail the expenditure of considerable sums of money and, though it is impossible for the Protectorate to meet the entire cost, it is right that it should contribute according to its means.

329. It must be remembered, however, that for some years to come Uganda will require all her revenue for purposes of direct internal development, and we recommend, therefore, that the capital monies required for the construction of main railways through the Eastern Province to Kampala, and thence to the Congo, should be provided by the Imperial Government free of interest for 15 years, the charges of interest and sinking fund on a long term basis to be thereafter assumed as to half by Uganda, and as to half by the Imperial Government.

We are, however, prepared to go further and to suggest that the same principle should apply to any loan granted for the general development of the country, and for the erection of public buildings.

330. We consider that the most satisfactory method of raising revenue is by a revision of the existing scale of customs duties, and we recommend that this should be done as soon as the Berlin and Brussels Acts and the Zanzibar treaties can be amended. Customs duties.

331. Considerable revenue would be derived from the imposition of an income tax without distinction of race. The legislation should be on simple lines so as to avoid expense in assessment and collection. Income Tax.

332. We have already recommended an undeveloped land tax, vide paragraph 178, a tax on native hawkers of Rs. 2 per month, vide paragraph 73, a tax on hamali carts of Rs. 15 per annum, vide paragraph 87.

We suggest also a Government control on the sale of commercial oils. Government control on commercial oils.

333. We consider that the age at which a native is liable for payment of the Poll Tax might be reduced from 18 years to 16 years, when the native is sufficiently developed to earn a living. Poll Tax at 16 years.

334. We recommend that The Estates Duty Ordinance, 1919, should be applicable to native estates. Considerable revenue should be secured by a proper administration of this Ordinance. Estates Duties.

335. We agree in principle with a tax on luxuries, such as tobacco and spirits. It is estimated that on the figures for 1916-17 the revenue derived from a tax on tobacco of Re. 1 per lb. would be some £6,000. Tax on luxuries.

Cattle tax. 336. A cattle tax should be considered at some future date when the losses from rinderpest and other diseases have been made good. The revenue would assist in defraying the expenses of an increased veterinary staff.

Road tax. 337. We suggest that the Government should consider the imposition of a road tax.

Revenue to be derived from above suggestions. 338. We are unable to provide any approximate estimate of the revenue which would accrue from the adoption of these proposals, but it would probably be considerable. We wish, however, to state with all the force at our command, that the financial stability of the country has been gravely undermined within recent years by the apparent ability of the East Africa Protectorate to exploit Uganda indefinitely for her own needs. Any suggestions for fresh taxation must therefore be of comparatively little value until a guarantee is forthcoming of reasonable security in the future. Fresh taxation without such guarantee would be strenuously resented and resisted by the entire community. Uganda has no objection to fair and proper taxation but deeply resents its present exploitation by East Africa.

339. We must also point out that, if Uganda received her proper share of the profits derived from the working of the Uganda Railway, no taxation would be necessary, and that the community is already paying, and will continue to pay, more than should be demanded of it. The country is still in its infancy and it is not in our view reasonable that it should be required to pay its own way and at the same time to contribute to the resources of the East Africa Protectorate. Similarly, if the share in the profits in past years derived from Uganda commerce were surrendered, there would be no need for a loan for purposes of general development. We suggest, therefore, that, if the East Africa Protectorate is unable to find this amount, it should be provided by the Imperial Government and that the interest and sinking fund charges thereon should be met by East Africa.

340. It is possible that certain of the suggestions made for taxation may prove on examination to be impracticable. We have thought it our duty, however, to record any which appear to us to possess any degree of possibility in order that they may be assured of consideration. It is obvious that additional revenue must be found, and we hope that some of our proposals will provide the means.

We are strongly of opinion, however, that no fresh taxation of any comprehensive nature should be imposed until a Legislative Council with unofficial representation is formally constituted.

XIV. CONCLUSION.

Conclusion. 341. We trust that this report will prove to be of real benefit to the country. Those who know Uganda have no doubt as to her value to the Empire, and we cannot do better than to quote again the opinion of the Right Honourable Winston Churchill:—

“Over the greater part of the north-east quarter of Africa, British influence or authority in one form or another is supreme. . . . But when I turn my mind over all those vast expanses, excluding only Egypt, there is no region which offers prospects to compare in hopefulness with those of the Protectorate of Uganda. The Soudan is far greater in extent and importance, and Great Britain is at no charge in respect of it. But the Soudan is clearly inferior in fertility. The East Africa Protectorate possesses not only enormous coast-lands of great value, but noble plateaux where the air is as cool as an English spring. But we already spend on East Africa—and upon the needs of its expensive white settlers—more than the whole revenue of Uganda, and yet the promise is not so bright. The union under scientific direction in Uganda (and I include in this popular name Usoga, Unyoro, Toro, and Ankole, etc.) of unequalled fertility with a population of high intelligence and social quality, in a region of extraordinary water-ways, must, unless some grievous error or neglect should intervene, result in remarkable economic developments. Already more than half the traffic which passes down the railway to Mombasa comes from beyond the Lake. Yet scarcely any money has ever been spent on Uganda. But it is alive by itself. It is vital; and in my view, in spite of its insects and diseases,

it ought in the course of time to become the most prosperous of all our East and Central African possessions, and perhaps the financial driving wheel of all this part of the world. It is far from my desire to disparage the East Africa Protectorate, or to suggest diminution of activity or support. Both Protectorates are necessary to each other and should advance together; but in view of their relative positions, and looking at the situation as it is to-day, my counsel plainly is—'Concentrate upon Uganda!' Nowhere else in Africa will a little money go so far. Nowhere else will the results be more brilliant, more substantial or more rapidly realised." *

342. The colleagues of the Chairman desire to bear their testimony to the able manner in which he has presided over their deliberations, acting as he has as Secretary.

343. We have signed this report subject to the reservations which appear below.

We have the honour to be,
Your Excellency's
Most obedient, humble servants,

T. S. THOMAS (*Chairman*).
ALAN HOGG.
E. H. T. LAWRENCE.
H. H. HUNTER.
A. J. M. CAMERON.
LESLIE RENTON.
GEO. C. ISHMAEL.
LAHNA SINGH.

KAMPALA,

20TH FEBRUARY, 1920.

NOTE BY THE CHAIRMAN.

I am not in favour of the extension of the principle of freehold to Township plots as recommended in paragraph 165, and I have nothing to add to the observations made on this subject by Mr. Hogg in his note below.

Nor can I agree to the very wide recommendation in paragraph 261 regarding the establishment of free trade in the cotton industry. I consider that the control exercised over the production of cotton by the Government has been justified by results. It is impossible to estimate the value to a country of a purely native crop such as this, the proper development of which is an Imperial necessity, and I am of the opinion that, if free trade is to be the ultimate objective, the existing restrictions should only be removed with caution and in districts where it is clear beyond doubt that they are no longer necessary. The creation of a class of middlemen who have no interest in the industry has already been pointed out by the Indian Cotton Committee as being most undesirable.

T. S. THOMAS.

NOTE BY MR. A. HOGG.

I desire to add the following reservations to the report that I have signed:—

(1) I am emphatically of opinion that grants of plots in townships should not be freehold but leasehold only, and I would not grant a longer lease than 49 years. It appears to me eminently desirable that in townships where land values increase very rapidly the community should share in the increase, and it should not be solely given over to private landholders.

Instances are within my knowledge in this very Protectorate, that where a plot a few years ago was only worth a few hundred rupees it has now appreciated to the value of many thousand rupees. And it appears to me only equitable that the community should after the lapse of a certain number of years resume possession of the plot.

(2) I am in favour of the immediate introduction of English Law, and that the Indian Codes both Civil and Criminal should cease to apply to the Protectorate. I can see no valid reason why lawyers who have been trained up on English Law should have to apply their minds to study codes, the provisions of which are highly intricate and often confusing. It is said that the result of this change would be confusing to the untrained man; far from this, I think the untrained man would pick up much easier the principles of a system under which he has been trained all his life. The opinion I have expressed is shared by everyone who has held the office which I now hold. Uniformity of Law is a desirability for the British Empire. English Law is in force all over the West Coast and in Nyasaland, and I can see no valid reason why it should not be in force in this Protectorate as well as in other East Coast Protectorates, namely, British East Africa, Zanzibar, and Occupied Territory. Major Renton desires me to say that he shares the views I have expressed in the above paragraph.

ALAN HOGG,
Attorney General.

**NOTE BY MESSRS. CAMERON, HUNTER, ISHMAEL,
LAHNA SINGH AND RENTON.**

We are in favour of the principle of freehold in Townships. Land is plentiful. The Crown could, when thought desirable, reap the benefit of any increase in value by the taxation of ground values. The present form of lease does not afford a marketable security owing to the onerous and vexatious covenants inserted by the Land Office. Freehold tenure would secure, we believe, the erection of a better class of buildings, a very desirable object in itself.

NOTE BY MR. A. J. M. CAMERON.

I have to express my regret that, though present during the taking of evidence, I was, owing to circumstances entirely beyond my control, compelled to be absent from the sittings of the Commission during the discussion of the draft report (*see* para. 4 of report). The draft had however been previously submitted to me by the Chairman and at his suggestion I very carefully considered it, para. by para., and forwarded my comments in time for the discussion; further Mr. G. C. Ishmael very kindly offered to represent my views on the very important subjects of Transport and Land Tenure, the nature of which he was fully conversant with.

2. I regret to have to dissociate myself completely with the views expressed in para 261 of the report dealing with cotton. Cotton is shown to represent 77.434 per cent of the total exports of the Protectorate, the major portion of the crop being native grown on quarter or half acre plots through the gentle persuasion of the District Administrative Officers of the Protectorate. My view, speaking as President of the Ginners' Association and as General Manager of the Company that originally introduced cotton into Uganda, is that the removal of Government control of an industry fostered in the way cotton has to be, whether in the planting, picking, grading or marketing, will mark the commencement of its decline and that in a very few years cotton would most likely cease to be of any interest at all commercially.

3. From my own personal observations this season I am satisfied that owing to a considerable slackening of Government supervision in the harvesting of the crop, admittedly due to inadequate staff, the quality of the seed cotton, so far as the condition in which it has been brought to market is concerned, shews a considerable deterioration on past seasons. In some districts cotton has been allowed to fall off the plants and lie on the ground for days and then collected, it has thus become impregnated with foreign matter, a circumstance entirely due to the ignorance of the native grower.

4. In the interests of the industry I am strongly opposed to what is called Free Trade in the buying of seed cotton, such Free Trade meaning the unrestricted purchase or sale in every Bazaar or village shanty in the Protectorate under conditions which must necessarily tend to depreciate the condition of the product before it reaches the ginners, to whom it must ultimately come. The marketing equally with the raising of the crop requires controlling if Uganda aims at creating a good name for its cotton. I am opposed to the present system of buying posts or stores where cotton is bought and stored in erections comprising earth floors, mud walls and in many instances, grass roofs which afford little protection from dirt and wet and in other ways impoverish the cotton. My view is, that buying posts as such be abolished and that cotton buying should be restricted to (1) ginneries constructed in accordance with The Factories Rules, 1919; (2) permanent stores, which anyone should be permitted to erect wherever they choose so long as they are outside the 5 mile radius of ginnery sites and that it should be a condition that these stores be properly built in accordance with the specification enforced on ginners and that they be brought under the control of, and inspected by, the Factories Board.

5. I consider the present method of opening markets on fixed dates or whatever other term may be used by the Government, for sanctioning the commencement of cotton buying, should be discontinued and that buying should be permitted all the year round, subject to its being made an offence to offer for sale or to buy immature cotton, the objects being (1) to avoid the storage of cotton in native huts for weeks after it has been picked; (2) to do away with the rush of thousands who flock to the ginneries and buying centres on one day which directly encourages cheating on the part of an unprincipled buyer and also prevents a reasonable examination of the cotton offered for sale; and (3) to relieve the serious difficulties which arise in obtaining sufficient specie to purchase the crop which would be considerably lessened if growers were permitted to realise their crop as and when ready.

6. I am of the opinion that the present system of Rs. 75 buying licences issued under different conditions in each Administrative District, in some without any restrictions at all, notwithstanding the existence of The Cotton Rules, is distinctly harmful to the future prospects of the industry and that they should be replaced by one General Cotton Buying Licence, entitling the holder to buy anywhere in the Protectorate at either (1) ginneries, or (2) duly certified buying stores. The fee charged for this licence should be substantial—I suggest Rs. 2,500.

With the foregoing exceptions I desire to express my complete agreement with all the recommendations contained in the report.

A. J. M. CAMERON.

SUPPLEMENTARY REPORT.

We are constrained to point out that Government officials are granted leave after 20 months' service. This is an expensive practice which appears to us unnecessary. The usual term of service for planters is 3 years and for employees in commercial firms a somewhat longer period. The C.M.S. missionaries remain for a minimum of 4 years, while the White Fathers stay indefinitely. We have no evidence to show that the health of the non-official community is in any respect inferior to that of the official.

Leave of
Government
Officials:

H. HUNTER.
L. RENTON.
G. C. ISHMAEL.
LAHNA SINGH.

NOTE BY CHAIRMAN AND MR. HOGG.

No evidence has been taken on this matter, and the Commission as a whole has not discussed it. Major Lawrence is absent and his views are not known to us.

T. S. THOMAS (*Chairman*).
A. HOGG (*Attorney General*).

YEARLY METEOROLOGICAL ABSTRACT
OF TEN STATIONS IN THE UGANDA PROTECTORATE
FOR FIVE YEARS.

| Stations. | Max. Temp. Yearly Average. | Min. Temp. Yearly Average. | Average Monthly Rainfall. | Total Rainfall. | No. of days rain fell. |
|--------------------|----------------------------------|----------------------------------|---------------------------------|--------------------|---------------------------|
| 1915 | | | | | |
| ENTEbbe | 79·5 | 63·3 | 5·82 | 69·85 | 147 |
| MASAKA | 77·0 | 60·4 | 2·40 | 26·42 | 95 |
| MBARARA | 80·6 | 48·3 | 2·84 | 31·23 | 107 |
| FORT PORTAL | 77·7 | 58·4 | 4·03 | 48·35 | 137 |
| JINJA | 82·2 | 62·6 | 4·13 | 49·56 | 133 |
| GULU | 84·6 | 60·7 | 5·87 | 64·55 | 146 |
| KAMPALA | 80·3 | 64·6 | 3·99 | 47·15 | 152 |
| MBALE | 85·3 | 63·4 | 3·32 | 39·88 | 166 |
| MUBENDI | 80·3 | 63·5 | 3·78 | 45·33 | 130 |
| MASINDI | 85·4 | 61·5 | 4·19 | 50·34 | 137 |
| SOROTI | ... | ... | 6·67 | 80·08 | 151 |

| Stations. | Max. Temp. Yearly Average. | Min. Temp. Yearly Average. | Average Monthly Rainfall. | Total Rainfall. | No. of days rain fell. |
|--------------------|----------------------------------|----------------------------------|---------------------------------|--------------------|---------------------------|
| 1916 | | | | | |
| ENTEbbe | 78·8 | 63·0 | 4·53 | 54·33 | 127 |
| MASAKA | 76·4 | 61·3 | 1·96 | 23·52 | 102 |
| MBARARA | 79·4 | 47·9 | 2·88 | 31·67 | 70 |
| FORT PORTAL | 76·1 | 58·4 | 5·65 | 67·84 | 182 |
| JINJA | 80·4 | 61·6 | 4·24 | 50·87 | 102 |
| GULU | 86·1 | 61·2 | 6·12 | 73·41 | 10 |
| KAMPALA | 80·1 | 63·4 | 3·88 | 46·54 | 156 |
| MBALE | 82·3 | 62·7 | 3·77 | 45·27 | 156 |
| MUBENDI | 80·9 | 62·8 | 5·51 | 66·18 | 120 |
| MASINDI | 84·5 | 56·6 | 4·99 | 54·91 | 150 |
| SOROTI | ... | ... | 5·31 | 63·69 | 148 |

| Stations. | Max. Temp. Yearly Average. | Min. Temp. Yearly Average. | Average Monthly Rainfall. | Total Rainfall. | No. of days rain fell. |
|--------------------|----------------------------------|----------------------------------|---------------------------------|--------------------|---------------------------|
| 1917 | | | | | |
| ENTEbbe | 79·7 | 63·2 | 4·63 | 55·58 | 122 |
| MASAKA | 76·3 | 58·9 | 2·84 | 34·03 | 120 |
| MBARARA | 79·4 | 55·7 | 3·04 | 36·41 | 104 |
| FORT PORTAL | 75·9 | 57·0 | 5·51 | 66·07 | 153 |
| JINJA | 81·9 | 61·4 | 4·41 | 52·88 | 103 |
| GULU | 86·7 | 59·1 | 5·83 | 69·91 | 118 |
| KAMPALA | 79·6 | 62·0 | 4·63 | 55·60 | 141 |
| MBALE | 83·8 | 62·5 | 5·49 | 65·83 | 150 |
| MUBENDI | 80·8 | 64·0 | 3·71 | 44·56 | 117 |
| MASINDI | 83·8 | 61·7 | 5·63 | 67·59 | 144 |
| SOROTI | ... | ... | 5·64 | 67·72 | 143 |

YEARLY METEOROLOGICAL ABSTRACT OF TEN STATIONS IN THE UGANDA
PROTECTORATE FOR FIVE YEARS—continued.

| Stations. | Max. Temp. Yearly Average. | Min. Temp. Yearly Average. | Average Monthly Rainfall. | Total Rainfall. | No. of days rain fell. |
|--------------------|----------------------------------|----------------------------------|---------------------------------|--------------------|---------------------------|
| 1918 | | | | | |
| ENTEBBE | 79·4 | 62·9 | 4·08 | 48·98 | 145 |
| MASAKA | 79·3 | 60·0 | 2·04 | 22·42 | 100 |
| JINJA | 85·8 | 63·1 | 2·38 | 28·59 | 84 |
| MBARARA | 79·3 | 58·1 | 2·11 | 25·36 | 94 |
| FORT PORTAL | 76·0 | 52·6 | 5·44 | 65·23 | 168 |
| GULU | 86·1 | 64·7 | 2·85 | 34·32 | 85 |
| KAMPALA | 81·1 | 65·3 | 2·70 | 32·37 | 125 |
| MBALE | 86·5 | 60·4 | 3·45 | 34·52 | 65 |
| MUBENDI | 79·3 | 63·8 | 3·64 | 43·73 | 110 |
| MASINDI | 84·7 | 61·4 | 4·14 | 49·63 | 122 |
| SOROTI | ... | ... | 3·34 | 40·04 | 97 |

| Stations. | Max. Temp. Yearly Average. | Min. Temp. Yearly Average. | Average Monthly Rainfall. | Total Rainfall. | No. of days rain fell. |
|--------------------|----------------------------------|----------------------------------|---------------------------------|--------------------|---------------------------|
| 1919 | | | | | |
| ENTEBBE | 79·2 | 63·4 | 5·33 | 60·40 | 156 |
| MASAKA * | 79·9 | 61·3 | 3·61 | 43·36 | 130 |
| JINJA | ... | ... | ... | ... | ... |
| MBARARA | 80·5 | 55·3 | 3·36 | 40·35 | 118 |
| FORT PORTAL | 76·9 | 55·3 | 4·93 | 59·12 | 143 |
| GULU | 86·5 | 67·6 | 6·93 | 76·25 | 111 |
| KAMPALA | 80·9 | 64·1 | 4·18 | 50·15 | 153 |
| MBALE * | ... | ... | 2·99 | 11·97 | 32* |
| MUBENDI | 78·8 | 64·3 | 3·90 | 46·75 | 109 |
| MASINDI | 83·6 | 61·9 | 3·79 | 45·48 | 130 |
| SOROTI | ... | ... | 4·94 | 59·22 | 148 |

* Average for 4 months only.

STATEMENT OF LOANS RECEIVED BY THE UGANDA PROTECTORATE SHOWING AMOUNT SPENT IN EACH YEAR FROM 1910-1911 TO 1918-1919.

| Amounts of Original Loans. | To whom due. | Rate of Interest. | When incurred and for what cause. | AMOUNTS SPENT FROM LOANS. | | | | | | | | | Total to 31st March, 1919. | Balance not spent on 31st March, 1919. |
|----------------------------|-------------------|-------------------|---|---------------------------|------------|-------------|--------------|--------------|-------------|------------|------------|------------|----------------------------|--|
| | | | | 1910-1911 | 1911-1912 | 1912-1913 | 1913-1914 | 1914-1915 | 1915-1916 | 1916-1917 | 1917-1918 | 1918-1919 | | |
| £ 170,000 | Imperial Treasury | 3½% | 1910-1911 .. £120,000 1911-1912 ... 50,000 <u>£170,000</u> | £ s. d. | £ s. d. | £ s. d. | £ s. d. | £ s. d. | £ s. d. | £ s. d. | £ s. d. | £ s. d. | £ s. d. | £ s. d. |
| | | | For the construction of a line of Railway from Jinja to Namasagali in the Eastern Province of the Protectorate. | 28,782 16 2 | 98,486 1 9 | 21,789 10 7 | 12,013 8 3 | 5,120 10 10 | 3,158 9 10 | 1,779 18 6 | 1,440 19 7 | 1,894 19 3 | 169,416 8 9 | 533 11 3 |
| 25 000 { 82,900 | do | do | For the construction of a line of Railway from Port Bell to Kampala | ... | ... | 895 5 9 | 14,954 17 10 | 14,901 17 2 | 1,874 3 4 | 1 12 6 | 138 17 11 | ... | 32,201 14 6 | 698 5 6 |
| { 92,100 | | | 1912-1918. For Improvements in Communications in the Eastern Province of the Protectorate ... | ... | ... | 3,948 13 5 | 25,726 4 4 | 28,412 12 5 | 13,371 2 11 | 5,961 3 10 | 4,519 16 4 | 2,067 7 7 | 84,002 0 10 | 8,097 19 2 |
| *829,000 | do | 4% | 1914-1915. Capital Works, Busoga Railway and Marine ... £ 48,850 Kampala—Mityana Railway ... £183,150 Lake Albert Marine, New Steamers and Buildings £ 26,000 Roads .. £ 40,000 Allowance to cover the payments of 3 years' Interest out of Capital £ 36,000 <u>£829,000</u> | ... | ... | ... | ... | 2,995 16 6 | 876 17 6 | 523 13 5 | 1,429 11 5 | 3,318 15 3 | 9,144 14 1 | 3,984 14 1 |
| | | | Overspent | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... |
| TOTAL £601,000 | | | | 28,782 16 2 | 98,486 1 9 | 26,068 9 9 | 52,694 10 5 | 51,430 16 11 | 19,260 7 7 | 8,266 8 3 | 7,524 5 3 | 7,281 2 1 | 294,794 18 2 | 5,365 1 10 |

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* Of this amount £5,160 only has been received hitherto. The amount overspent, viz., £3,984-14-1 has been met from Surplus Balances meanwhile, and will be refunded to the Protectorate Government when further advances from the loan have been made.

UNION OF ASSOCIATIONS OF UGANDA.

TO THE RIGHT HONOURABLE,
THE SECRETARY OF STATE FOR THE COLONIES.

In the matter of

THE SURCHARGE AND SUPERCHARGE
ON THE UGANDA RAILWAY:

AND

In the matter of

AN APPLICATION THAT A COMMISSION
BE APPOINTED TO GO INTO THE
WORKING AND ADMINISTRATION
OF THE UGANDA RAILWAY.

THE HUMBLE MEMORIAL OF THE EUROPEAN AND INDIAN COMMUNITIES OF UGANDA

SHEWETH:—

1. That your Memorialists claim to represent the entire European and Indian Communities of the Uganda Protectorate, and as such, wish to bring to your notice the crushing burden the Protectorate has to bear under the present Surcharge imposed on goods carried by the Uganda Railway, and the recent increase in rates, termed a Supercharge.

SURCHARGE.

2. Dealing with the Surcharge your Memorialists regret that they cannot put figures before you. On the 25th July last the Uganda Chamber of Commerce asked to be supplied with the following information:—

- (a) What was the total amount received by the British East African Protectorate from the Surcharge in the financial year ended the 31st March, 1919?
- (b) What was Uganda's share?
- (c) How is this figure arrived at?
- (d) What the total Surcharge is estimated to yield during the current year?
- (e) How Uganda's share is arrived at?

but no satisfactory reply has as yet been received. Your Memorialists, from their knowledge of the traffic between Uganda and Mombasa, are of opinion that a large proportion of the Surcharge is paid by Uganda.

3. This Surcharge is admitted by East Africa to be a tax, and is collected by the Railway Administration and paid into the Treasury of the East Africa Protectorate; the railway acting as tax collectors only. Uganda has repeatedly protested against this tax but without result.

The principal objection is the injustice done to Uganda by taxing her for the sole benefit of East Africa by means of a railway which was built for the benefit of both Protectorates with Imperial Funds.

Your Memorialists need not labour this. East Africa has admitted the injustice but in defence urges its need for money—a defence without substance.

4. Uganda in the past has had repeatedly to protest against the way in which she has been treated by East Africa. Only by endless representations was Uganda given a share in her own customs duties. As you are aware the Uganda customs duties were for many years collected in Mombasa, and appropriated by the Treasury of the East Africa Protectorate.

As a tax the Surcharge contraverts the principles of taxation. It is absolutely inequitable as Mombasa and all the coast area, one of the wealthiest portions of the East Africa Protectorate, pay nothing.

SUPERCARGE.

5. For the last 14 years the Uganda Chamber of Commerce has, without success, urged that freights on the railway must be reduced if the natural resources of the country are to be developed; in spite of this, without the slightest warning, rates were raised from the 1st October, 1919, as appears from the annexure hereto marked "A."

6. At a time when the Home Government is urging upon Colonial Administrations the grave necessity for developing their resources to the uttermost, your Memorialists were naturally expecting that every encouragement would be given to increase exports as rapidly as possible, instead, by this increase in freights, exports will be most seriously affected and naturally this will react on imports, and thereby the traffic on the railway is bound to fall.

7. Your Memorialists feel that they cannot emphasise too strongly the serious effect these increases in rates, whether termed Surcharge or Supercharge, will have on the development of the country.

8. The only reasons given for this increase are:—

- (a) Decreased traffic returns.
- (b) That with increase in rates the capital sunk in the railway would only earn 3½%.
- (c) That several railways in other parts of the world had increased their rates.

As to (a) your Memorialists contend this is chiefly owing to the cessation of military traffic, and the lack of shipping facilities. It is within your Memorialists knowledge that thousands of tons of cotton seed have rotted and have not been booked owing to lack of shipping.

As to (b) it has never been shown that any revenue accruing from the railway has been devoted towards payment of interest.

As to (c) your Memorialists would point out that freights on the railway have always been exceptionally high as compared with other Colonies in a considerably more advanced state of development.

9. No reasons are given to account for the shrinkage in revenue. Your Memorialists are of the opinion that with a more live and up-to-date administration the receipts are bound to increase. As an example of bad administration they would point out that Kampala Station, Port Bell Pier, and Jinja Pier are constantly refusing goods for shipment. A further example of bad administration is the severe losses merchants suffer through careless handling, pilfering, and fires on the railway. The railway refuses to accept any responsibility except at extortionate rates.

ADMINISTRATION GENERALLY.

10. Uganda and East Africa are in their infancy and cheap transport is essential, more especially in the case of Uganda owing to its distance from the coast. Under the old rates only commodities such as cotton, coffee, hides and skins, and rubber could bear the cost of transport to the coast. Products such as maize, ground-nuts, sim-sim, etc., could not be exported, or could only be exported when the market was exceptionally favourable. East Africa recognises this as regards products of its own, and has exempted maize and sisal from the Supercharge, these exemptions do not benefit Uganda as even under the old rates export of these products was not a commercial proposition.

11. Your Memorialists urge that it is needless to argue how urgent and necessary it is to grant Uganda representation on the Railway Administration.

12. Your Memorialists would specially emphasise that in their opinion the Railway should be run to develop the country rather than as a revenue producing institution.

WHEREFORE YOUR MEMORIALISTS PRAY:—

a. That the Surcharge be forthwith withdrawn on all goods whose destination or origin is Uganda, and that a refund of all Surcharges affecting Uganda, be made to the Uganda Administration for its disposal.

b. That the Supercharge be forthwith cancelled, and all sums levied in excess of the rates in force on the 1st January, 1919, be refunded.

c. That a Commission with the very widest powers be appointed to go into the Railway Administration generally, and more especially to consider the following:—

- (i). Freights.
- (ii). Risk Notes.
- (iii) Whether the railway should be administered as a department to produce revenue or to develop the resources of the country, and to advise thereon.
- (iv) Representation of Uganda on the Railway Administration.

AND YOUR MEMORIALISTS IN DUTY BOUND WILL EVER PRAY.

DATED AT KAMPALA, THE 7TH DAY OF NOVEMBER, 1919.

H. H. HUNTER,
President,
Uganda Chamber of Commerce.

D. N. STAFFORD,
President,
Uganda Planters Association.

A. J. M. CAMERON,
President,
Uganda Gainers Association.

RAHEMTULA ALLIDINA,
for President,
Uganda Indian Association.

GEO. C. ISHMAEL,
Honorary Secretary,
Uganda Union of Associations.

This is the annexure "A" referred to in the Memorial of the European and Indian Communities of Uganda to the Right Honourable the Secretary of State for the Colonies:—

| Miles. | Supercharge |
|-------------|-------------|
| Up to 50 | 70 % |
| 51 to 100 | 68 % |
| 101 to 150 | 66 % |
| 151 to 200 | 64 % |
| 201 to 250 | 62 % |
| 251 to 300 | 60 % |
| 301 to 350 | 58 % |
| 351 to 400 | 56 % |
| 401 to 450 | 54 % |
| 451 to 500 | 52 % |
| 501 to 550 | 50 % |
| 551 to 600 | 48 % |
| 601 to 650 | 46 % |
| 651 to 700 | 44 % |
| 701 to 750 | 42 % |
| 751 to 800 | 40 % |
| 801 to 850 | 38 % |
| 851 to 900 | 36 % |
| 901 to 950 | 34 % |
| 951 to 1000 | 32 % |