

AFRICA. No. 1 (1913).

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CORRESPONDENCE

RESPECTING THE

AFFAIRS OF THE CONGO.

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*Presented to both Houses of Parliament by Command of His Majesty.  
February 1913.*

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## Correspondence respecting the Affairs of the Congo.

No. 1.

*Sir Edward Grey to Sir F. Villiers.*

Sir, *Foreign Office, November 25, 1911.*  
 THE Belgian Minister called to-day and drew Mr. Langley's attention to the principal features of the Congo budget for 1912. At Mr. Langley's request Count de Lalaing left with him the accompanying memorandum in which these features are summarised.

I am, &c.  
 E. GREY.

Enclosure in No. 1.

*Information respecting the Congo Budget for 1912.—(Communicated by the Belgian Minister, November 25, 1911.)*

THE Congo budget—like the home budget—is divided into two parts: the ordinary budget, where income covers expenditure, and the extraordinary budget, where the expenses are to be covered by a loan.

<i>Ordinary Income and Ordinary Expenditure.</i>						
1912—						Fr.
Income ..	..	..	..	..	..	45,867,639
Expenditure	..	..	..	..	..	49,720,310
						<hr style="width: 50%; margin-left: auto; margin-right: 0;"/>
				Excess of expenditure over revenue	..	4,352,671
<i>Compared with Budget 1911.</i>						
1911—						
Income ..	..	..	..	..	..	40,501,700
Expenditure	..	..	..	..	..	47,101,785
						<hr style="width: 50%; margin-left: auto; margin-right: 0;"/>
				Excess of expenditure over revenue	..	6,603,085

*Revenue.*

The excess of 4,497,939 fr. in the present budget over last year's is due to an increase of revenue on following items:—

1. Personal and direct taxation; increase, 2,500,000 fr., resulting from the further extension of tax collection in money, instead of payment in natural products.

2. Goods in stock in the colony; increase 3,000,000 fr.

This item is new in the budget. Up to now the home department used to supply their white agents with food, and to pay the wages and the upkeep of native soldiers and workers in goods. From the 1st January, 1912, however, all salaries and wages are to be paid in money. The goods at present in stock, of an estimated value of 3,000,000 fr., are to be sold out.

3. Ivory in stock; estimated value, 4,009,625 fr.

The ivory still in store at Antwerp is likely to be sold in 1912 for the above amount.

4. Mines; increased yieldings, 320,000 fr.

To this sum has to be added a further 1,140,000 fr., representing the value of the gold output in stock, to be sold in 1912.

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The revenue shows a decrease of—  
 7,474,000 fr. on the sale of products from the "domaine," out of which total rubber represents nine-tenths;  
 3,004,000 fr. on the income derived from shares held by the Government in the big companies, being the result of the new agreements entered upon with the former chartered companies.

*Expenditure.*

								Fr.
1912	..	..	..	..	..	..	..	49,720,310
1911	..	..	..	..	..	..	..	47,825,285
								1,895,025
							Increase	.. .. .. .. 1,895,025

This increase is chiefly due to the superior salaries and wages given to white officials and natives.

On the other hand, there is a decrease of 2,630,675 fr. on the expense of collecting local taxes, owing to the introduction of the reform scheme of 1910.

*Extraordinary Budget.*

Total expenditure, 16,818,680 fr.

The chief items of expenditure are: cost of building of homes and offices for the white population, lodgings for the native soldiers, grants for the new settlers in Katanga, the annuity from the special fund of 50,000,000 fr., special aids for agricultural purposes and cattle breeding, and mining prospection.

*Annual Extraordinary Expenditure since the annexation of the Colony.*

								Fr.
1909	..	..	..	..	..	..	..	8,423,300
1910	..	..	..	..	..	..	..	33,759,775
1911	..	..	..	..	..	..	..	12,222,443
1912	..	..	..	..	..	..	..	16,818,660
							Total	.. .. .. .. 71,224,178

*General Budget, 1912.*

								Fr.
Ordinary expenditure	..	..	..	..	..	..	..	49,720,310
Extraordinary expenditure	..	..	..	..	..	..	..	16,818,660
							Total	.. .. .. .. 66,538,970
Ordinary revenue	..	..	..	..	..	..	..	45,367,639
							Actual excess of expenditure over revenue	.. .. 21,171,333

*Native Workers.*

In the whole of the colony the system of forced labour for public work has now been completely abolished. The last eight natives employed at Kindu on the construction of the Great Lakes Railway under such an agreement have, on the 28th February ultimo, volunteered for service.

*Native Taxes.*

The system of taxes to be paid in coin, which was substituted for taxation in nature, has been introduced throughout the two first zones thrown open to free commerce.

The Royal Commission instituted in 1909 for the protection of natives acknowledges the great consideration with which those taxes have been levied by the Government. The amount imposed upon natives varies from 5 to 12 fr. per head annually. This maximum of 12 fr. seems at present, however, never to be enforced. Successive reductions of taxes have been conceded to the vast regions of Kasai and Kwango, to the inhabitants of districts affected by sleeping sickness, and to those belonging to territories owned formerly by chartered companies and the "domaine."

*Chartered Companies.*

The Government have succeeded in concluding new arrangements with the chartered companies, modifying entirely their previous privileged position. Agree-

ments have been come to with the Société anversoise du Commerce au Congo and the A.B.I.R., reducing their territories from a total area of 15,000,000 hectares (about 30,000,000 acres) to a maximum of 110,000 hectares (about 220,000 acres).

The land formerly occupied by those two companies will be given over to free working on the 5th February, 1913.

The Isanghi and the Congo Superior to the African Great Lakes Railway Company have been compelled to give up their privilege of acquiring progressively new territories, as under their former charters, and to be satisfied with their actual possessions.

#### *Grant of new Concessions.*

Two important new concessions have been granted recently. The one for establishing a pipe-line for the conveyance of mineral oil from Matadi to Leopoldville, and the other (to Lever Brothers (Limited), of Port Sunlight) for the erection of factories of palm oil all over the colony.

#### *Rubber.*

As foreseen, the revenue derived from rubber has steadily diminished. Yielding in 1910 13,000,000 fr., 1911 10,000,000 fr., it is estimated that for 1912 this figure will drop to 5,000,000 fr.

#### *Coinage.*

The Government have since last year's budget introduced into the colony an amount of specie equivalent to a total of 12,164,000 fr. (about 500,000*l.*), consisting of 260,000 fr. in gold, 9,104,000 fr. silver, 2,000,000 fr. bank notes, and 800,100 fr. special colonial small coins.

The coinage of the former Free State amounted only to a total of 1,900,000 fr. The colony has been endowed with a national bank similar to the one existing in Belgium.

#### *Commercial Movement.*

The commercial movement has progressed normally, though in the output of rubber a marked decrease is found, amounting to 333 tons, as compared with last year's figures.

#### *Railways.*

The construction of the railway lines is proceeding with every diligence. The Kindu-Kongolo section, 355 kilom., was inaugurated on the 31st December, 1910. This new line opens to traffic the large portion of the navigable Superior Lualaba, from Kongolo to Bucana, which means an uninterrupted communication to Stanleyville, a distance of 1,400 kilom.

The passenger fares and freight on the Katanga railways have been greatly reduced since the opening of those lines.

#### No. 2.

*Sir F. Villiers to Sir Edward Grey.—(Received December 14.)*

Sir,

*Brussels, December 13, 1911.*

I HAVE the honour to report that on the 22nd ultimo M. Vandervelde, the Socialist leader, gave formal notice to the Minister of the Colonies that he intended to introduce a motion calling the attention of the Chamber of Deputies to a series of allegations against the Congo administration, based on official documents which had come into his possession, and proposing the appointment of a commission to enquire into the situation of the natives, and the application of reforms in the Congo.

M. Vandervelde's motion consists of an explanatory introduction or preamble followed by the proposal for the institution of a commission of enquiry, to which are annexed the documents and correspondence in support.

M. Vandervelde made the following charges against the Congo Government :—

1. That several Roman Catholic missions, and more especially the mission at Luluaburg, evade the law which prohibits the manufacture of alcoholic beverages or the possession of distilling plant in that part of the Congo which lies beyond the M'Pozo.

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2. That in order to overlook and eventually disregard certain serious infractions of the law of which a missionary had been accused, and to which he had confessed, M. Renkin, the Minister for the Colonies, had not hesitated to interfere with the course of justice.

3. That a missionary against whom proceedings had been taken on the charge of murdering a native chief, but who had been acquitted as being "irresponsible," had been allowed to return some months later to the Congo, where he was actually continuing his work in one of the Scheut missions.

4. That the majority of the children in the institutions known as "fermes-chapelles" kept by the Jesuit Fathers in the Kwango had been stolen by the native teachers belonging to the missions, and were detained illegally against the wishes of their relatives.

5. That the Jesuit Fathers inflict on the natives under their influence forms of corporal punishment, such as putting in chains and flogging, which are forbidden by law.

6. That many territorial chiefs systematically infringe the decree relative to the hunting of elephants in order to procure, in the interests of the Treasury, the ivory brought to them by the natives at a low price.

7. That a very great number of workmen, alleged to be "volunteers," employed in the posts and stations in the colony, have been brought there by force, and by the use of illegal means of constraint, which practice enables the administration to pay lower wages than these workers would be able to earn if their labour were really free.

8. That in a general way the higher ranks of the Congo administration consider that the district officers should not be called upon to observe the laws too strictly, and that the magistrates should be deprived of the independence which they enjoy at present, and should be placed once more under the orders of the administration.

M. Vandervelde's motion came up for debate on the 5th instant, and M. Renkin took the somewhat unusual course of at once rising to defend the Congo administration even before the proposer had addressed the House. The Minister explained his action by the statement that the interests of the country demanded that the Government should not remain silent for a single moment in the face of such accusations.

The general line of defence adopted by M. Renkin in replying to M. Vandervelde's charges was that the facts alleged by the latter were untrue, that he had thought himself to be very well informed, whereas as a matter of fact, he had been very badly informed, and that he had been led to false conclusions from the fragmentary extracts of official papers which had either been stolen or copied by some dishonest Government employé.

Dealing with the individual charges, M. Renkin maintained that he was unaware of the existence of any distilleries in the Upper Congo, but he had recently sent instructions to the Governor-General strictly to enforce the law prohibiting the manufacture of alcohol for consumption in the colony, and to allow no exemptions or distinctions.

In regard to the second accusation, his Excellency explained at considerable length the reasons why he had informed the Governor-General of the colony, in a letter dated the 17th June, 1910, that the legal proceedings instituted against Father van den Besselaer, of the Mill Hill Mission, charged with acts of cruelty towards natives, should be allowed to drop. It appears that the Minister, during his visit to the Congo in 1909, had gone into this matter with the public prosecutor at Coquilhatville, and had decided, on the latter's advice, and, after consultation with the procureur général at Boma, that the charges against the missionary had been exaggerated, and that even the infliction of the minimum penalty was not called for in the circumstances. The Minister went on to say that in the course of the present year fresh charges had been made against this missionary, and that he had sent instructions to the Governor-General approving the action of the public prosecutor in ordering the bench at Coquilhatville to institute a strict enquiry into alleged acts of intolerance committed by Father van den Besselaer against the members of a Protestant mission.

In answer to the third charge, M. Renkin admitted that Father Dalle had been accused of killing a native, but claimed that he had been acquitted by the court. The missionary in question had been suffering from sleeping-sickness, and his nervous system had been so much upset by the effects of the drugs taken to counteract the disease that he was not responsible for his actions. He subsequently came to Europe, and, after a stay of a year and a-half, was pronounced cured. M. Renkin maintained that he



could not prevent him from returning to the Congo, but he had stipulated with the head of the Scheut Fathers that he should only be employed in the internal management of the mission-house.

M. Vandervelde based his fourth charge, viz., that the majority of the children in the "fermes-chapelles" established by the Jesuit Fathers in the Kwango district had been stolen from their homes, on the reports of M. P. M. Leclercq, a "substitut magistrat," who had made a tour of inspection in the district. As a reply to this accusation, M. Renkin declared that M. Leclercq was a zealous and intelligent official, but young and inexperienced, and he appealed to the report (also cited by M. Vandervelde) of M. Celetti, a senior magistrate, who expressed the opinion that M. Leclercq's statements were either unfounded or exaggerated. His Excellency, however, admitted that abuses had been committed by the native teachers attached to the missions, and stated that the "fermes-chapelles" in the Tumba Mani district had been closed by the Jesuit Fathers on their own initiative and the native teachers dismissed. He declared that it would be foolish to suppress all the "fermes-chapelles" throughout the colony as M. Vandervelde wished to do. Where they had prospered they should be maintained, more especially as they had proved to be of great service in the struggle against sleeping-sickness.

Dealing with M. Vandervelde's allegation in respect to the systematic infringement of the law regulating elephant-hunting, the Minister remarked that the charge was based on a letter from a "substitut magistrat" at Coquilhatville which had never reached the Colonial Office. M. Renkin proceeded to explain the existing regulations in regard to the traffic in ivory, and stated that he had given definite orders that all purchases of ivory on behalf of the State were to cease on the opening up of the colony in successive stages to free trade and on the cessation of the exploitation *en régie* of the domainial lands.

The Minister next declared that M. Vandervelde's assertion that the so-called free or voluntary labourers were recruited by force was as false as his other charges. The Socialist leader had confused the reports of two magistrates which really dealt with different incidents. The decree of the 17th August, 1910, relative to the recruitment of labourers was being enforced most scrupulously throughout the colony. The Government had signified their approval of a circular issued by the Governor-General condemning the proceedings to which attention had been called.

M. Renkin did not deal at length with the allegation made by M. Vandervelde, in the documents presented by him relative to the summary execution of prisoners in the Congo, and contented himself with declaring that the case of Sub-Lieutenant d'E—— (accused of having deliberately blown out the brains of six prisoners captured in the course of a punitive expedition in the Stanleyville district), was still *sub judice*. There were special circumstances connected with the case of which M. Vandervelde was ignorant, and he was not justified in divulging the initials of the officer concerned.

After defending himself against the accusation that he had endeavoured to restrict the independence of the magistrates in many parts of the colony, M. Renkin proceeded to reproach M. Vandervelde for the use he had made of stolen documents, and for the form in which he had introduced his motion indicting the administration of the Congo. He complained of M. Vandervelde's action from the international as well as from the national standpoint. The Socialist leader's conduct was all the more inexcusable because it was well known that he was the friend of certain inveterate enemies of the Congo, and because all the world knew, and no one better than M. Vandervelde himself, that his word was accepted as gospel in anti-Congolese circles. This position of authority, for which there was no justification, should have prompted M. Vandervelde to be more circumspect. Finally the Minister appealed to the patriotism of the Chamber to defeat the efforts to introduce party spirit into the treatment of colonial questions.

M. Vandervelde followed in a long speech, in which he reiterated and developed his accusations against the Congo administration, and maintained that his sole motive in bringing forward a motion for the appointment of a commission of enquiry was his anxiety for the future of the natives in the Congo. He proposed the following order of the day:—

"The Chamber decides to fix a day for discussing the proposal for the institution of a commission of enquiry into the reforms and into the situation of the natives in the Congo.

"The Chamber takes note of the declaration made on the 24th of November last by the Minister of the Colonies in regard to the fraudulent manufacture of alcohol in the Upper Congo, which was to the effect that 'all the forms of exemption which may

exist in favour of any person whatsoever, whether a missionary, agent of a company, or other, shall cease, and the law is to be applied in future in its entirety, without any distinction or exemption."

"The Chamber regrets that by his letter of the 17th June, 1910, the Minister should have ordered the Department of Public Prosecutions to drop the legal proceedings which had been instituted against a missionary who had confessed to the charges and who had been summoned in due form, and also that the Minister had not allowed any fresh proceedings to be taken against him."

M. Renkin addressed the Chamber again immediately afterwards, and on the third day of the debate M. Woeste, the leader of the Old Catholic party, spoke on the Government side and in defence of the Roman Catholic missions. He concluded by accepting on behalf of the Right the two first paragraphs of the order of the day which had been moved by M. Vandervelde, but proposed that the final paragraph should be omitted and the following sentence substituted:—

"The Chamber, having heard the explanations of the Minister and accepted them, rejects the unjust accusations which have been made against the Congo administration and the missions. It also renews the expression of its firm determination to work in concert with the Government for the amelioration of the lot of the native population and for the moral and material prosperity of the colony."

Finally, after a speech by M. Hymans, the leader of the Liberal party, denouncing the policy adopted by the Government in regard to the Roman Catholic missions, and after further explanatory speeches by the Minister for the Colonies and M. Vandervelde, the order of the day as proposed by M. Woeste was carried by 88 votes to 66 and one abstention.

The debate occupied practically the whole of the sessions of the Chamber on the 5th, 6th, and 7th instant. The length of the speeches may be judged from the fact that, besides M. Vandervelde and M. Masson, M. Hymans was the only person to address the House from the Opposition benches, and, with the exception of the Minister of the Colonies, MM. Woeste and Tibbaut were the only speakers on the Government side. Party feeling seems to have run high, and M. Renkin's and M. Woeste's speeches were subjected to constant interruptions from the Socialist benches.

The attack on the Government had been carefully prepared, and a hope was entertained that the effect on the Chamber of the allegations against the Congo administration would be sufficiently serious to upset the Government, or at least to make the position of M. Renkin untenable. This result was not attained, and it is right to state that M. Renkin, in replying to M. Vandervelde's charges, vigorously maintained the honesty of purpose of the Congo administration, and the earnestness and sincerity of his own endeavours to enforce the reforms throughout the colony, and to remedy abuses whenever they were brought to his notice.

I have, &c.

F. H. VILLIERS.

No. 3.

*Consul Lamont to Sir Edward Grey.—(Received February 7.)*

Sir,

*Boma, January 17, 1912.*

I HAVE the honour to report the arrival of the Rev. John Harris, together with Mrs. Harris, from the Upper Congo after a journey lasting several months. During that time Mr. Harris has covered about 5,000 miles and traversed parts of the Aruwimi, Bangala, Equateur, and Kasai districts in the order mentioned, winding up with a visit to the railway terminus in the Mayumbe, near Boma.

2. I have had two interesting conversations with Mr. Harris, and he has been good enough to furnish me with a memorandum, which I beg to transmit herewith, detailing the route he took and the conclusions he has arrived at with respect to the present relations of the administration and the natives of the Congo.

3. He admits that the day of atrocities has passed, and that brutality only shows itself in isolated cases; further, that the "general trend of opinion and activity is now firmly set against them." He is also inclined to believe that the collection of the head tax is being carried out with less harshness than formerly, and that natives proving inability to pay are accorded a measure of consideration. This latter point is not given expression to in Mr. Harris's memorandum, but was elicited in conversation.

4. Whilst admitting the foregoing, Mr. Harris condemns the present administration of the Congo on the following grounds: (a) Its quasi-commercial character, (b) continuance of forced labour, and (c) non-existence of land tenure for the native. He considers the head tax of 12 fr. levied in parts of the Congo too high; that the upstart and corrupt medal chiefs should be replaced by the hereditary chiefs, and that the tax of 2 fr. on extra wives in no way prohibits polygamy, as the woman is forced to earn the tax herself. The Belgian subordinate official is, he considers, not of sufficiently high capacity, and the methods of administering justice are characterised by extreme tardiness. The importations of gunpowder and firearms into the Kasai territory are, in Mr. Harris's opinion, excessive and dangerous; the flint-lock guns imported are converted into cap guns, and caps are supplied by soldiers to the natives.

5. After visiting the Mayumbe, Mr. Harris expressed the opinion that forced labour operates on the State plantations. All the labourers have wage-books in which their wages, running from 6 to 10 fr. a-month, are entered. He thinks that few cases of brutal treatment are likely to occur, as this tends to encourage flight and consequently trouble in recapturing the runaways.

6. My residence in the Congo has been too brief, so far, to enable me to safely arrive at any estimate of the situation which might be of value to His Majesty's Government in determining correctly the present position of affairs in the Congo with relation to that which has until recently existed. I am glad, however, to be able to record that on enquiry from Mr. Harris he informed me that he had no specific cases of cruelty to the natives to report to me, and this fact, considered in relation to the extensive journey he has just completed, encourages the hope that further progress on right lines may be reasonably anticipated.

I have, &c.

W. J. LAMONT.

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Enclosure in No. 3.

*The Rev. J. Harris to Consul Lamont.*

Sir,

Boma, January 16, 1912,

I AM glad to respond to your suggestion that I should record in writing very briefly and in general terms the main points upon which our conversations have turned.

My wife and I have been marching, canoeing, and travelling by steamers through the Upper Congo regions for between seven and eight months, and have covered in our journeys something like 5,000 miles of territory, most of which has been hinterland travel, and a great deal of this in circumstances of real difficulty and not a little danger. We visited first the Aruwimi district as far as the Yambuya Rapids, which presented an insurmountable obstacle to the further advance of our canoe. We then marched right across the swampy Bangalla country, descending the Mongalla River in a succession of small open "dug-outs," a trying experience which culminated in my going down with fever at Mobeka. From this region we journeyed up the Lolonga River, and later took canoe up the Maringa, where, after a tramp inland, the fever reasserted itself, and obliged us to abandon a more extended canoe journey to the head-waters of the Maringa. We seized an opportunity which offered of returning as far as Basankusu, where we remained for some days, and then started overland and across the Bosumba River to the head-waters of the Ikelemba, which we descended in canoe as far as Euli.

After a stay in this district, we journeyed in a south-easterly direction towards the Juapa, upon whose banks we emerged at a spot within sight of Bussira Monene. We found a small steamer going down the Juapa and Bussira which took us to Equatorville, and from there it was necessary to run down to Stanley Pool in order to find a means of getting up the Kasai. We secured a passage on the mission steamer to Luebo, and after a stay in this district attempted to reach the Sankuru by an overland journey, but within a few hours' march the carriers refused to go any farther owing to a reported rising of the native tribes, and this forced us to take a different route. We emerged upon the river bank above the junction of the Kasai and Sankuru, whence a passing steamer provided us with a passage to Stanley Pool. Subsequently at Matadi a third fever forced me to lay up for some days, and later we proceeded to Boma in order to arrange for a journey into the Mayumbe country to examine labour conditions on the cocoa farms.

The necessary brevity of this letter permits of my mentioning only the leading features of the existing situation on the Congo.

The first is the disappearance of systematic brutality; atrocities and acts of a

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B 4

barbarous nature may occur from time to time in the more isolated parts, but the general trend of opinion and activity is now firmly set against them. This new condition of affairs is undoubtedly due in a large measure to the reforms of M. Renkin, but still more, I think, to the well-known attitude of the present occupant of the Belgian throne.

I must confess, however, to greater anxiety with regard to the future, and there are several features which appear to me to present even grave possibilities.

All these dangers, including certain relics of the past, are due to the quasi-commercial character of the administration. If it were possible to persuade the Belgian Government to limit its functions to that of normal colonial development, the whole future aspect would undergo a complete change. This appeals to me as the governing factor in the situation, for it is the pivot upon which everything turns. It may be argued that, even though it constitutes a novel policy, it is a matter of entirely domestic concern for the Belgian Government—admitted, providing always that treaty responsibilities are not violated either in the direction of menacing that liberty of commerce guaranteed to all nations, or, what is of greater moment, a violation of those humane rights secured to the natives by the conventions of 1884 and the Berlin and Brussels Acts. I hold that the existing conditions do to-day and must increasingly constitute such violations.

There is a tendency to regard all undertakings by the Government as works of public utility, and as such justifying forced labour. Roads, bridges, and creek clearing legitimately come under a category of works of general benefit, but these are quite different from the profit-bearing enterprises of telegraphs, railways, riverine transport, and even plantations of rubber and cocoa.

M. Renkin's advertised programme includes the laying down of 50,000 acres of rubber, which will mean something over 20 million trees, and these, with the existing 10 to 15 millions, will require from 50,000 to 80,000 labourers. The contract labour on these plantations is to-day very largely "impressed" labour, or, as the director of one commercial company humorously termed it, "volunteers by the rope," *i.e.*, recruited and then sent to the plantations roped neck to neck.

The securing of this labour will be facilitated by the chefferie system, which is becoming very much like the old sentry system under King Leopold's administration. Almost every charge made against the sentries, with the exception of murder, may be sustained against the chefferies as a whole, nor is this surprising when it is realised that many of the old criminal sentries have actually been promoted to the position of chefferie.

Closely allied to the foregoing is the absence of land legislation for the natives, and this, again, is a root cause of maladministration. The old Congo State refused to recognise the ordinary communal tenure of the natives; not only so, King Leopold substituted nothing for it, and the Belgian Government maintains a like position, with the result that the economic expansion of the native is immobilised, and they must buy land from Brussels if they desire to make plantations beyond the village boundary. This situation is surely grotesque where millions of acres of land are lying idle. The object appears to be that of restricting the native to the position of a labourer.

I emphasise, therefore, these three points—all interwoven—State commerce, forced contract labour, and the absence of equitable land legislation.

I repeat that the abolition of the first would carry with it the disappearance of forced labour and provide reasonable security in land tenure for the natives.

I shall hope to have an early opportunity upon our return of urging upon Sir Edward Grey the importance of securing the most explicit guarantees upon these three features precedent to British recognition of the transfer. Also with reference to our responsibilities under the conventions and Acts by which the Congo has become a Belgian colony. This latter point may seem irrelevant, or at least superfluous, but in view of the attitude of many Belgians out here, coupled with certain language used in Brussels to British Ministers, it has become a matter of considerable moment.

The prevailing desire for British recognition appears to be based upon the strange notion that once this takes place our responsibilities under those instruments cease to exist.

Other points of subsidiary importance are the continued employment of old Congo State officials, the paucity of judicial officers—particularly of the higher ranks—no alternative for a tax in coin, the lack of benefits in return for taxation, the almost farcical constitution of the Congo Aborigines Protection Committee, the general lack of effective administration, particularly in the toleration of widespread native slavery.

I have written with extreme brevity partly through lack of time, but also because I know you merely wish for a short statement; this has necessarily precluded the mention of points important in themselves, but which are more or less involved in the larger issues.

I have, &c.  
JOHN H. HARRIS.

No. 4.

*Vice-Consul Campbell to Foreign Office.—(Received February 17.)*

Sir, *Katanga, January 20, 1912.*  
I HAVE the honour to transmit to you herewith copy of my despatch of to-day's date, addressed to His Majesty's consul at Boma, reporting on the present state of affairs in the Katanga.

I have, &c.  
GERALD CAMPBELL.

Enclosure in No. 4.

*Vice-Consul Campbell to Consul Lamont.*

(Extract.)

*Katanga, January 20, 1912.*

I HAVE the honour to forward some notes on the present state of affairs in the Katanga. I hope at a later date to be able to forward a trade report, but I am waiting until a statistician whom the Belgian Government have recently appointed is in a position to furnish me with some authentic details.

The laws in force here have for the most part been framed in Belgium; some are peculiar to the Katanga, others are in force throughout the Congo, but in neither case are they applicable to a European community of some 1,500 souls of every type and nationality. It is imperative that some steps should be taken to limit the traffic in alcohol, for there are, or were four weeks ago, forty-seven bars in the town, or one bar to every thirty-five inhabitants. Cause for complaint is also given by the tardy manner in which cases are tried by the courts and the ease with which criminals escape. A Greek recently stole a large number of Rhodesian natives who had been engaged by the Union minière, and were on their way to Elisabethville. He tore up their papers and made them work for him without pay. The Greek was summoned, but he was allowed full liberty during his trial. He was condemned to a term of imprisonment, but he appealed, and, being liberated without bail pending the hearing of the case in the Appeal Court, he calmly left the country. Swindlers have no difficulty in escaping; they merely incur large debts and then decamp, taking with them as much money as they can lay their hands on.

The feeling of insecurity which I notice here is due in part to the administration of the country and to the uncertainty prevailing as to the permanent seat of the Government, but the main cause is the financial difficulty in which the Government is placed. This is, however, merely transitory, for the ordinary and extraordinary budgets have been voted, and with time and experience the situation will improve. There is but little doubt, moreover, that Elisabethville will remain the capital for at least fifteen years to come.

Eighteen months ago the authorities began to clear the site upon which a town of 1,500 inhabitants now stand, with over 20 miles of streets. Exaggerated reports of the mining possibilities had already reached the south, and these were followed by accounts of the fortunes which were to be made in the new town in almost every branch of business. There was a rapid influx of people, many of whom made money freely and spent it at the same rate, while others sent large sums home to Europe. The result is that, now that the boom is over for a time, everyone is suing and being sued for debts, and there would be a considerable number of bankruptcies were it not that creditors fear that they will get nothing at all if they present a petition against their debtors, whereas by waiting they may recover a proportion of the sums owing to them. Latterly, too, just at the time when the Government had to suspend payment for a while, the situation was complicated further by the action of the Banque

du Congo belge, which had made large advances in the dry season, in calling in all their loans. During November and December there was very little money in the town. Now, although business remains slack, the Government are resuming payments.

The district has acquired a bad financial reputation amongst merchants and traders in South Africa, who have only themselves to blame for their losses, since they were far too liberal in allowing credit to firms of no standing in a new town, and appointing unsuitable men as their agents.

The Standard Bank of South Africa closed its agency in Elisabethville at the end of November, after being established here for some six months, and no reason was given. The field is now clear for the Banque du Congo belge, which charges exorbitant rates without fear of competition.

The situation will no doubt right itself in time, but the present state of affairs has clearly emphasised one point, namely, that the prosperity of this district depends solely on the success or failure of the copper industry, *i.e.*, of the Union minière, who have the monopoly of the mining and smelting. The smelter was a failure at the commencement, but the efforts of a special commission sent out from Europe have obtained more favourable results at a considerably reduced cost of working.

There is no other industry besides the copper smelting. It is generally admitted that the Belgian colonists in the Katanga have failed. In many instances men of the wrong type have been sent out, and some of them have already returned or left for South Africa. The colonists, on the other hand, urged that they were deceived in Belgium by exaggerated reports. Whatever the truth may be, it is a fact that, after eighteen months, it is rarely possible to secure fresh vegetables in Elisabethville, and no fruit other than that imported from Rhodesia and sold at a ridiculous figure.

Amongst the failures must be included the Bourse du Travail, a private organisation formed under the auspices of the Government for the supply of native labour. There is a lamentable lack of method in their work, which entails a loss of time and money. An ex-Rhodesian official spent from three to four months in the Lake Moero district, and succeeded in recruiting 300 volunteers on behalf of the Bourse du Travail. In accordance with instructions he sent them all to Elisabethville, and not one of them arrived. There is no doubt that they returned to their villages by another route, and the chiefs were amused at the ease with which they had gained the bonus for supplying them. Private recruiting agents meet with greater success, but the native labour problem is acute. There is scarcely a native village within 150 miles of Elisabethville, and it is impossible to obtain porters, labourers, or food. A porter costs from 3 fr. 50 c. to 5 fr. per diem, and every caravan comprises a number of porters, probably 40 per cent., carrying sacks of Rhodesian maize for the others and themselves to eat on the way. In the neighbourhood of Kambove people are dying from starvation, and 100 soldiers were recently sent down from there to Elisabethville, as it was impossible to feed them. A large population exists to the north, some hundreds of miles away, and recruiting is being carried on there; but before the natives who are engaged can reach this neighbourhood they must pass through the "starvation country." Moreover, a prospector coming from the Kiambi district states that the natives in the more thickly-populated areas are out of hand, and the officials are unable to cope with the situation. I have received other reports of a similar character from the north.

The natives of Rhodesia are forbidden to emigrate to the Congo, with the exception of the registered labour supplied to the Union minière. Nevertheless, practically every native in Elisabethville hails from either Rhodesia or Nyasaland, attracted, in spite of the prohibition, by the high rate of wages. In short, the state of affairs is most unsatisfactory, and the Government must take some steps to bring the population back to the neighbourhood and pay attention to the cultivation of foodstuffs. Were a serious accident to happen to the railway from the south, the entire population, which has increased so rapidly since the completion of the line, would be in danger of speedy starvation.

The construction of the railway from Elisabethville to Kambove is impeded by the rains and, more particularly, by the lack of labour. Kilometre 62 has now been reached, and it is expected to gain Kambove in November 1912. The line to Bukama will probably be commenced in 1913, and, on its completion, through communication by rail and steamer will be established between Cape Town, Stanleyville, and Boma. Great interest is taken in the new line in course of construction between Salisbury and Broken Hill, which will considerably shorten the journey to Beira—an important consideration in the transport to the coast of the copper ore smelted in the Katanga. The Lobito Bay line will still afford the shortest route to the European

market when it is finished. The Belgians are under an agreement to reach the Congo side of the frontier at the same time as the Lobito Bay line, but they are far more interested in their own project of a line along the Kasai basin.

A Marconi station was established in Elisabethville in November last by a French company, and it is hoped soon to have direct communication with Boma via Bukama, Stanleyville, and Coquilhatville, and thence by telegraph. It only remains now for the apparatus to be installed at Bukama. Dr. Ahn, a German, who was in charge of the installation here, informed me that he was hopeful of good results during the rains, but he is doubtful of the effect of the drought on the large metal plate which is fixed underground, and some difficulty may be experienced in transmitting clear messages in the dry season.

Elisabethville is no exception to the rule that the farther from the coast the higher is the cost of living. Both prices and wages are unduly inflated. Bricklayers and carpenters earn 35s. per diem for work of an inferior class, while butter costs 4 fr. per lb, potatoes 75 c. per lb., and eggs 6 fr. per dozen, of which at least four, and sometimes six, are bad, as they are imported from beyond Kimberley. Vegetables and fruit are equally dear, apples and oranges costing 9 fr. per dozen. There is great discontent amongst the Government officials, as their allowances are insufficient, and, whereas they gain perhaps 500*l.* a-year, a bricklayer, including overtime, gains about 700*l.*

The near future is in the hands of the Union minière. Mining is the only established industry in the Katanga, and small companies and individual prospectors affirm that the difficulties, including the cost of transport, the lack of labour, the expense of smelting, and the fact that the Union minière can claim any discoveries made in the copper belt, are too great for them. Their only chance lies in finding gold or diamonds, and some diamond pipes have indeed been found; but it is impossible as yet to gauge the true value of the discovery.

Traders are dependent upon the Government and the Union minière. There is very little native trade in Elisabethville, and, until the prospect improves, there is but small inducement for them to establish stores in the interior, particularly in view of the difficulties encountered by the few British traders who are there.

Much is expected from Colonel Malfeyt, and it is sincerely hoped that he has been given a freer hand than his predecessor. A strong native policy is urgently needed throughout the district, a feeling of security must be engendered, and officials must be imbued with the true administrative spirit. There will then be some hope for the development of the country and for the success of those who migrate hither when the railways and other means of communication have been completed.

I have, &c.

GERALD CAMPBELL.

No. 5.

*Sir F. Villiers to Sir Edward Grey.—(Received March 4.)*

Sir,

*Brussels, March 2, 1912.*

THE debate on the Congo budget has occupied nearly all the time of the Chamber of Representatives during the past three weeks, and was made the occasion for a general review of the manner in which the colony is administered. The tone of the House was on the whole moderate, and although on some points criticism was freely expressed, there seemed to be common consent that the Government were endeavouring to remedy the errors of the past, and that their efforts were meeting with success.

M. Renkin, the Minister for the Colonies, opened the discussion by observing that the measures adopted in 1909 had compelled the Government to pass fresh legislation in order to apply reforms. Arrangements with regard to the great concessions had then been necessary; administrative reform could only follow later by successive and gradual steps, due weight being given to the advice of the local authorities. Decentralisation was required, and the powers and initiative of the colonial officials would be extended. For this capable men must be found, and means would therefore be taken to raise the standard of those in the service and of those desiring appointments; salaries would be increased and better arrangements made for leave of absence, the officials of bad character would not be retained, and, where required, a complete reorganisation would be effected. Changes would be introduced in regard to the

imposition of taxes, and the judiciary would be reorganised. Waterways and the system of steam navigation on the upper river would be improved, and measures taken to prevent such a congestion of traffic as had recently occurred. Progress was being made with railways, the object held in view being that all trans-African lines from north to south, or from west to east, should run through the colony, and telegraphic communication was being developed. Attention had been directed to hygienic and medical requirements, and agriculture had been fostered, especially by various experiments in breeding cattle and in raising sugar cane, rice, and other products. Education was not neglected, new schools having been founded. A proof of the progress was the fact that trade had increased from 1908 to 1910 by 56 per cent. Control must be exercised from Brussels, but representatives of commerce and industry would be added to the commission for the protection of natives, estimates would, for the future, be prepared by the Governor-General and the Vice-Governor of Katanga, and the Governor-General would have authority to grant concessions of land outside the urban areas up to 500 hectares.

Relations with the natives, M. Renkin declared, were good and improving. Taxes in money had been collected with the greatest ease, and the return had been large. On the other hand, in the third zone no difficulty had arisen in connection with the levy of taxes in kind, and stringent orders had been given to prevent enforced absences from home for long periods in search of rubber. It was necessary in September 1910 to send a military expedition for the purpose of punishing and deposing one of the chiefs in the Uelle district who had been guilty of tyrannous and cruel conduct. The action taken in this case offered evidence that the authorities were alive to their duties and would not permit maladministration.

Administrative changes would be introduced in Katanga. Matters, however, were greatly improving. Elizabethville was well planned and progressive, furnishing proof of Belgian capacity for colonisation. The province no doubt contained great mineral wealth, but development would require protracted effort and large capital. But there, as in the Congo, there was reason to look forward with confidence to the future.

With regard to the financial position of the colony, it is necessary to explain in the first place that the difficulty in arriving at a positive conclusion arises from the fact that, owing to various causes of delay, the budgets are in arrear, those from 1908 to 1911 not having yet been finally audited and closed. On the present occasion the report of the central section of the Chamber, charged with the examination of the general Congo estimates for 1912, comprising the budget of ways and means, the budget of ordinary expenditure, and the budget of extraordinary expenditure, was drawn up by M. Tibbaut, a member of the Conservative party and a supporter of the Government. He called attention to the following deficiencies in the preparation of the estimates:—

1. The absence of separate profit and loss accounts of the different Government monopolies, and more especially in regard to the working of the Kilo gold mines;
2. The absence of any separate estimates for the various districts of the colony, such as the Upper Congo, the Lower Congo, and the Katanga; and
3. The confusion of ordinary and extraordinary revenue and expenditure.

The principal criticism of the financial situation of the colony as revealed in the estimates proceeded from M. Mechelynck and M. Royer, members of the Opposition. The former pointed out that the estimates for 1912 anticipated a deficit, as was the case with the budget of the preceding year. He asked that the Government should give the Chamber more precise information in regard to the declared deficits for 1909, 1911, and 1912. Last year they had been told that the year 1909 would show a surplus of 100,000 fr. (4,000*l.*), but now it seemed there had been some alteration in the method of settling the accounts, with the result that the surplus had been changed into a deficit of 3,339,000 fr. (133,560*l.*), and he asked what was the reason for this alteration. The year 1911 showed a deficit of more than 7,000,000 fr., but the Minister for the Colonies had announced that this deficit would be covered by the receipts accruing from the arrangement concluded between the Government and the Kasai Company. The Government were in fact selling for 11,000,000 fr. the bonds of the Kasai Company in their possession which had been valued at 35,000,000 fr. The sum so obtained was in the nature of extraordinary revenue, and should not be used to cover ordinary expenditure.

M. Royer dwelt upon the increase of the Congo debt, and supported M. Tibbaut's contention as to the effects which the issue of a colonial debt bearing interest at 4 per cent. had produced in diminishing the demand for the Belgian National Debt, which



only paid interest at 3 per cent., there being a difference of eleven points in the prices of the two securities. The speaker then proceeded to criticise very severely some of the financial transactions of the late King Leopold, and endeavoured to show that certain groups of financiers had been unduly favoured by the special conditions attached not only to the conventions concluded by the Sovereign of the Independent State with several of the large concessionary companies of the Congo, but also by the terms of the arrangements to which the Belgian Government had been a party since the annexation of the colony.

In reply to the comments on the budget contained in the report of the commission and to the criticisms of the Opposition, the Minister of the Colonies explained that the deficit of 3,339,760 fr. (133,590*l.*) now declared for the year 1909 in place of the surplus previously announced was due to the introduction in the course of that year of the system of dividing the accounts of the colony for budgetary purposes into financial years, *i.e.*, from the 1st January to the 31st December, with the result that the salaries due for the last quarter of 1909, which would not have been paid under the old system till 1910, had to be charged to the budget of 1909.

As far as the ordinary revenue and expenditure of the colony were concerned, the results of the financial years 1908, 1909, and 1910 could be stated as follows: 1908 deficit, 2,987,068 fr.; 1909 deficit, 3,339,760 fr.; 1910 surplus (approximately), 6,831,431 fr.; giving a total excess of revenue over ordinary expenditure of 524,584 fr. (20,983*l.*). The precise results of the financial year 1911 could not yet be stated, but the budget for that year anticipated a deficit of 6,565,585 fr. (262,623*l.*), which had been increased by the grant of supplementary credits to 7,354,185 fr. (294,167*l.*). The Government, however, had sold some of the goods they had in stock on the 31st December, 1910, which had been valued at 16,000,000 fr., and an unexpected source of revenue amounting to some 14,000,000 fr. had been found in the sale of the bonds of the Kasai and Grand Lacs Companies in virtue of the arrangements concluded with those companies. The result was that the year 1911 would close with a considerable surplus.

The extraordinary expenditure voted had amounted since the 1st January, 1908, to 41,275,960 fr. (1,651,038*l.*), and the debt of the colony had increased by 27,989,134 fr. (1,119,565*l.*). The Government had met extraordinary expenditure to the total of 13,285,865 fr. (531,434*l.*) out of their ordinary resources, and, without resorting to a loan, they were therefore at liberty to borrow up to that amount. Although the estimates for 1912 anticipated a deficit in the revenues of 4,891,071 fr. (174,642*l.*), and provided for an extraordinary expenditure of 18,618,660 fr. (744,746*l.*), there was nothing in the financial situation of the colony to call for the intervention of the Central Government. The deficit and the extraordinary expenses would be met by the balances in hand in the Congo from previous years (this apparently includes a large sum in cash sent out, but not yet in circulation). M. Renkin concluded by stating that the financial situation was satisfactory. He refuted M. Mechelynck's allegation that he had purposely misled the Chamber as to the real extent of the deficit of the financial year 1908 by deducting charges from the ordinary budget and treating them as extraordinary expenditure. With regard to the consolidation of the floating debt of the colony, M. Renkin admitted that such an operation was inevitable, but he argued that there was no need for haste, and the present moment was not favourable for carrying out the transaction.

Much ground already traversed was gone over again in raising once more the question of the "fermes chapelles." The whole subject of the position and conduct of the missionaries was also discussed at some length and hostility to clerical influence evinced with customary vehemence by M. Vandervelde, the leader of the Socialists. M. Hyman, the Liberal leader, was less emphatic. He did not underrate the important part—spiritual, moral, and educational—played by the missionaries, but they required to be controlled. The absence of control had occasioned the abuses with which the Jesuits were charged. On the side of the Government the societies were warmly defended, and an eloquent tribute to the value of their work was paid by M. Woeste and by M. Renkin. The latter stated that the Belgian Protestant missions would be accorded the same treatment as the Catholic. Foreign missions were on a different footing. They were Nonconformist and did not require subsidies, but he desired to remain on the best terms with them, and he had expected that before now a representative of those missions would have come to Brussels to confer with him.

Towards the close of the debate M. Hyman alluded to the events of last year and said that, although the exclusive right of France to pre-emption had been maintained, the position of affairs still gave cause for anxiety. It was therefore incumbent upon Belgians to prove to the world that they were capable of administering

their colonial possessions. He hoped that His Majesty's Government would shortly recognise the annexation. It was in July next that freedom of trade would be introduced throughout the colony, and he trusted that Great Britain would then perform the act of friendship which Belgium had a right to expect. M. Woeste also expressed a hope that Great Britain would soon recognise the annexation. He observed, however, that the recognition was not a *sine qua non* of possession by Belgium. The Independent State existed before the Berlin Conference under the name of the International African Association, and what occurred then was only the recognition of the actual situation and the admission of the new title of Independent State. Belgium had legally succeeded to the rights of the latter.

The budget was eventually passed by a series of votes, the proposals of the Government being carried by large majorities.

The budgets were also the subject of somewhat protracted debate in the Senate, and here, as in the Chamber of Representatives, hopes were expressed among others by M. Wiener, a prominent member of the Liberal party, that the annexation would soon be recognised by Great Britain. The various credits were passed yesterday by large majorities with one exception which, a quorum not being present, will be voted next week.

I have, &c.

F. H. VILLIERS.

No. 6.

*Baptist Missionary Society to Sir Edward Grey.—(Received March 25.)*

19, Farnival Street, Holborn, London,  
March 22, 1912.

Sir,

I HAVE the honour to forward to you the following resolution on the present position of the Congo question, which was unanimously passed by the General Committee of the Baptist Missionary Society at their meeting held this week:—

“The General Committee of the Baptist Missionary Society, recalling the Prime Minister's admission at the Mansion House on the 9th November, 1909, that the British nation had ‘undertaken solemn obligations’ towards the native races of the Congo, express the earnest hope that His Majesty's Government will not recognise the annexation of the Congo by Belgium until the rights of the native population to dispose freely of their labour and the produce of their land have been absolutely guaranteed. In the judgment of the committee it is a supreme necessity that the reforms now being introduced in the Congo should be made irrevocable, so that there may be no possibility of a return to the former deplorable régime.

“The committee also venture to remind His Majesty's Government that the rights of Protestant missions under the Berlin Act to carry on and extend their missionary work without hindrance or restriction from the Congo Government must be fully secured; and they urge that recognition may be withheld until permanent guarantees concerning these rights have been secured on behalf of Protestant missions, according to the promise contained in the letter of Sir Edward Grey to the secretary dated the 21st November, 1911.”

I have, &c.

CHARLES EDWARD WILSON,  
General Secretary, Baptist Missionary Society.

No. 7.

*Sir Edward Grey to Sir F. Villiers.*

Sir,

Foreign Office, April 1, 1912.

I TRANSMIT to you herewith copy of a letter which has been received from the Baptist Missionary Society with regard to their rights as a Protestant mission under the Berlin Act.\* You should, when opportunity offers, endeavour to obtain from M. Davignon some statement on this point.

I am, &c.

E. GREY.

\* No. 6.

No. 8.

*Consul Lamont to Sir Edward Grey.—(Received May 13.)*

Sir,

*Boma, April 18, 1912.*

I HAVE the honour to report that since the beginning of this year, I have received two statements from missionaries of the Congo Balolo Mission, residing in the Equator District of the Congo, conveying information respecting outrages alleged to have been perpetrated by State officials there.

2. The first case (Enclosure No. 1) reported to me by Mr. Whiteside, Congo Balolo Mission, involved a "chef de poste" called Martin, who in the month of August last was alleged to have shot down, through his soldiers, two men of a village which had not fulfilled his demands satisfactorily in the way of supplying eggs.

3. The second case occurred at Banfutu Equator District. Here a "chef de poste"—a *sous-officier*, by name Herreman—beat an old native man, Linkoko, to such an extent that death supervened.

4. I indicated to the Government here that I had information with respect to these cases, and that I should be gratified to have the details supplied to me either confirmed or refuted. If confirmed it would give me the greatest satisfaction to know that they were being dealt with by the courts of justice.

5. As will be seen from Enclosure No. 4, both cases have been officially confirmed, and the results may, at least in the Herreman case, be regarded as satisfactory. That official is now in prison at Boma, having been sentenced to two and a-half years' penal servitude.

6. The Martin case has not been so promptly dealt with. That official is at Basankusu, Equator District, I am informed, at the disposition of the courts of justice, but as the crime was committed in August of last year, the delay in dealing with him seems lengthier than might reasonably be expected. I shall observe the further progress of this case.

7. In relation to such cases, where the interests of British subjects are in no way affected, my position is one, I am disposed to think, of some delicacy. It seemed expedient to me, therefore, to approach the Government in this matter tentatively and in such a way as would least suggest undue interference. After preparing a brief memorandum of the facts of the cases, I took the opportunity of a friendly conversation with Captain Stubbe, aide-de-camp to his Excellency the Vice-Governor-General, to introduce the cases to his notice, and to suggest that it would be very gratifying to me to find myself in a position to give satisfactory replies to the reports from the missionaries of the Congo Balolo Mission, and to be able to state that the courts of justice had either dealt with the cases or were in process of doing so; and that it would be particularly pleasing to myself to note that the State, through its courts of justice, proposed to bring due punishment home to officials proved guilty of such crimes as were alleged against Martin and Herreman. Captain Stubbe laid my memorandum before his Excellency the Vice-Governor-General, who obtained from the director of justice a note (Enclosure No. 4) touching briefly, indeed, on the affairs in question, but conveying all that is necessary.

8. It should be mentioned that Martin, the official involved in the first case, is a *commis* of the second class, 24 years of age, and only entered State service three years ago. Herreman, on the other hand, is an official of the old régime, having eleven years Congo State service.

I have, &amp;c.

W. J. LAMONT.

Enclosure 1 in No. 8.

*Notes on a Raid made by a State Official named Marten, or Märtyn, native name Bosikota, on a Village near State Post Mposo, Maringa-Lopori Zone, about the middle of August, 1911.*

FOR some time previous to above date we at Bompona were told by the natives from Mposo that the white man at Mposo had been abusing the people of the village around his post. They also reported that he had been removed from Etutchu, on the Upper Lopori, for having abused many people at that place. Mr. and Mrs. Skerriitt visited Mposo; and the people seemed very much cowed and were living in dread of

this white man, fearing that he was going to carry out some of his threats. They reported the constant use of chicotte upon his own workmen, and also upon the natives of the villages from whom provisions were requisitioned.

Immediately after the return of Mr. and Mrs. Skerritt to Bompona, a report reached us that the white man at Mposo had made good his threats and killed some people. A few weeks later, the 28th September, I had an opportunity of visiting this place, and found out the following facts. In the meantime the "chef de secteur" visited Mposo and enquired into the matter.

The village of Linkanda is about an hour's journey beyond Mposo. The white man seemed to have been possessed with an insatiable desire for eggs, and amongst other villages Linkanda was forced to supply their share. In consequence of not being able to supply as many eggs as were demanded, the white man Bosikota came into the village of Linkanda accompanied by ten men armed with Albini rifles. The demand for eggs was renewed. Evidently almost all the inhabitants of the village were present. Because the eggs were not forthcoming, and without any provocation whatever, Bosikota suddenly ordered his men to fire on the people, with the following results:—

*Batuli*, a young man or lad of 17 years old, was shot in the head, the top of which was blown off, and he fell dead. A point blank shot.

*Nangi*, a man, shot in the back; the bullet came out in front. He ran about 50 yards when he fell dead (25 years old).

*Lokomaka*, shot in the shoulder behind. The bullet lodged in breast-bone, where it can be felt, and gives very great pain. May prove fatal. He is about 15 years of age.

*Lolombo*, a bullet wound in fleshy part of arm below elbow. A slight wound, almost healed. About 35 years old.

All the above were shot from behind when in the act of running off, or had actually gone about 50 yards. *Batuli* was within 10 yards. The white man was standing beside the men with the guns when he gave the order to fire. I saw also three bullet holes in some plantain stems about 30 yards further on.

The white man guilty of these crimes was sent down to Basankusu about two months after this affair. Since that time I do not know where he has been sent.

In reporting the above outrage I should like it to be understood that no other person is responsible for the affair. The "chef de secteur" has done all he could, but it seems to me justice is being administered very slowly.

H. M. WHITESIDE,  
Congo Balolo Mission.

Certified true copy:  
W. J. LAMONT.

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Enclosure 2 in No. 8.

*Extract from Rev. Charles Bond's Letter of March 13, 1912.*

\* \* \* \* \*

THERE is a serious case being tried this week at Coquilhatville. The "chef de poste" of Boyenge, R. Ikelemba, in December last visited a town some few miles from his post, reaching it at 11 o'clock at night. The name of the town Bafoto; chief, Lola. He was accompanied by two agents of the Société anonyme belge. They roused the chief, and the "chef de poste" enquired why he had not been to visit him for several days. Lola replied, "I have been ill, and I could not come." The "chef" then asked what doctor he had, and a youth who had acted "doctor" was brought forward, when the "chef" immediately had the "doctor" severely flogged with the chicotte. On learning that a wife of Lola's had recently died, the "chef de poste"—apparently to assure himself that she had not died through the medicine of the "doctor"—wanted to see the man from whom Lola had purchased her. An old man, Linkoko, was produced as her former husband. The "chef de poste," without questioning or any words whatever, struck the old man full in the face, knocking him down. He then kicked him, and informed his men to conduct the old man to the State post. He also took the chief Lola into custody. On the way to the State post the "chef de poste" again struck the old man Linkoko repeatedly, and when the soldiers (or workmen) informed him that the old man was dead, he instructed them to leave

him. This they did, and he was found next morning by his friends, who placed the corpse in a canoe and took it down to Coquilhatville, and there made their complaint to the court. One of my evangelists was an eye-witness of what took place at Lola's house, and is one of the witnesses now at the court. I am afraid the man will be acquitted on the main charge of having caused the death of Linkoko, and I fully expect that the other charges of chicotting the "doctor" and of taking the chief Lola into custody, will be passed over.

There is no doubt whatever, in my own mind, that this same man for some considerable time was taxing the towns near the post in labour, but the evidence would be too unsatisfactory to convince a Congo court. . . .

CHARLES BOND.

Certified true copy:  
W. J. LAMONT.

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Enclosure 3 in No. 8.

*Memorandum.*

*First Case.*

REPORTED the 18th January, 1912, to His Britannic Majesty's consul.  
Name of official: Marten or Martyns.  
District: Maringa Lopori, Equator District.  
Time occurrence happened: About middle of August, 1911.  
Place where event occurred: Linkanda, one hour from Mposo.  
Nature of occurrence: M. Martens arrived with ten men. He demanded provisions (eggs); without provocation ordered his men to fire on the people of the village.

*Result.*

1. Batuli, a young man 17 years old, top of head blown off, resulting in instant death.
2. Nanji, a man, shot in back; fell dead after running 50 yards.
3. Lokomaka, 15 years of age, shot in shoulder behind; bullet in breast, where it may prove fatal.
4. Lolombo, 35 years old, wounded in arm. M. Martens was standing beside the soldiers when he gave the order to fire.

*Second Case.*

Official: "Chef de poste," Boyonge.  
District: Equator.  
Place where event happened: Bafoto, chief Lola, a few miles from Boyonge.  
Time of occurrence: December 1911.  
Nature of occurrence: An old man, Linkoko, of Bafoto, is alleged to have been assaulted and kicked repeatedly by the "chef de poste."  
Linkoko died, and body was brought to Coquilhatville.

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Enclosure 4 in No. 8.

*Note for the Governor-General.*

EN réponse au mémorandum du consul anglais, j'ai l'honneur de faire parvenir ci-dessous à M. le Gouverneur général un résumé des faits:—

1. *En ce qui concerne le premier fait.*

Le chef de zone de la Maringa-Lopori écrit dans son rapport politique du 3<sup>e</sup> trimestre, 1911:—

"M'Pusu. Chef de poste: Martin, commis de 2<sup>e</sup> classe. Au mois d'août, il y a eu un incident d'armes avec les populations voisines de son poste, qui ne voulaient pas lui vendre des œufs. Deux indigènes ont été tués. J'ai fait descendre cet agent à Basankusu, où il est à la disposition de la justice."

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2. *En ce qui concerne le second fait.*

Il s'agit du sous-officier Herreman, actuellement détenu à la Maison centrale de Boma, condamné par le Conseil de Guerre de Coquilhatville à 2½ ans de servitude pénale pour avoir, le 23 décembre, 1911, à Bafutu; porté des coups et fait des blessures au nommé Likoko, sans intention de lui donner la mort, mais l'ayant cependant entraînée. Le condamné a interjeté appel.

Le Directeur de la Justice,  
SACRÉ.

Boma, le 12 avril, 1912.

Certified true copy :  
W. J. LAMONT.

(Translation.)

In reply to the memorandum by the English consul, I have the honour to submit to the Governor-General the following summary of the facts :—

1. *As regards the First Occurrence.*

The "chef de zone" of the Maringa-Lopori writes in his political report for the third quarter, 1911 :—

"M'Pusu. 'Chef de poste' : Martin, second class clerk. In August there was an affray with the natives near his post, who refused to sell him eggs. Two natives killed. I caused this official to proceed to Basankusu, where he is detained pending proceedings against him."

2. *As regards the Second Occurrence.*

The person concerned is Sous-officier Herreman, now confined at the "Maison centrale" at Boma, condemned by the court-martial at Coquilhatville to two and a-half years' penal servitude for having, on the 23rd December, 1911, at Bafutu, struck and wounded Likoko, without intending to cause his death, but having nevertheless caused it.

The prisoner has appealed.

The Director of Justice,  
SACRÉ.

Boma, April 12, 1912.

No. 9.

Consul Lamont to Sir Edward Grey.—(Received May 20.)

(Extract.)

Boma, April 29, 1912.

I HAVE the honour to transmit herewith a report on certain developments having an important bearing on the situation here :—

*Territorial Administration.*

A sweeping change, and one of the utmost importance, has been decreed with regard to the system of administration upon which district government is at present based.

Hitherto the Congo has been divided, for purposes of administration, into twelve districts, subdivided into "zones," which were in turn cut up into "secteurs," and these still further into final units of area called "postes." "Chefs de poste" reported to their "chef de secteur," who, in turn, referred to his "chef de zone"; the latter forwarded his remarks to the "district commissaire," by whom the matter would probably be transmitted to Boma for settlement. Decisions and replies filtered back through the same tortuous channel, and thus *paperasserie* prevailed, carrying with it tardy settlement of cases, all accentuated by slow means of communication and the vast distances lying between head-quarters and the outposts.

The new territorial organisation divides the State into twenty-two districts, which are again subdivided into territories. The districts are as follows :—

Old Division.	New Arrangement.
1. Bas-Congo.	1. Bas-Congo.
2. Moyen-Congo.	2. Moyen-Congo.
3. Lac Léopold II.	3. Lac Léopold II.
4. Équateur.	4. Équateur.
5. Bangala.	5. Lulonga.
6. Oubanghi.	6. Bangala.
7. Ouélé.	7. Oubanghi.
8. Aruwimi.	8. Bas-Ouélé.
9. Stanleyville.	9. Haut-Ouélé.
	10. Aruwimi.
	11. Stanleyville.
	12. Lova.
	13. Ituri.
	14. Maniema.
10. Kasai.	15. Kivu.
	16. Sankuru.
11. Kouango.	17. Kasai.
	18. Kouango.
	19. Lomami.
	20. Tanganyika-Moero.
12. Katanga.	21. Haut-Luapula.
	22. Lulua.

The five large districts of the Uele, Équateur, Kasai, Stanleyville, and the Katanga have thus been rearranged and divided into sixteen districts. This will facilitate the work of the district "commissaires," whose areas of jurisdiction have hitherto been too great for effective control.

Boma is declared to be the capital of the colony, and the governor will decide later on the administrative centres of the various districts.

Every district will be administered by a "commissaire de district," assisted by an "adjoint supérieur," "administrateurs," and "agents territoriaux."

The district is divided into territories, and these will be governed by "administrateurs territoriaux," assisted by "agents territoriaux." This system is similar to that now in operation in the British and French West African colonies. The "commissaire de district" is the British provincial, or senior district commissioner, and the "administrateurs" are represented by the assistant district commissioners.

The old intermediate posts of "chefs de secteur" and "chefs de zone" are thus abolished; the final, and lowest, subordinate governing unit, the "administrateur," will report direct to the "commissaire de district."

I have discussed this impending change with his Excellency Governor Fuchs, who observed that the new system was based on that operating in the British colonies. It represents a great improvement on the old method, saving much useless correspondence, and bringing the subordinate governing factor into direct touch with the district authority.

The new organisation will be put into operation by ordinances enacted by the Vice-Governor-General, and, until this is effected, the old system will continue.

#### *Government Officers.*

An important "arrêté" has also been promulgated on the 27th March, laying down considerable modifications of the present conditions of salary, functions, and discipline of the officials of the State.

*Functions and Hierarchy.*—The following officers will be appointed under Royal commission :—

Congo State.	British Colonial Equivalent.
Le Gouverneur général .. ..	The Governor.
Vice-Gouverneur général .. ..	Deputy Governor.
Inspecteur d'État .. ..	Provincial Commission.
Commissaires généraux .. ..	Senior District Commissioners.
Commissaires de District .. ..	Chief Assistant.
Adjoint supérieur .. ..	Assistant District Commissioner.
Administrateur territorial .. ..	Colonial Secretary.
Secrétaire général .. ..	Head of Department.
Directeur .. ..	Officers of Frontier Force.
Officiers de la Force publique .. ..	Principal Medical Officer.
Médecin en chef .. ..	Medical Officers and Assistant Medical Officers.
Médecins inspecteurs et Chefs de Service .. ..	Chief Engineer.
Ingénieurs en chef .. ..	Assistant Engineers.
Chefs de Section principaux .. ..	Director of Marine.
Hydrographe en chef .. ..	Assistant Marine Department.
Hydrographes principaux .. ..	Commissioner of Lands.
Conservateur des Titres fonciers .. ..	

Other officers than those named will be appointed, and removed, by the Minister for the Colonies, who can delegate this power to the Governor-General; the latter is vested, besides, with authority to appoint and dismiss officials drawing salaries not exceeding 360*l.* per annum.

*Probation.*—Every official with administrative functions must, to commence, serve a probationary term of two years, and must satisfy the Governor-General that he is fit, physically, morally, and mentally, for his duties.

*Salaries.*—The salaries of officials have also been subjected to certain modifications, mainly in the direction of increase. The initial salary of each officer of the State is laid down, and, under article 2, the incremental system is introduced on a more definite basis than hitherto—one of the most effective stimulants to steady service, and, at the same time, a powerful lever in the hands of the Government wherewith to punish or reward. Increments will be granted at the end of each period of two years, cannot exceed the tenth part of the salary drawn, and are only granted on the recommendation of the authority appointing the grade. The total increments granted cannot exceed a fifth part of the initial salary of the post.

Medical attendance and comforts, quarters, or rent allowance in lieu thereof, are provided by the colony; the cost of passage to and from Europe is defrayed; six months' leave of absence are granted at the end of two years' effective service; leave may be extended on the ground of ill-health for six months, but with loss of pay. On leave the official receives not more than one-third nor less than one-fourth of his salary. This rule does not apply to the Governor-General or vice-governors.

The new reorganisation will not affect adversely the salaries of any of the present staff of officials, who will, under its operation, receive in the new posts they will occupy not less salary than they enjoyed in their former positions. A list of the various posts, with the salaries attached to them, is herewith transmitted. I have attempted to institute a comparison with the salaries as paid by the Government of Southern Nigeria, but this comparison can only be regarded as approximate, as the functions and responsibilities of the various officials of the same grade may vary considerably in the two colonies. It may be possible to gather, however, from the figures given, the following points:—

1. The salaries of the higher officials and heads of departments are higher in Nigeria than in the Congo.

2. The salaries of the rank and file of European officials in both colonies are practically the same.

3. The salaries of the district commissioners are practically alike, and, as these officials are, after all, the main agents of the administration, representing the Government in the various outlying territories, and who are in a position which enables them to impress upon the population they govern the character and aims of the Government, it is a matter of congratulation that the Belgian administration has now put forward a scale of salary which warrants their employing none but men of the highest qualifications.



*Dismissals and Suspensions.*—Officers are now liable to dismissal for—

1. Not embarking for the Congo on the date fixed.
2. Refusing duty.
3. Refusing to carry out inferior duties when suspended.

Special punishments are prescribed for disciplinary infractions :—

1. Written censure.
2. Reduction to half pay for fifteen days.
3. Suspension from duty for one month with loss of half pay.
4. Withdrawal from duty.
5. Recall.

All punishments inflicted are recorded on the officer's "état de service," and this record can only be cancelled by subsequent redeeming conduct in the service.

*General Rules.*—Officials are forbidden—

1. To participate directly or indirectly in trade ;
2. To accept any "mandat public électif";
3. To communicate to aliens to the administration, or to publish, information respecting the affairs of the colony, or of people of whose affairs they have cognisance through their duties.

Officials are also bound to advise their superior officers as to any mineral discovered and to supply all information and samples where procurable.

We thus note that—

1. Congo officials will, in future, work under conditions of salary and discipline not dissimilar to those in force in our own colonies in West Africa.
2. An improvement in the personnel may be fairly expected with the offer of better salaries.
3. The increase in the number of districts will facilitate official work, as also will the excision of the two grades of "chef de zone" and "chef de secteur."
4. With the increase in the number of districts, and the consequent increase in the number of responsible officials of the grade of "district commissaire," further devolution of authority may be possible by the Central Government.
5. The inauguration and final establishment of the new organisation, both as to official and as to district, unquestionably mark another step towards the attainment of that higher colonial ideal so much to be desired in the Congo.

I have, &c.

W. J. LAMONT.

Enclosure in No. 9.

COMPARATIVE Table showing Salaries of Southern Nigerian and Congo State Officials.

Congo State.	Salary.	Southern Nigeria.	Salary.
	£		£
Gouverneur général .. ..	2,000 (480)	Governor .. ..	3,500 (1,500)
Vice-Gouverneur général .. ..	1,600 (400)	Deputy governor .. ..	1,500 (300)
Inspecteur d'État .. ..	1,400 (96)	Colonial secretary .. ..	1,500 (300)
Secrétaire général .. ..	800	Head of department .. ..	800-1,000
Directeur .. ..	680	Commissioner of Lands .. ..	480 (80)
Conservateur des titres fonciers .. ..	680	Political Department—	
Service territorial—		Senior district commissioner .. ..	700 (120)
Commissaire général .. ..	800	District commissioner .. ..	400-600 (100)
Administrateur .. ..	100-180 (144)	Assistant district commissioner .. ..	300-400
Agent territorial .. ..	320	Chief assistant .. ..	480 (80)
Sous-directeur .. ..	520	Assistants in departments .. ..	300-400
Contrôleur .. ..	} 480-240	Medical Department—	
Agents d'administration .. ..			Principal medical officer .. ..
Commis .. ..		Medical officers .. ..	350-370
Service médical—			
Médecin en chef .. ..	800		
Médecins .. ..	480-680		

Figures in brackets represent allowances.

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Congo State.	Salary.	Southern Nigeria.	Salary.
	£		£
Service des Impôts—		Revenue Department—	
Sous-directeur .. ..	520	Provincial collector .. ..	520 (100)
Recouveur des impôts .. ..	360-440	Supervisors .. ..	300-400
Travaux publics—		Public Works Department—	
Ingénieur en chef .. ..	800	Director .. ..	1,100 (220)
Chefs des sections .. ..	400-640	Assistants .. ..	1,000 (200)
Conducteur des travaux .. ..	280-320	Foreman of works .. ..	300
Masons, carpenters, &c. .. ..	260	Masons, carpenters, &c. .. ..	250
Marine et Navigation—		Marine—	
Hydrographe en chef .. ..	800	Deputy director .. ..	690 (120)
Capitaines de steamers .. ..	300-560	Captains .. ..	300-500 (80)
Engineers .. ..	300-480	Engineers .. ..	300-500
Forgeron, artisan .. ..	260	Foremen fitters .. ..	250
Service du Cadastre—		Survey Department—	
Géomètre principal .. ..	480	Director .. ..	700 (100)
Géomètres (1 <sup>re</sup> à 4 <sup>e</sup> classe) .. ..	260-400	Surveyors .. ..	350-400
Industrie et Commerce—		Branch of Secretariat—	
Sous-directeur .. ..	520	Commercial intelligence officer .. ..	650 (100)
Inspecteurs .. ..	360-520		
Service postal—		Postal Department—	
Contrôleur .. ..	480	Postmaster-general .. ..	625
Percepteurs .. ..	300-440	Provincial postmasters .. ..	300
Force publique—		Southern Nigeria Regiment—	
Colonel .. ..	800	Commandant .. ..	900 (156)
Capitaine commandant .. ..	560	Company commanders .. ..	400 (96)
Lieutenants .. ..	400-480	Lieutenants .. ..	350
Sous-officiers et armuriers .. ..	240-260	Sergeants .. ..	96-300

No. 10.

*Foreign Office to Mr. Lamont.*

Sir,

*Foreign Office, May 29, 1912.*

I AM directed by Secretary Sir E. Grey to acknowledge the receipt of your despatch of the 18th ultimo, on the subject of outrages alleged to have been committed by State officials of the Congo, and to approve your action as therein reported.

As regards the question of your position in cases where the interests of British subjects are in no wise concerned, I am to remind you that the Belgian Government are under treaty obligations in regard to their treatment of the natives of the Congo, and that Sir E. Grey has stated that His Majesty's Government will not recognise the annexation until they are satisfied that these obligations are in a fair way to be fulfilled. Therefore, when cases of ill-treatment, even where British subjects are not involved, are brought to the notice of His Majesty's Government by missionary societies or others, application would have to be made to Brussels in order to know what action was being taken in the matter, unless reports had been received in this Office from His Majesty's consuls in the Congo detailing the measures adopted to bring the offenders to justice.

You should therefore keep yourself informed, and report from time to time as to the progress of the Martin case, and in the event of the Belgian authorities demurring to a request for the necessary information in this or similar cases, which Sir E. Grey is unwilling to think probable, you should justify your enquiries on the grounds mentioned above.

I am, &c.  
W. LANGLEY.

No. 11.

*Congo Reform Association to Sir Edward Grey.—(Received June 8.)*

*Granville House, Arundel Street, Strand,  
London, June 7, 1912.*

Sir,

I HAVE the honour, on behalf of the signatories, to transmit herewith a memorial dealing with the present phase of the Congo question, and to pray that it may receive the attention of His Majesty's Government.

Many more persons whose names do not figure at the bottom of this document would have been glad to associate themselves with its terms. The aim pursued, however, has been less that of obtaining a multitude of signatures than that of assuring His Majesty's Government of the widespread and non-partisan character of the representations herewith submitted.

And this purpose, it is thought, will be adequately served by the signatures actually appended.

I have, &c.,  
E. D. MOREL, *Hon. Secretary.*

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Enclosure in No. 11.

*Memorial.*

Sir,

*June 7, 1912.*

THE deep interest which the people of this country have manifested in the Congo question is well-known to His Majesty's present and past advisers, and has been frequently acknowledged by them. We may recall in that connection Lord Lansdowne's remark that public opinion "had been more moved over this question than by almost any question of the kind" which he could remember, and your own words to the effect that it was not, you thought, "too much to say that no external question for at least thirty years had moved the country so strongly and so vehemently." That interest remains such as it was described by the Prime Minister at the Guildhall on the 9th November, 1909:—

"It is disinterested; it is sincere; it has no ulterior or selfish end. It is in no sense impertinent, for it has regard to a territory and population towards which, by treaty, we have undertaken solemn obligations."

These citations from the speeches of past and present advisers of His Majesty absolve us from the necessity of particularising the various manifestations by which the people of this country have testified for many years, with unflinching constancy of purpose, to their convictions of national responsibility in the matter.

Nor need we here recapitulate anew the circumstances under which that national responsibility arose. It is sufficient that its existence is disputed by no responsible person in this country, and is fully acknowledged by His Majesty's Government.

Ever since Sir E. Malet defined at Berlin in 1884 the part Her Majesty's Government took at the conference held to settle the affairs of the Congo, as being that of trustees for the absent native population, the Government of this country have played the leading part in a wholly unselfish effort to obtain for those unrepresented African peoples the rights the British people believed at the time had been not only morally but materially secured to them.

It is because while much has been restored by law to the Congolese natives there still remains so much that is their due which Belgian law has still not accorded to them that we are venturing to approach His Majesty's Government at this moment.

We refer to native rights in land.

Four years will have elapsed next August since, by a majority vote in the Belgian Chamber, Belgium assumed responsibility for the government of the Congo, and although many salutary changes have ensued—changes which public opinion in this country has not been slow to recognise—the position of the native races of the Congo, in respect to rights in land, remains as insecure to-day as it was under the administration of the late Congo Free State.

That free access to his land is for the native of tropical Africa not merely the indispensable requisite of his personal freedom and alimentary necessities, but that upon it also depends the capacity to increase his well-being through the medium of commerce with the outer world, needs no demonstration. Nevertheless, by the edicts of 1891-92, "all lands"—to quote the terms of the Memorandum of His Majesty's Government to the Belgian Government dated the 14th November, 1908—"were declared State property regardless of native rights." Thenceforth, native rights in land became non-existent in Congo State law, and thus an unparalleled act of spoliation was, in the juridical sense, committed at the expense of the native population.

That law the Belgian Government has not repealed.

Indeed, the report of the Colonial Council attached to and explanatory of the Royal decree of the 22nd March, 1910, virtually endorses it, and the Belgian Minister

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in London upholds it in conversation with the Secretary of State last January ("Africa, No. 1," May 1912).

The net result is that in Belgian law the native races of the Congo have no rights in the land outside the purely arbitrary and circumscribed boundaries assigned to their villages.

We respectfully contend that as this situation was, in effect, declared by His Majesty's Government in the pre-Belgian annexation period to be contrary to the spirit of the treaties regulating the international position of the Congo State, contrary to the declarations of the founder of the Congo State, and contrary to the treaties negotiated with the native chiefs by the International African Association, out of which association the Congo Free State evolved; it is no less contrary to these treaties now. It would naturally follow that His Majesty's Government is as clearly entitled now to press for some measure ensuring security of tenure for the natives, as on any previous occasion upon which it has done so, both before and since annexation.

We need hardly point out that without such security the economic expansion and, consequently, the acquisition of wealth by the natives is seriously restricted. The opening up of tropical Africa by means of roads and railways, and the resultant growth of commerce and intercommunication, is leading to a remarkable development in industry on the part of the natives of these regions. In many parts of the British, German, and French dependencies the native population is adding to its immemorial harvesting of natural products for purposes of trade, the cultivation of cocoa, rubber, cotton, ground-nuts, maize, and other tropical produce with great success, to the benefit of itself and the world at large. That the population of the Congo should be debarred from such enterprises as the cultivation on their own account of cocoa, rubber, and other products by the continued monopolisation of the land is not only indefensible in itself, but is entirely opposed to the spirit of the treaties to which allusion has been made. Inferentially, the potentialities of commerce between the native population of the Congo and the outer world is adversely affected by the situation thus created, and the spirit of the treaties is thereby further infringed.

Native rights in land rank concurrently with native rights in the harvesting of the land's natural or wild products. The faculty of collecting and disposing in trade of such products withdrawn by the edicts of 1891-92 was restored to the natives by the Royal decree of the 22nd March, 1910, which was to become operative in three periods: in July 1910, 1911, and 1912 respectively. In July next, therefore, the natives of the Congo became repossessed, virtually throughout the Congo, of the faculty of carrying on their normal commercial relations with Europeans. It is matter for regret that the decree in question should have been accompanied by an explanatory report from the Colonial Council throwing doubt upon the permanence of the change, by disputing the inherent right of the native to harvest and barter natural products, qualifying the reform as an act of grace and postulating its withdrawal. Against this implied restriction, all those engaged in the Congo reform movement have continually protested. The definite assurance is now given by the Belgian Minister to the Secretary of State, published in the White Book just issued, that the Belgian Government has finally abandoned the system set up by the edicts of 1891-92. This assurance, which would seem to dispose of the doubts raised by the Colonial Council, we most cordially welcome, and we assume that the Belgian Government will take an early opportunity of confirming the declarations of its Minister.

Our main anxiety and our chief desire, then, is respectfully to urge His Majesty's Government, acting by virtue of their treaty powers and in fulfilment of the "solemn obligations" they have themselves proclaimed, to press with all friendliness the Belgian Government for a satisfactory solution of the land question.

Apart from the frequent assertion by Ministers of our national responsibilities which, in the opinion of the signatories, make it obligatory upon the British Government to pursue their endeavours on behalf of the Congo natives while the situation indicated prevails; it should not, we venture to think, prove an impossible task for His Majesty's Government to represent to the Government of a friendly country, with all the weight attaching to prolonged colonial experience, that the administration of a tropical dependency in Africa has everything to gain and nothing to lose from a policy of respect for native rights in land, and encouragement to unfettered native economic expansion.

We cannot but believe that the unwillingness of the Belgian Government to provide a simple land measure which should take cognisance of native communal and tribal rights, springs from an incomplete appreciation of the problem. To prolong a juridical situation under which native communities residing in the vastness of tropical Africa,

where land cannot be utilised by the white race, must apply for permission to cultivate tropical products both within and without the purely arbitrary and restricted limits of their villages, and must purchase the land they require for the purpose from Government, can be of no conceivable interest to the Belgian administration. That the ultimate control of the land for purposes of public utility should be in the hands of the supreme governing Power, by whatever title it is designated, no one, we would venture to say, would for a moment dispute. But this ultimate control is in no way jeopardised by recognising the *primâ facie* existence of communal and tribal tenure, and by giving the native population every facility of access to the land for purposes of cultivating products of economic value. To assume, and legally to endorse the assumption, that all lands outside the village boundaries are "vacant"—that is, without collective native owners—is in effect to destroy juridically the very conception of native ownership in land at all; whereas the historical processes under which Belgium has attained the position she now holds in the Congo are actually based upon deeds attesting the existence of that collective ownership to say nothing of the mass of published evidence, much of it Belgian, both acknowledging and proving such collective ownership. Legislation vesting the ultimate control of the land in the colonial administration, but, with that proviso, recognising the existence of native tenure, is all that is required to regularise the situation. Nothing more than this has ever been asked of Belgium.

Our purpose would be incompletely served were we to omit reference to one or two matters, subsidiary by comparison with the issue mentioned, but nevertheless bearing incidentally upon it. The matters we propose to mention have formed the subject of critical comment in the reports of His Majesty's consular staff, in the reports of the Reverend John H. Harris on behalf of the Anti-Slavery and Aborigines' Protection Society, in the debates of the Belgian Parliament, and in repeated representations to His Majesty's Government from the Congo Reform Association since the annexation.

The taxation in silver coin which has been substituted in the Congo for the forced collection of natural produce is considerably higher in its general incidence than that imposed by any other European administration in the African tropics upon its native subjects. The extreme poverty into which many of the Congo tribes have fallen owing to the maladministration of the past, converts this taxation into a heavy burden.

By universal admission free development of commerce constitutes the medium through which the effects of the destructive processes so long at work in the Congo are susceptible of gradual remedy. The heavy taxation aforesaid, combined with the restraints upon native expansion owing to the monopolisation of the land, must in themselves adversely effect that development. But, in addition, the enterprise of European merchants would seem to be hampered in a variety of ways as to which His Majesty's consular staff supply abundant details. The export duties, fees, licences, and taxes upon the merchant are unnecessarily onerous and discouraging to the employment of capital. The handicaps placed upon the ivory trade amount to a veritable competition, if not actual confiscation, on the part of the administration from which the merchant suffers, well-nigh to the extinction of his business.

The retention of many of the officials and agents identified with the old régime is very regrettable. The promotion of old soldiers to the position of village chiefs must delay the return of confidence among the natives, for it does already give rise to numerous forms of blackmail and kindred abuses at the expense of the community.

Finally, the scheme of vast State rubber plantations, to be established and maintained by the Government for revenue purposes, threatens the future with great complications, and as both the consular reports and the Reverend John H. Harris bear witness, hang like a nightmare over the country. This scheme formed an integral part of the reforms promulgated by the Belgian Government in October 1909, and the attention of His Majesty's Government was called to its dangers in a memorandum upon those proposals submitted by the Congo Reform Association in November of that year. It was proposed to clear, and to plant with rubber, 5,000 acres per annum for ten successive years. The scheme has not apparently matured. But there is no official indication that it has been abandoned. Its consummation would require an immense amount of native labour which the country in its existing impoverished condition could not possibly produce voluntarily, and were this class of enterprise to be classified as "public works," which, under Belgian law, is held to justify the imposition of compulsory labour, the forced withdrawal of the population from commercial operations would, apart from its other undesirable features, throw fresh impediments in the way of the economic development of the country and the freedom of commercial relationship

between the native races and the outer world. The position of a mercantile administration interfering with trade for its own profit would be further emphasised.

In bringing forward these matters we should desire it to be clearly understood that we do not attach to them equal significance, either from the point of view of native interests or from that of any friendly representations which His Majesty's Government may be in a position to make to the Government of Belgium, with the question of fundamental policy treated in the opening portion of this communication. We fully recognise that in themselves the problems of the incidence of direct taxation, of imports levied upon commerce, of the character of officials, and of the creation of Government plantations must rest with the Belgian administration. Although they may affect, and seriously affect in their cumulative influence, the due fulfilment of treaty obligations, the form they at present take in the Congo does not infringe those obligations.

It is otherwise with the question of native access to land and the native right to benefit in the fullest manner from the utilisation of the land for economic purposes. This right, together with that of the harvesting of natural products—now definitely recognised by the Belgian Government—must ever be the foundation-stone of native liberties and of native progress, and until it finds expression in Belgian legislation the remaining chief source of complaint against the whole régime is not removed.

In conclusion, we desire to state that we are sensible of the great difficulties Belgium has inherited. We are cognisant of the financial sacrifices Belgium has made since the annexation to improve the administration of the Congo. We are fully alive to the fact that not the most experienced colonial Power could hope within a considerable period to remove the evil effects of twenty years of misrule on the Congo. But these acknowledgments which we freely make in no way weaken the case we have the honour of placing before His Majesty's Government. On the contrary they strengthen that case.

The reform we urge would involve the Belgian Government in no fresh expenditure, and cannot be regarded as in any sense premature, or calculated to complicate the difficult task of reconstruction upon which that Government is engaged. It is, indeed, the necessary basis of any true reconstruction, and Belgium's real interests cannot but be served by recognising the fact.

We would fain hope that His Majesty's Government, before recognising the annexation, will find it possible to make such friendly and successful representations to the Belgian Government as will result in crowning the work of betterment which unremitting effort and persistent appeal to the spirit as well as to the letter of international agreements has brought about.

There is nothing the signatories of this letter more earnestly desire than the settlement of a prolonged controversy, provided it be effected in such conditions as will remove any cause of apprehension as to its final character.

We have, &c.

(Signed by representatives of the Executive of the Congo Reform Association and of its branches throughout Great Britain, and of the Anti-Slavery and Aborigines' Protection Society, Baptist Union of Great Britain and Ireland, Wesleyan Methodist Conference, Congregational Union of England and Wales, Baptist Missionary Society, Wesleyan Methodist Missionary Society, Newcastle and Gateshead Chamber of Commerce, and Birmingham Chamber of Commerce, and by eighty-five other persons on their own behalf.)

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No. 12.

*Consul Lamont to Sir Edward Grey.—(Received June 10.)*

Sir,

*Boma, May 10, 1912.*

I HAVE the honour to submit a report dealing with the existing and recent legislation in the Congo with respect to fire-arms.

2. Up to the present, the laws governing the importation, transport, possession, and sale of fire-arms have found expression in the following:—

(1.) *General Brussels Act of July 2, 1890.*

(2.) *Royal Decree of September 15, 1890.*—Enacting penalties for infraction of laws on traffic in fire-arms. Reported by the procureur général to me to be "tombé en désuétude."

- (3.) *Royal Decree of March 10, 1892*.—Amended by the decree of the 6th January, 1912.
- (4.) *Arrêté of Governor-General of May 5, 1892*.—Prohibiting use of fire-arms at Matadi.
- (5.) *Arrêté of Governor-General of June 16, 1892*.—Regulations based on decree of the 10th March, 1892.
- (6.) *Arrêté of Governor-General of May 24, 1894*.—Empowering district commissaires to prevent firing of guns in prescribed areas round towns and villages.
- (7.) *Arrêté of April 30, 1901*.—Repealed by decree of the 3rd June, 1906.
- (8.) *Decree of April 28, 1904*.—Repealed by decree of the 6th January, 1912.
- (9.) *Royal Decree of June 3, 1906*.
- (10.) *Royal Decree of January 1909*.—Giving effect to the protocol of the 22nd July, 1908.
- (11.) *Ordinance of the 30th April, 1909*.—Enacting payment of tax on fire-arms in money instead of stamps.
- (12.) *Ordinance of the 22nd July, 1909*.—Empowering certain customs officials in the Katanga, Province Oriental, Ruzizivi, and the Uele to issue licences for importation, transport, and possession of arms of precision.
- (13.) *Law of the 31st May, 1911*.—Approving the declaration of Brussels of the 15th June, 1910.
- (14.) *Decree of January 6, 1912*.<sup>\*</sup>—Amending the decree of the 10th March, 1892. New rates of taxes on permits to carry fire-arms: all fire-arms to be supported by permits; abrogates decree of the 28th April, 1904.
- (15.) *Ordinance of the 16th April, 1912*.<sup>\*</sup>—Setting forth conditions on which permits to carry fire-arms are to be issued.

3. The principal of these is the decree of the 10th March, 1892—the fruit of the Brussels Act of 1890; it sets forth the limitations with respect to importation, traffic, transport, and possession of fire-arms and ammunition.

By virtue of this Act arms of precision entering the Congo can only be licensed upon the governor's authorisation, and this is only granted to the importer after he has given sufficient guarantee that the fire-arm will not be delivered to another party. The procedure is identical with that operating in the British West African colonies since the date of the Brussels Act, 1890, and which I have personally administered as a colonial officer there.

All procedure affecting arms of precision (such as rifles, revolvers, and percussion-cap guns) is therefore regulated by the decree of the 10th March, 1892.

4. It has now been deemed necessary to give effect to another decree dated the 6th January, 1912, which, in amending articles 3, 4, and 9 of the decree of 1892, invests the Governor-General with fuller powers in respect to flint lock and percussion-cap guns and trade powder. An examination of these articles and the modifications affecting them through the operation of the new decree may first be made with advantage.

5. Comparative statement showing the new articles 3, 4, and 9 of the decree of the 6th January, 1912, and the amended articles Nos. 3, 4, and 9 of the decree of the 10th March, 1892:—

*Decree of March 10, 1892.*

“Article 3. Les permis de port d'armes sont valables pour cinq ans et peuvent être renouvelés. Ils seront révoqués en cas d'abus constaté. Ils sont soumis à une taxe fixe de 20 fr.

*Decree of January 6, 1912.*

“Article 3. Sans préjudice des interdictions prévues par les décrets, le Gouverneur général détermine, par ses ordonnances révoqués en tout temps, les circonscriptions territoriales où sont autorisés l'importation, le transport, le trafic et la détention des fusils à silex non rayés et des poudres communes dites de traite. Toutefois, nul n'y peut importer, transporter, vendre ou détenir ces armes et munitions s'il n'est muni d'un permis de port d'armes délivré soit par le Gouverneur général, soit par un fonctionnaire délégué à cette fin.

\* The new laws.

“ Article 4. Le transport, le trafic et la détention des fusils à silex non rayés et des poudres communes dites de traite, sont présentement autorisés dans les districts de Banana, de Boma, de Matadi, des Cataractes, du Stanley-Pool, du Kwango-oriental, du Lualaba-Kasai, et dans les territoires gérés par le Comité spécial du Katanga.

“ Article 9. Quiconque commettra ou laissera commettre par ses subordonnés des infractions au présent décret, ainsi qu’aux arrêtés et règlements d’exécution, sera puni de 100 à 1,000 fr. d’amende et de servitude pénale n’excédant pas une année, ou de l’une de ces peines seulement. La peine de servitude sera toujours prononcée, et elle pourra être portée à cinq ans lorsque le délinquant se sera livré au trafic des armes à feu ou de leurs munitions dans les régions où sévit la traite.

“ Dans les cas prévus ci-dessus, les armes, la poudre, les balles et cartouches sont confisquées.”

“ Article 4. Les permis de port d’armes sont valables pour un an.

“ Néanmoins, quelle que soit la date de la délivrance, leur validité expire le 31 décembre de l’année à laquelle ils s’appliquent.

“ Les permis ne sont délivrés qu’après paiement des taxes qui s’y rapportent. Ces taxes sont de 6 fr. par arme pour les fusils et carabines à balle et les revolvers ; de 5 fr. par arme pour les fusils de chasse à plomb ; de 4 fr. par arme pour les carabines destinées à la chasse aux oiseaux ; de 3 fr. par arme pour les pistolets et les carabines de salon ; de 1 fr. par arme pour les fusils à piston ou à silex.

“ Les personnes qui, soit pour leur propre compte, soit pour le compte d’autrui, font le commerce des armes ou des munitions payent annuellement une taxe unique de 50 fr.

“ Les permis sont révocables pour cause d’abus ou lorsque la sécurité publique est en danger. Dans ce dernier cas, les taxes sont restituées au prorata du temps pendant lequel le permis cesse d’être utilisable, et l’administration accepte en dépôt les armes et les munitions.

“ Le droit de révocation appartient à tout fonctionnaire délégué pour délivrer les permis.

“ Article 9. Quiconque importe, transporte, détient, cède, vend des armes à feu ou des munitions en violation des dispositions du présent décret, de ses arrêtés ou ordonnances d’exécution, sera puni d’une servitude pénale d’une année au maximum et d’une amende de 1,000 fr. au maximum, ou de l’une de ces peines seulement. La peine de la servitude pénale sera toujours prononcée, et son maximum sera de dix ans lorsque le délinquant se sera livré au commerce des armes à feu ou de leurs munitions dans les régions où ont lieu des opérations militaires.

“ Dans tous les cas, les armes et les munitions seront saisies et confisquées.”

(Translation.)

*Decree of March 10, 1892.*

“ Article 3. Gun licences are valid for five years, and may be renewed. They are liable to be revoked in cases of proved misuse. They are issued at a fixed charge of 20 fr.

*Decree of January 6, 1912.*

“ Article 3. The Governor-General shall, without prejudice to the prohibitions imposed by decree, determine by his proclamations, which are at all times revocable, the districts wherein the importation, transport, sale, and possession of smooth-bore flint-locks and ordinary gunpowder, known as ‘ trade ’ powder, shall be permitted. No one may, however, import, transport, sell, or possess such arms and ammunition without holding a gun licence issued either by the Governor-General or by some official empowered to issue it.



"Article 4. The transport, sale, and possession of smooth-bore flint-locks and ordinary gunpowder, known as 'trade' powder, are at present allowed in the districts of Banana, Boma, Matadi, Cataracts, Stanley Pool, Eastern Kwango, Lualaba-Kasai, and in the territories administered by the Comité spécial du Katang.

"Article 9. Any person committing or allowing one of his subordinates to commit a breach of the present decree, or of the orders and regulations for the execution thereof, shall be punished by a fine of 100 to 1,000 fr., and by penal servitude for a period not exceeding one year, or by one of these penalties only. The penalty of penal servitude shall always be inflicted, and may be extended to five years, when the offender has been guilty of trading in fire-arms or ammunition in districts in which the slave-trade is rife.

"In the cases provided for above, the arms, powder, bullets, and cartridges shall be confiscated."

6. Under the terms of the new decree it will be observed (article 3, 1912 decree) that no special territories are prescribed authorising therein the importation, traffic, and ownership of flintlock unrifled guns and trade powder, such as is prescribed in article 4 of the 1892 decree, so that the privilege hitherto held under that article by certain districts of the Congo, gives place to a provision vesting the Governor-General with power to ordain the areas where such importation, trade, and ownership of flintlock guns and trade powder will be sanctioned. It is also made compulsory for importers, transporters, vendors or owners of such arms to take out a "permis de port d'armes" issued by or under the governor's authority. The new decree thus imposes on flintlock guns a restriction which has hitherto only been placed on arms of precision; the Brussels Act of 1890 was directed mainly towards securing a stronger control over "armes perfectionnées," but the necessity for exercising supervision over the importation and traffic of the flintlock (easily converted into a cap gun) has frequently been brought home to the Colonial Governments of West Africa. In bush fighting ranges are short, and the efficacy of a flintlock gun loaded with pot legs from ambush has been demonstrated more than once.

7. Under the decree of the 6th January, 1912, "permis de port d'armes," are to be valid for one year only, and validity expires each year on the 31st December. The

"Article 4. Gun licences are available for one year.

"Nevertheless, whatever be the date of issue, they expire on the 31st December of the year for which they are issued.

"Gun licences are only issued after payment of the proper taxes. These shall be 6 fr. apiece for carbines, rifles, and revolvers; 5 fr. apiece for sporting shot guns; 4 fr. apiece for carbines for bird shooting; 3 fr. apiece for pistols and saloon rifles; and 1 fr. apiece for percussion guns and flint-lock guns.

"All persons who, either on their own account or on that of others, trade in arms or ammunition pay a single yearly tax of 50 fr.

"Licences are liable to be revoked in cases of improper use or when the public security is in danger. In the latter case the taxes are refunded in proportion to the time during which the licence is made unavailable, and the administration takes charge of the arms and ammunition.

"Every official empowered to issue licences may also revoke them.

"Article 9. Any person importing, transporting, owning, assigning, or selling fire-arms in violation of the provisions of the present decree, or of the orders or regulations for the execution thereof, shall be punished by penal servitude for a period not exceeding one year, and by a fine of not more than 1,000 fr., or by one of these penalties only. The penalty of penal servitude shall always be inflicted, and may be for ten years, when the offender has been guilty of trading in fire-arms or ammunition in districts in which military operations are taking place.

"In every case the arms and ammunition shall be seized and confiscated."

tax is, however, reduced, and a new scale of taxes is laid down, which embraces not only arms of precision, but all other sorts :—

					Per Annum.
					Fr.
1.	Rifles, carbines, and revolvers	..	..	..	6
2.	Shot guns (sporting)	..	..	..	5
3.	Carbines for shooting birds	..	..	..	4
4.	Pistols and saloon rifles	..	..	..	3
5.	Percussion guns and flint-lock guns	..	..	..	1

These rates cannot be considered severe, and, although they constitute an innovation as far as taxation of fire-arms is concerned, yet their collection will be advantageous in that it will necessitate a yearly stock-taking of every fire-arm in the country. The Government will, therefore, be in a position to—

- (1.) Keep a control over the number of fire-arms in the hands of both natives and Europeans;
- (2.) Regulate the sale and issue; and, if necessary,
- (3.) Compel surrender of fire-arms “on account of improper use of the permit or when the public security is in danger.”

8. Holders will now yearly have to submit their licences to the district authority, whereas hitherto after receiving his licence, which was good for five years, there was little supervision exercised over the holder in respect as to whether he had not actually transferred the weapon to another party. Under a five years' licence I have little doubt that many importers sold their guns at large profits to the natives, who, all over Africa, prize fire-arms above everything. The payment of the tax will therefore compel the owner of fire-arms to present himself annually, and if necessary submit them for inspection—procedure which must invest the Government district authorities with a full control over the fire-arms held within their jurisdictions. I may say that my experience in the administration of fire-arms law in the West African Colonies has frequently induced me to hope that all the Governments on the West Coast would adopt an annual tax on arms of precision, accompanied by annual presentation of fire-arms where suspicious circumstances rendered this expedient. Authorities would in this way immensely strengthen their control over fire-arms, and the terms of the Brussels Act of 1890 could be given more thorough effect.

9. (Article 9.) The punishments applied to infraction of the 1892 decree in respect to arms of precision, have now been equally made applicable to infractions of the terms of the two amending articles 3 and 4 of the decree of 6th January, 1912, which, as has been shown, relates to fire-arms of all classes.

10. On the 16th April last, the Government here promulgated an Ordinance based on and developing the decree of the 6th January, 1912, dealt with in the foregoing paragraphs of this report. A copy of this ordinance (Enclosure 1) is herewith attached. From its text will be gathered the following points :—

#### *Arms of Precision.*

(1.) District “commissaires” and “chefs de zone” are authorised to issue permits to carry arms so long as these arms are not of the five types and calibres used by the Government and specified by article 9. This is evidently aimed at preventing individuals from purchasing ammunition from the troops—a traffic which has been reported as existing, but which I am not, so far, in a position to either controvert or support.

(2.) Permits will be issued for rifles, revolvers, and pistols, considered as weapons of defence—to Europeans only it is to be presumed. To obtain a permit for more than one rifle, a “permis de classe” must be obtained at a minimum cost of 200 fr. (8l.). Trading houses can, however, equip themselves with the necessary arms for their protection without incurring this extra charge. The owner of a sporting rifle or fowling piece must also provide himself with a “permis de chasse.”

(3.) “Chefs de poste” alone are given the power to issue and revoke permits to carry percussion-cap and flint-lock guns. As these are the arms of the natives, it is necessarily fitting that the official most in contact with them should control the issue and revocation of licences.

(4.) Permits for wholesale trading in fire-arms and ammunition are issued only by the governor, and can be revoked by the district authorities “in case of improper use or of public danger.”

11. The general effect of the new laws and regulations on the question of fire-arms will, if strictly administered, be productive of good results, and enable the officials of the Government to strengthen their control over the fire-arms already in the country, and their further entry. That the importation of fire-arms has been considerable may be seen from the statistics of the Government (Enclosure 2). From this table it will be seen that the value of the arms of precision imported in 1910 amounted to 23,413*l.* At an average of 4*l.* per arm we have hence an importation of nearly 6,000, and these figures, I am informed, do not include fire-arms imported for the use of the Government troops. As, however, nearly every European who arrives here brings a gun with him, and these may be put down as about 1,400 in a year, we have still a balance of 4,600 fire-arms of precision that may be regarded as having entered the country in 1910. If we raise the average price to 6*l.* per arm, and give one each to 2,000 passengers landing, we are still faced with an importation of 1,900 arms of precision during 1910.

But this importation has largely decreased, as will be seen from the figures for the first six months of 1911, which are the only figures available at the present date, 5,168*l.*—a reduction of over 100 per cent. as compared with that of the same period of 1910.

12. I have lately had opportunities of discussing the Haut-Congo arms question with two foreign officials. One dined at the consulate last evening, and as he has just completed a journey through the Uele country I was able to derive information thereon from a reliable and independent source. On the subject of fire-arms his convictions were these:—

(1.) The gun is a keenly sought-for article by the native—one can purchase anything with a gun when other goods might be refused.

(2.) The Government of the Congo does not trade in guns, as far as he could note.

(3.) Gun smuggling over the Ubangi takes place, however, and inadequate customs protection renders this an easy matter.

(4.) The new regulations will enable the Government to control the possession and importation of fire-arms more effectively.

(5.) He thinks the Government will recall a large number of guns on the necessity for licensing forcing into full view the actual number of fire-arms in the country.

My other informant had just travelled from Mahagi to Stanleyville. He asserted that the Government did not traffic in guns, and that the natives had only a few wretched old fire-arms here and there—a chief's bodyguard generally had a few fire-arms, but usually no ammunition. This information applies, however, to the Haut-Ituri, and not the Uele.

I have, &c.

W. J. LAMONT.

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Enclosure 1 in No. 12.

*Ordonnance du 16 avril, 1912, relative au Trafic des Armes à Feu et aux Permis de Chasse.*

AU nom du Gouverneur général,

Le Vice-Gouverneur général, faisant fonction de Gouverneur général,

Vu l'article 22 de la loi du 18 octobre, 1908, sur le gouvernement du Congo belge;

Vu le décret du Roi-Souverain en date du 10 mars, 1892, modifié en ses articles 3, 4 et 9 par le décret du 6 janvier, 1912, sur les armes à feu;

Vu les arrêtés du 16 juin, 1892, et du 30 avril, 1901, relatifs au trafic des armes à feu et à la délivrance de permis de porter ces armes;

Vu le décret du 26 juillet, 1910, sur les droits de chasse et de pêche au Congo belge, ainsi que l'ordonnance du 12 octobre, 1910, y relative, complétée par celle du 15 juin, 1911;

Le comité consultatif entendu;

Ordonne :

Article 1<sup>er</sup>. Les commissaires de district et les chefs de zone sont délégués pour autoriser, au nom du Gouverneur général, la délivrance des permis de port d'armes prévus aux articles 3 et 4 du décret du 10 mars, 1892, modifié par celui du 6 janvier, 1912.

Cette délégation ne s'étend pas à l'autorisation de délivrance de permis pour des armes ou munitions d'un des types employés par les troupes du Gouvernement dont la

détention, le transport ou le trafic sont interdits, sauf autorisation spéciale du Gouverneur général pour chaque cas particulier. Aucune autorisation de ce genre ne sera plus accordée après le 31 décembre, 1912.

Art. 2. Les receveurs des impôts sont chargés de délivrer, sur le vu de l'autorisation visée à l'article précédent et moyennant paiement des taxes fixées, les permis de port d'armes prévus par l'article 4 du décret précité. Ces permis sont extraits de livres à souche. Néanmoins, les receveurs des impôts pourront délivrer aux personnes dûment immatriculées, ou se trouvant dans le cas du (2) de l'article 2 du décret du 10 mars, 1892, et ce, sans l'autorisation établie par l'article 1<sup>er</sup> de la présente ordonnance, des permis pour une seule arme de défense personnelle d'un type autre que l'un de ceux employés par les troupes du Gouvernement.

La délivrance du permis pour le port d'un fusil ou carabine à balle, considéré comme arme de défense personnelle, n'est soumise à aucune condition autre que celles énoncées ci-avant. Il en est de même pour les pistolets et revolvers.

L'obtention d'un permis au delà de un pour le port d'un fusil ou carabine à balle est subordonnée à la production d'un permis de chasse de 200 fr. au moins. Cette restriction n'atteint pas l'armement destiné aux factoreries. Le détenteur d'un fusil de chasse à plomb ou d'une carabine destinée à la chasse aux oiseaux doit obligatoirement justifier d'un permis de chasse.

Art. 3. Les commissaires de district et chefs de zone sont qualifiés pour révoquer les permis de port d'armes pour cause d'abus ou lorsque la sécurité publique est en danger, sauf appel par les intéressés auprès du Gouverneur général. Cet appel n'est pas suspensif.

Art. 4. Les dispositions des articles 1<sup>er</sup> et 2 qui précèdent ne sont pas applicables à la délivrance de permis de port d'armes pour fusils à piston ou à silex ; cette délivrance et de la compétence exclusive des chefs de poste qui ont également, concurremment avec les commissaires de district et chefs de zone, qualité pour révoquer les permis de cette nature.

Art. 5. Chaque permis n'est valable que pour la seule arme y désignée par ses marques et numéros ; il est interdit de faire figurer plusieurs armes sur un même permis.

Art. 6. La délivrance de permis pour le commerce des armes et des munitions, de même que pour le transit de ces armes et munitions sur le territoire de la colonie, est soumise à une autorisation spéciale émanant du chef du Gouvernement local. Ces permis sont révocables, en cas d'abus ou de danger public par les commissaires de district ou chefs de zone, sauf appel par les intéressés auprès du Gouverneur général.

Cet appel n'est pas suspensif.

Art. 7. Les permis de port d'armes sont valables jusqu'au 31 décembre de l'année de leur délivrance. Toutefois, la durée d'un permis, pour l'arme y indiquée, pourra être prolongée d'année en année moyennant paiement de la taxe y afférente. Ce paiement est constaté, par l'apposition, sur le permis, par un fonctionnaire qualifié pour délivrer les permis de port d'armes, de timbres adhésifs d'une valeur correspondant à la taxe. Ces timbres sont annulés par une mention datée et signée par ce fonctionnaire qui y apposera également le sceau de son office. Mention et sceau couvriront simultanément partie des timbres et permis de port d'armes.

Art. 8. Par mesure transitoire et par application de l'article 2 du décret du 6 janvier, 1912, la détention de fusils d'un des types employés par les troupes du Gouvernement, couverte par la délivrance d'un permis antérieurement délivré, sera autorisée jusqu'à l'expiration de la validité de ces permis. Les permis dont la validité expirerait avant le 31 décembre, 1913, pourront être prorogés jusqu'à cette date moyennant paiement des taxes prévues à l'article 2 de la présente ordonnance. La détention ni le transport de semblables armes ne seront plus autorisés, en aucun cas, après le 31 décembre, 1916.

Art. 9. Sont, jusqu'à disposition contraire et pour l'application de la présente ordonnance, considérées comme armes employées par les troupes du Gouvernement, les armes des types suivants :—

	Calibre.	
	—	
	Millim.	
(a.) Le fusil Albini .. .. .	..	11·00
(b.) Le fusil Comblain .. .. .	..	11·00
(c.) Le fusil Mauser .. .. .	..	7·65
(d.) Le mousqueton Mauser .. .. .	..	7·65
(e.) Le mousqueton Mauser brésilien .. .. .	..	7·65

L'importation des mêmes armes, mais d'un autre calibre, peut être autorisée.

Art. 10. L'ordonnance du 27 juillet, 1909, est abrogée.

Art. 11. Les directeurs des Finances, de l'Intérieur et de la Justice sont chargés, chacun en ce qui concerne, de l'exécution de la présente ordonnance, qui entrera en vigueur dans les délais légaux.

GHISLAIN.

Boma, le 16 avril, 1912.

(Translation.)

*Ordinance of April 16, 1912, respecting the Traffic in Fire-arms and Game Licences.*

In the name of the Governor-General,  
The Vice Governor-General, acting as Governor-General,  
Having regard to article 22 of the law of the 18th October, 1908, respecting the government of the Belgian Congo ;  
Having regard to the Royal decree dated the 10th March, 1892, of which articles 3, 4, and 9 were amended by the decree of the 6th January, 1912, respecting fire-arms ;  
Having regard to the orders of the 16th June, 1892, and the 30th April, 1901, relative to the traffic in fire-arms and to the issue of licences to carry such arms ;  
Having regard to the decree of the 26th July, 1910, respecting hunting and fishing rights in the Belgian Congo, and to the ordinance of the 12th October, 1910, on the same subject, supplemented by that of the 15th June, 1911 ;  
Having heard the consultative committee ;

Orders as follows :

Article 1. Power is conferred on the district commissioners and "chefs de zone" to authorise, in the name of the Governor-General, the issue of the gun licences provided for in articles 3 and 4 of the decree of the 10th March, 1892, as amended by that of the 6th January, 1912.

This power does not cover the issue of licences for arms or ammunition of any of the kinds used by the Government troops, the possession, transport, and sale of which are forbidden except by the special permission of the Governor-General obtained in each individual case. No such permission shall be granted after the 31st December, 1912.

Art. 2. Tax-collectors are instructed to issue, on production of the authority referred to in the preceding article and on payment of the taxes provided, the gun licences referred to in article 4 of the above-mentioned decree. These licences are taken from counterfoil books. Nevertheless, tax-collectors may issue to persons duly registered, or in the circumstances mentioned in paragraph (2) of article 2 of the decree of the 10th March, 1892, without requiring the authority specified in article 1 of the present ordinance, licences for a single weapon, intended for personal defence, of a kind other than those used by the Government troops.

The issue of a licence for a rifle or carbine, considered as a weapon of personal defence, is dependent upon no other condition than those provided above. The same applies to pistols and revolvers.

The issue of a licence other than one for a rifle or carbine is conditional upon the production of a game licence of 200 fr. at least. This restriction does not apply to arms for the use of trading houses. The possessor of a sporting rifle or of a fowling-piece is bound to provide himself with a game licence.

Art. 3. District Commissioners and "chefs de zone" are empowered to revoke gun licences in the event of improper use or when the public security is threatened, subject to the right of appeal to the Governor-General. Such appeal does not suspend the operation of the revocation.

Art. 4. The provisions of articles 1 and 2 above do not apply to the issue of licences for percussion-cap and flint-lock guns ; such licences may be issued by "chefs de poste" alone, who are also authorised, together with district commissioners and "chefs de zone," to revoke licences of this kind.

Art. 5. Each licence is available for that weapon only of which the marks and numbers are specified therein ; the inclusion of several weapons in one licence is forbidden.

Art. 6. The issue of licences to trade in arms and ammunition, and for the transit of arms and ammunition in the territory of the colony, is conditional upon a special authorisation emanating from the head of the local government. Such licences are revocable, in case of improper use or of public danger, by district commissioners or "chefs de zone," subject to an appeal to the Governor-General.

Such appeal does not suspend the operation of the revocation.

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Art. 7. Gun-licences are available to the 31st December of the year in which they are issued. The duration of a licence, for the weapon specified therein, may however be prolonged from year to year on payment of the tax applicable thereto. Such payment is shown by the affixing to the licence, by an official authorised to issue gun licences, of adhesive stamps of the value of the tax. The stamps are cancelled by the date and the signature of the official, who shall also affix his official seal. The writing and seal shall extend over a part of the stamp and over a part of the licence.

Art. 8. As a temporary measure, in conformity with article 2 of the Decree of the 6th January, 1912, the possession of rifles of one of the kinds used by the Government troops, covered by the previous issue of a licence, is authorised until the expiration of the licence. Licences which would expire before the 31st December, 1913, may be renewed until that date on payment of the taxes provided in article 2 of the present ordinance. The possession and transport of arms of this kind shall in no case be authorised after the 31st December, 1916.

Art. 9. For the purpose of the present ordinance, arms of the following types are, until it is otherwise ordered, considered as arms used by the Government troops:—

	Calibre.	
	—	
	Millim.	
(a.) Albini rifles .. .. .	11	00
(b.) Comblain rifles .. .. .	11	00
(c.) Mauser rifles .. .. .	7	65
(d.) Mauser carbines .. .. .	7	65
(e.) Brazilian Mauser carbines .. .. .	7	65

The importation of these same arms, but of a different calibre, may be authorised.

Art. 10. The Ordinance of the 27th July, 1909, is repealed.

Art. 11. The Directors of Finance, the Interior, and Justice are to give the necessary orders, each within his competence, for the execution of the present ordinance, which will come into force within the period provided by law.

GHEISLAIN.

Boma, April 16, 1912.

Enclosure 2 in No. 12.

*Imports of Fire-arms, &c., into the Congo State for 1910-11.*

(Extracted from "Renseignements de l'Office colonial" of December 1911 and March 1912.)

Armes, munitions et bufloterics—	1910.		Commerce spécial.		Commerce général.	
	Fr.	c.	Fr.	c.	Fr.	c.
Fusils—						
A silex .. .. .	48,399	30	51,369	54		
A piston .. .. .	19,026	78	19,098	78		
Autres .. .. .	585,347	46	634,324	92		
(Systèmes perfectionnés)						
Pistolets et revolvers .. .. .	33,913	92	36,863	62		
Pieces de rechange .. .. .	38,548	65	39,192	21		
Armes blanches .. .. .	505	32	3,529	63		
Cartouches .. .. .	486,194	31	522,420	32		
Capsules .. .. .	7,000	28	7,574	96		
Poudre—						
De traite .. .. .	103,077	39	119,835	22		
Ordinaire et de mine .. .. .	11,843	76	13,437	36		
Explosifs .. .. .	46,026	04	65,967	04		
Divers .. .. .	102,086	94	115,791	70		
Bufloterics .. .. .	96,762	78	98,477	52		

1911.

## IMPORTS of Fire-arms, &amp;c., during Half-year ended June 30, 1911.

	Commerce spécial.		Commerce général.	
	Fr.	c.	Fr.	c.
Armes, munitions et buflleteries—				
Fusils—				
A silex .. .. .	14,893	32	15,642	12
A piston .. .. .	559	20	577	20
Autres .. .. .	129,224	28	277,453	88
(Systèmes perfectionnés)				
Pistolets et revolvers .. .. .	24,973	50	25,932	30
Canons .. .. .	24,973	50	10,800	30
Pièces de rechange .. .. .	43,987	64	46,838	66
Armes blanches .. .. .	747	84	1,544	64
Cartouches .. .. .	294,252	65	308,952	74
Capsules .. .. .	206	04	182	04
Poudre—				
De traite .. .. .	27,413	52	27,413	52
Ordinaire et de mine .. .. .	2,591	45	4,103	45
Explosifs .. .. .	23,023	86	29,325	46
Divers .. .. .	142,113	90	142,435	54
Buflleteries .. .. .	83,786	56	83,804	56

N.B.—Le commerce spécial comprend les marchandises qui sont déclarées pour la consommation au moment de leur importation ou lors de leur sortie de l'entrepôt.

Le commerce général embrasse toutes les marchandises qui entrent dans le territoire de l'Etat, qu'elles soient déclarées pour la consommation, pour le transit ou pour l'entrepôt.

No. 13.

*Consul Lamont to Sir Edward Grey.—(Received June 10.)*

Sir,

Boma, May 22, 1912.

I HAVE the honour to report the departure from the Congo of Mr. Walter Lambuth, a bishop of the Methodist Episcopal Church of United States of America. Mr. Lambuth visited the Kasai district and went up to Stanleyville, with the view of pushing south to the Katanga, but serious illness compelled him to hasten down the Congo, and he is now returning to the United States.

In a long conversation I had with him he expressed himself as satisfied that the Belgians are making every effort to put matters right, and this is the testimony of the twenty-two missionaries with whom he discussed Congo affairs in various districts. He had observed nothing untoward in the treatment of the natives, and had no outrages, &c., to report.

I have, &c.  
W. J. LAMONT.

No. 14.

*Sir F. Villiers to Sir Edward Grey.—(Received June 10.)*

(Extract.)

Brussels, June 6, 1912.

I HAVE the honour to inform you that the "Bulletin officiel du Congo belge," No. 11 of the 1st June, contains, among other enactments, an ordinance of the Acting Governor-General of the colony fixing the amount of tax in money to be levied on the natives during the second half of the present year in the districts comprised in the third zone which is to be opened to trade on the 1st July next. These districts are enumerated in section (c) of article 1 of the decree of the 2nd May, 1910. According to the ordinance in question, the natives in the Ubangi district are to pay 5 fr. per head, and those inhabiting the remaining districts comprised in the third zone are to pay 2 fr. 50 c. per head.

I have, &c.  
F. H. VILLIERS.

*Sir F. Villiers to Sir Edward Grey.—(Received June 10.)*

Sir,

*Brussels, June 8, 1912.*

I HAVE the honour to inform you that the official report of the proceedings of the colonial council during the meetings held by that body on the 18th and 25th ultimo has now been published.

The meeting of the 18th ultimo was occupied with the discussion and adoption of a draft decree approving a convention concluded on the 25th April last between the Congo Government and the Société internationale forestière et minière du Congo, which modifies the original statutes of the company as sanctioned by a Royal decree of the 6th November, 1906.

Of the 7,000 shares constituting the capital of this company the Congo Free State and the Fondation de la Couronne appear to have held 4,080, which, since the annexation of the colony and the suppression of the Fondation de la Couronne, have now passed into the possession of the Belgian Government.

The original concession gave the company exclusive prospecting rights for minerals over a huge area, amounting in all to some 3,916,000 hectares. In addition the company was granted a lease for a period of ninety-nine years over another area of 1,100,000 hectares, which were to be exploited for the surface wealth.

It would appear that by mistake part of the basin of the Lomani, in respect to which the mineral rights had already been conceded to the compagnie du Katanga, was included in the concession of prospecting rights granted to the Société internationale forestière et minière by the decree of the 6th November, 1906. The new convention concluded between the Congo Government and the latter company rectifies this error, and concedes to them in compensation two blocks of land on the Aruwimi River. The new concession also substitutes a grant of 150,000 hectares in full ownership for the lease or usufruct of the 1,100,000 hectares conceded by the decree of 1906.

The grant of the new concession as well as the character and objects of the Société forestière et minière met with considerable criticism in the colonial council from MM. Morisseaux and Timmormans. The former urged that as the State now held the majority of shares in the company, it was in the interests of the colony that they should liquidate the concern and pay some compensation to the other parties. Special exception was taken to the fact that the original concession contained no clause imposing any obligation on the company to develop the lands conceded.

The Colonial Minister admitted that the original concession was excessive, and that it was extremely improbable that any society could be formed capable of effectively exploiting ("mettre en valeur") a mining area of 4,000,000 hectares. He would not, however, hear of the suggestion of liquidating the company, claiming that the concession of 1906 was still in force and absolutely legal, and that the modifications which it was now proposed to introduce were perfectly regular. Eventually, the draft decree approving the new convention was adopted by eight votes to three and one abstention.

During the meeting of the 25th ultimo the colonial council adopted two draft decrees approving important concessions of prospecting and mineral rights in the Katanga concluded between the Brussels branch of the Deutsche Bank and the Comité spécial du Katanga and between the said Comité spécial and a group representing the Comptoir national d'Escompte of Paris and the Société générale. Both conventions concede the right of prospecting for minerals over an area of 150,000 hectares.

The extent of the areas conceded and the importance of these two concessions to foreign groups were criticised by some members of the council, and M. Renkin agreed with M. Morisseaux that after these two decrees no further enactments approving extraordinary and exceptional mining concessions should be submitted to the council.

I have, &c.

F. H. VILLIERS.



## No. 16.

*Vice-Consul Purdon to Consul Lamont.—(Received at Foreign Office, June 11.)*

(Extract.)

*Stanleyville, April 23, 1912.*

I MAY say that my impressions up to date are as follows:—

1. The highly placed Belgian officials that I have met would appear to be gentlemen, hardworking, fair-minded, and anxious to do their duty by the natives.

2. With possible exceptions off the beaten track (of which I know nothing) the native is not tortured, as was the case in the past, but he certainly receives what is known as paternal correction, *i.e.*, he is flogged from time to time.

3. The native as I have seen him appears to be happy and contented, of rather poor intellect, and not to be trusted. He is fitted by nature for heavy manual work, and is a splendid labourer if directed by patient, painstaking, non-choleric whites.

4. The native trade possibilities are worthy of the closest study on the part of our Government, and might lead to a steady influx of British traders.

5. The effects of the climate of Stanleyville are such as to prevent the permanent settling of any but the strongest and healthiest whites. To my mind, however, excessive indulgence in alcohol is responsible for more sickness than the climate; the two in conjunction do not agree.

I am, &c.

R. I. PURDON.

## No. 17.

*Sir Edward Grey to Sir F. Villiers.*

Sir,

*Foreign Office, June 22, 1912.*

I TRANSMIT to you herewith copy of a memorandum which has been communicated to this Office by the Congo Reform Association,\* embodying the points which, in the opinion of the association, should be borne in mind by His Majesty's Government when considering the question of the recognition of the Belgian annexation.

You will observe that one of the points to which the association attaches the greatest importance is the alteration of the system of land tenure adopted in virtue of the decree of the 22nd March, 1910, and earlier legislation. I have to request that you will furnish me with your observations on the memorandum generally, and in particular that you will, if possible, ascertain and report the terms on which natives are allowed to take up land in the Congo outside the reserves round the villages which are communal property.

His Majesty's consul at Boma is being instructed to forward his views on the adequacy of the reserves themselves.

I am, &c.

E. GREY.

## No. 18.

*Foreign Office to Consul Lamont.*

Sir,

*Foreign Office, June 22, 1912.*

I AM directed by Secretary Sir E. Grey to transmit to you herewith copy of a memorandum which has been communicated to this Office by the Congo Reform Association,\* embodying the points which, in the opinion of the association, should be borne in mind when the question of recognition is under consideration by His Majesty's Government.

Mr. Morel lays great stress on the importance of reform in the system of land tenure at present in force. I am to remind you that His Majesty's Government, in the course of their negotiations with the Belgian Government, have confined themselves to urging an extension of the area reserved for the natives, which according to the various consular reports was deemed to be insufficient.

I am to request you to furnish at an early date a report on the general adequacy

\* No. 11.

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of the reserves, so far as you have information on the subject, and to embody in it your views as to the question of the tenure of land by individual natives outside the reserves.

I am, &c.  
W. LANGLEY.

No. 19.

*Sir F. Villiers to Sir Edward Grey.—(Received July 1.)*

Sir, *Brussels, June 28, 1912.*  
I HAVE the honour to inform you that the "Bulletin officiel du Congo" of the 20th June contains the text of two Royal decrees, bringing into force the organic regulations of the permanent commission for the protection of the natives in the Congo and the appointments of the president and the other ten members of the commission.

These decrees have been issued in virtue of the provisions of the law of the 5th March which empowered the King to fix the number of persons constituting the commission.

The number of members of the commission has been increased from seven to eleven. The *ex officio* president remains as before the procureur général to the Court of Appeal at Boma, but two representatives of industrial and commercial interests in the colony have been added, M. Cerckel, the local director of the Compagnie du Chemin de Fer du Congo, and M. de Keyser, the chief inspector of the Société anonyme des Huileries du Congo belge, a limited liability company formed in Belgium to work the concessions granted to Messrs. Lever Brothers, of Port Sunlight. The Roman Catholic ecclesiastics who formed part of the original commission have all been changed, but the Rev. Ross Phillips, the legal representative of the Baptist Missionary Society, continues to serve, and another Protestant missionary has been added in the person of the Rev. Royal Dye, legal representative of the Foreign Christian Missionary Society. M. Henri, the Vice-Governor-General, also retains his membership.

The regulations provide for the payment of the travelling expenses of the members and also for their remuneration during the time occupied by their deliberations. The commission is to meet at least once a year, and is to draw up an annual report for presentation to the Sovereign. The president is to decide where the meetings are to be held.

I have, &c.  
F. H. VILLIERS.

No. 20.

*Sir Edward Grey to Sir F. Villiers.*

Sir, *Foreign Office, July 4, 1912.*  
THE Belgian Minister called on the 22nd ultimo and, on the instructions of his Government, made the following communication with regard to the question of native rights to land in the Congo.

He observed that it had been asked whether natives desirous of establishing plantations on vacant lands had necessarily to purchase such lands from the State. The answer to this question was in the negative, as the Government has the power to grant the necessary authority gratuitously.

The decree of the 22nd March, 1910, recognised the irrevocable right of the natives to gather the vegetable products of domanial, *i.e.*, of vacant lands, but the further question had now been raised as to whether the natives have the right to make plantations on domanial or vacant lands.

In theory they possessed no such right, for vacant lands are the property of the State. It should not, however, for this reason be supposed that the natives were compelled to buy land from the administration before establishing plantations thereon.

The State had the power to grant gratuitously the authorisation to cultivate State lands, and desired to see vacant lands brought to the greatest possible extent under native cultivation. The Belgian Government were consequently about to issue instructions to the effect that, if groups of natives asked for domanial lands with the

object of undertaking cultivation for profit, such lands should be granted to them without payment, on condition that they were exploited within a period of time to be fixed by the local authorities in agreement with the natives.

Such lands would then form part of those occupied by the natives, and would be subject to the customs of the tribe, and the natives would enjoy, as regards these lands, the same guarantees as those which protected the lands now under native cultivation.

Every attempt to interest the natives in the development of cultivation would be received with satisfaction.

I am, &c.  
E. GREY.

No. 21.

*Sir F. Villiers to Sir Edward Grey.—(Received July 8.)*

Sir,

*Brussels, July 3, 1912.*

I HAVE the honour to forward copy of a note which I have received from the Minister for Foreign Affairs in reply to an enquiry made, in accordance with the instructions contained in your despatch of the 1st April respecting the rights of the Baptist Missionary Society under the Berlin Act.

M. Davignon states that when the Congo was taken over the Belgian Government declared their firm intention to respect scrupulously the provisions of the Act. Those which guarantee to missionaries of all denominations the facilities and protection required to carry on their work have been interpreted in the most liberal sense, and His Majesty's Government may rest assured that in the future there will be no departure from this principle.

I have, &c.  
F. H. VILLIERS.

Enclosure in No. 21.

*M. Davignon to Sir F. Villiers.*

M. le Ministre,

*Bruxelles, le 2 juillet, 1912.*

VOTRE Excellence a exprimé le désir de savoir si les missionnaires baptistes au Congo sont assurés de la jouissance à titre permanent des droits qui leur sont garantis par l'Acte de Berlin en vue de l'accomplissement et de l'extension de leur œuvre et cela sans empêchement ni restriction de la part du Gouvernement de la colonie.

Le Gouvernement du Roi a eu l'occasion d'affirmer au moment de la reprise du Congo sa ferme intention de respecter scrupuleusement les stipulations de l'Acte général de la Conférence de Berlin. Celles qui garantissent aux missionnaires de toutes confessions les facilités et la protection voulues pour accomplir leur œuvre de propagande sont interprétées au Congo dans le sens le plus libéral.

Le Gouvernement de Sa Majesté britannique peut être certain qu'il continuera à en être ainsi à l'avenir.

Je saisis, &c.  
J. DAVIGNON.

(Translation.)

YOUR Excellency has expressed the desire to know whether the Baptist missionaries in the Congo are assured of the permanent enjoyment of the rights guaranteed to them by the Berlin Act to carry on and extend their work without hindrance or restriction on the part of the Government of the colony.

The Belgian Government took the opportunity when the Congo was taken over to declare their firm intention to respect scrupulously the provisions of the general Act of the Berlin Conference. Those which guarantee to missionaries of all denominations the facilities and protection required to carry on their work are interpreted in the Congo in the most liberal sense.

His Britannic Majesty's Government may be certain that the same will be the case in the future.

I avail, &c.  
J. DAVIGNON.

No. 22.

*Sir F. Villiers to Sir Edward Grey.—(Received July 8.)*

Sir,

*Brussels, July 5, 1912.*

WITH reference to your despatch of the 22nd ultimo, I have the honour to state that I hope in a few days to submit observations upon the memorial recently presented to the Foreign Office by the Congo Reform Association.

Meanwhile, I consider it desirable to forward the accompanying copy of a note which I have received from the Minister for Foreign Affairs in reply to my enquiries as to the terms on which natives are allowed to take up land in the Congo outside the reserves round the villages.

The decree of the 3rd June, 1906, to which reference is made in the note, defines lands occupied by the natives to be those inhabited, cultivated, or developed in any way according to local customs or habits. Procedure is laid down as to determination of boundaries and establishment of landmarks. The Governor-General, or the District Commissioner, is empowered to assign to each village an area three times the size of that already inhabited and cultivated, and, with the sanction of the State, to grant an even larger extension. Provision is made for the due execution of the decree and for assistance to agriculture. The natives may utilise the reserved lands as they may think best, but they are not permitted to dispose of them to third parties without obtaining authority from the Governor-General.

I have, &amp;c.

F. H. VILLIERS.

Enclosure in No. 22.

*M. Davignon to Sir F. Villiers.**Ministère des Affaires Étrangères, Bruxelles,  
le 3 juillet, 1912.*

M. le Ministre,

VOTRE Excellence a exprimé le désir, d'ordre de son Gouvernement, de savoir si les indigènes du Congo ont la faculté d'acquérir des terres en dehors de celles que les décrets existants attribuent aux villages.

J'ai chargé tout récemment le Ministre du Roi à Londres de faire à ce sujet une communication au Gouvernement de Sa Majesté britannique. Le Comte de Lalaing s'est acquitté de ses instructions le 22 juin dernier au cours d'une conversation avec M. Langley, qui a exprimé sa satisfaction en ajoutant que votre Excellence avait été précisément chargée de poser au Gouvernement du Roi une question concernant les terres indigènes.

Votre Excellence prendra connaissance avec intérêt des renseignements que le Ministre du Roi à Londres a été chargé de donner au Foreign Office. Ils peuvent se résumer de la manière suivante :—

Le décret du 22 mars, 1910, reconnaît aux indigènes le droit de récolter les produits végétaux des terres domaniales, c'est-à-dire des terres vacantes. La question s'est ensuite posée à l'attention du Gouvernement de savoir si les indigènes, étendant leur activité, peuvent faire des plantations sur les terres domaniales en dehors des terres indigènes définies par le décret du 3 juin, 1906 (B.O. 1906, pp. 226 et suivantes).

Il faut évidemment pour cela le consentement de l'État, propriétaire des terres domaniales, de même que ce consentement a été nécessaire pour autoriser les indigènes à recueillir les produits naturels du sol sur ces terres.

Les intentions du Gouvernement du Roi sont très nettes. Son plus vif désir est de voir les indigènes, développant leur activité économique, s'intéresser à de nouvelles cultures.

Des instructions seront incessamment envoyées en Afrique portant que, si des groupes indigènes demandent des terres domaniales pour y établir des cultures vivrières ou des cultures de rapport, ces terres leur seront accordées gratuitement sous cette seule condition, qu'elles soient mises en valeur dans un délai que les autorités locales fixeront, dans chaque cas particulier, d'accord avec les indigènes.

Ces terres feraient désormais partie de celles occupées par les indigènes et seraient de la sorte soumises aux coutumes de la tribu. Les indigènes auraient quant à ces terres les mêmes garanties que celles qui protègent le sol qu'ils cultivent actuellement.

Toute initiative poussant les indigènes à établir de nouvelles cultures sera accueillie avec satisfaction.

Je saisis, &c.  
J. DAVIGNON.

(Translation.)

YOUR Excellency has, by instruction of your Government, expressed the desire to know whether the natives of the Congo have the power to acquire land other than that assigned to the villages by existing decrees.

I have recently instructed the Belgian Minister in London to make a communication on this subject to His Britannic Majesty's Government. Count de Lalaing carried out these instructions on the 22nd ultimo in the course of a conversation with Mr. Langley, who expressed his satisfaction, adding that your Excellency had been instructed to ask a question of the Belgian Government on this very subject of the native lands.

Your Excellency will be interested to learn the nature of the information which the Belgian Minister was instructed to give to the Foreign Office. It may be summarised as follows:—

The decree of the 22nd March, 1910, recognises the right of the natives to gather the vegetable products of the domanial, *i.e.*, of vacant lands. The further question has been asked of the Government whether the natives may extend their activity and make plantations on the domanial lands outside the native lands defined by the decree of the 3rd June, 1906. ("Bulletin officiel, 1906," pp. 226 and following.)

For this the consent of the State is obviously necessary, since the State is the proprietor of the domanial lands, just as such consent was necessary to empower the natives to gather the natural products of the soil on these lands.

The intention of the Belgian Government is quite clear. Their most earnest desire is to see the natives develop their economic activity and occupy themselves in extended cultivation.

Instructions are about to be sent to Africa to the effect that, if groups of natives apply for domanial lands for the purpose of cultivation for local consumption or profit, the lands shall be granted to them free on the sole condition that they are developed within a period to be fixed by the local authorities in each individual case in agreement with the natives.

Such lands would thereafter form part of those occupied by the natives, and would consequently be subject to the customs of the tribe. The natives would enjoy, with regard to these lands, the same guarantees as those which protect the soil now cultivated by them.

Every attempt to induce the natives to extend their cultivation will be received with satisfaction.

I avail, &c.  
J. DAVIGNON.

No. 23.

*Sir F. Villiers to Sir Edward Grey.—(Received July 15.)*

Sir,

*Brussels, July 12, 1912.*

I HAVE the honour to acknowledge the receipt of your despatch of the 22nd ultimo, transmitting copy of a memorial communicated to the Foreign Office by the Congo Reform Association embodying the points which, in the opinion of the Association, should be borne in mind by His Majesty's Government when considering the question of the recognition of the Belgian annexation.

You call my attention to the fact that one of the points to which the Association attaches the greatest importance is the system of land tenure, and you instruct me to furnish observations on the memorial generally, and also to ascertain and report the terms on which the natives are allowed to take up land in the Congo outside the reserves round the villages which are communal property. I beg leave to deal in the first place with the points mentioned as subsidiary by comparison with the matter of land tenure but nevertheless bearing upon that question.

Taxation in coin is stated in the memorial to be higher in the Congo than in any other European administration in the African tropics and to be a heavy burden owing to the poverty into which many of the tribes have fallen. The abolition of the tax in

kind which was so strongly urged and the introduction of a new system in an immense territory where such varying conditions prevail must obviously have involved great difficulty. The rate at first imposed has no doubt proved in some cases to be excessive, but this has been recognised by the authorities, and exemptions or remissions have been granted, as shown in the papers most recently presented to Parliament. I have had occasion to discuss this matter with the Belgian Government and have been informed that according to their reports the tax in money has generally speaking been collected without difficulty. The law which gives powers of remission to the Governor-General is applied considerately, the rate being moderate and in proportion to the capacity of the several districts. The report on the administration of the colony presented to the Chamber by M. Renkin, the Minister for the Colonies, stated that the new system of taxation in money had been well received and that populations which previously had shown themselves most refractory in regard to the payment of taxes had made praiseworthy efforts to discharge their obligations. The matter is one, moreover, to which the Colonial Council devote attention, and there seems no reason to doubt that alleviation will be afforded wherever the burden is proved to be too heavy. I have not the means of making a comparison between the incidence of taxation in the Congo and in the other European administrations.

The consular reports contain evidence, as stated in the memorial, that commercial enterprise is hampered in a variety of ways, but it is hardly a cause for surprise that with a complete change in the fiscal system, with no cessation of the need for raising revenue, some errors should have been committed in the imposition of unduly onerous duties and taxes. It must also be borne in mind that so far as fees, licences, and general control are concerned the natives will probably want as much protection against the unscrupulous free traders as they did against the monopolist of the past. The Belgian Government are fully alive to the importance of the question, and M. Renkin in conversation with Sir Arthur Hardinge in March 1911 ("Africa, No. 2 (1911)," p. 51) expressed his anxiety to encourage and promote free trade in the interests of the colony itself, for without trade money would not circulate and without money he could not get revenue to carry on the Government at all. In the two zones first opened to freedom of commerce no ivory is bought on Government account, and these purchases will now cease in the third zone. The Government furthermore declare that the administration has not engaged in trade since the State no longer appropriates the products of the domanial lands.

The Belgian Government point out with regard to agents and officers identified with the old system, that when the annexation took place an undertaking was given to retain the officials of the State. Even without this engagement it would have been an injustice to dismiss officials simply because they had been employed by the previous administration and, in addition, an act of imprudence to dispense with the services of those who alone among Belgians had colonial experience. All against whom charges may be proved are, without exception, removed from the service, and recent sentences prove how strictly offences are punished. Reports received by the Government show that the officials express confidence in the success of the reformed administration and that the new decrees are being loyally carried out in those parts of the colony where they have been brought into effect. As regards the future, useful changes have been made with a view to securing better control by the subdivision of districts, salaries have been improved and special attention is paid to training for the public service, every official with administrative functions having to serve a probationary term of two years and to satisfy the Governor-General that he is fit physically, morally, and mentally for his duties. Speaking of these and other reforms, Consul Lamont says: "The inauguration and final establishment of the new organisation, both as to officials and as to districts, unquestionably mark another step towards the attainment of the higher colonial ideal so much to be desired in the Congo" (see Mr. Lamont's despatch of the 29th April, 1912).

The existence among the natives in the Congo of practices contrary to proper social principles is not ignored by the Belgian Government, but they point out that these can only be suppressed by degrees and that for a long time to come there will be a tendency to commit abuses among those who are invested with power. It is not possible to abolish altogether the chefferies, for this would lead to the destruction of the whole social organisation, but in many cases the old chiefs and their families have disappeared, and it is extremely difficult to find any with sufficient character and influence to replace them.

The establishment of State plantations is defended on the ground that they were intended to open up a new source of prosperity for the colony and to constitute an

experiment from which private enterprise would derive profit. It is, however, by no means certain that they will remain under State management, the Government having been recently advised that the system is unsound and that the number of plantations should not be increased but rather reduced to a minimum. It is absolutely denied that recourse is had to forced labour, the natives employed being freely engaged and fairly paid.

The right to the products of the soil was secured to the natives by the decree of the 22nd March, 1910, and the Comte de Lalaing informed you that if certain reservations had been made in the decree this in no way signified an intention to return to the ancient system of the Congo State. Belgium had renounced the system of working the products of the vacant lands, the result of the change had been satisfactory and there was no intention of reversing decisions taken after deliberate reflection ("Africa, No. 1 (1912)," p. 1). This assurance is described in the memorial as "definite," but the view is expressed that the report of the Colonial Council which accompanied the decree threw doubt upon the permanence of the reform, and it is assumed that the Belgian Government would take an early opportunity of confirming the declarations of the Minister. A formal declaration made to the Secretary of State by a foreign Representative, no doubt by instructions from his Government, and published in a parliamentary paper, is not generally considered to require confirmation, but I may mention that the Belgian Government have maintained in their communications to me that there is no authority for the belief that the inalienable right to the natural products of the soil is not recognised and that there is nothing in the decree of 1910 which justifies a contention that its character is transitory. It is true that article 6 provides that the rights in question can be limited or withdrawn by a decree, but this only enunciates a general truth that one law can be repealed by another and indeed insures stability by specifically establishing the necessity of legislative intervention before the new system can be modified.

The decree of 1910 did not deal directly with land tenure, but the principle of State ownership of vacant lands was maintained in the decree itself as well as in the report of the Colonial Council, and the Comte de Lalaing in his conversation with you stated that the Belgian Government could not condemn the principle which had been and was still applied by most legislative systems. The view held by the Belgian Government is that they should not be tied down by any formula of an abstract character nor by juridical principles which are the result of an evolution wholly unknown to the races which they have to govern. The matters to be considered are the social and economical conditions, as affecting the indigenous population and the colony, which would ensue if the natives were given the right to dispose freely of the vacant lands. If they became proprietors without the right nothing in their present position would be changed, while the economical progress of the colony would be arrested because immense tracts would remain in the hands of natives incapable of developing them. If the right were granted what would happen? No doubt the law would intervene and reserve control for the administration, which, if necessary, could prohibit the sale of lands required for the future development of the communities and compel the purchaser to pay a fair price, but even then the value would be paid in perishable goods and the transaction would practically end in the dispossession of the proprietors without real advantage to the individual or the community. According to the present system the native can dispose freely of the products of the vacant lands; the State alone can dispose of those lands but does so for the benefit of the natives and to the general advantage, the product of sales being devoted, as provided in the colonial charter, to administrative purposes and to the development of the country.

These arguments apply to vacant lands only, as the law has recognised the collective right of the native tribes to the lands round their villages to an extent which is limited only by present and future requirements. An ordinance, dated the 1st July, 1885, lays down the principle that no one has the right to dispossess natives of the lands which they occupy. This was confirmed by a decree of the 14th September, 1886, which also provides that the lands occupied by the natives under the authority of their chiefs shall continue to be administered according to local usages and customs. A further decree, dated the 3rd June, 1906, defines lands occupied by the natives to be those inhabited, cultivated, or developed in any way according to local customs. Procedure is laid down as to determination of boundaries and establishment of landmarks. The Governor-General, or the district commissioner, is empowered to assign to each village an area three times the size of that already inhabited and cultivated, and, with the sanction of the State, to grant an even larger extension. Provision is made for due execution of the decree and for assistance to agriculture.

The natives may utilise the reserved lands as they think best, but are not permitted to dispose of them without obtaining authority from the Governor-General.

The point as to whether the natives may cultivate vacant lands beyond the limits laid down in the decree of 1906 has recently been considered. The permission of the State as proprietor of vacant lands is required, but I have been informed in a note from the Minister for Foreign Affairs, of which I have forwarded a copy, that the Belgian Government are extremely desirous that the natives should develop economic activity in this direction. Instructions will, therefore, at once be given that should groups of natives apply for vacant lands with the view to the cultivation of food products, or products of a profitable nature (for instance, rubber and cotton), land should be granted to them gratuitously on the sole condition that it shall be put under cultivation within a specified period to be fixed by the local authorities in agreement with the natives. These lands will for the future form part of those occupied by the natives and will thus be subject to tribal customs. The natives will have with regard to these lands the same guarantees as in the case of those which they at present occupy. Every initiative tending to encourage development of this nature will be welcomed.

The foregoing observations are submitted, of course, in connection with the two zones which have been opened to freedom of trade and with regard to which evidence of improvement and progress is accumulating, but I may also report here a statement of interest made to me by M. Renkin that preliminary measures have been adopted in the third zone which will facilitate and expedite the introduction of commercial and administrative reform.

The whole question naturally turns upon the manner in which the various enactments are applied, and this, in matters of detail at least, must depend upon the officials employed and the strictness of supervision locally exercised. The intentions of the Government and the trend of public opinion are, I think, unmistakable, and, so far as I have observed, there is no one found in these days either in Parliament or in the press to uphold the manner in which the colony was previously administered. The Government, as I am assured, adopted freely and in accordance with their convictions a series of reforms which have met with general acceptance. To suppose that a reaction against the principles on which the colonial system is now founded would meet with any support in Belgium is to ignore completely public opinion, which has repeatedly and with remarkable unanimity pronounced in favour of the existing policy. The fact that the present system has for its basis the law and the will frequently declared of the Belgian Government and Parliament is the best guarantee against any return to the conditions which formerly prevailed.

I have, &c.

F. H. VILLIERS.

No. 24.

*Sir F. Villiers to Sir Edward Grey.—(Received July 17.)*

Sir,

*Brussels, July 15, 1912.*

NO official announcement has been made with regard to the opening to freedom of trade of the third Congo zone. This is in accordance with the precedent set on the two previous occasions, and I am told by Baron van der Elst, the secretary-general of the Foreign Office, that the Belgian Government desire the introduction of the new system to be taken as a matter of course, in view of the provisions contained in the decree of 1910.

I have, &c.

F. H. VILLIERS.

No. 25.

*Mr. Macleay to Sir Edward Grey.—(Received August 1.)*

Sir,

*Brussels, July 31, 1912.*

I HAVE the honour to report that M. Renkin, in the course of a speech of welcome addressed on the 29th instant to the delegates of the International Colonial Institute now assembled at Brussels, made an important declaration concerning the policy of the Belgian Government in regard to the question of the rights of the natives to the



land in the Congo. I enclose a copy of the speech, which M. Davignon has been good enough to communicate to me at my request.

I have, &c.  
RONALD MACLEAY.

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Enclosure in No. 25.

*Speech by M. Renkin.*

JE suis heureux de saluer ici les membres de l'Institut colonial international. Leurs travaux intéressent au plus haut point les départements coloniaux, parce qu'ils tendent à tirer de l'expérience du passé, de la comparaison des méthodes et des résultats, les leçons et les règles qui guident la pratique coloniale. Votre institut a réuni sur les plus importants problèmes de l'organisation des colonies—notamment sur la main-d'œuvre, le régime foncier, le recrutement des fonctionnaires, les lois organiques—une vaste et précieuse documentation. On a pu dire avec raison que "les publications de l'institut sont devenues un recueil extrêmement précieux pour l'étude des systèmes coloniaux comparés."

La colonisation est l'indispensable véhicule de la civilisation.

Tous les peuples prospères et progressifs ont été des peuples colonisateurs. Quel but poursuivent-ils en soumettant des terres nouvelles à l'influence de la métropole? Est-ce le développement de l'esprit national? Est-ce la consolidation de leur situation économique, l'expansion de leur commerce et de leur industrie, le progrès de la richesse? Oui, sans doute. Mais au-dessus de ces buts immédiats il en est un autre plus élevé, but suprême des efforts de tant d'apôtres et de héros qui lui sacrifèrent leur vie: c'est l'élévation intellectuelle et morale de l'humanité, l'extension sur la terre du règne de l'ordre et de la justice.

Tel est aussi le but premier que la Belgique entend poursuivre dans son œuvre africaine.

Jeune encore parmi les nations, la Belgique a vu croître avec rapidité son commerce et son industrie. Sa laborieuse population est la plus dense du monde. Elle a donc pensé qu'elle pouvait accepter, des mains du grand Roi qui lui avait conquis la colonie, le fardeau et l'honneur de joindre ses efforts à ceux des autres nations qui, dans le bassin conventionnel du Congo, s'efforcent de conquérir au progrès moral et au bien-être matériel les populations livrées jadis à la misère, au désordre et à la barbarie.

Vous qui suivez de près l'activité coloniale des Gouvernements et des peuples, vous n'ignorez rien de l'œuvre accomplie depuis quatre ans par la Belgique. Je ne l'exposerai donc pas en détail, mais puisque votre assemblée m'en offre l'occasion, je voudrais préciser la pensée du Gouvernement belge sur le régime foncier du Congo belge.

Dans l'organisation du régime foncier, l'objectif essentiel du Gouvernement belge est d'assurer le développement économique normal de la colonie. Pour cela, il veut avant tout respecter les droits des populations indigènes et faciliter leur évolution économique.

À défaut de lumière suffisante sur les coutumes indigènes, il fallait donner à la question des terres au Congo une solution basée sur la raison et l'équité.

L'application des deux principes fondamentaux du régime foncier de notre colonie, savoir:—

1. Que les terres occupées par les indigènes, sous l'autorité de leurs chefs, et leurs droits d'usage restent soumis aux règles coutumières; et
2. Que les terres vacantes sont la propriété de l'État,

conduit naturellement à cette solution.

Le premier de ces deux principes assure le respect des droits certains des populations indigènes.

Le Gouvernement belge veut respecter toutes les formes de l'occupation indigène.

Les modes d'occupation se ramènent à deux types distincts: les uns supposent la possession exclusive du sol par la population indigène, les autres ne supposent qu'une possession limitée, et, donc, laissent place à l'activité économique de tiers.

Les populations indigènes occupent par l'habitation et par la culture une partie relativement faible du sol congolais; en quelques régions elles exploitent, par des procédés primitifs, des richesses minérales.

Ces trois modes sont exclusifs : la terre habitée, la terre cultivée, la mine exploitée doivent être à la disposition absolue du village ou de la tribu.

Il n'est pas possible de reconnaître sur des parties du sol un droit quelconque à des tiers sans léser des indigènes. Ces terres doivent leur être réservées et ils en disposent conformément à la coutume. Nul ne peut les en dépouiller ; eux-mêmes ne peuvent ni les vendre ni les louer sans l'autorisation de l'État, leur conseil et leur tuteur.

La législation du Congo a tenu compte de l'état économique et social des races du pays.

Une décision du Gouverneur général, subordonnée dans certains cas à l'autorisation Royale, peut étendre les réserves indigènes conformément aux besoins des populations.

Dans l'esprit du Gouvernement cette application doit être large.

Il y a trois ans, j'avais l'honneur d'exposer à la Chambre des Représentants que, réserve faite de la domanialité des terres vacantes commune à toutes les législations, le Gouvernement entendait mesurer les droits des indigènes d'après les règles de la plus large équité. De fait, le Gouvernement ne délimite l'occupation indigène que dans les cas où le voisinage d'une propriété privée rend cette mesure nécessaire. En attendant, l'occupation indigène se modifie, se déplace et s'étend. D'où suit que, dans la plus grande partie de la colonie, les villages et les tribus peuvent sous la poussée de leur activité, évoluer librement.

Cette pratique nous paraît conforme au devoir de l'État, qui doit protection aux indigènes, et à son intérêt, puisque du bien-être de la population, de sa densité, de ses ressources, de son activité, dépend, pour la plus grande partie, la prospérité de la colonie.

C'est dire que dans notre esprit l'application du principe de la domanialité des terres vacantes ne peut entraver l'évolution économique des populations noires.

Le régime foncier ne peut se borner à sanctionner l'état économique et social antérieur à la colonisation. Il doit assurer aussi le progrès économique de la colonie en amenant les populations indigènes aux méthodes de la civilisation. C'est ce que permet l'attribution des terres vacantes à l'État.

Aucune Puissance colonisatrice n'a laissé les terres à la disposition du premier venu : ce serait l'anarchie et le désordre. Partout la propriété des terres vacantes a été attribuée à l'État. Cette règle est nécessaire parce que seul l'État possède l'autorité voulue pour imposer une politique foncière stable et conforme à l'intérêt général.

Le principe de la domanialité des terres vacantes est donc incontestable. Son application peut seule être discutée.

On a bien compris, je pense, que nous sommes adversaires du système de l'exploitation directe du domaine par l'État, mais on semble croire que, dans notre pensée, les terres vacantes ne peuvent être attribuées qu'à des colons ou à des entreprises commerciales à l'exclusion des indigènes, dont l'activité directement productrice serait ainsi limitée à des réserves strictement déterminées.

Or, le Gouvernement pense et souhaite tout justement le contraire.

Certes les terres vacantes doivent servir en partie à l'établissement des colons européens ou d'entreprises commerciales, industrielles ou agricoles. Sans le concours de telles entreprises il n'y aurait ni colonisation ni civilisation possibles.

Ces entreprises créeront la richesse coloniale, fourniront une part des ressources nécessaires au développement de l'administration, de la justice, de l'outillage, de l'enseignement. Elles feront naître la main-d'œuvre, répandront la monnaie, susciteront les besoins, donneront aux indigènes le désir de meilleures conditions d'existence et les moyens de les obtenir. La lenteur inévitable de cette évolution impose au Gouvernement le devoir de ne pas trop diminuer l'étendue disponible du domaine. C'est pourquoi il considère comme définitivement close l'ère des grandes concessions de droits fonciers exclusifs.

Mais les terres vacantes peuvent aussi être attribuées et, si nos espérances se réalisent, seront attribuées aux indigènes pour une part que nous souhaitons importante. Que si des groupements indigènes ou des individus, sous l'action stimulatrice des commerçants ou des agriculteurs européens, désiraient créer des cultures de rapport, le Gouvernement serait heureux de les y aider en leur accordant des terres vacantes. Bien loin donc d'avoir jamais songé à restreindre l'activité des indigènes à la culture barbare de leurs réserves, ce qui serait un non-sens, le Gouvernement appelle de tous ses vœux le jour où il lui sera donné de doter largement de terres nouvelles les indigènes qui s'engageront à les mettre en rapport.

On voit donc que le régime foncier du Congo belge est conçu pour garantir les droits des indigènes et assurer le succès des entreprises colonisatrices et le progrès des populations noires.

Le décret du 22 mars, 1910, abandonne, en trois étapes, aux indigènes la récolte des produits du domaine. Depuis le 1<sup>er</sup> juillet, 1912, la mesure est appliquée dans le territoire tout entier.

L'article 6 du décret dit que le droit de récolte ainsi accordé ne peut être limité ou supprimé que par décret.

Le sens de ce texte est clair.

Par l'article 6, nous avons voulu simplement faire ressortir que jamais le pouvoir exécutif ne pourrait modifier ni directement ni indirectement les droits que le décret du 22 mars accorde aux indigènes. La mesure décrétée le 22 mars, 1910, et complètement réalisée aujourd'hui était dans le vœu de tous les Belges. Ce serait leur faire une injure de supposer qu'il puisse être question de revenir sur la politique qu'il inaugure.

Dans la dernière édition de son ouvrage sur la colonisation chez les peuples modernes, M. Paul Leroy-Beaulieu, parlant de l'annexion du Congo par la Belgique, disait :—

“L'habile et l'opulente nation belge consolidera l'État équatorial que Léopold II créa avec une admirable persévérance ; elle le modernisera, elle lui fera porter, pour le bien de la population noire et pour l'avantage aussi des nations civilisées, tous les fruits que comportent son étendue, la richesse de son sol et de son sous-sol.”

Ces paroles datent de quatre ans.

C'est la durée de l'histoire coloniale de la Belgique.

Que sont quatre années dans l'histoire d'une colonie ? Rien qu'un moment.

Je n'oserais donc pas soutenir que la confiante prophétie de M. Leroy-Beaulieu soit déjà pleinement réalisée, mais j'ose penser que tout annonce sa réalisation.

C'est la ferme volonté de la Belgique de mener à bonne fin sa tâche coloniale : Dieu aidant, les ressources, l'énergie, la ténacité ne lui manqueront.

J'espère qu'elle aura pour prix de ses peines la seule récompense qu'elle ambitionne : celle de voir les populations de sa vaste colonie, ces populations qu'elle aime et dont elle est désormais la tutrice dévouée, marcher dans la voie du progrès matériel et moral.

Messieurs, je forme le vœu que la nouvelle session de l'institut soit aussi féconde en résultats que celles qui l'ont précédée et que, de vos délibérations, sortent des enseignements qui allégeront la tâche de ceux à qui incombe le devoir de résoudre les problèmes complexes de la pratique coloniale.

(Translation.)

IT is with great pleasure that I welcome here the members of the International Colonial Institute. Their work is of the very highest interest to all colonial departments, since it tends to draw from the experience of the past and from a comparative study of methods and results those lessons and rules which guide colonial policy. Your institute has collected a large and valuable store of information—bearing on the most important problems of colonial organisation—more especially with regard to the supply of labour, land tenure, the recruiting of officials, and the question of organic laws.

It has rightly been said that “the publications of the institute form an extremely valuable source of reference for the comparative study of colonial systems.”

The spread of civilisation is entirely dependent upon colonisation.

All prosperous and progressive peoples have been imbued with the colonising spirit. What is their aim in bringing new regions under the influence of the motherland ? Is it the development of the national sentiment ? Is it the consolidation of the economic position, the expansion of their commerce and industry, the increase of their wealth ? Yes, without doubt ; but above these more immediate aims, we find yet a higher one—the supreme aim of so many heroic pioneers who have sacrificed their lives for it—the moral and intellectual elevation of humanity and the extension of the reign of order and justice upon earth.

Such is also the principal object of Belgium in her work in Africa.

Belgium, though still a young nation, has seen a rapid development of her commerce and industry. Her hard-working population is the densest in the world. This is why she considered herself in a position to accept, from the great monarch who won her the colony, the honourable task of co-operating with those other nations who are striving in the conventional basin of the Congo to further the moral progress and the material welfare of the natives, formerly abandoned to misery, disorder, and barbarism.

You, gentlemen, who take a keen interest in the colonial activity of Governments

and of nations, know full well the work that Belgium has accomplished in the last four years. I shall not therefore enter into it in detail, but, since your presence here affords me the opportunity, I should like to explain, in some detail, the attitude of the Belgian Government with regard to land tenure in the Belgian Congo. In land tenure organisation, the principal object of the Belgian Government is to assure the normal economic development of the colony. With this end in view, they desire above all things to respect the rights of the native population and to facilitate their economic evolution. In the absence of sufficient information with regard to native customs, a solution of the land question in the Congo had to be found based on common sense and equity. Such a solution is reached naturally by the application of the two fundamental principles of the land system of our colony, viz. :—

1. That the lands occupied by the natives under the authority of their chiefs and their customary rights shall remain, subject to the rules established by custom ; and
2. That vacant lands are the property of the State.

The first of these two principles ensures respect for the established rights of the native population.

The Belgian Government desires to respect every form of native tenure.

The forms of tenure resolve themselves into two distinct types : the one presumes the exclusive possession of the soil by the natives, the other merely a limited possession, leaving room for the economic activity of a third party.

In the Congo only a comparatively small part of the soil is occupied by the natives in the sense that they actually live on it and cultivate it ; in some regions they work the mineral wealth of the soil by the employment of primitive processes of extraction.

These three forms are exclusive : lands so inhabited or cultivated, and mines so worked, should belong absolutely to the village or tribe.

No rights of third parties to any part of the soil can be recognised without injuring the natives. These lands must be reserved for the natives, and they must be allowed to dispose of them according to their customs. No one can despoil them of these lands, but at the same time they cannot sell or lease them without the authority of the State, which is their adviser and guardian.

The legislation of the Congo has kept in view the social and economic status of the native tribes.

A decree of the Governor-General, subject in some cases to Royal assent, may extend the native reserves to meet the needs of the population.

The Government consider that this principle should be liberally applied.

I had the honour three years ago to communicate to the Chamber of Representatives the intention of the Government to estimate native rights by a standard of the most liberal equity, maintaining, however, the principle, common to all legislative systems, of the State ownership of vacant lands. The Government does not, in fact, delimit the land in native occupation, except in cases where the proximity of private property renders such a measure necessary. Meanwhile, native occupation modifies, shifts, and extends. The result is that in most parts of the colony villages and tribes can develop freely and spontaneously.

In our opinion, this policy conforms not only with the duty of the State, which owes protection to the natives, but also with its own interests, since the prosperity of the colony depends chiefly on the welfare, the density, the resources, and the activity of its population.

In short, we believe that the application of the principle of the State ownership of vacant lands can in no way hamper the economic evolution of the natives.

The land tenure system cannot merely sanction the economic and social status of the country previous to colonisation, it must also ensure the economic progress of the colony by leading the natives into the ways of civilisation. This is rendered possible by the assignment of vacant lands to the State.

Colonising Powers have never allowed the land to be at the disposal of the first-comer, for the result would be anarchy and disorder. The ownership of vacant lands has everywhere been assigned to the State. This rule is essential, because the State alone possesses the authority necessary to enforce a stable land policy in the general interest.

The principle of the State ownership of vacant lands is therefore indisputable. Its application alone can give rise to discussion.

It is generally understood, I think, that we are opposed to the system of direct exploitation of domanial lands by the State, but there seems to be an impression that, according to our ideas, vacant lands can only be assigned to colonists or to commercial

undertakings to the exclusion of the natives, whose directly productive activity is thus confined to strictly defined reserves.

This is just the contrary to what the Government thinks and desires.

Needless to say, vacant lands must be used in part for the establishment of European colonists or of commercial, industrial, and agricultural undertakings, for without the co-operation of such undertakings neither colonisation nor civilisation would be possible.

These undertakings will create a colony's wealth, they will furnish a part of the resources necessary to develop its administration, its justice, its education, and its public works. They will produce labour, circulate money, give rise to wants, and impart to the natives the desire for better conditions of life, and the means of obtaining them. The unavoidable slowness of this evolution makes it the duty of the Government to refrain from diminishing too greatly the extent of the domain of which they can dispose, and it is for this reason that they regard concessions of exclusive rights in land as a thing of the past.

But vacant lands can, and if our hopes are realised will, be granted to natives in what we trust will be important proportions. If groups of natives or individuals, encouraged by European traders or agriculturists, should desire to undertake productive cultivation, the Government would be happy to help them by making them grants of vacant land. Far from ever having dreamt of restricting native activity to the primitive cultivation of their reserves—an attitude which would be nothing less than absurd—the Government ardently look forward to the day when it will be possible for them to make liberal grants of fresh lands to those natives who undertake to make them productive.

It is thus clear that the land system in the Belgian Congo is calculated to guarantee the rights of the natives and to ensure the success of colonising enterprises and the progress of the black population.

By the decree of the 22nd March, 1910, the right to the produce of the domain was made over to the natives in three stages. Since the 1st July, 1912, this measure has been in force in the entire territory.

Article 6 of the decree provides that the right thus granted cannot be limited or abolished except by decree.

The meaning of the text here is quite clear.

By article 6, we simply desire to emphasise the fact that the executive Power should never be able to modify, directly or indirectly, the rights granted to the natives by the decree of the 22nd March. The measure enacted on the 22nd March, 1910, and now in full force, was in conformity with the unanimous desire of the Belgian people. It would be an insult to them to contemplate the possibility of the abandonment of the policy then inaugurated.

In the last edition of his work on colonisation among the nations of to-day M. Paul Leroy-Beaulieu speaks of the annexation of the Congo by Belgium in the following terms:—

“The rich and capable Belgian nation will consolidate the State which Leopold II founded with such remarkable perseverance in equatorial Africa; under Belgian rule it will develop on modern lines, and will yield to the advantage not only of the natives, but also of the civilised world, all the produce which is to be expected from its extensive area and the richness of its soil and sub-soil.”

These words were written four years ago, and this period comprises Belgium's colonial history.

What are four years in the history of a colony? But a moment!

While not asserting that M. Leroy-Beaulieu's optimistic prophecy has already been fully realised, I venture to think that everything points to its realisation.

The successful completion of her colonial task is Belgium's most earnest desire, and, with the help of God, her resources, her energy, and her constancy will not fail her.

I hope and trust that the one reward to which she aspires in return for her work will be granted her. I mean the happiness of seeing the peoples of her great colony, peoples whom she loves, and whose fond guardian she is henceforward destined to be, advance along the path of material and moral progress.

It is my earnest hope, gentlemen, that this new session of the institute may be as prolific of results as the preceding sessions, and that your deliberations may supply teaching that will lighten the task of those on whom is incumbent the duty of solving the complex problems of colonial administration.

No. 26.

*Mr. Macleay to Sir Edward Grey.—(Received August 12.)*

Sir,

Brussels, August 9, 1912.

I HAVE the honour to inform you that the official Congo Bulletin No. 15 of the 2nd August contains the report of the Colonial Council on the draft decree relative to the cutting of wood in the domanial forests, the decree itself in the form in which it received the Royal approval, and an ordinance reducing the tax on the natives in the Kivu district for the current fiscal year.

The object and scope of the Royal decree of the 4th ultimo, relative to the cutting of wood in the domanial forests, is fully set forth in the report of the Colonial Council. Apart from the fact that it greatly reduces the charges previously levied on steamers plying on the Upper Congo which consume wood cut in the State forests, the decree is interesting from the point of view of its recognition of the rights of the natives to cut wood freely, *i.e.*, without the licence imposed on the owners of steam-ships, European settlers, &c., in the domanial forests which have not been leased or ceded to third parties, provided the fire-wood is procured for their own domestic purposes or for sale.

By the terms of article 3 the permits to cut wood for fuel are granted gratuitously to the steamers belonging to religious missions, provided that they do not charge for the conveyance of passengers or make money by transporting the goods of others.

By an ordinance of the Governor-General of the colony, issued on the 21st May, the rate of the native tax in the Kivu zone for the financial year 1912 is reduced from 9 fr. to 5 fr. per head in the Kolembe-Lembe district and from 5 fr. to 2 fr. in the rest of the region.

I have, &amp;c.

RONALD MACLEAY.

No. 27.

*Vice-Consul Campbell to Foreign Office.—(Received September 7.)*

Sir,

Katanga, August 10, 1912.

I HAVE the honour to report that I have this day returned from my tour in the interior of the Katanga district.

I hope to forward my report at an early date, but in the meantime I beg to state that I visited the Kabongo district, and passed through the country in which certain British traders from whom I had received complaints were once established. I found that they had left the district,—most of them for other parts of the Katanga. I only met one of these traders, who expressed his satisfaction with present conditions. M. Padou, at one time "chef de secteur," deserted his post in January last, and is now at Kabongo as manager of the Intertropical Stores. The Government have made enquiries into the matter, and have completely changed the staff of officials, and one and all deplored the state of affairs existing in the time of Messrs. Arnauts and Padou. I reached the conclusion that the traders' complaints were entirely justified. The treatment of the natives has recently undergone a decided improvement, and the principal chief of the district, Kasongo Niembo, offered his submission a few days before my visit.

With regard to the other parts of the Katanga which I visited, the Government are striving to open up the country by means of broad caravan roads, railways, steamers and wireless telegraphy, but, as far as administration is concerned, the majority of the officials are incapable of dealing with Europeans or natives, few of them having had previous experience in the Congo. In these circumstances foreign traders and prospectors are ever conscious of a feeling of insecurity, since they can never depend on the treatment which they will receive at the hands of officials, nor can they count on Government assistance in case of trouble with the natives, who show but little respect for their administrators.

It must be admitted, however, that conditions are totally different from what they were in the Congo Free State both as regards the natives, who are no longer systematically oppressed and ill-treated, and traders and prospectors, of whom there are a goodly number of various nationalities despite the difficulties with which they meet—difficulties which are due to the desire of the individual official to show his

authority. I certainly consider that the Belgian Government are anxious to open up the country and treat the natives reasonably, but they are unfortunate in their officials, and taxation is so heavy that it is doubtful whether they will succeed in attracting the right class of men.

I have, &c.  
GERALD CAMPBELL.

No. 28.

*Vice-Consul Campbell to Foreign Office.—(Received September 30.)*

Sir, *Katanga, August 30, 1912.*  
I HAVE the honour to transmit to you herewith copy of my despatch of to-day's date addressed to the acting British consul at Boma, forwarding my report on the tour which I have recently taken in the north-eastern and western portions of the Katanga.

I have, &c.  
GERALD CAMPBELL.

Enclosure 1 in No. 28.

*Vice-Consul Campbell to Acting Consul Lyons.*

Sir, *Katanga, August 30, 1912.*  
I HAVE the honour to transmit to you herewith my report on the tour which I have recently made in the north-eastern and western portions of the Katanga district.

Leaving Elisabethville at the end of March last I travelled by the east coast to Mombasa and thence to Mwanza on Lake Victoria, and, journeying overland, to Udjidji on Lake Tanganyika. Crossing the lake, I regained the Katanga at Albertville, and by thus entering my district in the north, where porters were cheaper and more easily procurable, I was able to avoid the expense of hiring men at Elisabethville at the rate of 4 fr. or 5 fr. per diem. From Albertville I proceeded along the Lukuga Valley to Kabalo (near the former State post of Buli), where I took steamer to Kikondja on Lake Kisale. From Kikondja I journeyed inland to Kabongo, and finally worked my way across country to Bukama and thence to Kambove and Elisabethville, returning here on the 10th August.

I have, &c.  
GERALD CAMPBELL.

Enclosure 2 in No. 28.

*Report on a Tour in the North-Eastern and Western Districts of the Katanga.*

(Extract.)

(a.) *Trade, Mining, and Recruiting of Labour.*

APART from Elisabethville there is not much trade in the Katanga outside the rubber-bearing zones. In other parts the natives have but little produce to sell or money to spend. Were the mines in the copper belt controlled by the Union minière to be sub-let to contractors the entire aspect would be changed, but at the present time the prospects of a general trader away from the main lines of communication are not bright. Kambove, Bukama, and Kongolo will be important centres in the future.

The main rubber-bearing forests are situated in the basins of the Upper Lualaba, the Lomami, Luvua, &c., and there are probably as many traders in the Lomami basin as the supply will warrant, particularly in view of the difficulties of transport and the inertia of the natives. The attempts made by the Intertropical Company to defy competition have not been altogether successful outside the Kabongo district, and the number of British traders in the western portion now reaches double figures. In the east, Arabs and Indians, working principally on behalf of German East African firms, outnumber Europeans. Their task is easier, since they come over from the German side of Lake Tanganyika with a caravan of excellent porters, and, by smuggling

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the rubber across in dhows and paying the German duty instead of the Belgian, they save approximately 3*d.* per pound.

There are but few individual prospectors, the majority, including those of British nationality, being employed by one or other of the Belgian companies. A second deposit of tin has been discovered to the south-west of Kiambi and coal is reported to the north of the River Lukuga, near Lake Tanganyika, but the fact that the various expeditions are mainly occupied in tracking each other's footsteps tends to prove that they are more interested in the business of other companies than in their own.

Other Europeans are engaged in recruiting labour for which a guarantee of 40*l.* is now demanded. The agents of the "bourse du travail," or labour bureau, are particularly active, and a considerable number of men have been sent down to Elisabethville from the neighbourhood of Kabinda and elsewhere. As far as I could judge, the men engaged of their own free will, but I doubt whether they are aware that their contract is for three years, beginning from the date of their arrival in Elisabethville. They receive wages at the rate of 15 fr. per mensem, of which half is retained until the completion of their contract.

There can be no further doubt, judging from the manner in which *bonâ fide* traders and prospectors are free to come and go, that the Belgian Government are sincere in their endeavours to establish, even if they do not encourage, free trade in the Katanga. Unfortunately, there is considerable friction between the officials and traders other than Belgian, and it is necessary to expatiate at some length on the causes thereof.

It must be remembered in the first place that the laws in force in the country are strict, and afford many opportunities to the administrator to inflict punishment on those who are often in ignorance of the regulations until they find their goods confiscated (the favourite method of punishment) for non-compliance therewith. A regulation to which great importance is attached—in fact, I should say that the majority of the cases against traders are based on the supposed infraction thereof—is that which ordains that for every capita, or headman, employed by a European a tax of 30 fr. per annum must be paid. These capitas are natives of a superior intelligence, generally sent out to buy rubber or flour from the natives or left in charge of a store, and it is the custom for the officials to ask every capita for his licence, and, if he cannot show it, to seize goods or produce to, apparently, any amount belonging to the delinquent's employer. Naturally, traders should see that their capitas always carry licences, but the following are three examples of the manner in which this regulation is enforced:—

A British trader at Kambove had several loads of trade goods confiscated early in January from a capita who was trading at some distance away, and who could not show his 1912 licence. There had not been time for a runner to reach him with a new licence, but, none the less, the goods were taken away, and, being left in the rain, it will probably be found that most of them are spoilt. The case had not been decided in August, seven months after the event.

The "chef de poste" of Kisengwa arrived at the village of Bwila in July 1911, where he found two capitas of a British trader who had paid his taxes at Kisengwa. He confiscated the rubber which these two capitas had bought and their goods, and sent them to Katolo, a long journey, entailing a protracted absence from their work, to ask for the traders' papers. On my protesting to the Vice-Governor-General against this proceeding, I was informed that the "chef de poste" denied having sent these men away from Bwila ("il ne chargea nullement les noirs d'aller porter le message à l'intéressé"). This has now been shown to be a misstatement, as, on my communicating the result of the enquiry to the trader, he sent me the original *feuille de route* which the "chef de poste" gave the men, stating:—

"Feuille de route des nommés Kibinandu, Mwendalumbi, se rendant Katolo.

"Bwila, le 20 juillet, 1911.

"Le chef de poste" (signature illegible)

At Kabalo a capita in charge of a store belonging to a Kikondja trader complained to the Government official of a theft which had been committed, and asked for his assistance in tracing the culprit. His request was refused, as he had no licence. On my arrival at Kikondja I demanded of the trader why he had not obtained a licence for this man, and he replied that he had paid for all his capitas in January, when he had been merely given a receipt for the total sum paid, but that the licences had not been issued until June. He was sending the capita at Kabalo his licence by the first mail after its receipt, but by the time it reached him the thief would have had ample time



to escape, and a considerable loss has been incurred owing to the laziness of the Kikondja official, who took six months to write out a few licences.

A trader with whom I have been in communication, although admitting that there is a great improvement in present conditions, as compared with past years, and that trade in the Congo is now both possible and profitable, could not refrain from commenting upon the feeling of insecurity which exists, and will continue to exist, so long as individual officials are allowed to hamper traders, even when they are engaged in legitimate transactions. I am in full agreement with him on this point. That trade is both possible and profitable is shown by the fact that there are between 30,000 and 40,000 fr. in Belgian money in Udjidi and none at Albertville on the Congo side of Lake Tanganyika; in fact, the Belgians have to send across the lake to the Germans for francs wherewith to pay their soldiers and workmen, but it is also certain that private initiative is stunted, and that the better class of trader is avoiding the Katanga, owing to the reputation which inexperienced and over-zealous officials have gained of seizing every opportunity of interfering with those whom they seem to regard as their natural enemies.

But it must not be supposed that traders and others are entirely free from fault, more especially when the class of men who have entered the Katanga during the past two years is considered. Some of them have come from Rhodesia and South Africa with unenviable reputations, and they are not likely to submit to men whose authority they do not respect. Respectable merchants should not, however, suffer for the misdemeanours of others, and certainly, whatever their status or behaviour may be, some of the accusations made against British traders by the local government are scarcely fair. As I have attempted to point out in my letter to the Vice-Governor-General on the treatment of traders in the Kabongo district (Enclosure No. 3), in one case the officials are guilty of precisely similar conduct to that which they find so reprehensible in others, and in other cases they induce private individuals to take the law into their own hands, while, by their admitted inability to afford assistance when difficulties arise with the natives, they increase the discontent already prevailing at the heavy taxes demanded by a Government who give so little in return.

The main accusations are as follows:—

1. That traders prevent the natives from paying their taxes by buying rubber and other products for trade goods instead of money. It is true that traders in the rubber-bearing districts will only exchange trade goods for produce, but I found Government officials paying in cloth and beads for food-stuffs supplied to them. On the railway which the Government are building from the River Lualaba to Lake Tanganyika, cloth and salt are always given to the natives in payment of food or portorage, although they were willing to accept francs from me. On the main waterway, the River Lualaba, responsible officials were buying eggs for beads, nor did they remonstrate with a Belgian passenger who was buying fowls for cloth at a village where the natives expressed their preference for francs. The case against traders must be weak when the officials accuse them of acting in the same manner as they act themselves.

2. That they dissuade the natives from supplying food or labour to the Government. This charge was brought against British traders in the Kabongo district, where the natives of the Baluba tribe are known to be lazy. Mr. Southwell wrote:—

“As regards the Baluba of this district, I cannot say much for them. They are very lazy and very immoral. Work they will not. Neither myself nor Messrs. Morley and Tweedie have a single native of this district working for us.”

It is a fact, moreover, that even now, after the departure of the British traders from that district, both the Government officials and the agents of the Intertropical Company complain that they cannot get the Baluba to work for them.

3. That they do not sufficiently respect the authority of the officials. This is true, and British traders are apt to speak openly of what is in their minds. The experiences of three traders in the Kabongo district may, however, explain, even if it does not justify, their want of respect. They left the Star of the Congo towards the close of the 1910 dry season. After passing through Kikondja they were pursued by the “chef de poste” with soldiers and the agent of the Intertropical Company, the latter armed with a revolver, who demanded their papers; these were found to be in order, so the “chef de poste” asked for 50 fr., and, on this being refused, the three men were allowed to proceed. A few days after their arrival near Kabongo one of them was suddenly attacked by a Government official with troops, who attempted to set fire to his store,

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and for the next twelve months they were not only harassed themselves by the officials who forbade the natives to trade with them, but they witnessed an unjust "war" being waged against a chief who desired nothing better than to submit peacefully. In view of these experiences, it is not surprising that they felt but little respect for those in authority.

4. That they refuse to pay all the taxes demanded of them. Traders who come to this country should do so with their eyes open, and they must be aware beforehand that taxation is heavy. They complain, however, that they receive inadequate protection in return, and that they cannot be sure of being left in peace when they have paid their taxes as in the case mentioned above, where the "chef de poste" of Kisengwa confiscated the goods of a trader who had paid his taxes in full.

5. That they break the laws. I asked the Vice-Governor-General in December last to suggest to officials that the remedy for infractions of the law is to be found in the courts, and that it is scarcely dignified for them to follow traders through the native villages and vilify them behind their backs.

#### (b.) *Administration and Taxation.*

The Katanga does not seem to find favour with the Congo officials, and consequently the majority of posts, even those of importance, are filled by inexperienced men new to their work and unable to win the esteem of the natives owing to their ignorance of the language and customs of the inhabitants of their districts. It is due to this cause and no doubt to the motley collection of Europeans to be found in the interior that the natives are becoming extremely insolent in their bearing towards white men. It is satisfactory, however, to note that they are no longer systematically abused by Government officials, who are, in fact, apt to go to the opposite extreme. The only instance of oppression which came to my notice was the "war" waged against Kasongo Niembo, which was nothing more than a pretext to compel him to supply quantities of ivory. Under new officials peace has been declared, and the natives there and elsewhere had no complaints to make of the treatment which they received.

The amount of the tax to be paid for 1912 is fixed at 10 fr. in the Tanganyika-Moero zone, which comprises the north-eastern and eastern portions of the Katanga and both banks of the River Lualaba, and 6 fr. in the Lomami zone in the west. Money is spreading more quickly perhaps in the east than in the west, where the natives are indolent and have practically no wants beyond a desire for beads, which they can only obtain in exchange for rubber.

#### (c.) *Communications.*

##### *Railways.*

*Tabora-Tanganyika Railway (German East Africa).*—The line from Dar-es-Salaam was opened for traffic as far as Tabora in February last, and work was immediately begun by the contractors, Messrs. Phillip Holzmann and Co. on the Tanganyika section. No great difficulty will be encountered before the River Mlagarasi is reached, a distance of 149 miles, and rails are being laid at the rate of 12 to 15 miles per mensem, but this river will prove a serious obstacle owing to the existence of extensive swamps on each side of the main stream. It is proposed to construct a bridge  $1\frac{1}{2}$  miles in length across the river, and this task will be commenced in April or May 1913. The country to the west of the River Mlagarasi is by no means easy, and the exact route which will be followed has not been decided, but, if possible, the line will pass near the Saline Gottorp, where large quantities of salt are extracted from saline springs. The terminus of the railway will be at Kigoma, a well-sheltered and natural harbour some 6 miles to the north of Udjidji. The Germans have one steamer on the lake at present, but others will be constructed, including one of 2,000 tons.

*Lukuga Valley Railway (Katanga).*—The Lukuga Valley Railway, which will join the River Lualaba with Lake Tanganyika, is being constructed by the Belgian Government, acting as contractors for the Chemins de Fer du Congo supérieur aux Grands Lacs africains. Work was begun in June 1911, and by the end of June 1912 rails were laid for a distance of 30 miles, and, with the exception of a few miles here and there, the track was prepared for 88 miles. The total length of the line will be 174 miles, of which the first 99 present little difficulty; further on the country is hilly and broken, and it is not likely that the lake will be reached before 1914. The outlet

on Lake Tanganyika has not yet been determined, but it will probably be to the south of Albertville. Work is handicapped by the lack of rails. Transport is effected by way of Matadi, Leopoldville, and Stanleyville, but the arrangements made either at Matadi or Leopoldville are faulty, and the supply of materials is irregular. The line starts from Kabalo, a day's steamer journey up river from Kongolo, the terminus of the railway from Kindu, and it is to be regretted that it was not found possible to bridge the River Lualaba below the Portes d'Enfer in order to avoid transshipment at Kongolo.

*Elisabethville-Kambove.*—Work is proceeding steadily on this line, and it is hoped to reach Kambove by the end of the present year. Rails are laid for 67 miles and the track prepared for 81 miles; the total distance is 100 miles. There has been some delay in sending the materials for a bridge over the River Lufira from Belgium, and it is most important that they should arrive in time for the work to be well in hand before the rainy season begins in November.

*Kambove-Bukama.*—It is intended to hurry through the construction of this the last section of the railway which will connect Cape Town with Bukama, and thence by rail and steamer with Boma and the West Coast of Africa, and work will be carried on at the same time from Kambove and from Bukama. Engineers have already begun at the latter place to cut the path. The total length of the line will probably be about 200 miles, but the country is difficult, and it is not likely that the task will be completed for four or five years.

It is impossible to foretell with any accuracy the future of a district or country through which a new railway is being constructed, especially in Africa, but much will depend on the development of the Katanga and the class of men who eventually settle here. Personally, I am not so optimistic as some have been as to the prospects of settlers until some means is found of ridding the district of the tsetse fly, which renders the keeping of cattle impossible. Money can be made even now by planting fruit and vegetables, but the market is small, and it would seem that the prosperity of the Katanga must depend mainly on its minerals, and, in a far lesser degree, on plantations of tropical products in the lower-lying areas. The main articles of export, as far as present discoveries indicate, will be copper from the Elisabethville-Kambove-Ruwe region and tin from Ruwe and the Kiambi district, and the shortest road to the European market, with the possible exception of the Kiambi one, will undoubtedly be by the Benguela Railway, which will involve only one transshipment at the coast. By the Belgian route via Bukama, Stanleyville, and Matadi, seven transshipments from train to steamer and *vice versa* will be necessary, viz., at Bukama, Kongolo, Kindu, Ponthierville, Stanleyville, Leopoldville, and Matadi, and, although a considerable saving will be effected in utilising the waterways, it is doubtful whether any advantage will accrue from using this route in preference to the Benguela Railway, which will probably pass through Ruwe and the richest portion of the copper belt. Export by the German line would entail five transshipments, viz., at Bukama, Kabalo, Tanganyika, Kigoma, and Dar-es-Salaam, and this would be more costly than even the Belgian route, particularly if the steamers passed through the Suez Canal. It is useless to discuss the advantages or disadvantages of the projected Kasai Railway until some definite scheme has been drawn up.

It will be interesting to see where will be the junction of the Benguela Railway and the Elisabethville-Kambove-Bukama line, since an important township should arise there in time. At present the neighbourhood of Kambove is indicated.

#### *River Communication.*

There is a monthly service of steamers between Kongolo and Bukama, the navigable limit of the River Lualaba and Kongolo and Kiambi on the River Luvua. The flotilla, which has hitherto consisted of a cargo-boat and a tug, is now increased by the addition of a passenger-steamer, capable of carrying twenty-four passengers, and another vessel is under construction. Navigation is difficult on Lake Kisale, owing to the presence of quantities of papyrus, but a channel is being made which may solve the difficulty.

#### *Caravan Routes.*

A welcome innovation, and one which affords evidence of the desire of the Belgian Government to open up the Katanga, is the construction of caravan routes. Besides those in the neighbourhood of Elisabethville such roads are projected, or are being made, between Kambove and Bukama, and from Bukama to Fundabiabo, Kinda, and Kabongo.

The question of portorage is difficult, particularly for private individuals or those who do not know the country, since the majority of the natives are indolent and unwilling to carry loads for long distances, while it is only too well known now that if they desert they will not be found or punished. The best porters are those on Lake Kisale in the neighbourhood of Kikondja.

*Wireless Telegraphy.*

As soon as the necessary apparatus has been delivered at Kikondja, through communication by wireless telegraphy will be possible between Elisabethville and Brazzaville in the French Congo. Stations are established at Elisabethville, Kikondja, Kongolo, Kindu, Lowa, Stanleyville, Lisala, and Coquilhatville. The results up to date are said to be extremely satisfactory.

(d.) *Sleeping Sickness.*

Dr. Rodin has established a lazaret near Bukama, a locality which will no doubt become of some importance when the railway is completed. *Glossina palpalis* have been very numerous on the River Lualaba in this vicinity, and it is to be hoped that Dr. Rodin's efforts to improve the conditions will be successful. It is not possible to pronounce an opinion thereon until the rainy season. A "chef de secteur" has been appointed to make a tour of inspection and move villages from infected to non-infected areas, while the construction of caravan routes and the closing of other paths will be an advantage, provided that clearings are made at all crossings, and this is not yet being done. I travelled up the River Lualaba with some officials who seemed anxious to instruct the natives as to what they should plant on the river banks, but it is of little use to call out advice from a passing steamer or to pause for a few minutes in a village. Someone should remain in the village to see that the natives carry out the instructions, and a doctor or an official should spend some weeks on the river for this purpose. A doctor attached to the Grands Lacs Railway was on his way to study conditions on the River Lukuga, but, if there is any chance of infection, it is somewhat late to begin after several hundreds of natives have been working on construction there for twelve months. On Lake Tanganyika the Belgians have one lazaret in the north and one in the south, each with one doctor. There is no lazaret or doctor at Albertville. On the opposite side of the lake the Germans have eight doctors, ten European hospital attendants, and one European for clearing the lake shore and keeping it clear.

(e.) *Conclusion.*

To anyone who has seen various districts of the Congo State under the old régime, it is abundantly clear that conditions have improved considerably both as regards trade and the treatment of the natives. The doors which were formerly closed are now open to traders and others, but it is a matter for sincere regret that even the most respectable amongst them has learnt to be nervous of his reception, and that the reputation of Belgian officials, both in South and East Africa, has suffered from the manner in which they have treated, and are still treating, those who do far more than themselves to bring prosperity to the country. I do not wish to blame every official, as I have met some during my tour who are of a distinctly superior class, and are anxious to obey the instructions which they have received to interpret the laws in a generous spirit; but they are the first to admit that a considerable number of their colleagues are men who come out fresh from home with little or no experience in dealing with their fellow-creatures, either white or black, and they deplore the fact that the majority of the officials in the Katanga, which is certainly one of the most difficult districts in the Congo State to administer, should be utterly unsuited to their work.

*Elisabethville, August 30, 1912.*

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Enclosure 3 in No. 28.

*Vice-Consul Campbell to Vice-Governor-General, Elisabethville.*

M. le vice-gouverneur général,

*Elisabethville, August 30, 1912.*

I HAVE the honour to acknowledge the receipt of your Excellency's letter of the 28th instant relative to the complaints made by British traders of the actions of

Government officials in the Kabongo district. I await the result of the enquiry held by M. le Substitut van Tomme with great interest.

There are probably one or two points upon which he will not touch in his report—points raised by your Excellency in expressing dissatisfaction with the actions of the traders as related in the reports received from the officials. I particularly studied these matters during my recent tour, and I would ask permission to comment briefly thereon.

1. Traders break the laws and refuse to pay the taxes due. As the British traders have left the Kabongo district, unable to trade there in face of the opposition which they encountered from the Intertropical stores aided by Government officials, I was unable to hear their defence; but since they are accused, amongst other things, of failure to pay taxes for all their *capitas*, and since, both there and elsewhere, the officials lay especial stress on the payment of this tax (so much so that very many of the cases against traders arise from the discovery of an unlicensed *capita* in his employ), I venture to give one or two instances of the manner in which the regulations are enforced:—

(1.) A *capita* at Kabalo reported a theft of a considerable sum of money from his store to the officer in command, and asked for assistance in tracing the thief. This was refused, because the *capita* could show no licence. At Kikondja I met his master, and I remonstrated with him for not paying his *capita's* tax, to which he replied that he had paid taxes for all his men in January of this year, and that it was only in the month of June that the licences were issued. During six months he had had to rest content with a receipt for the total amount paid. He was sending the licence by the steamer due to leave in five days, but this was the first opportunity which he had had of so doing, and, meanwhile, the *capita* had lost the money and had applied in vain for assistance.

(2.) M. Padou was very diligent in confiscating the goods of British traders in his secteur on this account, but no sooner did he desert his post and become district manager of the Intertropical stores than he wrote to his agent at Kasongo Niembo, saying that it was no longer necessary to take out licences for *capitas*. This letter was shown to a British trader, whose account would seem to be confirmed by the fact that a *capita* in the employ of the Intertropical Company, whom I saw at Kako, stated that he had worked for the company since January, but that for five months he had no papers. He produced a provisional licence issued in June last by M. Straeven.

(3.) M. Lawrie, of Kambove, had several loads of trade goods confiscated early in January last because his *capita* could not show his 1912 licence, whereas there had not been time for a runner to take the new licence to him. The goods were left out in the rain, and most of them are probably spoilt.

(4.) There is no need to refer further to the case of Mr. J. F. F. Johnson, dealt with in my letter No. 58 of the 16th instant, which arose out of the action of the "chef de poste" of Kisengwa in confiscating rubber for a similar reason—an action which he was unable truthfully to defend.

It is such actions as these which add considerably to the insecurity felt by all traders alike, while they lose respect for such officials as the above-mentioned "chef de poste" or the officials at Kabongo, Messrs. Arnauts, Willems, Padou, &c., who have shown themselves to be unworthy of the trust reposed in them by the Government. Prospectors, too, complain of the inability of officials, openly admitted by them, to assist them in their difficulties with the natives, who are well aware now that entire caravans of porters can run away with impunity, and that workmen can safely desert, even after their contracts have been signed before a magistrate, carrying with them the blankets and knives with which they have just been presented. It is this feeling of insecurity and the loss of respect for the authorities which induce traders to take the law into their own hands, and to refuse to pay heavy taxes in a country where they obtain no assistance from the Government in return, but are even involved in considerable loss, as a result of the ungenerous and sometimes unjustified actions of the officials. It should not be possible, M. le Gouverneur Général, for a trader to give as the main reason for the improvement in his business that the present official in the district in which he is trading is behaving towards him in a reasonable manner. So long as the laws are enforced in a practical and generous manner there should be no question as to the treatment which traders receive at the hands of the officials.

2. Traders hinder the natives from paying their annual tax by buying rubber and other products for trade goods, and refusing to assist in the circulation of money. This is assuredly the case; in fact, in the Kabongo district, where the natives' sole desire is for beads, the agents of the Intertropical Company have been forbidden to sell

beads for money—only for rubber. Thus the money which I gave to any extra porter whom I engaged in a village to carry a load for one day was useless to him, since he could buy nothing which he wanted at the store. But, although it is no concern of mine that officials should retard the progress of their own work, it would appear that those who made this accusation against British traders were aware of the weakness of their case, since they accused them of acting in the very same manner as they do themselves. It is not only in the Kabongo district that Government officials still give trade goods to the natives in villages away from the post for the food which they supply to them and to their caravan, but on the main waterway, the River Lualaba, and along the route of the railway which the Government are building to Lake Tanganyika, where for all foodstuffs supplied by natives and for all work done by them, such as portage, payment is made in cloth and salt. On the steamer on the River Lualaba, responsible State officials purchased fowls for money, but eggs for beads, while a prominent Belgian passenger was paying in cloth even for fowls, and, in one village, the natives came on board, after he had made his purchases in this manner, and demanded francs instead of cloth for some other fowls which they wished to sell. None of the officials on board protested against this procedure, but they do not seem to hesitate to do so when it is necessary to justify their actions in preventing traders from making a livelihood.

3. Traders dissuade the natives from supplying the Government posts with food and labour. If this charge was put forward by a Kabongo official against the traders there, he can only have been presuming on the ignorance of those who have never visited the district. Your Excellency is acquainted with the Baluba country, and I need not therefore point out that no effort is necessary on the part of a trader or anyone else to prevent the Baluba in the Kabongo district from working. Mr. Southwell in writing of the natives there said, "Work they will not. Neither myself nor Messrs. Morley and Tweedie have a single native of this district working for us." It is not likely, therefore, that they dissuaded the natives from working for others, and even to-day, when the British traders have gone, the officials and the agents of the Intertropical Company complain of the laziness of the Baluba, and state that the only men who will work are those who come from Kabinda or Lake Kisale.

I do not wish to absolve the traders wholly from blame, as I recognise that there were faults on both sides, and the action of Mr. Bowen in threatening M. Padou with a revolver, as reported in your Excellency's letter of the 16th January last, is most regrettable. None the less the treatment which these traders received, dating from the unprovoked attack by soldiers, acting under the orders and supervision of a Belgian officer, on Mr. Morley's store only a few days after their arrival in the district, up to the desertion of M. Padou in January last from his post of "chef de secteur," without any evident remonstrance on the part of the Government (for he was still at Kabongo in July last as district manager of the Intertropical Company), can only have engendered feelings of disrespect for those in authority over them. It would appear that their complaint that M. Padou was enjoining the natives not to sell rubber to the British was fully justified, but that point will probably be dealt with by M. van Tomme if he has made an exhaustive enquiry.

With further reference to the same letter, Mr. Tweedie denies that he refused to meet the "chef de zone"; in fact, he journeyed 18 miles to Kabongo for this sole purpose on the 17th November last, where he had an interview with him in the presence of the "chef de secteur," the "chef de poste," M. Cranshof and M. Maas.

After a careful examination of the subject during my tour, I am still of the opinion that traders are not well treated by officials in the Katanga. A Government official has far more power than would appear from a study of decrees and regulations, and through zeal or inexperience or even through a patriotic, but inadmissible, desire to help his own countrymen to withstand competition, he can do abundant mischief to foreign traders in his district, and protest and enquiry take months or even years; the result is that before reparation can be effected the merchant is ruined or has lost all influence with the natives. So long as the majority of officials maintain an unsympathetic attitude, in spite of circulars and instructions to the contrary, it is not surprising that many should assert that the Government are intentionally making it impossible for foreign traders to remain in the country.

I have, &c.

GERALD CAMPBELL.

No. 29.

*Vice-Consul Campbell to Foreign Office.—(Received October 14.)*

Sir,

*Katanga, September 18, 1912.*

I HAVE the honour to transmit to you herewith copy of my despatch of to-day's date addressed to the acting British consul at Boma, reporting the case of M. Goedvriend, who has been condemned to seven years' penal servitude for defrauding the Government while in the exercise of his duties as gaoler at the local prison.

I have, &amp;c.

GERALD CAMPBELL.

Enclosure in No. 29.

*Vice-Consul Campbell to Acting Consul Lyons.*

Sir,

*September 18, 1912.*

I HAVE the honour to report that M. Goedvriend, who has been gaoler at the Elisabethville Prison since 30th June, 1911, was condemned on the 13th instant to seven years' penal servitude for defrauding the Government and ill-treating the native prisoners under his charge.

The accused admitted that instead of supplying the prisoners with the regulation amount of 1½ kilog. of maize per diem he allowed them 1 kilog. only, which enabled him to sell 27 tons of maize to a local contractor at the rate of 1l. per sack of 90 kilog. The prisoners all complained of hunger. He also made a profit on the sums allowed him for the board of European prisoners, while he compelled the natives to cut fire-wood which he sold in the town and appropriated the proceeds. His object in acting in this manner was to gain money to spend during his approaching leave of absence in Europe.

It was proved, moreover, at the trial that he had administered to one prisoner 100 lashes in two days, tending the wounds made on the first day with tincture of iodine in order that the native might be ready to receive the second moiety on the following morning. Another prisoner was given fifty lashes in one day, and showed several scars as the result. Goedvriend, who averred that he paid no attention as to whether the victims were wounded or not, has been ordered by the court to pay to the two natives compensation at the rate of 1 fr. per lash.

I have, &amp;c.

GERALD CAMPBELL.

No. 30.

*Vice-Consul Campbell to Foreign Office.—(Received October 21.)*

Sir,

*Katanga, September 21, 1912.*

I HAVE the honour to transmit to you herewith copy of my despatch of to-day's date, addressed to the acting British consul at Boma, relative to the conduct of the "chef de poste" at Kisengwa.

I have, &amp;c.

GERALD CAMPBELL.

Enclosure 1 in No. 30.

*Vice-Consul Campbell to Acting Consul Lyons.*

Sir,

*Katanga, September 21, 1912.*

I HAVE the honour to transmit to you herewith copy of a letter which I have addressed to the Vice-Governor-General relative to the alleged actions of the "chef de poste" at Kisengwa, as set forth in the statement made by Mr. Francis, copy of which is enclosed. This statement has been forwarded to me by Mr. Bishop, whom I know personally, and in whom I have every confidence. The "chef de poste" in question has recently proceeded to Europe on leave of absence.

Kisengwa is situated to the north of Kabongo, and, had I known of this matter, I could, by extending my tour for another three weeks, have visited the region. Unfortunately, a letter which Mr. Bishop, who knew that I was going to Kabongo, wrote to me asking me to enquire into the traders' complaints, has not yet reached me, and I accordingly missed the opportunity of learning the state of affairs.

The Vice-Governor-General, in reply to my letter, has promised that an enquiry shall be held, and expresses the hope that the matter was reported by Mr. Francis to a magistrate who has recently been in that district.

I have, &c.

GERALD CAMPBELL.

Enclosure 2 in No. 30.

*Vice-Consul Campbell to Vice-Governor-General.*

M. le Vice-Gouverneur général,

*Katanga, September 17, 1912.*

I HAVE the honour to forward herewith copy of a statement made by Mr. J. E. Francis, a British trader in the Lomami district of the Katanga. As your Excellency will see, grave charges are brought by him against the "chef de poste de Kisengwa," not only as to his dealings with the natives, but also as to the manner in which he has aided the agent of the Intertropical Company to the prejudice of other traders. I would protest most strongly against the actions of M. Leroy, and I beg that an immediate enquiry may be held into these allegations, although I understand that the official in question has proceeded to Europe on leave of absence.

It is most discouraging to receive these reports from the interior, and I had hoped that, after the enquiry held into the state of affairs in the Kabongo district, officials would be more anxious to conform to the regulations. Within a few months of the enquiry, however, the neighbouring "chef de poste," who did not hesitate to confiscate the rubber of an English trader at Bwila in July 1911, is accused of having transgressed in a most open manner, and it is difficult to avoid the suspicion that he was tempted to supplement his earnings before leaving for Belgium. I would point out further that both Kabongo and Kisengwa are in the same zone, and, from what I gathered from Belgian officials, the present "chef de zone" was well aware at the time of what was taking place at Kabongo during his previous term of service, although he does not appear to have taken any steps to prevent it.

I have, &c.

GERALD CAMPBELL.

Enclosure 3 in No. 30.

*Statement by Mr. Francis.*

ON the 8th April, 1912, Mushasha (Mpianambayi) was taken prisoner by the "chef de poste de Kisengwa," M. F. Leroy. The "chef de poste" was in the village at the time. He was taken to the Intertropical store at Mukombo and kept there with other chiefs, among them Bwanamesi, until about the 27th April. On the 30th April I met the "chef de poste" at Chimoto, and saw six chiefs tied together neck to neck, amongst them Mushasha and Bwanamesi. As I live at Mushasha and know the chief, I sent him 10 fr. to pay his tax. I went to see the "chef de poste," and while with him, saw twenty-two fowls brought him. On returning to my camp, my capitão told me that he had demanded forty fowls. Next morning the "chef de poste" left with eighteen goats and a number of fowls which the soldiers had captured during the night. No payment was made for these.

On the 20th May, my capitão William, whom I had sent to Chimoto at Chimoto's request to buy rubber, returned and told me the following story. Chimoto had sold all his rubber to the Intertropical agent at Mukombo, M. Wolff, some for francs, some for calico. Chimoto wished to sell to me, but the "chef de poste" had told him not to sell to me or to A. F. Heher (an Englishman), or our capitãos, and that if he did not sell to M. Wolff, he, the "chef de poste," would come and take all his goats and fowls and some of his women. Wolff, as an excuse for not paying the francs the natives asked for, told Chimoto and his people that the Belgians do not want any more tax, as it was too difficult to get francs in the country. It is significant that Wolff had not



sufficient francs to meet the demand. I am prepared to produce William, who will swear to this.

On the 5th June, at my store at Mushasha's village, the natives of the village returned after taking forty loads of manioc and two goats to the "chef de poste," Kisengwa, as last payment for the release of Mushasha. They were told by Broissart, the "adjoint chef de poste," Kisengwa, that Mushasha would not be released until they had taken rubber to Wolff. Mushasha had been a prisoner at Kisengwa since the 8th April.

On the 11th June, a Government messenger from Kisengwa came to the village and said that if the natives brought fifty loads of manioc the chief would be released. Some of these loads left for Kisengwa on the 12th June. On the 12th June Government messenger Mukwisa came to the village, having met some of the loads of manioc on the road, the carriers of which came back with him. He told the villagers that the "chef de poste" required fifty loads of manioc and twenty baskets of rubber, on receipt of which the chief would be released. I myself went to the village and saw Mukwisa. I asked him what was done with the rubber at Kisengwa. He replied, "The 'chef de poste' looks at it and then sends the natives to sell it to Wolff at Mukombo." The messenger also stated that Wolff was the cause of Mushasha being put in gaol, as since my arrival at Mushasha, and A. F. Heher's at Bwanamesa, he, Wolff, had had no rubber from these places. The natives left for Kisengwa on the 13th June, with fifteen baskets of rubber and two goats. On the 15th June Mushasha, the chief, returned. I asked him why he had been imprisoned. He said, "Because when they asked for manioc I did not bring it quickly enough." His natives, with the rubber, returned with him, with a pass ("feuille de route"), which is in my possession, to Wolff at Mukombo. The two goats had been kept at Kisengwa to make up for the five baskets of rubber not taken.

J. E. FRANCIS.

July 20, 1912.

No. 31.

*Sir F. Villiers to Sir Edward Grey.—(Received October 21.)*

Sir, *Brussels, October 16, 1912.*  
I HAVE the honour to inform you that the "Congo Bulletin" No. 20 of the 11th instant contains a decree to prevent the destruction of elephants in the Uele district and the zone of Ituri.

A decree is also published reducing from 8 fr. to 4 fr. the head-tax payable by natives in the Tsangi Company's concession situated in the Lukombe Valley (district of Aruwini), and a further decree fixing for 1913 the head-tax payable by natives in the Katanga at 12 fr., except in the regions of Mulonde and Molière, where it is fixed at 6 fr.

The "Bulletin" also contains the text of a decree ordering measures to prevent the increase of mosquitoes.

I have, &c.  
F. H. VILLIERS.

No. 32.

*Vice-Consul Campbell to Sir Edward Grey.—(Received October 28.)*

Sir, *Katanga, September 27, 1912.*  
WITH reference to my despatch of the 30th ultimo, I have the honour to transmit to you herewith copy of my despatch of to-day's date, addressed to the acting British consul at Boma, relative to the behaviour of Belgian officials towards British traders.

I have, &c.  
GERALD CAMPBELL.

## Enclosure 1 in No. 32.

*Vice-Consul Campbell to Acting Consul Lyons.*

Sir,

*Katanga, September 27, 1912.*

WITH reference to my despatch of the 30th ultimo, I have the honour to transmit to you herewith (Enclosure 2) copy of the answer which the Vice-Governor-General has returned to my letter complaining of the attitude assumed by the Belgian officials towards British traders, copy of which was annexed to my report on my tour in the North-Eastern and Western districts of the Katanga.

I was prompted to address that letter to his Excellency by the consideration that no time should be lost, as he was proposing to undertake a journey inland, in giving him my views on a subject which I had often discussed with him and other leading members of the Government of this district in an open and frank spirit. The Vice-Governor-General has not experienced much difficulty in replying to my communication, but I was at a disadvantage owing to my reluctance to give instances in support of my contention that the behaviour of the officials engenders a feeling of insecurity and disrespect amongst traders. As I have stated in my reply (Enclosure 3), I was furnished on several occasions with examples by those who complained of this feeling, but it would not be fair to the officials concerned to relate incidents which I have not been able to verify, and I did not mention many of them in my report to you for the same reason.

From the very nature of the questions which arise in the Katanga it is far more difficult here to procure evidence, which is of any practical use to the investigator, than it is in other parts of the Congo State where the conduct or treatment of natives is the more usual subject of enquiry. In questions of insecurity, favouritism, or non-compliance with the law, native testimony, although sometimes useful, is of quite secondary importance, and unfortunately it is not always possible to trust the assurances of traders or officials, unless supported, as is rarely the case, by documentary evidence. Thus, I consider Mr. Lawrie, whose goods were confiscated in January last, as he alleged, to be a responsible and trustworthy person, but on two occasions, once at Kambove and once at Elisabethville, he declared to me that his goods were confiscated on the 6th January because he had not had time to take out and send his capita's licence for 1912 to the village where the man was trading; the Vice-Governor-General, however, states that the confiscation took place on the 6th February, and was due to Mr. Lawrie's neglect to supply his capita with a letter of identity.

The case of Mr. Downing, mentioned towards the beginning of his Excellency's letter, is not terminated, as the Appeal Court has to render judgment. Consequently, I have not reported it to you, nor have I referred to it in my reply.

I trust that my answer to the letter of the Vice-Governor-General will meet with your approval.

I have, &amp;c.

GERALD CAMPBELL.

## Enclosure 2 in No. 32.

*Vice-Governor-General of the Katanga to Vice-Consul Campbell.*

M. le Vice-Consul,

*Elisabethville, le 18 septembre, 1912.*

J'AI l'honneur d'accuser la réception de votre lettre du 30 août dernier.

Vous y déclarez vouloir justifier les commerçants des divers reproches que je leur aurais adressés. Chacun des points de votre communication sera examiné séparément; mais permettez-moi de faire observer auparavant que, dans ma lettre du 23 décembre, 1911, à laquelle sans doute vous vous référez, je me suis borné à dire:—

“J'ai tout lieu de croire, et cette appréciation est basée sur les instructions formelles données à différentes reprises par le Gouvernement, et sur le résultat d'enquêtes judiciaires et administratives, que non seulement les commerçants sont bien traités au Katanga, mais que certains d'entre eux abusent de la bienveillance qui leur est témoignée, et se mettent en opposition formelle avec les lois.

“C'est notamment le cas de Messrs. Downing et Rosenthal dont vous voulez bien me parler. Tous deux ont posé des actes qui sont actuellement l'objet d'instructions judiciaires.”

Mes remarques étaient donc de caractère général quant aux faits visés, mais non pas quant aux personnes ; il n'a été question que de certains commerçants. Vous aurez appris depuis que, des deux personnes citées, l'une, Downing, a été condamnée par le tribunal de première instance, et l'autre, Rosenthal, a été reconnue coupable des faits mis à sa charge par l'enquête judiciaire dont je vous ai communiqué les conclusions.

- (1.) Les commerçants, sujets britanniques ont, dites-vous, quitté la région de Kabongo, incapables d'y faire le commerce devant l'opposition qu'ils rencontraient de la part des factoreries de l'Intertropical aidées par les fonctionnaires.

Jusqu'à présent les enquêtes que M. le Substitut van Tomme a été chargé de faire, notamment au sujet du rôle de certains fonctionnaires, ne sont pas encore terminées, ainsi que je vous l'ai dit antérieurement. Seule l'enquête au sujet des plaintes de Mr. Tweedie contre M. Hoyois, directeur de l'Intertropical, nous est arrivée (une autre lettre vous en entretient) ; rien ne permet donc de déclarer actuellement que la société Intertropical a été aidée par les fonctionnaires dans la lutte commerciale qu'elle a, selon votre déclaration, soutenue contre les commerçants opérant dans la région de Kabongo. Vous n'ignorez pas que la société Intertropical est uniquement un organisme commercial, privé, et sans aucun caractère officiel, et il est intéressant de noter que plusieurs plaintes sont parvenues aux autorités judiciaires de la part de fonctionnaires contre des agents de cette société, et réciproquement, ce qui ne paraît pas indiquer qu'une aide illicite ait été accordée à ladite société.

S'il est vrai que certains commerçants britanniques ont quitté la région de Kabongo, il convient de remarquer cependant que d'autres y sont demeurés, notamment Mr. Kling, et que les autres, tels Messrs. Southwell, Tweedie, Johnson, Hepburn, &c., n'ont quitté cette région que pour reporter plus loin, mais toujours au Katanga, le champ de leurs opérations, par exemple, à Mwana Kialo, Lubefu, Tshofa et Kisengwa.

Rien ne permet d'affirmer que c'est pour échapper à une opposition de la part des agents du Gouvernement (qu'ils retrouveront d'ailleurs dans leurs nouvelles résidences) que lesdits commerçants cités ont quitté la région de Kabongo ; ces déplacements peuvent aisément s'expliquer par plusieurs raisons d'ordre tout différent, vu le genre de commerce pratiqué par les intéressés.

Vous remarquez que les fonctionnaires insistent pour obtenir le paiement des taxes dues par les commerçants à raison de l'emploi des capitaux. En vertu du décret du 17 mars, 1910, en effet, toute personne doit payer à titre d'impositions personnelles une somme de 30 fr. par employé, et les capitaux sont compris dans cette catégorie. Il est donc non seulement tout à fait normal, mais obligatoire et nécessaire que les fonctionnaires compétents exigent de tout commerçant l'impôt dû sur les employés ; c'est précisément s'ils n'appliquaient pas la loi strictement en cette matière qu'ils pourraient être taxés de favoriser telle personne au détriment de telle autre.

Quant au fait que certains commerçants cherchent à éviter de payer l'impôt dû à raison des capitaux qu'ils emploient, il est suffisamment prouvé par différentes enquêtes judiciaires, et d'ailleurs reconnu par certains d'entre eux. C'est ainsi que Mr. Tweedie, notamment, a déclaré à un agent de l'État, M. Bækvis (et le propos fut répété par le chef de zone, M. Mees, devant Mr. Tweedie), " qu'en ne se mettant pas en règle avec les prescriptions légales, il soutenait une lutte très admissible, à son point de vue, avec les agents du Gouvernement, que ceux-ci n'avaient qu'à le prendre en défaut et qu'il paierait."

1. Si un fonctionnaire a refusé à Kabalo de prendre en considération une plainte du chef de vol formulée par un capita sous quelque prétexte, il a évidemment commis une faute. Si, en outre, un fonctionnaire n'a délivré les documents constatant le paiement des impositions que six mois après ce paiement, il y a une seconde faute à regretter. Pour pouvoir vérifier les faits, et y donner éventuellement la suite qu'ils comportent, il serait indispensable que je connaisse le nom du capita dont il s'agit, celui de son employeur, ainsi que la date à laquelle les faits se seraient passés.

Je vous serais obligé de bien vouloir me donner ces indications et je ne manquerai pas de vous faire connaître les mesures qui seront prises, s'il y a lieu.

2. Que M. Padou, ancien fonctionnaire ayant abandonné son service, ait écrit à un agent de la société Intertropical, au service de laquelle il avait passé, qu'il était inutile de payer plus longtemps l'impôt sur les capitaux, ce fait, s'il est exact, ne prouve rien, puisque M. Padou était, à ce moment, un particulier, un commerçant qui, comme Mr. Tweedie, aurait cherché à éluder la loi. Une faute de ce genre ne doit d'ailleurs pas surprendre de la part d'un fonctionnaire qui a méconnu tous ses devoirs,

Quant à la circonstance que M. Padou ferait du commerce dans la région où il résidait auparavant en qualité d'agent du Gouvernement, vous n'ignorez pas que je suis intervenu personnellement auprès du directeur de la société Intertropical pour l'éviter, mais la loi ne me donne aucun moyen direct de l'empêcher; au surplus, des situations de ce genre existent ailleurs: c'est ainsi que Mr. J. E. Stephenson, après avoir été fonctionnaire dans la Rhodésie du Nord, et, si je ne me trompe, dans la région de Ndola, s'y est installé en qualité de commerçant.

3. C'est le 6 février et non au début de janvier que procès-verbal fut dressé au capita Johni Panda, originaire de Nyassaland, au service de Mr. Lawrie, parce qu'il trafiquait sans être muni du certificat d'identité.

Ce procès-verbal était régulier et l'intéressé ne peut s'en prendre qu'à lui-même des désagréments qu'il a pu lui causer: le décret du 22 mars, 1910, sur la patente est formel:—

“Les employés qui bénéficient de la disposition du dernier alinéa de l'article 1<sup>er</sup> ne peuvent trafiquer qu'après avoir été munis, par ceux qui les emploient, d'un certificat d'identité délivré sans frais par l'administration.”

4. Quant au cas de Mr. J. F. F. Johnson, lequel a fait l'objet notamment de votre lettre du 16 août, que vous rappelez, permettez-moi de vous faire observer que la réclamation de ce commerçant n'était pas motivée par une “confiscation” de caoutchouc qui aurait été faite par le chef de poste de Kisengwa; la réclamation visait seulement le fait que le chef de poste s'était servi de deux capitas de Mr. Johnson pour envoyer à celui-ci une lettre, et il lui a été donné satisfaction sur ce point; je ne sache pas qu'une confiscation de caoutchouc ait été opérée et il me semble au contraire que le chef de poste, estimant que Mr. Johnson ne s'était pas conformé à la loi en ce qui concerne ses capitas, s'est borné à le prier de régulariser la situation.

Je note, en outre, que Mr. Johnson a quitté le territoire de la colonie sans payer ses impositions, même celles de 1911.

Des actions de ce genre augmentent considérablement, dites-vous, le sentiment d'insécurité éprouvé par tous les commerçants, tandis qu'ils perdent le respect pour les fonctionnaires tels que le chef de poste cité ou les agents de Kabongo, M.M. Arnauts, Willems, Padou, &c., qui se sont montrés eux-mêmes indignes de la confiance du Gouvernement.

Il ne me paraît pas qu'il y ait dans les faits que j'ai examinés sous les Nos. 1, 2, 3, et 4 de quoi justifier un sentiment d'insécurité de la part des commerçants. Seul le fait cité sous No. 1 pourrait, s'il était dans la suite reconnu exact, révéler des fautes commises par un ou plusieurs fonctionnaires; encore ne serait-il pas de nature cependant à justifier le sentiment que vous prêtez à tous les commerçants; et quant aux fonctionnaires cités, les faits invoqués ne prouvent pas davantage qu'ils soient pas dignes de respect, et ne justifient pas le reproche qui leur est adressé; seul M. Padou, ancien fonctionnaire, est répréhensible; c'est là un cas isolé, et ainsi que je vous l'ai dit antérieurement, il n'est pas demeuré sans sanction.

Les prospecteurs également se plaignent, ajoutez-vous, de l'impuissance des fonctionnaires à remédier aux difficultés qu'ils éprouvent vis-à-vis de leurs porteurs, lesquels notamment s'enfuient en emportant les objets que l'on vient de leur donner.

La législation sur le contrat de louage de services avec les indigènes a fait l'objet de toute l'attention du Gouvernement. Elle a été réglée d'abord par le décret du 17 août, 1910, puis par deux ordonnances législatives du Gouvernement local et deux décrets subséquents. Ces derniers, suivant l'initiative prise par le Gouvernement local, ont eu notamment pour but de renforcer les moyens d'action vis-à-vis des indigènes qui ne respectent pas leur engagement; il se peut que ceux-ci dans certains cas soient encore insuffisants en pratique et le Gouvernement examine notamment s'il ne conviendrait pas d'établir pour ces manquements des peines corporelles qui seraient appliquées sans délais; mais il est intéressant de noter que, alors qu'auparavant on lui reprochait trop de sévérité en cette matière, on accuse aujourd'hui l'administration d'avoir trop d'indulgence.

“C'est ce sentiment d'insécurité et ce manque de respect qui incitent les commerçants à se faire justice à eux-mêmes et à refuser de payer de lourdes taxes dans un pays où ils n'obtiennent pas d'assistance du Gouvernement mais subissent au contraire des pertes considérables par suite des actions peu généreuses et quelque fois injustifiées des fonctionnaires.”

Je ne discuterai pas ce passage de votre lettre : à raison de son caractère je le signale à M. le Ministre des Colonies. Et je me bornerai à faire remarquer que, comme je l'ai dit plus haut, les faits ne justifient nullement les sentiments d'insécurité et le manque de respect que vous prêtez aux commerçants, et encore moins l'attitude de résistance ouverte à la loi qui, selon les termes de votre lettre, en serait la conséquence.

Je note, d'autre part, qu'après avoir voulu justifier les commerçants du reproche de ne pas payer l'impôt, vous constatez vous-même que certains d'entre eux refusent, sous des prétextes futiles, de les acquitter.

- (2.) Les commerçants empêchent les indigènes de payer l'impôt, en achetant le caoutchouc et d'autres produits pour des articles d'échange, et en refusant d'aider à la circulation de la monnaie.

Je vous saurais gré de me faire connaître où ce reproche a été formulé. Sans doute il est dans les vœux du Gouvernement que la monnaie se répande parmi les indigènes le plus possible et il est certain que le commerce peut aider beaucoup à sa diffusion. Mais ce vœu n'exclut pas la compréhension du fait que dans certaines régions, durant une certaine période, à raison de circonstances spéciales, les marchandises d'échange soient encore employés, plutôt que la monnaie ou en même temps qu'elle.

- (3.) Les commerçants dissuadent les indigènes de fournir des vivres et de la main-d'œuvre aux stations du Gouvernement.

Sur ce point également je désirerais savoir où le reproche a été formulé.

L'enquête de M. le Substitut van Tomme nous apprendra vraisemblablement si des fautes de cette espèce peuvent être imputées à des commerçants de la région de Kabongo.

Tout en regrettant l'acte de Mr. Bowen, menaçant de son revolver M. Padou, vous l'expliquez par le fait que les commerçants auraient perdu le respect pour ceux qui représentent l'autorité, eu égard au traitement qu'ils auraient subi de la part des fonctionnaires depuis l'attaque injustifiée du magasin de Mr. Morley jusqu'à la désertion non sanctionnée de M. Padou.

Je répéterai encore une fois qu'aucun fait établi jusqu'ici à charge de fonctionnaires n'est de nature à justifier un sentiment d'hostilité ou de mésestime à leur égard. Le Gouvernement n'a pas cru devoir vous communiquer les conclusions de l'enquête qui a été faite au sujet d'une plainte de Mr. Morley, plainte datant de 1910, parce que celui-ci n'était pas sujet britannique. Mais je m'empresse de vous faire connaître qu'il n'y a eu à aucun moment "une attaque du magasin de Mr. Morley par les soldats agissant sous les ordres et la surveillance d'un officier belge." Quant à la désertion de M. Padou, si elle peut justifier des sentiments de méfiance à son égard, elle ne peut légitimer les mêmes sentiments à l'égard des fonctionnaires en général demeurés en service.

Il est exact que Mr. Tweedie a rencontré le chef de zone, M. Mees, à Kabongo ; mais il est vrai également que Mr. Tweedie, invité antérieurement par le chef de zone à le rencontrer au village Kako, ne s'y était pas rendu.

Vous déclarez en conclusion, M. le vice-consul, qu'après un examen attentif de la question au cours de votre récent voyage vous êtes toujours d'avis que les commerçants ne sont pas bien traités par les fonctionnaires au Katanga.

Je regrette de voir se reproduire une fois de plus cette appréciation que rien dans les faits signalés et établis ne paraît justifier. Il peut se produire parfois des fautes individuelles, des excès de zèle ou des erreurs inévitables ; encore en est-il signalé bien peu ; mais assurément rien ne permet de conclure à une attitude générale qui ne serait pas conforme aux lois, et aux instructions recommandant la bienveillance et la modération qui ont à différentes reprises été données aux agents de la colonie.

Au contraire, plusieurs enquêtes judiciaires, plusieurs dénonciations émanant de fonctionnaires et de particuliers et notamment d'un missionnaire étranger, le Révérend Clarke, supérieur de la mission de Koni-Hill, ont établi ou signalé que des pratiques illégales, que des délits nombreux et graves ont été commis par certains commerçants étrangers.

Dans ces conditions le Gouvernement a le droit de négliger l'opinion injurieuse de ceux qui, comme il est dit à la fin de votre lettre, prétendraient que, de propos délibéré, il rend impossible aux commerçants étrangers de demeurer dans la colonie.

Veillez, &c.

Le Vice-Gouverneur général,  
MALFEYT.

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(Translation.)

M. le Vice-Consul,

Elizabethville, September 18, 1912.

I HAVE the honour to acknowledge the receipt of your letter of the 30th August last.

In that letter you state that your object is the justification of the traders, in the face of the various charges which I am alleged to have brought against them. Each point in your communication will be examined separately, but, first of all, allow me to call your attention to the fact that in my letter of the 23rd December, 1911, to which no doubt you refer, I confined myself to saying :—

“I have every reason to believe, and this belief is based on the formal instructions given by the Government on various occasions, and on the results of judicial and administrative enquiries, that not only are the traders well treated in the Katanga, but some of them take advantage of the favour shown them, and commit distinct breaches of the law.

“This is especially the case with Messrs. Downing and Rosenthal, of whom you speak. Both have committed acts which are at the present moment the subject of a judicial enquiry.”

It will be seen that my observations were of a general character as regards the actions referred to, but not as regards the persons concerned; there has been no question of more than certain specified traders. You will since have learnt that one of the two persons mentioned, Downing, has been sentenced by the Tribunal of First Instance, and that the other, Rosenthal, has been found guilty of the acts with which he was charged by the judicial enquiry, the conclusions of which I have communicated to you.

- (1.) The British traders have, you say, left the Kabongo district, unable to trade there in face of the opposition which they encountered from the Intertropical Stores, aided by the officials.

The investigations which M. van Tomme has been ordered to make, particularly as regards the action of certain officials, are, as I have previously informed you, not yet completed. The result of the enquiry into the complaints of Mr. Tweedie against M. Hoyois, director of the Intertropical Company, has alone reached us (this forms the subject of another letter to you); at present, therefore, there is no ground for asserting that the Intertropical Company has been assisted by officials in the commercial struggle in which, according to your statement, it has been engaged with the traders in the Kabongo district. You are aware that the Intertropical Company is purely a private commercial concern, without any official character, and it is interesting to observe that several complaints against the agents of this company have reached the judicial authorities from officials, and *vice versa*, a fact which hardly seems to indicate that illegal assistance has been rendered to the company in question.

It may be true that certain British traders have left the Kabongo district, but it must be observed that others have remained—Mr. Kling, for instance—and that the remainder (Messrs. Southwell, Tweedie, Johnson, Hepburn, &c.) have only left this district in order to pursue their operations at a more distant point in the Katanga, for example, at Mwana Kialo, Lubefu, Tshofa, and Kisengwa.

There is no ground for asserting that the object of these traders in leaving the Kabongo district was to escape the opposition of the Government agents (whom, moreover, they will find again in their new quarters); these removals can easily be explained in several other totally different ways, in view of the kind of trade upon which the persons concerned are engaged.

You observe that the officials insist upon obtaining payment of the taxes due from the traders for the employment of *capitas*. By the decree of the 17th March, 1910, every person must pay as a personal tax a sum of 30 fr. for each employé, and the *capitas* are included in that category. It is, therefore, not only quite proper, but obligatory and necessary, that the competent officials should require every trader to pay the tax on employés; if, on the other hand, they failed to enforce the law strictly in this matter, they could then rightly be blamed for favouring one person at the expense of another.

As regards the fact that certain traders seek to evade payment of the tax in respect of the *capitas* employed by them, this is sufficiently proved by various judicial enquiries, and is moreover admitted by some of the traders. Mr. Tweedie, for example,

asserted to a State official, M. Backvis (and his words were repeated by the "chef de zone," M. Mees, in Mr. Tweedie's presence), that "in not complying with the law he was carrying on a (from his point of view) entirely justifiable struggle with the Government officials, that the latter had only to catch him out and he would pay."

1. If an official at Kabalo refused to take cognisance of a charge of theft made by a capita on any ground whatever, he certainly did wrong. If, further, an official failed to issue the documents showing the payment of taxes until six months after payment, this constitutes a second fault. In order that the facts may be verified and suitable action taken, it is necessary that I should know the name of the capita concerned and that of his employer, as well as the date of the occurrences.

I should be obliged if you would be good enough to supply me with this information, and I shall not fail to acquaint you of the steps taken, if any, are necessary.

2. As regards the statement that M. Padou, an ex-official who left his employment, wrote to an agent of the Intertropical Company, into whose service he had entered, that it was unnecessary any longer to pay the tax on capitas; this fact, if it is a fact, proves nothing, since M. Padou was at the time a private individual—a trader who, like Mr. Tweedie, was seeking to evade the law. A fault of this kind is not, I may add, surprising in the case of an official who has disregarded all his duties.

As to the circumstance that M. Padou is engaged in trade in the district in which he previously resided as a Government official, you are aware that I personally approached the director of the Intertropical Company with a view to avoid this, but the law gives me no direct means of preventing it; besides, similar situations may be found elsewhere. Mr. J. E. Stephenson, for instance, who had formerly been an official in Northern Rhodesia—in the Ndola district, if I am not mistaken—took up his residence there as a trader.

3. It was on the 6th February and not at the beginning of January that proceedings were taken against the capita Johni Panda, a native of Nyassaland employed by Mr. Lawrie, for having traded without being provided with a certificate of identity.

These proceedings were in order, and the person concerned has only himself to blame for the inconvenience to which he may have been put thereby; the decree of the 22nd March, 1910, respecting licences, is precise on this point:—

"Employés who benefit under the provisions of the last paragraph of article 1 may not engage in trade unless they are furnished by their employers with a certificate of identity issued gratis by the administration."

4. As for the case of Mr. J. E. F. Johnson, which formed the subject of your letter of the 16th August, to which you allude, permit me to observe that this trader's complaint was not based on a "confiscation" of rubber by the "chef de poste" of Kisengwa. The complaint referred only to the fact that the "chef de poste" employed two of Mr. Johnson's capitas to send a letter to the latter, and he has received satisfaction on this point; I am not aware of any confiscation of rubber, and I understand on the contrary that the "chef de poste," considering that Mr. Johnson had not complied with the law in regard to his capitas, confined himself to requesting him to set matters right in this respect.

I further observe that Mr. Johnson has left the colony without paying his taxes, even those for 1911.

You say that such actions as these add considerably to the insecurity felt by all traders, while they lose respect for such officials as the above-mentioned "chef de poste" or the officials at Kabongo, Messrs. Arnauts, Willems, Padou, &c., who have shown themselves to be unworthy of the trust reposed in them by the Government.

It does not appear to me that there is in the facts which I have dealt with under Nos. 1, 2, 3, and 4 anything to justify a feeling of insecurity on the part of the traders. Only the fact mentioned under No. 1 might, if enquiry showed it to have taken place, indicate that faults had been committed by one or more officials; even then it would not be sufficient to justify the feeling which you attribute to all the traders; in the same way, with regard to the officials mentioned, the facts adduced do not prove that they are unworthy of respect, and do not justify the complaint made against them; M. Padou only, the ex-official, is guilty of reprehensible conduct; his is an isolated case, and, as I have stated above, I took suitable notice of it.

You further state that prospectors, too, complain of the inability of officials to assist them in their difficulties with their porters, who run away, taking with them the articles with which they have just been presented.

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The law relating to labour contracts with natives has formed the subject of special consideration on the part of the Government. It was settled first by the Decree of the 17th August, 1910, and later by two legislative ordinances of the local Government and by two subsequent decrees. The latter, adopting the policy of the local Government, aimed specially at giving greater powers against natives breaking their contract; it may be that these powers are in certain cases still insufficient in practice, and the Government is considering whether it would not be advisable to make such defaulters liable to corporal punishment, to be inflicted summarily; but it is interesting to observe that, while formerly the administration was blamed for too great severity in this matter, it is now accused of being too lenient.

“It is this feeling of insecurity and the loss of respect for the authorities which induce traders to take the law into their own hands and to refuse to pay heavy taxes in a country where they obtain no assistance from the Government in return, but are even involved in considerable loss as a result of the ungenerous and sometimes unjustified actions of the officials.”

I will not discuss this passage of your letter. In view of its nature I am referring it to the Minister of the Colonies. I will confine myself to observing that, as I have said above, the facts in no way justify the feelings of insecurity and the loss of respect which you attribute to the traders, still less the attitude of open resistance to the law which, according to your letter, is the consequence.

I note, however, that after attempting to defend the traders against the charge of failing to pay their tax, you yourself show that some of them refuse to pay them on various futile pretexts.

- (2.) Traders hinder the natives from paying their tax by buying rubber and other products for trade goods, and refusing to assist in the circulation of money.

I should be glad if you would let me know by whom this charge was made. It is without doubt the desire of the Government that money should circulate as much as possible through the hands of the natives, and it is certain that trade can assist greatly in its diffusion. But this desire is accompanied by recognition of the fact that, in certain districts and for a certain period, by reason of special circumstances, trade goods must still be used to the exclusion, total or partial, of money.

- (3.) Traders dissuade the natives from supplying the Government ports with food and labour.

On this point also I should like to know by whom the charge was made.

We shall presumably learn from the enquiry carried out by M. van Tomme whether faults of this nature can be laid to the charge of traders in the Kabongo district.

You regret Mr. Bowen's action in threatening M. Padou with his revolver, but you explain it by the fact that the traders have lost respect for the representatives of authority, having regard to the treatment which you say they have received at the hands of the officials, dating from the unprovoked attack on Mr. Morley's store up to the unpunished desertion of M. Padou.

I must again repeat that none of the charges so far proved against officials is sufficient to justify a feeling of hostility or want of respect towards them. The Government did not think it proper to communicate to you the result of the enquiry into a complaint made by Mr. Morley in 1910, because that gentleman was not a British subject. But I hasten to inform you that no “attack on Mr. Morley's store by soldiers acting under the orders and supervision of a Belgian officer” ever took place. As for M. Padou's desertion, this may be a ground for regarding M. Padou with suspicion, but it can hardly justify a similar attitude towards the body of officials who have remained at their posts.

It is a fact that Mr. Tweedie met the “chef de zone,” M. Mees, at Kabongo, but it is also a fact that Mr. Tweedie, when previously requested by the “chef de zone” to meet him at Kako, failed to proceed to that village.

You state in conclusion, M. le Vice-Consul, that after careful examination of the subject during your recent tour you are still of opinion that traders are not well treated by officials in the Katanga.

I am sorry that you should once more reiterate this view, which does not appear to be justified by anything in the facts reported and proved. Individual faults may occasionally be committed; instances of over-zealousness or unavoidable mistake may



sometimes be found (although very few cases of the kind have been reported); but there is certainly no ground for the conclusion that the general attitude of the officials is not in conformity with the law and with the instructions to act with benevolence and moderation which have at various times been issued to the officials of the colony.

On the other hand, many judicial enquiries and many accusations brought by officials and private persons—especially by a foreign missionary, the Reverend Mr. Clarke, in charge of the mission at Koni Hill—have proved or made it appear that illegal actions, and even numerous serious offences, have been committed by certain foreign traders.

In these circumstances the Government is entitled to disregard the insulting opinion of those who, as you say at the end of your letter, allege that it is intentionally making it impossible for foreign traders to remain in the colony.

I am, &c.

The Vice Governor-General,  
MALFEYT.

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Enclosure 3 in No. 32.

*Vice-Consul Campbell to Vice-Governor-General of the Katanga.*

M. le Vice-Gouverneur général,

*Katanga, September 25, 1912.*

I HAVE the honour to acknowledge the receipt of your Excellency's letter of the 18th instant relative to the treatment of British traders by Government officials in the Katanga.

At the outset I would answer the question as to when and where the charges with which I dealt, and particularly Nos. 2 and 3, were imputed. On the 14th December last, in discussing the complaints made by British traders in the Kabongo district against the manner in which the officials were assisting the agents of the Intertropical Company to the detriment of others, your Excellency, while suggesting that certain State agents were not averse to accepting presents for services rendered to merchants, asked me to bear in mind that charges had been brought against these traders by, as I understood, the Kabongo officials, which tended to show that they were hindering the development of the country and that they were not always obedient to the laws in force. I accordingly made a note of these charges, and, appreciating and emboldened by the frank spirit in which your Excellency was willing, on more than one occasion, to treat of the shortcomings of inexperienced officials, I determined that, should the opportunity offer for me to study the matter more closely, I would communicate my impressions in the same open manner.

I use the word "impressions" advisedly, since in questions of this nature arising in Africa it is rarely possible to be an eye-witness of actual occurrences, nor is it often that documentary evidence can be obtained. I gained my impressions from conversations with British traders and prospectors, Arab merchants, and Belgian and German traders and officials. And the first impression so gained was that the laws were not enforced in the generous and impartial manner prescribed by the Colonial Minister and the Governor-General in circulars of which I have copies. In an attempt to illustrate this point in a brief letter, I took as an example the law governing the payment of capita's licences (your Excellency would imply that I was ignorant of the terms of this law, but this is not the case), and I gave instances, varying in character, of the manner in which it was enforced. In one case loss was incurred by a capita whose inability to produce a licence was due to the negligence of a Government official; in another an individual, who was diligent enough in accusing traders of non-compliance, proved himself to be so unscrupulous as totally to disregard the laws when he deserted from the State service to join a business firm, and it appeared to me that so dishonest a man might not only have wrongfully accused the traders for his own ends, but might be presuming on his knowledge of the officials and their probable leniency towards an ex-colleague and a compatriot (may I ask why M. Straven has not reported the fact that the Intertropical Company had employed for five or six months the services of at least one capita, whose provisional licence was signed by him in June last, without paying the tax due?). In the fourth instance, a "chef de poste" seized a trader's rubber and goods, according to Mr. Johnson's letter to me, and tried to deceive your Excellency in order to justify his action. I will not refer again to the case of Mr. Lawrie's capita until I have obtained an answer to a request for further information.

In connection with this question of the administration of the laws of the country, I

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may be allowed to quote M. Harfeld, who, on leaving Elisabethville in the early part of this year for an extended tour in the Katanga, told me that one of his principal tasks during his journey would be to instruct the various officials whom he met as to the performance of their duties, but he added that if he wished to do his work thoroughly he would be compelled to remain from ten to fourteen days at each post, as their ignorance of the methods of administration was deplorable. To this I would add that I spent five days on a steamer on the River Lualaba with several officials, including a "chef de zone" and two "chefs de secteur." In the small space at our disposal it was impossible not to hear their conversations, of which the main topic was the interpretation of various regulations, and I was amazed to find that there was scarcely a point on which they were in agreement, and that no three officials placed the same interpretation on the commonest regulations affecting commerce and other matters.

Your Excellency points out that, even if British traders have left the Kabongo district, they have only moved elsewhere in the Katanga: "Rien ne permet d'affirmer que c'est pour échapper à une opposition de la part des agents du Gouvernement (qu'ils retrouveront d'ailleurs dans leurs nouvelles résidences) que lesdits commerçants cités ont quitté la région de Kabongo." Certainly they have found Government agents elsewhere and one of them is alleged to have behaved in a very similar manner to MM. Arnauts and Padou, if the charges brought by Mr. Francis against the "chef de poste" at Kisengwa, as reported in my letter of the 17th instant, are correct. But I still contend that the traders left because of the assistance given to their competitors, the Intertropical Company, by State officials. In the first place, they themselves gave this as their reason for being unable to trade, and there was no need for them to invent an excuse; in the second, the natives state that they were ordered by Government officials not to supply the English with rubber, but to take it to the Intertropical stores; in the third place, M. Mees, late acting "chef de zone" in that district, admitted to me that M. Padou toured the district with soldiers forbidding the natives to trade with the English. Surely in the face of this opposition it would be exceedingly difficult for traders with a small capital to remain. Mr. Stephenson's case cannot be quoted as analogous to that of M. Padou, as he did not prepare his way beforehand by using Government troops to intimidate the natives into working for the company which he was going to join.

I was surprised to hear that Mr. Johnson had not paid his taxes for 1911 or 1912, since he was more than once held up to me by Belgian officials as an exemplary trader who paid his taxes and gave no trouble. Moreover, the incident of the sending of his capita from Bwila to Katolo occurred in July and August 1911, and he would scarcely have pressed for compensation if he had not paid his taxes. I have written to him on this point.

"Il est intéressant de noter que, alors qu'auparavant on lui reprochait trop de sévérité en cette matière, on accuse aujourd'hui l'administration d'avoir trop d'indulgence."

I was not aware that the administration had been accused of undue severity in lawfully punishing wrongdoers. In cases which have come to my notice complaint was made of excessive punishment inflicted by State agents for commercial rather than administrative ends, *e.g.*, the inability of natives to gather the required amount of rubber, which the Government, who sold it for their own profit, demanded of them unceasingly, was punished by lengthy imprisonment or excessive use of the "chicotte."

With reference to the circulation of money, I am quite ready to admit that in the more remote regions it is difficult to effect without considerable delay; although even there, I would contend that officials should do their best to encourage it by discontinuing the use of trade goods themselves. But it is not reasonable to include the main waterway of the district or the Lukuga Valley, where the construction of a railway offers undeniable opportunities for the spread of money, amongst the "certaines régions" where "durant une certaine période, à raison de circonstances spéciales, les marchandises d'échange soient encore employées."

I note that no attack was made on Mr. Morley's store by soldiers acting under the orders and supervision of a Belgian officer, but I would add that a capita whom I met at Kako (the village in which Mr. Morley had his store), and who told me, in the presence of other natives of the same village, that he had formerly worked for an "Inglesi," said, on my asking him which Englishman he had worked for, "the one whom the soldiers came with the Government officer to fight." He gave the name of this officer as "Bwana Mbaya" ("the bad white man"), which I understand to be the

name of Mr. Willems. Naturally the natives would call an American "Inglesi," as is done in other parts of the Congo.

The name of the capita whose property was stolen at Kabalo is Adam. He is a native of Nyasaland, and is in the employ of Messrs. Barman Brothers of Kikondja.

Your Excellency takes exception to my remarks concerning the feeling of insecurity experienced by traders and prospectors, and the want of respect which they have for Government officials. I must express my sincere regret for any offence which my letter has caused, as it was written in a friendly spirit, and I quite understand your Excellency's contention that I have not proved my case. It is true that I have not given many instances, but want of respect shows itself most in the terms in which one man speaks of another, and I could not but notice the disparaging manner in which Britons, Germans, Arabs, and even Belgians alluded to many of the Government agents. In every case I asked for, and was readily given, instances to justify their attitude, but it would be unfair to the officials concerned to detail those instances which I could not verify, and I must omit even those cases in which conclusive evidence has been produced before German officials, as I did not see or hear the evidence. Whether the facts are exaggerated or not it is only too apparent that private individuals do not respect the State agents, or rather the majority of those with whom they have come in contact. And I, too, can understand this feeling to some extent. What is the impression made, *M. le Gouverneur général*, upon one who hears administrators, holding responsible positions, who argue and fail to agree on the interpretation of the most ordinary and important regulations? Any one of these officials could well-nigh ruin a trader in a manner which would be repudiated by his colleagues, and his action would involve the trader in protracted enquiries and costly journeys should he attempt to obtain redress. I may have liked those administrators personally, but I could not respect them as such. Again, I was received by one official, who thought that I was a British trader, in such a manner that, although he subsequently offered me that true Belgian hospitality which has rendered my several journeys in the Congo so agreeable, I could not forget the studied look of utter contempt with which he regarded me as I approached his house. There are very few who do not instinctively respect and understand official reserve, but even the meekest amongst them would resent being thus received before natives, and would enter upon the business which had brought him to the Government station with his temper thoroughly roused.

And want of respect means lack of confidence, which spells insecurity and acts as an incentive to men to "take the law into their own hands." I think that perhaps your Excellency has attached a more serious meaning to these words than they were intended to convey. What I would contend is that those who have invested all their money in their enterprises in the Katanga expect some advantages in return for the heavy taxes which they are called upon to pay, and that when they find that they are harassed rather than helped by officials in whom they have lost confidence, either from their own experience or from that of others (for reports of the manner in which traders were treated at Kabongo have spread as far as Lake Tanganyika in the east and Elisabethville in the south, and the same will be the case with the more recent incidents at Kisengwa), they are apt to disregard the authorities and act as though the law did not exist. Thus a man whose porters or workmen desert will search for them, retake them by force if necessary, and punish them himself; a man who finds himself among hostile natives will take steps to protect or avenge himself; a man who is called upon to contribute towards the administration of the country will assume an antagonistic attitude and reply, as Mr. Tweedie, that he will not pay until he is forced to do so. I do not justify this attitude—far from it—but I maintain that it is the natural outcome of events. Mr. Tweedie, for example, is called upon to pay heavy taxes, and he looks round about him to see what immediate benefits he personally derives therefrom. It is nothing to him that money has been spent lavishly on the town of Elisabethville, or that the Katanga-Rhodesia boundary is being delimited; he considers the taxes paid by him in the light of a contribution towards the salary of the officials at Kabongo, whose duty it is to so administer the district that traders and natives alike can live in security and indulge in healthy competition. But what is the reality? He finds the chief official, towards whose salary he contributes, working against him to the benefit of another firm, and carrying on a "war" against a chief whose one desire is to surrender, and thus unsettling all the natives in the vicinity. This "war," I may add, was described by the present officials at Kabongo as "mere spoliation," and an excuse to obtain ivory without payment, and this opinion would seem to be confirmed by the fact that Kasongo Niembo, on hearing of the arrival of a new administrator, expressed his wish to capitulate and live in peace. I repeat that I do not justify Mr. Tweedie's

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attitude, but I understand it, and I regret that your Excellency should consider the above to be a "prétexte futile."

I have more than once remonstrated with those who suggest that if the authorities will not render them more assistance they will act on their own initiative, and the gist of the reply is that, whatever they do, the officials will not dare to report them, because they can prove that they have applied to them for assistance and they have refused, or expressed their inability to help them, because they do not know their districts away from the main routes.

Were the laws administered generously and impartially as they should be in a new country if prosperity is the aim, I think that traders of all nationalities would conform thereto, but they resent being regarded as outcasts because they are foreigners, and that this is the case I have been told over and over again both here and in the interior. It was a Belgian trader who informed me that the favourite theme of the officials in the interior was "Katanga for the Belgians, and let the English and Germans go to their own colonies"; while a German, whose agents have travelled widely in the district, remarked, in complaining of the feeling of insecurity which he and his employes shared, that the Katanga is full of young and inexperienced officials, who have no idea of the principle of free trade for all nationalities alike, and who consider it to be their duty to assist their compatriots to the detriment of foreigners.

I have, &c.

GERALD CAMPBELL.

No. 33.

*Foreign Office to Vice-Consul Campbell.*

Sir,

*Foreign Office, November 12, 1912.*

I AM directed by Secretary Sir E. Grey to inform you that he entirely approves the terms of your reply to the letter of his Excellency the Vice-Governor-General of the Katanga relative to the behaviour of Belgian officials towards British traders.

I am, &c.

W. LANGLEY.

No. 34.

*Sir F. Villiers to Sir Edward Grey.—(Received December 30.)*

Sir,

*Brussels, December 24, 1912.*

I HAVE the honour to report that the various Congo budgets for the ensuing fiscal year were voted by the Chamber of Representatives on the 6th and 11th instant, and by the Senate on the 18th instant.

In the Lower House the budget gave rise to hardly any discussion. M. Vandervelde called attention to the case of some native labourers, who, having expressed the wish to be employed in agricultural work, had been made, against their will, to work in the mines. Other occurrences of a similar character had been brought to his knowledge. M. Renkin replied that he knew only of one instance of natives having been dispatched to work in the mines, but these men had been sent back and an enquiry ordered.

The Socialist leader complained that the form in which the budgets were prepared and laid before the Chamber made it difficult for anyone to form a correct estimate of the financial situation of the colony. He made out that the total deficit, including both ordinary and extraordinary expenses, would amount to 30,000,000 fr. The Minister disputed the accuracy of these figures.

After the supplementary credits had been voted, M. Royer, a member of the Left, who has been conspicuous on previous occasions through his violent attacks on King Leopold's administration and on the group of financiers who were connected with the late King in various commercial enterprises in the Congo, made a long speech asking the Government for explanations in regard to the draft decree approving the conventions recently concluded between the State and the Société internationale forestière et minière. The circumstances in which the original concessions granted to the Société internationale in 1906 were modified by a new convention concluded on the 25th April last between the Belgian Government and the company were explained in my despatch of the 8th June of this year. The gist of M. Royer's remarks was that the

concessions granted to the Société forestière et minière were preposterous and out of all proportion to the capital of the company. He accused the private shareholders of being merely "hommes de paille" acting for King Leopold. He claimed that this had been revealed by the lawsuits arising out of the Niederfullbach Foundation and the late King's estate. The circumstances in which the company had been formed were suspicious, and its object was to despoil the Congo. The interests of the colony demanded that the company should be dissolved, but the Minister for the Colonies had refused to do this. He moved that the Chamber should withhold its approval of the decree.

M. Renkin replied very briefly to M. Royer's attack. He refused to discuss matters connected with King Leopold's estate. He justified the new convention concluded with the company, and denied that the concern had been formed to despoil the Congo. The company had spent 6,600,000 fr. on prospecting and other work, and up till now they had only succeeded in discovering one small gold mine and some traces of diamonds.

M. Woeste pointed out that M. Royer's motion was not in order, as by the terms of the colonial charter the Chamber was not empowered to approve or reject a concession granted by Royal decree. It merely had a right of examining a concession, and if it were not satisfied it could move a vote of censure on the responsible Minister. Personally he considered that M. Renkin's explanations had been entirely satisfactory.

When the debate was resumed on the 12th instant M. Renkin continued the defence of his action in regard to the Société internationale forestière et minière. M. Royer, however, maintained that the new convention was illegal, as it did not contain any clause providing for the eventual repurchase or forfeiture of the concession. After M. Hymans and M. Goblet had expressed regret that the Minister had not taken advantage of the opportunity offered by the modification of the original concession to obtain a more favourable arrangement from the point of view of the colony, a motion proposed by a member of the Opposition, to the effect that the Chamber considered that the draft decree approving the new convention did not respect the conditions attached by the law of October 1908 to the grant of concessions, was rejected by a considerable majority and the discussion ended.

In the Senate the most interesting criticism of the budget came from M. Speyer, a newly elected Liberal senator, who has been a member of the Colonial Council, and is well qualified to express an opinion on colonial affairs. He commenced by observing that during the past year the last vestige of the system of exploitation in force under the old régime had disappeared. In some quarters fears were expressed that this great reform might not be permanent. He was firmly convinced that this was a pure phantasy. The former system was dead and no one could revive it. Certain decrees, however, dating from that period still survived and they were indefensible. This was notably so in the case of the decrees regulating the natives' rights to the land. According to the provisions of these decrees the whole of the territory of the Congo was assumed to be unoccupied, and if the law were applied strictly the natives would only have a right to the ownership of small plots of land, and then only if they could prove that they possessed such rights prior to the annexation of the country. This was an absurd and monstrous enactment; he admitted, however, that it was not applied in practice; but, unfortunately, people abroad judged the Colonial Administration by its laws. He was not satisfied that in cases of disputes about land between white men and natives, the magistrates gave the natives point of view a fair hearing. A new system of provisional occupation of the land had been inaugurated during the past year, and he feared that the natives would find it very difficult to oust a white man who had occupied land to which they had a right.

Dealing with the subject of commerce, M. Speyer complained that the exports showed no increase in number or variety; the external trade of the colony would collapse if the supply of ivory were exhausted or an artificial substitute for rubber discovered. Most of the articles imported were for use on public works, and generally there was a lack of progressive development. The financial situation of the colony was far from favourable; there was an admitted deficit in the ordinary budget of 10,500,000 fr., though it was in reality much larger, and the Government were counting again this year on some exceptional and adventitious sources of revenue, such as the sale of the Kasai shares during the past year, to make good the deficiency. After reviewing the administrative situation, the senator touched on the questions of pensions, and said it was an incredible and scandalous injustice that the State accorded no pensions to the widows and children of officials who died when on service in the

Congo. That was one of the reasons why it was so difficult to find recruits for the administrative posts of the colony. The greatest fault, however, of the whole system lay in the want of suitable preparation of the young men entering the colonial service. The period of preparation was much too short, and compared unfavourably with that in vogue in Germany, Holland, and France. The curriculum was rudimentary and inadequate. He urged the Government to appoint a commission to study the question, and to organise a proper system of education for candidates for the colonial service.

M. Renkin, replying to this speech, referred to the opening of the colony to freedom of trade in three successive stages, and said that the Government could congratulate themselves on the result attained in so short a time. He maintained that this reform could not have been carried out at once without dangerous consequences. He agreed with M. Speyer that there could be no return to the old system. In his own name and in that of his successors he ventured to affirm that they could never go back, because the will of the nation was opposed to it, and because it was in the interests of the colony, of its good administration, and of its general welfare, that the system now in force should continue throughout the Congo. M. Speyer had criticised the legislation of 1906 in regard to land tenure; it was certainly not above criticism, but it was based on principles which could be defended. It might be susceptible of amendment in respect to the method of application, but it was not true that it sacrificed the rights of the natives. In practice the Government considered that the lands in the Congo must serve primarily the purposes of the natives; but the latter could not be allowed to appropriate immense tracts of territory from which they could derive no profit. He denied that both parties were not heard in disputes as to rights to land between white men and natives. As to the provisional occupation of lands with which M. Speyer had found fault, he maintained that a white man could only occupy land to which the natives had no apparent claim, and that such occupation was at the white man's peril.

In regard to the trade of the colony, the Minister claimed that the traffic on the railways showed considerable increase. It was an exaggeration to say that the exports had remained stationary. The trade in palm oil, fibres, and other products of the forests was developing. It was true that the agricultural colonisation of the Congo had not prospered, but this form of expansion required the assistance of companies with large capital at their command, and these had not been forthcoming. M. Renkin then proceeded to defend his budget against M. Speyer's criticisms. He said that his principle in financial matters was to be absolutely sincere, and to place his cards on the table, and for that reason he had made no attempt to disguise the deficit in the budget of the coming fiscal year by anticipating exceptional sources of revenue. The Congo was passing through a period of transition, but there had been no lack of continuity in his policy. The Government had endeavoured to develop the colony by every possible means. They had constructed new railways, increased the flotilla on the Upper Congo, encouraged the mining industry in the Katanga, and built a new town there. They had improved the roads as well as the postal and telegraphic communications, they were constantly preoccupied with the problem of public health, and they were continuing the fight against sleeping sickness. These were surely not "spasmodic efforts," as M. Speyer had termed them. Finally, after explaining the attitude of the Congo Government in regard to their employes and in respect to the question of pensions, the Minister said that the principal difficulty in recruiting the staff lay in the fact that there was no colonising spirit in Belgium. Unfortunately the opinion was still held in the country that of all careers that of the colonial service was the least desirable. He was not opposed to M. Speyer's proposal to appoint a commission to enquire into the question of the education of persons desiring to enter the colonial service, but he thought that their present system was not so bad as it had been made out to be. If in Belgium they were to make the period of preparation last two years, he feared that the school would be very poorly attended.

When the debate was resumed the following day M. Speyer made another speech, in which he associated himself with the protests which had been made in the Lower House and in the Colonial Council against the concessions granted to the Société internationale forestière et minière. M. Renkin justified the action of the Government in this matter, and claimed that it was taken in the best interests of the colony.

The various budgets were then voted, after M. Coppieters, speaking on behalf of the Socialist wing of the Opposition, had explained the reasons why he and his colleagues, on this occasion as in previous years, proposed to record their votes against the finance measures. He said that his party were opposed to any system of colonisation, and they considered that Belgium was not sufficiently strong, either financially or politically, to

offer a successful resistance to the greed of her powerful neighbours. From the economical point of view, their fears had been realised. The Congo was being exploited on capitalist principles. Immense concessions were granted to companies, who were making huge profits, while every year the budget of the colony showed a deficit. The speaker recognised that from the humanitarian and administrative point of view an improvement had been made, but that was thanks to the protests of his party.

I have, &c.

F. H. VILLIERS.

No. 35.

*Consul Lamont to Sir Edward Grey.—(Received January 8, 1913.)*

Sir,

*Boma, November 20, 1912.*

I HAVE the honour to transmit herewith my report on the tour which I lately accomplished in the Upper Congo, and more especially in the Uele and Aruwimi districts.

I have, &c.

W. J. LAMONT.

Enclosure 1 in No. 35.

*Report on Tour in the Upper Congo by Consul Lamont.*

*Section I.—Matadi to the River Aruwimi.*

*Section II.—Third Zone of the Congo opened to Free Trade, July 1, 1912, Aruwimi and Uele Districts.*

ITINERARY of Route followed by Consul Lamont in Tour in Upper Congo.

Date.	Place.	By—	Mileage.
1912.			
July 11	Boma to Matadi .. ..	Consular launch .. ..	25
" 11-13	Matadi to Leopoldville .. ..	Rail .. ..	246
" 14-15	At Leopoldville.		
" 16 to Aug. 6	Leopoldville to Yalembe, near Basoko	Steam-ship "Lapsley" ..	800
Aug. 7	Yalembe to Basoko and Bomano (River Aruwimi) .. ..	" .. ..	40
" 8	Bomano to Mogandjo .. ..	" .. ..	24
" 9	At Mogandjo, waiting for carriers.		
" 10	Mogandjo to camp in forest .. ..	Foot .. ..	12
" 11	Waiting for carriers to come up.		
" 12	Camp to camp .. ..	" .. ..	18
" 13	Camp to Egwendenuku .. ..	" .. ..	15
" 14	Egwendenuku to village .. ..	" .. ..	3
" 15	Village to camp in forest .. ..	" .. ..	18
" 16	Camp to camp .. ..	" .. ..	12
" 17	Camp to Mogandjoro .. ..	" .. ..	25
" 18-19	Waiting for carriers		
" 20	Mogandjoro to Banalia .. ..	" .. ..	6
" 21	At Banalia .. ..	" .. ..	7
" 22-24	Banalia to Bombua .. ..	Canoe .. ..	32
" 25-28	At Bombua, waiting for carriers .. ..	Foot .. ..	8
" 29	Bombua to Mobisa .. ..	" .. ..	14
" 30	Mobisa to Sodi .. ..	" .. ..	15
" 31 to Sept. 1	At Kanwa .. ..	" .. ..	5
Sept. 2	Kanwa to Tele River .. ..	" .. ..	8
" 3	Tele River to Bazape .. ..	" .. ..	14
" 4	Bazape to Boliama .. ..	" .. ..	15
" 5	Boliama to Doromo .. ..	" .. ..	11
" 6	Doromo to Basabe .. ..	" .. ..	13
" 7	Basabe to Zobia .. ..	" .. ..	23
" 8-9	At Zobia.		
" 10	Zobia to Esonga .. ..	" .. ..	10
	Carried forward .. ..		1,419

Date.	Place.	By—	Mileage.
	Brought forward ..		1,419
1912.			
Sept. 11	Esonga to Gaza ..	Foot ..	16
" 12	Gaza to Bongolo ..	" ..	14
" 13	Bongolo to Bambili, River Uele ..	" ..	19
" 14-15	At Bambili.		
" 16	Bambili to Angodia ..	Canoe ..	42
" 17	At Angodia ..		5
" 18	Angodia to Dunji ..		50
" 19	Dunji to Bima ..		20
" 20-23	At Bima, awaiting canoes ..	Foot ..	8
" 24	Bima to Kwendingungu ..	Canoe ..	30
" 25	Kwendingungu to Ango ..	" ..	40
" 26	Ango to resthouse in forest ..	Foot ..	8
" 27	Resthouse to Kunduli ..	" ..	25
" 28	Kunduli to Likati ..	" ..	24
" 29	At Liakti		
" 30	Likati to Djamba ..	Canoe ..	56
Oct. 1	Djamba to Go ..	" ..	10
" 2-10	Go to Leopoldville ..	Steam-ship "Lapsley" ..	800
" 11-12	Leopoldville to Matadi ..	Rail ..	271
	Matadi to Boma ..	Consular launch ..	
	Total ..		2,857

### SECTION I.—*Matadi to the River Aruwimi.*

#### 1. *Outline of Route taken.*

I left Boma on the 11th July, reaching Matadi the same day. From thence the railway journey to Leopoldville occupied two days. Here I found the American Presbyterian Mission steamer "Lapsley" awaiting me as arranged; the mission could only let me have this boat for three months, so that my stay in the Upper Congo was in a measure limited to that period. Leaving Kinshasa on the 17th July we proceeded up river as far as Yalembe, a Baptist Missionary Society station on the main stream three hours above Basoko. Here I left my wife and proceeded to ascend the Aruwimi River. The steamer could only reach Mogandjo owing to rapids, so after instructing the captain to meet me at Go, on the Itimbiri River, at the end of September, I proceeded on foot. Mr. Ross Hazeltine, American vice-consul-general, accompanied me throughout the journey. The route mapped out carried us through parts of four districts, viz., Aruwimi, Stanleyville, Uele, and Bangala. Nine days' march along the Aruwimi River and three days by canoe brought us to Bombua. Turning northward we crossed the basins of the Aruwimi, Bima, and Tele Rivers, finally reaching Bambili on the 13th September. We then descended the Uele River to Ango by canoe, and marching thence across country to the Likati River went down it by canoe, regaining the "Lapsley" on the 1st October. Proceeding down the Itimbiri River and the Congo, Leopoldville was reached on the 10th October, and Boma on the 12th, the tour having thus been accomplished in three months, and a total distance covered of 2,800 miles.

#### 2. *Matadi and the Railway.*

Situated 85 miles from the mouth of the Congo, and at the point where further navigation by ocean vessels is barred by rapids, Matadi is in truth the ocean port of the Congo. All merchandise destined for the vast region beyond, comprised in the territory of the Congo State, must enter here. A large tonnage of cargo consigned to the French Congo also passes by this route to Brazzaville and the Ubangi. The exit from Matadi—the railway to Stanley Pool—is a 30-inch gauge single track, and quite unequal to the task of transporting the cargo being steadily landed at Matadi by the steamers of the Congo belge maritime, Chargeurs réunis, Elder, Dempster, and Woermann lines. It naturally follows that much congestion ensues, and vast quantities of packages of all sorts stacked around the railway bear witness to the inadequacy of the present transport arrangements. Facilities for the more expeditious discharge of cargo are being provided in the shape of new wharves of steel girder; the construction of these along the river frontage is progressing with commendable rapidity. Increased facilities for the transport



of goods from Matadi to Leopoldville will also, however, have to be found if congestion is to be avoided. This will in some measure be effected by the reductions now contemplated in the present high gradients (1 in 22) and dangerous curves (radius 55 yards). The future electrification of the railway is also under consideration, and a mission led by Mr. Robert Thys has recently reported the practicability of generating sufficient power by the fall of the Congo and its tributaries.

On the 1st July this year various ameliorative changes have been effected; rates for baggage have been reduced 10 per cent.; cotton goods and provisions, 20 per cent.; paint oil and varnish, 30 per cent.; agricultural produce, and steamers, 33 per cent.; a company pier due of 60 centimes per 100 kilog. has also been abolished. The tariff for ordinary trade merchandise is still, however, too high, and tends indirectly to affect importation and revenue adversely. The railway is the gate of the Congo, and dominates interior trade; its enormous profits prove that further reductions in freight rates are easily possible; the receipts have gone steadily up, those for 1911 amounting to over 500,000*l.* and showing an increase over those of 1910 of 58,323*l.*; the ordinary shares of the company (500 fr.) stand at 1,600 fr. on the market.

The great value of the Chemin de Fer du Congo as a civilising and economic factor in the development of the Congo cannot, however, be overlooked. Without it the interior would be barred to trade, and in its maintenance and working, thousands of natives find steady and acceptable employment as station-masters, locomotive drivers, stokers, mechanics and labourers. The railway management has shown an excellent example to the State and trading companies in this matter, and by utilising native labour as largely as possible presents valuable opportunities to the negro in his own country to better himself. Several natives of British West African colonies I met along the line expressed themselves to me as quite satisfied with their conditions of life and employment. I formed the opinion that the Congo railway management takes a high place as an educational factor in the colony, imparting to natives an industrial training in its workshops and service of the highest value.

### 3. *Oil Pipe Line.*

The 4-inch oil pipe line from Ango-Ango, near Matadi, to Kinshasa, Stanley Pool, has now been completed, and runs alongside the railway most of the way. Eight large cylinder tanks, each 220,000 gallons, have been erected at Ango-Ango, the base where ocean oil steamers will replenish the stock of oil. Seven other pumping stations along the line are about completed. Preliminary pumping tests have been made with water and have proved successful, and it is anticipated that by the end of the year, the service of crude oil for the Upper Congo will be installed. A tank boat of 100 tons has already been despatched to the Upper Congo and other eight tank boats of 200 tons each have been ordered.

The results on the navigation of the Upper River will be immediate and valuable; reduction in cost of running steamers, increased speed obtained through cessation of constant stoppages to load firewood as fuel, and increased cargo space available are some of the advantages likely to accrue.

All steamers on the Upper Congo at present use wood as fuel, and the State has established wood posts all along the river to maintain the supply; the wood supplied is, however, a poor steam producer, and long delays in shipping it every few hours occur daily. Coal cannot be utilised, as it would take 30,000 tons per annum to run the steamers now operating on the Upper rivers, and the railway can only manage to take up 50 or 60 tons per diem. At Stanleyville coal costs 16*l.* per ton; this type of fuel must therefore be ruled out in considering the question of transport on the main river and its tributaries beyond Stanley Pool.

The Société anonyme des Pétroles du Congo has stepped into the breach and largely aided to solve the problem by the installation of the pipe line connecting the ocean base with the Upper Congo.

### 4. *Shipping and Transport on the Upper Congo.*

Leopoldville, Kinshasa, and Brazzaville constitute together the base of all transport operations on the Upper Congo. The first two of these are rising Belgian river ports commanding 10,000 miles of river navigation, and fed by the Chemin de Fer du Congo. Brazzaville, the capital of French Equatorial Africa, has the same river facilities, but has not so far linked itself to the ocean by rail, although this is now contemplated with Pointe Noire.

The potentialities of Leopoldville and Kinshasa as interior centres of river trade are fast in process of development, and as they dominate the waterways of the Congo radiating in every direction, and furnish an open line of transport over an area little short of 1,000,000 square miles, their prosperity in the future should be assured. As the whole of the Congo is now open to free trade, it may be legitimately anticipated that an increase in imports and exports will follow, carrying with it the need for further transport facilities on the upper rivers.

At Kinshasa there is considerable congestion of cargo; vast stacks of merchandise consigned to remote places in the Upper Congo lay all around. Congestion also equally occurs at several of the river ports further up, commanding the mouths of tributaries, the small steamers running on these being unequal to the demands made on them.

The State has a fleet of thirty-seven steamers, with a tonnage of 2,800 aggregate, running on the upper rivers; the *Chemin de Fer des Grands Lacs* have four stern-wheel steamers of 480 tons each running, and a fifth boat is being built; all of these are run under the supervision of the commissaire-general at Leopoldville.

The Citas Company's steamers aggregate 496 tons, and they are adding another 1,210 tons of shipping at an early date; this company handled 15,000 tons of cargo during 1911. The *Messageries Fluviales* runs three small steamers as far as the Bangui in the Ubangi, and Ouesso on the Saugha River. The Kasai Company have two stern-wheelers of 35 tons each, and there are a few other small steamers belonging to the *Société anonyme du Haut-Congo*, *Compagnie du Lomami*, *Compagnie équatoriale*, the Baptist Missionary Society, and the American Protestant Mission.

The principal carriers are the State, and the Citas and *Messageries Fluviales*, the first-named company being Belgian and the other French. Rates of freight run very high; for example, ordinary merchandise, such as cotton and salt, costs 11*l.* 4*s.* per ton from Leopoldville to Stanleyville—a seventeen days' voyage; machinery, iron plates and cement 8*l.* per ton for the same voyage—900 miles of river. Descending from Stanleyville, rubber is charged 4*l.* 16*s.* per ton, and ivory 10*l.* per ton, a voyage of ten days. A steamer can pay her cost of construction in a year running on freights such as these, and although the entrance of competition on the field might result in large decreases in freight rates, good profits would still be possible. Meanwhile building of new vessels at Leopoldville and Kinshasa proceeds apace to the order of the State, Citas Company, and Lever Brothers (*Société anonyme des Huileries du Congo belge*). The State will soon place on the Upper Congo a 1,500 horse-power Diesel-engined boat, built after the style of the Nile tourist steamers, to carry 100 passengers; she is triple decked, and will be able to accomplish the voyage from Leopoldville to Stanleyville and back in fourteen days instead of the thirty days now required by the fastest boats. Lever Brothers are building two 150-ton steamers as well as two 30-ton barges.

##### 5. *General Conditions, Leopoldville.*

I visited the principal British subjects here, representative of mission and commercial interests, and found their relations with the State to be satisfactory. The head of one mission, indeed, complained to me of the lenience now being shown to natives, and assured me that employers of labour are being seriously handicapped because natives will not be bound by contracts, and leave off work when they choose, not caring often whether any balances of wages due them are paid or not. This frustrates all attempts at consecutive instruction, and destroys any endeavour to foster the apprenticeship system in industrial training.

Labour is very scarce, and the increased number of enterprises now being undertaken renders the situation in this respect more difficult. At present there are over 3,000 native labourers here; they are paid at the rate of 15 fr. per month, inclusive of rations. Porters demand 50 centimes to 1.50 per diem, and will not carry over 52 lbs. weight. The State recommends traders intending to open up in the Moyen Congo to furnish themselves with mules for transport.

##### 6. *Société anonyme des Huileries du Congo belge.*

I visited the station now being rapidly created by this company on their 34-acre concession on Stanley Pool at Kinshasa. Substantial stone offices and quarters for Europeans and natives were nearing completion; the concession has been linked to the railway by a siding, and rapid progress was being made with the construction of a 150-ton steamer and two 30-ton barges.

The prime objective of the company is the production of a supply of palm-oil which will enable Lever Brothers, who hold a large part of the subscribed capital of 1,200,000*l.*, to withstand the market fluctuations in price. Vegetable oils have doubled in price during the last twenty-five years, but the price of soap remains much the same. The Congo concessions—five in number—are only part of a gigantic scheme of development in progress at the instance of Sir William Lever in Japan, Lille (in France), Durban, Lagos, Opobo, Sierra Leone, and the Gold Coast.

The Congo concessions cover 14,000,000 acres in all, and are situated at Bumba and Barumba, on the River Congo; Lusanga, on the Kwilu; Basongo, on the Kasai; and Ingende, on the Ruki. They comprise some of the most prolific palm-oil-bearing areas in the Congo. The company has the right, amongst others, to collect, treat, and export in particular oil products. The right of the natives residing within the concession areas to collect freely on their own account rubber, ivory, and copal is clearly admitted, on the basis, however, “*sans toutefois porter atteinte à ses plantations ni entraver l'exploitation des produits oléagineux.*” The right of the native with respect to the collection and disposal of palm-oil is not referred to in the convention between the State and the company. As this appeared to me a very essential point, I took the opportunity of discussing it with the manager of the company at Kinshasa, and received the assurance that the right of the native living on the concessionary areas to dispose of his palm-oil to either the company or any other party was admitted by the State and the company. The price paid for palm-oil to the natives is not to be less than will enable them to earn a minimum of 25 centimes a day, or a little more than 6 fr. per month.

The European personnel of the company is mixed, and comprises British and Belgians in about equal proportions; the salaries paid are good, and the conditions of employment above those of other West African commercial houses. Native labour is scarce, and is paid at the rate of 15 fr. per month, including rations; good openings are offered to natives to learn carpentering, building, and other industries connected with the development of the company's extensive operations.

#### 7. *General Conditions, River Congo.*

The impression given a voyager on the Lower Congo of lack of evidence of native population is still further emphasised on the upper river. From Leopoldville upwards to Nouvelle Anvers, sixteen days' journey up stream, the signs of native life appear very scanty. At intervals one finds wood-posts, where a few labourers maintain the supply of fuel from the adjacent forest, but save these and the State posts, such as Irebu and Coquilhatville, as also the mission stations of Bolobo, Bolengi, and Lulanga, villages on the main river up to Nouvelle Anvers are conspicuous by their absence. This lack of population is, it is to be feared, not confined to the river banks, but extends over considerable areas. Lack of population must prove one of the most formidable barriers to the progress of the colony. Sleeping sickness has wrought, and even now continues to work, sad havoc with the natives; other causes are the refusal of women to bear children; abortion is extremely common, and is effected by the use of vegetable decoctions well known to the natives; native husbands do not excuse pregnant wives from the daily drudgery of domestic duties, and finding it easier to accomplish these without the burden of motherhood, they avoid that responsibility by every means in their power. Over and above, a high rate of infant mortality prevails. The ultimate results on the population caused by these agencies are likely, in many areas, to be little short of disastrous; one official hazarded the belief to me that in fifty years there would be no natives left over very large areas of the Congo. At Lulonga the population has, I was told, been reduced from 8,000 to 1,000 by the agencies above referred to in the course of the last few years.

All the companies and traders in the Moyen-Congo complain of lack of labour. The American Congo Company, whose concessions include most of the left bank of the Congo from Stanley Pool to Yumbi, has established stations at Kimpoko, Black River, and Kinzulu. Rubber is the only article of commerce here; the company is installing machinery for extracting rubber from vine roots. This rubber fetches as much as 11.20 fr. per kilogramme; rubber is also purchased from the natives at 3 fr. per kilogramme. The native labourers I saw working for this company at Black River were the most wretched physical specimens of black men I have seen. They get 6 fr. per month and 2 fr. weekly for rations, but look as if they had never known what a full ration meant.

I left the steamer at two points on the main river, and walked parallel with it on

two separate days, but did not find any villages or people. As my main objective was the Aruwimi and the Uele districts, and my hire of the steamer limited by time restrictions, I was unable to penetrate extensively into the country in the lower part of the river as far as I could have wished.

#### 8. *Mission Stations and Education.*

The following were visited: Leopoldville, Kinshasa, Bolobo, Bolengi, Lulonga, Upoto, and Yalembe.

At Kinshasa and Bolobo hospitals have been built by the Baptist Missionary Society, and valuable medical and surgical attendance given to the natives at the hands of qualified doctors; the natives come long distances in many cases for treatment. At none of the posts did I receive complaints as to the ill-treatment of natives, but was assured, on the other hand, that a very different state of affairs prevailed compared with that of former years.

Almost insuperable difficulties confront the missionary in the Congo—the multitude of languages, the want of a common medium of native speech, although Lingala seems likely to assert its supremacy here—the invincible sloth of the native, the trying climate, the vastness of the region, all conspire to render the task of elevating the negro here one that must cost the labour of centuries. Missionary effort, I venture to think, will find its most fruitful expression in the Congo through industrial educational effort. Schools of the Booker-Washington type should be inaugurated at the head-quarters of each district, supported by generous subsidies from the State. The native would thus have an opportunity of emancipation from his present almost universal position in the Congo, that of an unskilled labourer.

It may be anticipated that the State will soon take the necessary measures to inaugurate an effective Department of Education. At present educational effort is mainly the care of 482 Catholic priests and sisters, and 190 Protestant missionaries. The Catholic missionaries belong to fourteen different orders (the sisters to seven orders), while the Protestant missions are represented by nine separate organisations. All these bodies work independently of each other, and according to methods subject to no common administration, and no inspection at the hands of a State authority empowered to assess the educational results arrived at, and to control adherence to a common secular curriculum. Results are consequently bound to fall short of those that might be evolved under an organised educational régime. Unless the native is given the opportunity, and compelled to utilise facilities towards attaining a useful standard in the three R's and a knowledge of French, together with training in some handicraft, he can never hope to attain the place he ought to do, and which he does in other African colonies, in the ranks of skilled workmen, clerks in Government and commercial offices, and other avenues of more highly paid labour. A vast quantity of the mechanical clerical work now carried out by Europeans in the Congo could be done at half the cost by native clerks. The tendency of the missions, both Catholic and Protestant, lies meanwhile and mainly in the direction of securing adherents to their respective churches; while this is without doubt their *raison d'être*—the conversion of the native to belief in the creeds they represent, a colonial government cannot afford to rely on these efforts to produce that standard of secular education so necessary if the native is not to remain for ever nothing more than a mere Catholic hewer of wood or a Protestant drawer of water. A strong Education Department enforcing adherence to a secular course of study, and granting subsidies to the missions according to results found by State inspectors of schools; the enforcement of compulsory education for native children, and the selection only of trained teachers both for the missions and for the State, would produce happier results.

#### 9. *Government Posts.*

At all the Government posts visited along the river I was very favourably impressed with the method and neatness shown in the laying out of streets, avenues, State offices, and mercantile houses. Long and shady avenues of palms and mangoes, well kept, clean streets and well stocked vegetable gardens are to be seen in all of them. Houses for the native labourers are usually ranked in two rows facing each other; I examined many of them, and found them to be well built of native bricks and comfortable inside; hammock chairs are in common use, and in the evening after the day's work is over, dozens of labourers may be seen lounging in these in front of their houses lazily watching their wives cooking the evening meal. Amongst many hundreds of such State labourers

I saw, and in many cases spoke to, through my interpreter, I found no cause of complaint on their part; they appeared to me to be a fat, well treated body of men, if anything, very much better off than thousands of the poor labouring classes at our own doors in Europe.

#### 10. *Taxation.*

The tax levied by the State on adult natives—males over 16 years of age—varies from 5 fr. to 12 fr. a head, and 2 fr. supplementary for each wife over and beyond the first one married. In the river towns a good trade is done in selling “kwanga,” manioc bread, and smoked fish. At Bolobo native tobacco and ivory-headed walking-sticks were largely traded in; rubber is purchased all along the river at from 3 fr. to 5 fr. per kilo; labour is paid for in cash at from 10 fr. to 15 fr. per month; ducks are sold at 5 fr., and the most wretched of fowls at 1 fr. to 2 fr. The supply of these articles is quite unequal to the demand, and any native who is not too lazy to grow a little manioc, a few bananas and some fowls, can pay his tax with the greatest ease. I am not of opinion that the tax as now levied is at all oppressive so far as conditions of trade and wages can be judged on the main river. This opinion is endorsed by all the missionaries and traders with whom I spoke on the matter.

#### 11. *Native Villages.*

Those villages where no state officer or missionary resides are invariably squalid and in a more or less insanitary condition, and the houses usually mere daub and wattle huts of the most primitive sort, the poorest I have seen in Africa; the natives appear extremely lethargic and too lazy to do anything but eat and sleep. Any work done at all, viz. : farming and cooking, is done by women; the men when tired of idleness, and anxious for a change of diet, go hunting in the forest or dry fishing in the river: but this latter sport they frequently delegate to the women.

#### 12. *Wireless Stations and Telegraph Lines.*

Wireless posts are established at six places along the Congo, viz. :—Banana, Boma, Leopoldville, Coquilhatville, Lisala, and Stanleyville. Telegraphic communication exists between Boma, Matadi, Leopoldville, and on to Coquilhatville. Communication with Europe can, therefore, be effected from the Upper Congo through Brazzaville and Pointe Noire.

#### 13. *Principal Places visited on the Main River.*

*Sangha River.*—The mouth of the Sangha River up to the time of my visit, the 24th July, showed no signs of German occupation; the commission for delimitation of the new Franco-German boundary only passed through Boma in October. Information gathered from officials who had travelled through the conceded territory was of a pessimistic nature. The valley of the Sangha is very sparsely peopled; it has been ravaged by sleeping sickness and smallpox, and is constantly subject over large areas to periodic inundations; during the rains the country south of Pikunda forms a lake over 30 miles broad. The whole basin of the Sangha is marshy, forested, and infested with “glossina” and every form of fly pest that renders life intolerable. I was told there was plenty of rubber in the forests, but there is no population to work it. The Sangha enters the Congo by three mouths, and its appearance there was that of a typical West African mangrove swamp.

*Irebu.*—This town commands the entrance to Lakes Tumba and Leopold, and is an important military camp, having a force of 1,200 soldiers and twenty European officers. I had here the opportunity of seeing a company parade; the bearing, physique, and smartness of the men were excellent. They had been recruited from all parts of the Congo, and seemed quite as soldierly and capable as the Nigerian Hausa or the Sierra Leone Mendi and Timini.

*Coquilhatville* is the official head-quarters of the Equateur District. It is a large, well-built town; sleeping sickness prevails, and 300 cases were under treatment here; there is a good State hospital, and two medical officers; atoxyl is largely used with good effect to combat the disease.

Gum copal is exported from here in large quantities.

The native tax in the Equateur district is 9 fr., but only 6 fr. and 3 fr. are levied in the poorer parts. It is paid with ease.

Through the kindness of the commissaire général, M. Borms, I was enabled to visit the botanical station at Eala. The grounds are 500 acres in extent, and are well laid

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out in an excellent site on the Ruk River. Much attention is given to the experimental culture of rubber trees, of which many varieties are grown. Over half-a-million *Hevea Brasiliensis* trees are growing; they are transplanted one to each square of 7 metres by 7 metres, and at one and a-half years stand about 9 or 10 feet high; other rubber trees grown are the *Funtumia elastica*, *Manihot glaziovii*, and *Euphorbia Intisy*. But here, as in most other experimental stations and plantations on the West Coast of Africa, rubber has not so far been produced in paying quantities.

The Lisala plantations have 250 native labourers engaged; they seemed comfortably housed and well treated.

In the Bangala district *Nouvelle-Anvers* and *Lisala* were visited. The tax runs from 8 fr. to 12 fr. here, and is paid easily. The State labourers here are well-housed, well-fed, strong, and contented. Both Protestant and Catholic missions are established here. The militant enthusiasm of the Catholics here leads occasionally to some friction, but no formal complaints were addressed to me on this matter.

At *Lisala* the native tax is 10 fr., and is paid easily; native labourers receive 5 fr. 50 c. per month plus rations; they work of their own accord and break contracts when they choose; carpenters earn 5*l.* per month and 5*s.* per week rations.

*Basoko*, at the mouth of the Aruwimi River, is a town of considerable size; its castellated river wall front was erected twenty years ago as a defence against Arab invasion. The market held here every Sunday morning is quite a large one, and I estimated there were over 2,000 natives present on the occasion of our visit. Large quantities of kwanga, bananas, dried fish and meat, clay pots, native tobacco and snuff, knives and spearheads were being bartered and sold for money. The market is quite voluntary, and the people—Basokos—of good physique and independent temperament. Dress is very rudimentary and often merely consists of smears of red camwood dye.

The State runs a brick factory and a carpentry shop; at the former good bricks were being turned out at the rate of 2,500 per day by eight men; in the latter a dozen Congo youths were making good tables, cupboards, &c. I examined the labourers' quarters and found them well built and comfortable, with banana and manioc gardens around them. The State prison was also visited and found to be clean and sanitary, large and airy; those awaiting trial were making reed mats; convicted prisoners are required to carry bricks and clay needed for the construction of the excellent new hospital and other State buildings being erected.

## SECTION II.—*Report on the Third Zone of the Congo opened to Free Trade, July 1, 1912. Aruwimi and Uele Districts.*

In accordance with instructions from the Secretary of State I made the necessary arrangements to travel through that part of the Congo State comprised in the third and last zone opened on the 1st July this year to free trade. This area includes most of the Uele and Aruwimi districts, the northern part of the Stanleyville district, and most of the region lying between the Rivers Lualaba and Lomami. Its total area is approximately 135,000 square miles.

I directed Mr. Vice-Consul Purdon to travel the Lualaba-Lomami section, whilst I personally undertook the Lower Aruwimi and Uele districts.

### 1. *Route taken.*

The route followed took me up the Aruwimi River as far as Bombua; from there I marched north across the basins of the Bima and Uele Rivers, reaching Bambili on the latter: thence down the Uele to Ango, across country to Likati, from which point Go on the Itimbiri River was reached, completing the journey in eight weeks, having marched on foot 360 miles and canoed 290. My line of route was unknown to anyone save Mr. Ross Hazeltine, American vice-consul-general, who had obtained his Government's permission to accompany me on this tour, and who did so throughout. The routes taken were considerably out of the beaten ways, and led us along paths seldom visited by the non-official traveller. Halts were frequently made on the march and the natives closely questioned as to conditions prevailing.

### 2. *Natives.*

*Types and Characteristics.*—The countries traversed are inhabited by the following tribes, Basokos, Aruwimis, Ababusas, Bakerris, Azandes, and Bakangos. Ethnographic

details are beyond the scope of this report, but a brief sketch of the characteristics and conditions of life prevailing amongst these people may aid to a better understanding of the points on which it is within my province more particularly to touch.

The physique and general bearing of the natives throughout are uniformly good; the Ababuas and Azandes are physically powerful, and stand comparison well with other interior coast tribes such as the Mendi of Sierra Leone and the Ashanti of the Gold Coast. Both Azande and Ababua make good soldiers; their bearing is independent, and they could not by any stretch of the imagination be regarded as races being ground by oppression. Children abound, food is abundant and varied; dancing is a favourite amusement, and at several of the towns we camped in, most of the men and many of the women were engaged in executing rhythmic marches in full war dress, and these went on for hours amidst roll of drums and the yells of the dancers. Cicatrisation of the face is widespread amongst the Ababuas, and of the body amongst the Azande, showing in many cases a remarkable geometrical precision of design. The four incisor teeth and the two canine are usually filed to a fine point. The helix of the ear has in many instances been cut out completely, leaving only the rim; the noise of enemies in the rear is thus supposed to be more easily detected. The women have holes bored in the sides of their nostrils, and into these holes they insert beads and pieces of ivory. The men are hunters and house-builders, but the woman is the drudge, and farms, cooks, porters and often fishes as well: 90 per cent. of the troubles arising are due to quarrels over women. All along our route we found a fairly dense population, except in a long stretch of forest along the Aruwimi River, where for four days we found no villages. Manioc, plantain, and banana plantations ran for miles along the roads in the populated parts.

We found the natives quite keen in driving bargains, and most of them appeared to know what a franc was; half-franc pieces they showed little appreciation of, while such trifling coins as 5 and 10 centime pieces were treated with magnificent contempt. Native education in the matter of coinage is a very slow evolutionary process descending in the course of years, and with the advance of commerce, from appreciation of the silver to the copper or nickel unit. No glimmer of gratitude was ever observed on the native face when a present was given—no expression of thanks; he takes what is given him in such a way as to convey the impression that he considers he is being utterly swindled.

As a porter the Congo native appeared to me inferior to either the Sierra Leone or Gold Coast carrier; his endurance is less, his capacity for gormandising greater, and his method of carrying his load, viz., on his back, much more toilsome and unsatisfactory than the system of head transport prevailing in other parts of the West Coast of Africa. He is not averse to slyly standing aside in the forest until a woman friend comes up when his load is calmly transferred to her, often already burdened with a baby. He displays an extraordinary keenness in selecting the lightest load he can find, and it was a daily morning struggle to adjust the loads to the physique of the carriers; the strongest man invariably picked out the lightest and most insignificant parcel, whilst the boys and women were left to wrestle with the heaviest loads. This arrangement we took particular care to upset, much to the disgust of the men. The tyranny of the black man over the weak and helpless—his selfishness—are native characteristics that even the longer civilisations of the older colonies have not quite eradicated; the women and children are the workers and pawns in the native game of life; and these fundamental tendencies can never be lost sight of by a wise administration in delegating authority to chiefs.

### 3. Labour.

*Tribal.*—Farming is the principal industry of the population, and is apparently prosecuted more by the women than by the men. It is of the most rudimentary type, ignoring alike thorough cleaning and cultivating, manuring and rotation of crops. A piece of forest is selected, the smaller trees and undergrowth of bush are cut down and left to decay and dry. A partial burning of these takes place when the dry season permits; in the vacant spaces left, manioc and plantains and bananas are planted. No tilling of the ground worthy of the name is carried out; no effective clearance of the ground by complete removal of all trees fallen and growing. Crops grow up frequently amongst a tangle of bush and it is frequently a matter of difficulty to reach the banana and other fruit-bearing plants, buried as they are amongst the dense undergrowth of weeds and bush. The first crops for two or three years on good virgin soil are usually

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prolific, but afterwards fail owing to soil exhaustion, lack of manuring and rotationary method. Native agriculture is therefore obliged to assume an itinerant character, and is consequently valueless in the direction of reducing the vast uncultivated waste lands of the Congo to permanent arable land. When his farm soil is exhausted the native transfers his attentions to another part of the forest, and leaves the former manioc and banana patch to be overwhelmed in the fast growing bush.

Large areas of the country traversed are pure laterite and quite useless for cultivation; the soil I observed in many parts was, however, quite good and capable of growing anything with proper treatment; many of the low-lying and swampy river valleys crossed showed a black rich soil the product of decayed vegetation, but soured with excessive moisture, and not likely to be of agricultural value unless well drained and treated with lime, a mineral I saw no trace of in the Uele.

The unstable character of the native agriculture above referred to has an important bearing on the question of land tenure which is apt to be overlooked, and which will be alluded to further on in this report.

The masculine section of the tribes from boyhood devotes most of its energies to hunting, fishing, and house-building, smithy work, and near rivers, to canoe building; much of the fishing is, however, done by the women, with hoop-nets; they also make clay pots. In the Ababua country straw-plaiting of hats and mats is done, some of the latter showing designs in black straw on the white that would appear to indicate Egyptian art influences carried hither probably by the tide of Arab invasion. At many places house building was going actively on; the end of the rubber régime gives them now more time; many entirely new villages were being established along the Aruwimi River near Banalia, and on the Zobia-Bambili route.

Over and beyond the performance of the various tasks and work incidental to the natural life of the natives, such as are briefly touched on above, must be placed the—

*Labour imposed by the State.*—This took the following forms:—

1. The villages around State posts are required to bring in food supplies, kwanga, plantains, bananas, and fowls.
2. The villages along the Kanwadoromo route are obliged to provide supplies of a similar nature to the mining camp of the Société forestière et minière du Congo at Kanwa.
3. All villages are required to keep the roads in their vicinity clean and brushed, and build bridges over streams, but this was given effect to, and sometimes very perfunctorily at that, on the outskirts of the villages only.

In the first named case, the usual price paid to the natives by the State is 10 centimes for a bunch of plantains; in the second case, the prices paid range from 25 to 50 centimes a bunch. At the Kanwa mines there are 500 labourers, Ababuas, Bakerris and Azandes, drawn from the surrounding tribes; they are fed by the provisions levied from these tribes, and as it takes 10 tons of plantains and bananas and manioc to ration them for a week, this means that at least 400 loads of food must come in from the villages around every week. All the villages on the route leading north from Kanwa to as far as Basabe—a distance of 68 miles—are obliged to furnish food supplies to the mines of the Société internationale forestière et minière du Congo. They would not supply them, they constantly informed me, unless they were obliged by the State. I found no brutality being carried out to effect this, and no complaints of chicotting or actual imprisonment were received. Money is invariably paid by both State and the mining company although the rates cannot be regarded as satisfactory. Villagers who carry a heavy load of plantains 60 miles over very bad forest tracks, full of swamp, rivers and mountains, taking five days to go, and three days to return, should receive more than 40 or 50 centimes.

The collection of the rubber tax throughout this area has been stopped since July; I enquired specially, and at all the villages *en route* on this head, and satisfied myself that the rubber régime is no longer being enforced, a point on which the natives invariably expressed satisfaction. Neither has the money tax been so far inaugurated so that the food supply, as well as that of labour for the mines, appears to be the only form of taxation imposed on the population in this district. With respect to the recruitment of labour for the mines, I found that the chiefs were called on to provide a certain number of men as labourers; no force was used in the selection and dispatch of the men; those who wished to go were taken and those who did not wish were allowed to stay. The conditions of life at the mines appeared to me so satisfactory as to warrant belief that force was quite unnecessary to induce the native to work there.



The imposition of taxation in the way of a food supply of an indeterminate and never-ending quantity upon a native population in order to enable a purely commercial concern to operate cannot, in my humble opinion, be justified, measured either by the canons of sound colonial administration, or the wider laws that should invariably govern all taxation. In an African colony, taxation should be—

1. Commensurate with the abilities of the natives to pay ;
2. Not arbitrary ;
3. Leviable at season most convenient for payment ;
4. Economical as to collection.

It should beyond all question never take the form of an impost levied and paid directly to a mining company. The distinction between State and company entirely vanishes under this régime, and the native's conception as to the actual governing power is naturally quite mystified. To him every European, from the most subordinate mining or commercial employé upwards, becomes a State officer. The authority of the Government officer is diminished, and his prestige amongst the natives endangered. However anxious an African colonial administration may be to foster and encourage trade and to aid mining and other developments of natural resources, care should be observed that, while pursuing these, in themselves, admirable ends towards prosperity, it does not allow its higher functions as the trustee of native rights, the educator, and the uplifter to become submerged in the strong tide of a mere commercialism.

There are not, however, wanting indications that the régime in this particular instance will be soon replaced by healthier conditions. The Société forestière et minière has begun to establish large plantain farms near Kanwa, and the manager hopes to be able to grow sufficient to meet the needs of his labourers.

*General Labour conditions.*—Porters on the Lower Aruwimi are paid 40 centimes per diem, which includes rations. At Bombua and in the Kole-Kanwa region, porters can earn 50 centimes a day steadily doing transport work for the Société forestière et minière. Enough transport labour cannot be got as the natives do not like this kind of work.

The company referred to above has 500 labourers working on the mines at Kanwa ; they are paid 6 fr. per month and rations ; capitas get 9 fr. ; hours of labour are 7 to 11.30 A.M. and 2 to 5 P.M. The men, as I had ample opportunity to observe, are well fed, well treated, and work very contentedly and well. A medical officer resides on the spot and daily attendance is given to any sick.

The State miners at Sodi are only paid 3 fr. per month with rations, and were, I believe, worked harder than at the company's mines.

On the Uele river the transport of packages up and down is carried out by the riverine tribesmen ; the river is worked in sections, and the time given the canoe men is amply sufficient. On descending the Uele it was noticeable that the usual resting places were only four or five hours distant, and requests to push further on were not always quite freely accepted ; and they are not to be hurried. At Bima, on the Uele, we had to remain five days as the canoe men had not arrived from down river ; when they did arrive we offered considerable money presents if they would start down river with us next day, but nothing would induce them to forego the thirty-six hours' rest which they have been in the habit of enjoying between beats. Their pay is 4.50 fr. per month with rations besides, and clothes twice a year.

#### 4. *Taxation in Money.*

Along the Aruwimi to Banalia, a district included in the Second Zone, and therefore subject to the money tax régime since the 1st July last year, the amount payable is 8 and 9 fr. At Egwendenuku, where it is 8 fr., the natives killed not long ago five elephants in one day ; plenty of ivory is obtainable, and as they know how to haggle over the price of ivory with the traders, the taxes of a whole community and much more can be paid with ease. I observed that many young men escaped taxation altogether, and the chief at Bombua, although able to put 400 workers on transport, only, he admitted, paid tax for 100 men.

At Banalia a practice has been commenced which does not appear to be sound. The merchant pays the aggregate tax for a village to the State, and thus acquires a lien over the ivory and rubber brought in by the people of that village. This method, although perhaps more convenient for the State officer, invests the trader in the eyes of the native with proprietary rights on the tax ; it places the native in a false position

with respect to the State officer, and tends to endow the trader with powers to which he has no title. It, in fact, makes the trader the tax-collector, a highly perilous situation both for the native and for the administration.

Throughout the third zone taxation in money had not so far been instituted, but the "chefs de poste" all along our route were very busy with the process of "enregistrement" of the natives, regarded as a necessary preliminary to taxation. The system is unnecessarily cumbrous and imposes an excess of work on officials whose time would, I venture to think, be more profitably employed in travelling round their districts somewhat more extensively than their leisure will now permit. The lump-sum-per-village system in vogue in French Equatorial Africa is much more economical of time and expense.

The regions of the Aruwimi and Uele I visited are quite capable of paying taxation up to 9 fr. per adult male; opportunities to earn that amount are presented, and are steadily increasing; owing to the rising demand for labour, the opening of the country to free trade, and the consequent increase in the number of trading companies opening up all over the district. The amount of tax will not, I am assured, exceed the amount above named.

##### 5. *Land Tenure.*

One does not find anything approaching a roving spirit amongst the Congo tribes; left to themselves, they live and die without ever passing beyond boundaries well known to the respective communities. Carriers will not porter beyond the confines of their own district, the limits of which appear to be well recognised by the people on either side. Before European rule arrived, the fate of the tribesman daring enough to travel across these accepted frontiers was uncertain; death at the hands of the rival adjacent people was the least of the dangers he ran the gauntlet of, capture and life-long slavery, or death by torture were not unfrequently his doom. The human perils that menaced the native combined with the constraint laid on his exit from the land of his tribe by the force of great natural barriers, the river, the pathless forest, the mountain chain, all obliged him to dwell within his prescribed area, the furthest marches of which came to have a very real significance for him. These boundaries narrowed and stretched as victory decided, and gradually with the cessation of inter-tribal war imposed by the rule of the white, assumed the more or less well defined lines of demarcation now dividing the various tribes inhabiting the basin of the Congo. The exploitation that for years carried thousands of the natives from their native haunts, and consigned them to laborious exile in foreign districts has not succeeded in blotting out these tribal areas, and to-day they are accorded a more or less well accepted recognition. And just as tribes of distinctive type, such as the Bengalas or the Azandes, occupy territory which has appertained to them by virtue of the usage of centuries, and their capacity to hold it, so the further sub-division of these areas amongst the various chiefs and people of the tribe became more or less well defined, and came to be agreed on by the chiefs themselves. It is possible that in a densely populated portion of country, there would be no vacant land, that is land unclaimed by some chief or other as belonging to the domain subject to his jurisdiction. In regions sparsely populated, or without any population, where great stretches of forest or swamp intervened between, the line of division may have been more nebulous, and only, if at all, recognised at isolated points on the forest paths marked by a river or mountain. But while recognising that a more or less complete partition of the whole basin of the Congo amongst its numerous native peoples does exist, it must be also borne in mind that only a very small portion of that region has ever been utilised by the native from an agricultural point of view. To him it was in large measure merely a hunting ground and the source of his game supplies; its rubber and ivory he troubled little about until the white arrived on the scene. That privilege of the chase has been disturbed but little, and he continues to hunt now as he did formerly, with a few restrictions imposed by international demand which affect but little the right he has held for centuries in the forest. In all parts of the Congo I have just traversed, I was unable to find any instance where natives were forbidden to cultivate as much ground as they wished; they have, indeed, very much more than they can cultivate, and their present method of cultivation will require to assume another phase entirely if it is to result in the permanent redemption of waste lands to arable, well tilled farms, managed with due regard to rotation and manuring. As I have already shown, the present agricultural methods of the native, and they have stood thus for centuries, are of the most primitive order; instead of maintaining his farm permanently clean, changing his crops, and manuring it, he moves from place to place and grows what he requires and no more; this method obviously can never effect that

conversion of waste land to permanent agricultural holding that must be the aim of every nation to encourage. It has been contended that the assumption of all vacant lands by the Belgian Government in the Congo results in discouraging the native, and prevents him from displaying that deep interest in the soil which it is believed he otherwise would. Without in any way attempting to defend the land régime of the Congo which had that assumption as its basis, I am of opinion that that measure has not materially abridged the native liberty to cultivate what ground he chooses or wishes. His liberty in that respect as already observed, appeared to me complete, throughout the Aruwimi and Uele districts. It is obvious, however, that this freedom might be very seriously curtailed, and, perhaps, extinguished, were agriculture to enter on a new phase, and were further development of the country to augment present land values. Over large areas that development is likely to extend, and is even now spreading, and it will be interesting, therefore, to examine the position of the native as regards his power and capacity to acquire land by lease or purchase, and to endeavour to answer the following questions :—

1. Does the present land law of the Congo give him any title to any land at all ?
2. Has he enough land to work on, or is he prevented from growing his crops, and thus providing himself with sustenance, because land is denied him ?
3. Can he acquire a title to land, and if so, on what conditions ?

With respect to the first question above raised, I am unable to find anything in the existing law of the State which conveys a clear and direct title to any land to natives. Indirectly, however, article 3 of the "arrêté" of the 23rd February, 1910, appears to be the only reference to the matter :—

"Les terrains" (that is for sale or lease) "sont choisis par les intéressés parmi les terres non occupées par les indigènes."

The farms and other ground occupied by the natives cannot, therefore, be sold or leased under the operation of the above-quoted law regulating the sale and lease of land in the Congo.

The second question has already been answered above, but I may add, that over a journey of 650 miles taken through hundreds of townships in the districts traversed, where manioc, plantain, and banana farming are the mainstay of the population, I am unable to say that I observed any lack of ground open to the native's cultivation if, and when he so chose. No restriction of any kind appeared placed in their way to cultivate as much land as they wanted. All the State officials I met would like to see the natives cultivating more ground, and usually bewailed the fact that they would not work enough at farming. Let it always be borne in mind by those who labour under the impression that the Congo native is practically landless, that it is not the man, but the woman, who is the farmer; the native man is usually too lazy to undertake a hard day's work in the field, such as his women—and the agricultural labourer of Europe—have to face; were title deeds to be delivered to every male native in the Congo to-morrow for the land his overwrought women now till for him, I am not quite sure that his character would undergo that beneficent change anticipated by some, which would impel him to take a decent share of the agricultural daily toil on his own shoulders, instead of placing the burden on his women and children. Time and training, not title deeds, will alone teach him the nobility of labour. Meanwhile no one disputes his possession of the soil, and he farms where he pleases, so that fixing him down to a certain plot of ground would in most cases be to bind him where he to-day is free.

But, however this may be, neither can it be overlooked, that the opening up of the country to free trade and the onward march of colonial development will tend to increase the acreage of land purchased and leased from the State, and as by far the greater part of such transactions is effected at the instance of Europeans, the position of the native, it may be argued, in respect of his power to acquire land may be imperilled. A slight amendment of the present law, if I might venture to suggest it, would place the native's title to his present land on a direct and undoubted footing, and would, as a matter of fact, only crystallise into law what is practically now actually in operation. Let the "circonscription" system be applied to the villages as well as the towns, every village to have free as its communal agricultural ground all the land in it and round it for, say 1 or 2 kilom. from its centre.\* Traders requiring sites within

\* See, however, in this connection, the 3rd paragraph of Sir F. Villiers's despatch of the 5th July, 1912 (No. 22 *supra*).

such areas would require to pay rent or purchase price at fixed rates, half to go to the chief, and half to the State. Encouragement both to the native and the trader would thus be given, and the establishment of that feeling of mutual advantage so desirable would be achieved on a better footing than is possible, perhaps, at present. To have the native as a partner in the game, which after all is one largely of trade, with all its concomitants of civilisation, is better policy than ignoring him, and thus converting him into a possible antagonist. This concession would obviously have to be restricted to villages with a fixed minimum population, and could not be made to apply to isolated farms and squatters scattered here and there.

Third, can the native under present conditions acquire a title to land, and if so what are the conditions?

Under Royal "arrêté" of the 23rd February, 1910, the system of "circonscriptions urbaines" was given effect to; the perimeter of the circonscription is determined by a radius of 3 kilom. from the centre of the town; these towns number in all thirty, and comprise all the capitals of districts and zones.

Property in, or lease of land is thus dealt with according to whether it lies within or without the "circonscription urbaine."

(a.) *Within the "Circonscription urbaine."*—1 fr. per square metre is the selling price of land. This is the minimum price, and may be increased by special order of the Governor-General for the various "circonscriptions."

Land may be leased at 5 per cent. of its sale price or 5 centimes per square metre, minimum price.

Application is made through the district authority to the Governor-General, who is authorised to sell or lease; plans of the ground required, use proposed for it, name and profession of applicant have to be furnished. Temporary occupation is usually allowed until the necessary formalities have been put through.

Leases cannot be entered on for periods exceeding fifteen years, at the expiry of that time they are renewable for another term of that length, notice to be given a year in advance.

The Governor-General's power to sell or lease is limited to 10 hectares (24·7 acres); areas exceeding that figure are referred to Brussels.

(b.) *Outside the "Circonscription urbaine."*—This embraces the major part of the colony, and sale or lease may be effected under either of two heads, viz. :—

1. Land required to build a factory or trading establishment: a minimum area of 1 hectare (2·47 acres) will be sold at a cost of 40*l.*; it may be leased for 5 per cent of that amount. Along rivers or navigable waters frontages are restricted to 100 metres (108 yards). The sale price cannot be less than 40*l.*, nor can the lease rent fall under 2*l.* per annum.

2. Land required for agriculture or cattle raising: for sale or lease purposes this ground may be selected as follows:—

(1.) Within zones of 10 kilom. adjacent to the "circonscription urbaine," to Government posts outside of the "circonscriptions," and to strips of land 150 metres wide along railways and navigable rivers. In such places the sale price is 25 fr. per hectare (8*s.* 1*d.* per acre); leasing costs 5 per cent. of the amount of the value of the land.

(2.) Outside of the zones mentioned: sale price is 10 fr. per hectare (3*s.* 2*d.* per acre), and lease 5 per cent. of the amount of the value of the land.

The purchase and lease of land at the rates above stated, and throughout the zones referred to, is open alike to European and native, but as a matter of fact the State in actual practice makes no charge of any kind to any native who may express the wish to have land for the purpose of crop-growing or cattle rearing. Even if the charge were made, it can hardly be contended that 3*s.* 2*d.* per acre is a prohibitive one, and preventive of the native if he so requires having title deeds issued to him for any acreage he is able to purchase at that price, neither can a rental of less than 6*d.* for three acres be regarded as oppressive.

#### 6. *Fire-arms.*

The weapons of the Uele and Aruwini tribesman are the spear, knife, and bows and arrows. I saw no guns of any kind in the hands of natives except a few old muzzle-loaders in the possession of some of the chiefs' guards; they were never loaded, and enquiry showed that they had no powder. The State does not sell fire-arms to the chiefs; if it did so before, I am quite sure it does not do so now. It is not to the interest of the

State, under the present régime, to arm tribes who may become hostile, and throughout the area traversed nothing could be more impossible than a rising of natives armed with weapons of precision. The Uele has been described as a menace to the neighbouring States, owing to the number of arms of precision said to be in possession of the natives. I am unable to corroborate this view from my experience in the Bas-Uele. Any fire-arms finding their way into the Uele are, more than likely, smuggled in from the Soudan and the French Congo by way of the Ubangi. The political situation in the Uele and Aruwimi districts has improved since the capture of the Sultan Sasa and his sons; the chief Zanet is also now a prisoner at Nyangara, and certain Monvu chiefs who were constantly creating disorder in the Bomokandi zone have also been brought to book at Bambili. The whole of the district we traversed showed no signs of unrest, and the present military strength of the *force publique* is equal to the maintenance of law and order. The effective strength of the six companies holding the Uele and Aruwimi amounts to 3,800 men, distributed as follows: Rubi district, 500; Uere Bili, 700; Gurba Dungu, 550; Uele reserve, 250; Aruwimi, 500. During 1911, two chiefs, three sub-chiefs, ten notable tribesmen, and twenty-four natives, have been deported from the Uele to assist in the preservation of peace; in the Aruwimi only one sub-chief has been exiled.

### 7. Trade.

The inauguration of free trade in the third zone has stimulated the efforts of the trading companies to open up extensively throughout the Uele, Aruwimi, and Stanleyville districts. Plenty of rubber is still to be had, although at present the native displays a natural reluctance to resume its collection after the forced production to which he has been subjected. Presently he detests the name of rubber, and is not at all anxious to search for more; the firms are, however, paying 3 fr. per kilog. for what they can get, and as this incentive is producing its effect, most of the traders encountered were very hopeful of securing plenty both of rubber and ivory.

In all the forest region south of the Uele between Bambili and Bombua on the Aruwimi there is still rubber. At Zobia, under the State régime, 7 or 8 tons per month were gathered, and this can after some time be equalled, if not surpassed, under ordinary trade conditions. North of the Uele there is no rubber.

At Ibembo an important trade in native-grown rice is developing, equal to supplying the demands for food supplies at Coquilhatville and Leopoldville. A palm-oil market has also been opened at Likati.

At Banalia, on the Aruwimi, there are five trading companies lately established and competing keenly with each other. All are applying for a hectare of ground on which to establish their factories, and reckon on making good profits from ivory and rubber.

Gum copal is not an article of trade in this district. Palm oil is abundant, but the transport would swallow up profits. Coffee, cotton, and cocoa could not be grown in the Uele profitably for export, the vast distances and cost of transport render it impossible; any article of export from these regions must combine small bulk and high value, conditions fulfilled by both rubber and ivory.

The trading posts at present in the Uele are as follows:—Greek, 13; Belgian, 10; Hindu, 2; Arab, 1; Italian, 1; German, 1; Portuguese, 2; Sierra Leone, 3.

The articles of import most sought for by the natives are cottons, old clothes, cast-off uniforms, mirrors, cheap perfumed soaps, pomades, machetes, and cheap felt hats.

*Ivory Trade.*—The regulations hitherto restricting the ivory trader have been favourably modified by the laws passed the 27th April and the 17th July this year. By an ordinance passed previously—the 9th February, 1911—the ivory trader was permitted to purchase from the State the second tusk, which the law had formerly reserved to the State. The price for all ivory thus purchased was declared to be 18 fr. per kilogramme.

The new regulations embodied in the laws of the 27th April and the 17th July, 1912, develop the principle of permission to purchase still further, and may be enunciated as follows:—

The scale of prices to be paid for ivory “provenant de la chasse des indigènes” runs thus:—

1. 15 fr. per kilogramme for all tusks exceeding 10 kilogrammes in weight.
2. 10 fr. per kilogramme for tusks weighing 6 to 10 kilogrammes inclusive.
3. 7 fr. per kilogramme for tusks weighing from 2 to 6 kilogrammes inclusive.

The text of the law reads thus: "L'indigène obligé de remettre à l'État une partie d'ivoire provenant de sa chasse est autorisé à remplacer cette prestation, soit totalement, soit partiellement, par un paiement en numéraire fixé pour 1912 par kilogramme" ("Natives required to deliver to the State a portion of the ivory obtained from elephants killed by them are authorised to replace this toll, either totally or partially, by a money payment which is fixed for 1912 at, per kilogramme"), as per scale shown above.

These latest ordinances therefore, (1) reduce the rates, and (2) differentiate between the weights of the points; evidently distinct ameliorations on the previous arrangement, which obliged the merchant to pay at the rate of 18 fr. per kilogramme on all points, large and small.

I found the traders in the Uele and Aruwimi quite satisfied with the new arrangement, and that they are enabled to make profits on this basis is proved by the fact that they now invariably buy in from the State the second point at the rates scheduled.

The cost of transport of ivory from Banalia in the Aruwimi to Antwerp, plus export duties, amounts to 4.48 fr. per kilogramme, and as the average price of ivory on the Antwerp market was 24.40 fr. per kilogramme during 1911, a good margin of profit is left. In the Banalia district much ivory has been brought in by the natives since the 1st July; 800 kilogrammes were shipped in August by one firm there, and this agent informed me he expected to ship another 1000 kilogrammes before the end of October.

I had two complaints as to confiscation of ivory by the State from two Sierra Leone traders, but both have been satisfactorily settled without my intervention.

Although the ivory régime now in force appears satisfactory to the traders, I have reason to believe that the Government proposes to still further simplify the laws on this head by instituting an export duty which shall combine rates of purchase together with the current export duties, so that one payment will then meet all obligations to the State.

*Gold Mines.*—Two gold mines were visited, one at Sodi, on the north of the Aruwimi River, about 25 miles distant from Bombua; the other at Kanwa, in the same district, and belonging to the Société internationale forestière et minière. The mine at Sodi is worked by the State. Sluicing is the system employed at both to extract the gold from the alluvial earth, which is, in both instances, dug up from deep valleys in the heart of dense forest. Dams are constructed, and the water run over the auriferous whitish clay through sluices, the gold filtering through its weight into crevices let into the floor of the sluice. At Sodi 5 to 6 kilogrammes of gold are secured per month, 160 labourers and one European overseer being employed. This output does not pay expenses, and I was told the mine will soon be closed down. At Kanwa the output is about 9 kilogrammes per month (30,000 fr. or 1,200*l.*), got from two sluices. Three new ones are in process of construction, when the output will rise correspondingly. Expenses are at present being met. A steam pump of British make is being built.

A list of the commercial establishments in the Uele and Aruwimi is appended (Enclosure 2).

#### 8. *Transport and Means of Communication.*

In the districts traversed the roads usually consisted of native tracks winding through forests and swamps; where the population is denser, such as north of Zobia and in the Likati region, the natives clean and broaden the roads and make rough bridges over the streams. In the unpopulated parts, however, the tracks are very bad, and one has to wade through swamp for miles and ford countless streams; a very considerable part of the journey done on foot, 360 miles, was over ground of this type.

Near villages the roads are usually broader and cleaner, this work being invariably done by the women and children. The roads between the Aruwimi River and Kanwa mines are very swampy, mountainous, and bad, and, as all the heavy machinery, &c., for the mines has to be transported on the shoulders of natives, the difficulties in the way of development are very great. The portage of iron plates weighing nearly half-a-ton over 30 miles of deep swamp, steep mountains, and dense forest is effected purely by native labour at a vast cost.

Now that the rubber régime is over, the State might insist on the native population maintaining a higher standard of road construction than at present exists. The system of making the payment of chiefs' stipends, or commission on taxes collected, dependent upon a satisfactory upkeep of the roads in his district would doubtless do much to improve the present means of land communication.

The State has built an excellent high road between Buta and Bambili suitable for

motor traffic, thus opening up transport between the Congo-Itimbiri-Rubi rivers and the Upper Uele.

An organised system of canoe transport is established on the Aruwimi and Uele Rivers, and is maintained by the State; the rivers are divided into sections, each of which is worked by the canoe men native to the district under the supervision of the 'chefs de poste' and "transport."

Baggage, provisions, and trade goods are borne overland on the backs of natives, the regulation load being 25 kilog. Without the assistance of State officials and occasionally of a powerful chief, porters could not be got, and travelling would become an impossibility to the private individual.

The vast distances to be covered, the primitive nature of the transport, and the bad roads cause the arrival of packages from Europe to be delayed for months, and this is aggravated by the inability of the Matadi-Leopoldville railway and the main river transport to push forward cargo immediately on its arrival; the result is that traders in the remote regions of the Uele have to order their goods a year in advance of the time they are actually required.

The Aruwimi is navigable to steamers of a metre's draught as far as Yambuya, but often only as far as Mogandjo. Beyond these points canoes are employed and portages are frequent.

The Uele River is likewise barred at frequent intervals by rapids, necessitating constant portages.

#### 9. *Government Posts, Officials, and Administration.*

The Government buildings at most of the posts visited are well constructed of native brick, and with roofs thatched with palms or grass, making the interior much cooler than with the galvanised iron sheets often utilised. The streets are well laid out and bordered with mango and palm trees; at some posts excellent gardening work had been carried out by the "chef de poste," and at most stations vegetables were obtainable. The quarters of the native labourers were always arranged in streets, so that sanitation and cleanliness can be the better supervised. The State labourer is very much better housed by the State than he is in his native village.

Most of the officials met had been in State service for some years. They were usually energetic and experienced men, with valuable knowledge of native language and character. In most cases their duties are heavy and involve much clerical work; the registration of the natives is a labour in itself, entailing as it does the writing in duplicate the names of all natives, with their wives, parents' names, and other details; the excessive clerical work he labours under prevents the administrative officer from travelling through his district as often as he otherwise could.

All the higher officials I encountered were men I judged to be quite equal to the work they have in hand, and capable of giving due expression to the altered requirements of administration under the new régime. A good deal of stress has been laid on the question of the removal of officials who under the old régime had acquired a reputation for ultra-severity in their dealings with the natives. It should not be overlooked, however, that the harshness of officials was, in many cases no doubt, born of the system under which they were obliged to produce certain quantities of rubber every month; now that this forced collection is finished, the relations of the official to the native are quite materially altered; he is no longer under the, often to him, painful necessity of driving the natives to the forest to bring in the required tale; the necessity for pressure no longer exists. Under these circumstances the attitude of most men, not endowed by nature with temperaments tending towards cruelty and inhumanity, would be likely to undergo radical changes in respect of the native. The Government is quite determined to punish any outrages committed by its officials or any other Europeans on the natives, and that it does so I am fully cognisant. Some months ago I visited the central prison here and noted fifteen white men undergoing imprisonment—officials and traders. This is a larger number than would be found in prison in other colonies in West Africa; it might be contended that such a large number of European prisoners is evidence of the existence of a class of European in the Congo unfitted to hold responsible positions; it is also, however, not the less proof of the resolution of the Congo Government to punish offenders, and from observations I have made during my year's residence in the Congo, I am convinced that the determination and efforts of the Belgian Government to suppress ill-treatment of natives and to place the administration of the colony on a sound basis finds adequate and strong expression at the hands of all the higher officials and, indeed, many of the more subordinate.

The number of white officials in the Congo (2,636 on the 1st October, 1912) is

proportionately greater than is usual in our West African Crown colonies, and is due to the fact that much of the less responsible and more mechanical type of work in the latter is carried out by native clerks; the administration of the Congo is therefore more expensive, and somewhat more complex; devolution of power is less complete; heads of departments and local administrators are more fettered in the execution of their functions than with us. Centralisation of authority at Brussels and Boma tends perhaps to cumbrousness, tardiness, and limitation of local executive powers. Decentralisation is however, in progress; the jurisdiction of the governor-general, as also that of the vice-governor of the Katanga, have during the past year been extended; they can now promulgate ordinances which are afterwards submitted to the Belgian Government; these have the force of law for six months, after which, to remain valid, they must receive royal approval by decree. These high officials have also power to temporarily suspend the operation of decrees; this imparts elasticity to the work of the administration and strengthens the hands of the local authority. A decree passed, the 9th February, 1912, vests the "administrateurs territoriaux" with power to punish infringements of labour contracts. The process of devolution will probably be extended still further as experience and the rising standard of the administrative personnel prove its expedience and value.

The outstanding differences between the Belgian colonial system as now in operation, and our own, lies mainly in the limitation of judiciary powers imposed on district administrative officers. In the Congo these powers are hardly existent, save in questions of infringement of labour law; they can investigate complaints, prepare a proces-verbal, and forward it, together with the persons involved to the court of first instance of the district, often hundreds of miles distant, where the judge or "substitut" hears and decides. In our colonies the district commissioner's jurisdiction extends to, first, summary trial and determination of criminal cases, and second, judgment in all civil suits up to 50*l.*; he can issue writs of habeas corpus in special cases, award up to six months imprisonment, with or without hard labour, and fine up to 50*l.*; at the pleasure of the chief justice his jurisdiction may be still further extended by special order. These powers naturally invest the administrative officer with an influence hardly possible to the officer of the same grade in the Congo. Under the Belgian system the necessity exists for the maintenance of a very large and costly judiciary department consisting of eighty-four magistrates, and this number will be increased rather than diminished to meet the exigencies of the administration of justice over the great area of the colony; meanwhile, considerable delays in the settlement of cases are likely to continue, the districts of the various judges being too great to permit of the dispensation of speedy and summary judgment. It is, however, probable that the steady improvement in the class of official holding rank as "administrateur territorial" and "adjoint supérieur" will in course of time enable the Government to vest them with a further measure of judiciary power, and thus raise them to that place in the executive work of their districts which is their due. A reduction in the judiciary could then be effected with profit in the first place, as regards economy; secondly, the speedier administration of justice; thirdly, the district officer would acquire an authority which, under the existing system, must largely be ascribed by the native to the "substitut."

The customs are, it seems to me, capable of yielding a much larger revenue under a sterner régime, and that without altering the present tariff; in this respect there is certainly less restraint laid on merchants in the Congo than in our own West African colonies; the abnormally small customs revenues of the Congo (7,000,000 fr. per annum) should with strong supervision and the opening of the country to free trade rise steadily in value.

The colonial administration of the Congo, it will not be forgot, only entered on its real work four years ago; it cannot be reasonably expected that all can be righted immediately. The task before Belgium has been rendered infinitely more difficult by the régime of exploitation pursued up to 1908, the lingering fires of which are fast being extinguished. The colonisation of the Congo must, in any case, have presented difficulties of no ordinary magnitude; they have been deepened and swollen by the long years of the rubber régime. That these difficulties are now being grappled with in a spirit of determination to place the administration on a footing with those of other European West African Colonial Powers, my year's residence in the Congo has afforded ample evidence.

W. J. LAMONT.

*Boma, November 20, 1912.*



## Enclosure 2 in No. 35.

## List of Commercial Establishments in the Uele and Aruwimi Districts, Congo State.

Name.	Place.	Business.
UELE.		
Marco .. .. .	Dungu road of Faradge ..	General commerce.
Société anonyme Belgika .. ..	Buta .. .. .	" "
Société anonyme forestière et minière	Kibali .. .. .	Exploitation of gold mines.
Dall Osta et Cie. .. .. .	Bambili .. .. .	Ivory trade.
Ayoul Marcol .. .. .	Dungu .. .. .	" "
Spiro Jeannides .. .. .	Faradge .. .. .	" "
Kimoliati .. .. .	" .. .. .	" "
Mencles Jeannides .. .. .	" .. .. .	" "
Melidonis .. .. .	Aba .. .. .	" "
Metaxas .. .. .	" .. .. .	" "
Parissi .. .. .	" .. .. .	" "
Alidini Visram .. .. .	" .. .. .	" "
Jeannides Spiro .. .. .	Dungu (June 11) .. ..	" "
Nicoletto .. .. .	" .. .. .	" "
Antipa Gerasimo (Greek) .. ..	Eure .. .. .	" "
E. Eleptherastas .. .. .	Bili .. .. .	" "
Spiro Louverdis .. .. .	" .. .. .	" "
Spiro Maroulis .. .. .	" .. .. .	" "
ARUWIMI.		
Compagnie du Lomami .. .. .	Have places, factories, at Ilambi, Yankwamu, Yondaie, Yabohila, Yahisuli, Welty, Yemaka, Lombo, Lombo Likolo, Likaka, Yabena, Mabote, Litoko, Olom- boko, Yoko, Obonga Benga, Goma-Vula, Bena Kamba	Traders in ivory and copal.
Le Comptoir d'Importation et d'Exportation	Have Jorez et O. Ramet at Basoko and Bokongoloia	Sale of European goods.
Société anonyme Belgika .. ..	Bonkwakula .. .. .	" "
Gomes Viana et Silva .. .. .	Basoko .. .. .	" "
Antonio Luiz da Silva .. .. .	" .. .. .	" "
Deleuze et Thiebaut .. .. .	Barumbu .. .. .	" "
Alibo Pinto Rombo .. .. .	Yasele .. .. .	" "

No. 36.

*Consul Lamont to Sir Edward Grey.—(Received January 8, 1913.)*

Sir,

*Boma, November 24, 1912.*

I HAVE the honour to transmit herewith a copy of the ordinance passed yesterday here, prohibiting the sale and delivery to natives of distilled alcoholic liquors from the 1st January, 1913, throughout the whole of the colony.

This will mean a loss of revenue to the colony of 500,000 fr. per annum; the gain from a moral and physical stand-point will be very great, in the Bas-Congo especially, where gin and rum drinking have seriously affected the stamina of the natives. There is also a great deal of distillation of alcoholic liquors going on in the interior. The natives distil strong drinks from sugar-cane, bananas, and even manioc, and this law is a blow aimed at this baneful practice, as well as importation of gin and rum, the introduction to the country of which, under its operation, will naturally cease, as no one save natives drinks trade rum and gin.

I have, &amp;c.

W. J. LAMONT.

Enclosure in No. 36.

## CONGO BELGE.

*Ordonnance-Loi du 23 novembre, 1912, interdisant la Vente aux Indigènes de Boissons alcooliques distillées.*

LE Gouverneur général,

Vu la loi du 18 octobre, 1908, sur le gouvernement du Congo belge modifiée par celles du 29 mars, 1911, et du 5 mars, 1912 ;

Vu le décret du Roi-Souverain du 16 juillet, 1890, sur le trafic et le débit des spiritueux ;

Vu le décret du Roi-Souverain du 15 avril, 1898, étendant la zone de prohibition pour les spiritueux, et celui du 15 octobre, 1898, interdisant l'importation et le débit de boissons alcooliques à base d'absinthe ;

Considérant que la consommation des boissons alcooliques distillées cause des ravages considérables au sein des populations noires et qu'elle a notamment des conséquences désastreuses au point de vue des conditions morales et matérielles de leur existence ;

Considérant dès lors qu'il importe d'édicter des mesures énergiques pour assurer, dans tout le territoire de la colonie, la conservation et le développement de la race indigène ;

Vu l'urgence,

Ordonne :

Article 1<sup>er</sup>. La vente et la remise aux indigènes, sous quelque forme et à quelque titre que ce soit, de boissons alcooliques distillées, seront interdites, dans toute l'étendue du territoire de la colonie, à dater du 1<sup>er</sup> janvier, 1913.

La détention par les indigènes de ces boissons sera également interdite à partir de la même date.

Art. 2. Les infractions aux dispositions qui précèdent seront punies d'une servitude pénale d'un an au maximum et d'une amende qui ne dépassera pas 10,000 fr., ou d'une de ces peines seulement.

Les liquides alcooliques et les appareils de distillation ayant fait l'objet de l'infraction seront en outre saisis et confisqués.

Art. 3. Tous chefs de maisons de commerce, ou autres personnes ayant des employés ou des ouvriers sous leurs ordres, sont responsables des infractions à la présente ordonnance qui seraient commises par ces derniers.

Art. 4. Outre les officiers de police judiciaire revêtus d'une compétence générale, les fonctionnaires et agents de l'Industrie et de Commerce et ceux des Finances sont chargés de rechercher et de constater les infractions à la présente ordonnance.

Art. 5. L'exécution des décrets contraires à la présente ordonnance, qui a force de loi, est temporairement suspendue.

Les Directeurs de la Justice, de l'Industrie et du Commerce et des Finances sont chargés, chacun en ce qui le concerne, de l'exécution de la présente ordonnance.

F. FUCHS.

*Boma, le 23 novembre, 1912.*

(Translation.)

## BELGIAN CONGO.

*Ordinance of November 23, 1912, prohibiting the Sale to Natives of Distilled Alcoholic Liquors.*

THE Governor-General,

Having regard to the law of the 18th October, 1908, respecting the government of the Belgian Congo, as amended by the laws of the 29th. March, 1911, and the 5th March, 1912 ;

Having regard to the royal decree of the 16th July, 1890, respecting trade in and sale of liquors ;

Having regard to the royal decree of the 15th April, 1898, extending the zone of prohibition for liquors, and to that of the 15th October, 1898, forbidding the importation and sale of alcoholic liquors containing absinthe ;

Considering that the consumption of distilled alcoholic liquors is the cause of great

ravages among the native population and produces disastrous consequences to the moral and material conditions of their existence ;

Considering, therefore, that it is necessary to enact stringent measures to ensure throughout the colony the preservation and development of the native race ;

The matter being urgent,

Orders as follows :

Article 1. The sale and delivery to natives, in whatever form or manner, of distilled alcoholic liquors shall be forbidden throughout the colony on and after the 1st January, 1913.

The possession of these liquors by natives shall likewise be forbidden from the same date.

Art. 2. Offences against these provisions shall be punished by penal servitude for a period not exceeding one year and by a fine of not more than 10,000 fr., or by one only of these penalties.

The liquors and stills used shall, in addition, be seized and confiscated.

Art. 3. Heads of trading houses, or other persons having employés or workmen under them, are responsible for offences against the present ordinance committed by the latter.

Art. 4. In addition to the officers of the judicial police having general competence, the officials and agents of industry and commerce, and those of finance are required to discover and report offences against the present ordinance.

Art. 5. The execution of decrees conflicting with the present ordinance, which has the force of law, is temporarily suspended.

The Directors of Justice, of Industry and Commerce, and of Finance are to give the necessary orders, each within his competence, for the execution of the present ordinance.

F. FUCHS.

Boma, November 23, 1912.

No. 37.

*Consul Lamont to Sir Edward Grey. —(Received January 8, 1913.)*

Sir,

Boma, December 16, 1912.

I HAVE the honour to transmit a report by Mr. Vice-Consul Purdon on his recent tour in certain districts of the third and last zone opened to free trade in the region south of Stanleyville.

The conclusions arrived at by Mr. Purdon may be briefly summarised as follows :—

*Taxation.*—The native tax does not appear to be excessive, except in the case of the Baluba tribe. Public native markets are in regular operation at various points and prices for produce are quite advantageous to the native, so that opportunities to earn sufficient to pay the tax are presented.

*Native Chiefs' Control.*—Forty-six out of fifty-three chiefs interviewed were hereditary and appeared "fitted for their positions."

*Labour* seems to be paid at the usual rates ruling in other parts of the colony. State-provided quarters were found to be invariably kept in a better state of sanitation than those of the native villages, which, outside of European influence, were found to be very filthy.

The hours of labour, 6 to 11 A.M. and 2 to 5.30 P.M., kept by both State and companies, are "faithfully observed," and cannot be regarded as oppressive.

Roads and bridges are maintained by the exertions of the women, who are the "real workers, the men doing little or nothing to ease their burden."

In the region between Shuka and Difuma, however, the men have been forced by the State and companies to work, and to effect this violence seems to be resorted to. At Bena Gamba the labourers seemed "happy, contented, and well treated."

*Commerce.*—The position of the native as an earning unit and as a purchaser of import goods has improved, and is improving, under the new régime. River transport is inadequate to meet demands of companies for trade goods, and freights are heavy. Trade in palm-oil and rice advances. Enhanced prices being paid for rubber and ivory are having their effect. Rubber is paid for at 1s. to 1s. 2½d. per lb. Competition is

regarded as likely to force the price up. At Kindu the price now paid reaches 2s. per lb. "Money is beginning to circulate rapidly."

The area travelled by Mr. Purdon has, he considers, great trade possibilities, the full development of which will depend on the inauguration of adequate transport between Leopoldville and Stanleyville.

*Land.*—The natives showed clear appreciation of the boundaries of their lands. Land is granted freely to applicants, and the natives' cultivation of what land he wants to does not appear to be in any way abridged. The small cessions of land to trading companies at Stanleyville "are but little felt."

*Belgian Trading Companies.*—At Obenge Bengé the process of compelling the natives to bring in rubber by force is apparently still being pursued by the Lomami Company. The natives say that they are paid 2 fr. 50 c. for each basket of about 7 lbs., that is about 3d. per lb., and to collect this amount of rubber fifteen to twenty-five days may be required. The restraint imposed by the trading agent of this company on the local chief at Obenge Bengé in furnishing porters to Mr. Purdon is very significant, and I have drawn the attention of the Government here to the state of affairs revealed at this point by the vice-consul.

*Fire-arms.*—No trade in these was observed, and the natives have no arms of precision.

*Missions.*—No religious intolerance appear to be exercised by the State.

*Transport.*—Facilities are regarded generally speaking as defective.

*State Administration.*—Native taxation in the Congo is four times that of South Africa; the insolence of the native in certain parts, and "his abject subjugation to the will of the white" in others, result from the irregularities, moral and administrative, of the white man. The Belgian district officials are overwrought, and their duties are too multifarious and exhausting. The nature of the native, "acquired through generations of slavery," has become "hard, callous, and unamenable to kindness or fair treatment, which are misunderstood, regarded with suspicion, or looked on as signs of weakness." Thus the theory has been evolved that the native can only respect "severity and force," and to secure his labour—for transport purposes or otherwise—compulsion has to be used by the State if the work of the Government is not to collapse altogether. The official personnel shows gradual and sure improvement, and the influence of the higher officials encountered by Mr. Purdon, "who are gentlemen of good position, zealous, and tactful in the discharge of their duties towards the native, and actuated by a genuine desire for his welfare," is regarded as bound to react on the personality of the lower grades.

*Health of the Natives.*—Sleeping sickness is prevalent in parts.

*General Observations.*—Mr. Purdon regards the native generally speaking as "much happier than formerly," but observes that the women are the slaves, the whole burden of farming and domestic duties being relegated to them. This corresponds with the observations made during my own tour, and undoubtedly induces in the European who travels through, or resides in, the Congo the thought why should the native man not be obliged to shoulder his share of the burden? The sight constantly presented to the traveller, of women hard at work in brushing roads, in farm clearing, in her domestic duties, while big and strong, but lazy, men lie around in the shade, cannot but constrain one to hope that the quota of labour now patiently grappled with by the women of the Congo should some day be more fairly divided with their savage "lords and masters." To the European this enslavement of the woman by her natural protector is inconceivable and odious, and I personally have little doubts that a large part of what has been termed "forced labour" in the Congo has had its origin in some measure as much from a desire on the part of Europeans to oblige the native man to take his share of work as well as his women-folk, as perhaps, from the necessities for human portorage and native labour invariably required in a new and unopened country. The gospel of "work" is, indeed, not the least satisfactory creed which may be preached to savage and slothful natives. This is recognised by both the Protestant and Catholic missions in the Congo, and at none of the stations of either creed is the young native at least permitted to laze away his time, but is engaged largely in some work, usually of a gardening or agricultural type. "To live well is to work well," and neither State nor missions can dare to underestimate the necessity for giving that axiom practical expression in their endeavours to elevate the moral of races steeped in a barbarism which knows no activity beyond the fulfilment of animal wants, no religion save that women must slave, and fetishism, witchcraft, and cannibalism flourish unrepressed. The tide of commerce now given free flow throughout the colony, the increasing demand for European goods, the new relation in which the

native finds himself in regard to the products of the soil, the abolition of the trade-killing State régime, the self-sacrificing labours of both Catholics and missionaries, all of these forces, guided by enlightened colonial administration, must foster the hope that the uplifting of the Congo races will surely if slowly materialise.

I have, &c.

W. J. LAMONT.

Enclosure 1 in No. 37.

*Vice-Consul Purdon to Acting Consul Lyons.*

Sir,

*Stanleyville, October 16, 1912.*

I HAVE the honour to forward herewith a report on my recent tour in certain districts of the new free trade zone south of Stanleyville.

I left Stanleyville on the 15th July, and returned on the 28th September.

I am, &c.

R. J. PURDON.

Enclosure 2 in No. 37.

*Report on a Tour made by Mr. Vice-Consul Purdon in the Districts of Stanleyville, Lova, Maniema, and a portion of the Aruwimi.*

ITINERARY of TOUR.

Date.	Town or Village visited.	Remarks.
1912.		
July 15 .. ..	Stanleyville to Ponthierville .. ..	By train.
" 16 .. ..	At Ponthierville .. ..	Awaiting steamer.
" 17 .. ..	Ponthierville to Kirundu .. ..	By steamer.
" 18 .. ..	Kirundu to Lova .. ..	By steamer.
" 19-23 .. ..	At Lova .. ..	Awaiting porters and interviewing chiefs from interior.
" 24 .. ..	Lova to Bachokaila and Disasi .. ..	On foot.
" 25 .. ..	Lungangi and Tubila.. ..	On foot.
" 26 and 27 .. ..	At Tubila .. ..	No roads or tracks; waited for steamer.
" 28 .. ..	Tubila to Kasuku .. ..	By steamer.
" 29 .. ..	Kasuku to Waika .. ..	By steamer.
July 30 to August 3 .. ..	Kenya-Koso, Lapanzulu, Waika .. ..	Short tour with Reverend John Whitehead, who acted as interpreter.
August 4 .. ..	.. ..	.. ..
" 5 .. ..	Waika to Lokandu .. ..	By steamer.
" 6 .. ..	Lokandu to Kindu .. ..	By steamer.
" 7-12 .. ..	At Kindu .. ..	Engaging porters.
" 13 and 14 .. ..	Caravan route from Kindu to Shuka .. ..	On foot.
" 15 .. ..	At Shuka .. ..	Awaiting porters and making enquiries.
" 16 .. ..	Reissassi (south from Shuka) .. ..	On foot.
" 17 .. ..	At Reissassi .. ..	Making enquiries.
" 17-24 .. ..	From Reissassi to Difuma .. ..	On foot.
" 25 and 26 .. ..	At Difuma .. ..	Awaiting porters.
" 27-30 .. ..	Difuma, to a point on Lomami latitude 4° south, longitude about 25° east of Greenwich .. ..	On foot.
September 1-4 .. ..	From above to village of Akoko, on left bank of Lomami (in the district of Sankuru) immediately west of falls .. ..	By canoe.
" 5 .. ..	Okoko to Kilima (district of Sankuru) .. ..	On foot, to avoid falls.
" 6 and 7 .. ..	Awaiting arrival of canoes at village of Kilima .. ..	.. ..
" 8 .. ..	Down stream to Bena Camba .. ..	By canoe.
" 9 .. ..	At Bena Camba .. ..	Inspecting rubber plantations and constructing raft.
" 10-11 .. ..	From Bena Camba to Goma Vula .. ..	By raft.
" 12-13 .. ..	Down stream from Goma Vula to Obenge Benge .. ..	By raft.
" 16 .. ..	At Obenge Benge .. ..	No paddlers to be had.
" 17-26 .. ..	Obenge Benge, on Lomami, to Lova, on Luabala, by a circuitous march across new free trade zone .. ..	Obliged to abandon raft, no paddlers being available.
" 27 .. ..	Lova to Ponthierville .. ..	By steamer.
" 28 .. ..	Ponthierville to Stanleyville .. ..	By train.

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H

1. *Taxation.*

TAXES at Stanleyville remain at 12 fr. per head per annum, and will continue to be paid in coin. The tax is not excessive, and can be afforded by the average native.

*Ponthierville.*—All taxes are now paid in money. Arabisés and river folk pay 9 fr. per annum, and can afford this sum. No tax is exacted for a legitimate wife, but for every wife in excess, a tax of 2 fr. per wife per annum is levied; maximum tax on wives not to exceed 60 fr. per annum, but the number of wives is unlimited. Natives who have paid taxes in rubber, &c., up to the 30th June, 1912, are only compelled to pay a tax of 2 fr. 50 c. for the half-ending the 31st December, 1912. The future tax for this class has not been decided.

*Lowa.*—The above applies, and is not, in my opinion, excessive.

*Waika* (Protestant Mission).—The same. I am informed by the Rev. John Whitehead, second senior Baptist missionary of the Upper Congo, that the natives in this district can subsist themselves at the rate of 50 centimes per week, and that the existing tax is not, in his opinion, excessive. Many of the villages on the river bank between Kasuku and Lokandu, and those on the trade route between Waika and the Lomami, knew nothing of the new regulations regarding taxation; but my notes in these regions were taken early in August, and I presume that they have since been notified. The villages in the district of Lowa are visited by the "chef de secteur," who collects the tax in person. I am also assured that many of the villagers come into the post, and voluntarily hand over their tax, especially after having disposed of their produce in the open market.

The State is endeavouring to take a census of the population, but I do not imagine that the figures obtained will correctly represent the existing population; much revision will be necessary in order to achieve the desired results.

The tax throughout the district of Maniema is 9 fr. per head per annum, with the usual tax of 2 fr. for each wife in excess of the first one. It is certain that a very large percentage of the natives pay no taxes at all. On the approach of the white man, many of the villagers hide themselves in the dense forests near their homes, and remain concealed until such time as they are advised of his departure. I cannot see how the amounts due can possibly be collected under the present system, which lends itself to much evasion, and possible falsehood on the part of the tax-payer.

State officials responsible for the collection of taxes appear to be overworked already, and it is impossible for them to give the amount of personal supervision necessary for the efficient carrying out of their duties. At many of the villages visited by me, in the new free trade zone, late in September, the collection of the tax due on the 30th June, had not been commenced.

I visited numerous villages in the country lying between Shuka and Difuma, in the district of Maniema, and made the fullest possible enquiries from local chiefs and others, on the subject of taxation. In villages where taxes have hitherto been paid in money, it is understood that the amount is to be reduced, but the exact figures are not yet known by the natives. Where it has been customary to furnish rubber, much pleasure is expressed at the knowledge that this tax has finally ceased; the assessment in money, however, is as yet imperfectly understood.

Aruwimi district (south by south-west from Stanleyville): The Arabisés and natives of this district pay an annual tax of 8 fr. per head. The usual tax for an excess number of wives is enforced. Taxes are collected by the State officials, during their constant and regular tours of inspection. The following gratuities are paid to chiefs, and under-chiefs, for their assistance in this function:—

*Chiefs.*—30 centimes for each adult who pays the full tax.

*Under-chiefs.*—10 centimes for each adult who pays the full tax.

For purposes of discipline, and to enforce law and order, the chiefs of this district are authorised to inflict corporal punishment on the inhabitants of their villages. The punishment inflicted is restricted to twelve cuts with a chicotte, but during a period of three years the "chef de poste" of Opala could not recall a single instance where this form of punishment had been resorted to. No cases were brought to my notice by the natives on the left bank of the Lomami, although ample opportunity to do so was afforded them during my tour.

The following are typical of the answers received in response to my queries on this subject:—

Village, Lowa; Date, 19th July, 1912:

"My name is Makanga. I am chief of the village of Lowa. My father was also chief of our village. I was elected by my people, and the white man made me chief.

I have seven wives and five children. My people pay 9 fr. a year in cash to the white man as a tax. I plant rice, bananas, manioc, and pineapples in the neighbourhood of my village. We sell a lot of these at the market at Lowa, the other side of the river. We also sell fowls and eggs. We receive salt and money for our goods. I spend a lot of money on my clothes which I buy from the trader who come from Stanleyville. My people also buy goods from the traders. I used to plant much more rice and manioc than now, but the elephants came and ate a lot, and destroyed more. There are plenty of elephants near us. I do not kill them. I am not allowed to do so. I have a little ivory and I am going to keep it. We do not collect rubber. There is none near us and we do not want to sell or collect it for the white man."

Village, Lusumba : District, Maniema : Date, 9th August, 1912 :

"My name is Tasoko. I am chief of the village. We pay 9 fr. a year to the white man, for each man in our village. We plant rice in all the clearings that are in the woods round here. We send our rice to Kindu and sell it to the white men. We sell a great deal and buy clothes and salt with our money. Nine francs a year is a lot of money to pay, and we only receive 50 centimes a day for carrying loads for the white man, &c."

Village Kenya-Koso : District Lowa : Date, 1st August, 1912 :

"I am capita of the village. We supply oil to the State at Lokandu. In conjunction with another village, 2 miles away, we supply the State with 100 pots of palm-oil a month. We do not pay taxes in money, but receive 1 fr. for every two pots of oil that we supply. The State count one pot as a tax, and pay us for the other. We take our oil to Lokandu because we are told to do so. It is no hardship to do so, and we are much happier under the white man than under the Arabs. We can sell you oil if you want it, but will not have anything to do with rubber. If you want your goods carried to the Lomami, we will carry them for 2 fr. a day. We will not take any less."

[The above was literally interpreted and corroborated by the Rev. John Whitehead.]

The "capitaine de la force publique" informs me that he has instituted a market, which takes place in the settlement every Sunday. About a thousand natives from all quarters attend, with the produce of their villages, and the following prices generally prevail :—

*Rice*.—3 fr. for 10 kilog.

*Palm-oil*.—1 fr. for 4 litres.

*Bananas*.—1 fr. for three average bundles.

*Fowls*.—About 2 fr. each, but reduced in price if sold to State officials.

*Eggs*.—Seven or eight for 1 fr.

*Fish*.—Very expensive, and at times unobtainable.

I am assured by the "capitaine de la force publique" that no native need attend the market for the purpose of selling his produce unless he so wishes.

I personally attended the public markets at Stanleyville, Lowa, Waika, Shuka, and Difuma, and, with the exception of the Stanleyville market, found the ruling prices to be about 20 per cent. less than the above.

At villages situated a considerable distance from the beaten track, and at all the villages that I visited on the Lomami, the prices paid for the above commodities are lower by about 50 per cent. than the prices generally paid at Kindu.

It is impossible for me to offer a concise opinion as to whether the taxes assessed are excessive or otherwise; the subject is far too general to admit of a simple statement. Broadly speaking, the natives of such centres as Stanleyville, Ponthierville, Kindu, the greater portion of the riverine villages, as well as those situated on the caravan routes, are able to afford the taxes at present in force. Facilities for earning money by means of portorage, fishing, sale of local produce, hunting, &c., enable this class of native to pay his tax with comparative ease; residents of many of the remote inland villages in the districts of Lowa and Maniema have not the same opportunities, however, and much of their time is already occupied in tasks for which they are not adequately remunerated. A flagrant case is that of the Balulu tribe, dependent on the State post of Opala, on the Lomami River; but I am dealing more fully with their grievances under the heading of "Belgian Trading Companies."

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## 2. *Native Chiefs: Nature of Control exercised by them, &c.*

The "chef de poste" at Lowa gives me the following information on these points:—

The native chiefs in this district are generally hereditary, but may be elected by a majority of their villagers, in the same way that a parliamentary member is returned by his constituents. The ballot, however, cannot be secret, as the supporters and opponents are always known. Before a chief can be considered as elected the "chef de poste" is obliged to consider the following facts:—

1. The attitude of the prospective chief towards the State.
2. His attitude towards the natives of his village.
3. Fitness for responsibility.
4. Whether he is likely to maintain the prestige of his position.

If all these points are in his favour his nomination is recommended by the "chef de poste" and "chef de secteur," and may finally be approved by the Governor-General.

I interviewed fifty-three chiefs in different portions of the new free trade zone, and of this number found forty-six to be hereditary. The greater portion of the chiefs I saw appear to be fitted for their positions, but certain of the younger ones are merely tolerated by their men, and have no real authority or influence over them.

The functions of a native chief demand that he should act as an intermediary between the State and the villagers; he is expected to supply labour and produce when called upon to do so, and is distinctly under the impression that there is no option of a refusal where the State is concerned.

## 3. *Labour: Rates of Pay, Hours of Work, Complaints.*

The rates of pay and ration allowances vary according to localities and depend on whether the individual is employed by the State or private companies.

At Ponthierville a labourer of the Chemin de Fer des Grands Lacs is engaged in the first instance at the rate of 7 fr. per mensem. He receives, in addition, a monthly ration allowance of 7½ fr. A contract is necessary. At the expiration of two years his pay is raised 1 fr. per month, and so on, until in the course of time it may reach as much as 15 fr., exclusive of rations, the allowances of which are invariable. These rates for the Congo native are very good.

At Lowa the State employ about sixty labourers as sweepers, carriers, brick makers, builders, carpenters, and a variety of tasks incidental to a State post.

Rates of pay are as follows:—

On first taking service a man receives 4 fr. 50 c. per month, also 10 centimes a day as ration allowance. He receives, in addition, half a pound of salt every two months and four *pagnes* per annum. The average amount received by the labourers at this station works out at 6 fr. per head per month. Free quarters are provided by the State, and in every case the married men are provided with separate houses. I inspected many of these houses and found them to be commodious and fairly clean. The native has a rooted objection to opening the doors and windows of his house, and although the village streets are kept scrupulously clean, the interior of the houses frequently show an accumulation of filth, which can only be kept down by the unceasing efforts of the "chef de poste."

Hours of work are, with very few exceptions, as under:—

Work begins at 6 A.M. and is continued unintermittently until 11 A.M. A bugle announces the resumption of work at 2 P.M., and all tasks finally cease at 5.30 P.M. These hours are faithfully observed by the State and companies in all the posts that I visited.

I travelled on foot from Kindu to Shuka and visited several villages en route. These are all on the caravan route, and I received no complaints of labour being forced. The women of these regions, however, are compelled to repair, maintain, and enlarge the existing roads and bridges, and are under the necessity of working continuously to effect this object. They inform me that this work is ordered by the State, and is directed by their sultanis, who are supposed to receive periodical presents from the State officials who visit their villages. No tools are supplied, nor is the work directed intelligently. The actual labourer very occasionally receives a small quantity of salt



as her share of the transaction. At most of the villages in the Congo the women are the real workers and the men do little or nothing to ease their burden. It is pitiful to see many of these poor creatures struggling along the dusty roads and tracks with heavy bundles of maize, rice, fruit, &c, while the men are gossiping and resting in the shade.

Southward from Shuka to Difuma a truly deplorable state of affairs exists. The villages are drained of their men to meet the requirements of the State and companies. It is no misnomer to state that transport and labour for the State are forced. The country in this region consists of swamps and marshes, and is under water nine months in the year; even during the dry season (15th July to the 15th October) marching is exceedingly difficult and tedious. The roads are practically non-existent, tracks overgrown with weeds several feet high, bridges either totally destroyed or so insecure as to be absolutely dangerous, and the reason advanced by the chiefs for this state of affairs is: "The white men have taken nearly all my men, and continually want more—why should I trouble."

I insert a few portions of many voluntary statements made to me *en route*, and would add that many of the sultani in this region, hearing of my presence, travelled long distances to meet me.

Statement by the Sultani of Eissassi (about 18 miles south from Shuka). Date, 15th August, 1912:—

"I am sultani of this village, and was appointed to that position by a white man from Stanleyville. I was formerly capita in a village called Chali, on the Lomami. The villages on this route used to have plenty of men, but for some years past the white men have been taking our men away by force, and have compelled them to work in other districts against their will. It is no use refusing, as the white men will not listen. I was put in prison at Shuka some years ago for refusing to let my men go, and am not going there again. I know that I will be punished if I stop the white men from taking my men. Look at my village for yourself. Half the houses are empty, and you can see that they are not old. I know that the roads are bad and that the bridges are old, but what can I do? My people are forced to go away, and after a time they settle in their new homes and do not come back. About a month ago M. Dupont came and took away five of my men by force. One of them was beaten because he would not go. Please help us to keep our men. We pay our taxes in money, and do not want to leave our homes."

Statement by Penalungi, of the same village:—

"I received the marks which you see on my body from a black man, who is an agent of M. Dupont, about a month ago. He told me that I was to go to Kongolo to work for M. Dupont. I refused to go, and he then beat me. After the beating I was too sick to walk, and was left alone. I was only given twenty blows, but they were very severe. I swear that I am speaking nothing but the truth."

*Note.*—The complainant exhibited the marks of a most brutal beating, which appeared to be about two or three weeks old. There were several large weals, inflicted by some pliable instrument on the buttocks and shoulders, and three inflamed cuts on the head and neck.

Statement by Sultani Shoko, village of Diwunji. Date, 17th August, 1912:—

"A white man who speaks Ki-Swahili came through here on his way to the Lomami about three months ago. He took away five of my men by force. He compelled me to accompany him as far as the village of Muniapembi. (*Note.*—Village on the right bank of the Lomami, west of Shuka.) I have already been in prison at Shuka three times because I did not furnish workers when called upon to do so. A month ago ten more of my men were ordered away to Kongolo, and had to go. I want my men for planting rice and bananas and cannot have them. Look at my village! Examine the houses! Half of them are empty; are they old? What object can I have in making these statements if they are untrue? I have lost many men in this way, and they never came back."

A woman called Majali, of the same village, states:—

"My husband was one of these men, and had to go. He has not come back. Can you help me to find him?"

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On the 2nd September I visited the village of Muniapembi, on the right bank of the Lomami, 20 miles west from Shuka. The capita of the village made the following voluntary statement to me :—

“Our sultani is away at present. A white man, who answers to the name of Nianga Nianga in our language, came here about four months ago and took away a lot of our men to the Kasai by force. He was very angry with one of the name of Pianalatula, and hit him on the head with a wooden staff. Pianalatula died four days later. The white man was very angry because Pianalatula did not come immediately he was called. The white man then went away with several of our men. Look at our houses! Half of them are empty. We have no sickness to account for it. We don't build houses and then leave them; that is foolish!”

The wife of Pianalatula, a pleasant and sensible looking woman, named Mwatanga, corroborated this statement, but added that her husband was ill before he was beaten, and that he died of a diseased heart. He had complained of pain in the region of the heart for a very long time, and, in her opinion, was dying before the white man struck him.

The “chef de factorerie” of the Lomami Trading Company, stationed at Bena Camba, kindly furnished me with the following particulars of the duties, pay, &c., of the company's native employés :—

Workers are now engaged on monthly contracts only.

Free quarters are provided, but those I saw at Bena Camba were in a very dilapidated condition, and are, I imagine, far from being weatherproof.

A ration allowance of 1 fr. per week is paid to each labourer.

During his first two years of service a labourer receives 6 fr. per mensem. During the third and fourth years of service this is raised to 7 fr. 50 c., and so on, up to and including 12 fr. a-month.

The labourers that I spoke with seemed happy and contented, and appear to be very well treated.

#### 4. Commerce.

Coincident with the abolition of taxes in rubber and produce, a new era for trade has been created in that portion of the zone which lies between the Congo or Luabala and the Lomami Rivers, from Stanleyville on the north to Kasongo on the south. The native of this region finds himself for the first time in the position of a free man. It is true that in many villages he is distinctly under the impression that labour in the shape of portorage, building bridges, and making roads can be demanded and exacted by the State, and that certain posts must be supplied with palm-oil, rice, &c., but the existing and dominating factor which must act as an incentive to the men and women of this country to greater efforts, is the fact that they may soon be in a position to earn a decent wage, and dispose of it as they may think fit.

State labourers and others were formerly paid in salt, cloth, brass rods, &c., and from information derived *en route*, I am under the impression that the labourers and their families were over stocked with these and other articles, and even had they been in funds, there was little or no necessity to purchase from the white trader. The commodities referred to have since been exhausted, and this fact, combined with the cessation of rubber as a tax, increased knowledge of the value of money, the advent of the European trader, a greater amount of leisure for the individual native in which to travel, higher prices offered for rubber, &c., are factors which tend to an increased expenditure in money and labour on the part of the native, and a consequent expansion in trade.

The trading firms of Stanleyville are naturally among the first to realise the importance of early trade intercourse with the natives, but before examining their efforts in detail, I would advise intending traders to read carefully my remarks on communication and transport, published in this and former reports. The facilities of river transport between Leopoldville and Stanleyville are poor, and are calculated to deter many traders from joining what is otherwise a fair field for enterprise.

The number of steamers at present plying between Ponthierville and Kindu are four; these are constantly running, and are generally loaded up with railway material for the new line to Tanginika on the up journey, and consequently cannot carry the trade goods which ought to be forthcoming from Leopoldville. Two or three steamers of about 200 tons are badly wanted for this service (Leopoldville—Stanleyville). A service of motor boats for the journey between Ponthierville and Kindu should mean a

rich and speedy harvest for the individual who might be tempted to undertake such enterprise. Many of the riverine villages of the Upper Congo could be visited by these means, and goods for the interior would be more easily distributed than at present. Palm-oil can be collected by the inhabitants of the villages on this route, at the rate of 8 gallons per native per month, and with but little exertion; if a steady demand were created, however, the consequent extension of operations would mean a reduction in the quantity per head supplied. Difficulties of transport and heavy freight are factors which militate against an active export trade in this commodity.

I was not afforded much opportunity of studying the conditions of trade at Ponthierville, but during a stay of a few hours I saw a cargo of palm-oil discharged. This had been collected at Lokandu and consisted of 1,700 pots. A pot contains about 3 pints, and is sold in bulk at about 70 centimes per pot; retail price 1 fr. per pot. Rubber and ivory are brought down at regular intervals, the former in parcels of about 80 lb.

There are no shops at Ponthierville, and it is exceedingly difficult to procure European food. Agents of the Stanleyville trading companies pay regular visits to this post, and dispose of the following articles ---

Common native cloth, about 4 fr. per 4 yards.  
 Small pieces of scented toilet soap for a few centimes.  
 Beads, fish-hooks, machettes, accordions, and salt.  
 Very common straw hats, about 3 fr. each.

Along the river banks, and in the forests, salt is valued very much as an article of barter. The average value of this article, in the villages near Lova and Kindu, works out at 10 centimes per heaped tablespoon.

*Salt.*—A coarse salt is much sought after by the natives in every district that I have visited.

*Rice.*—There is a brisk demand for rice for the Katanga, and as much as 100 tons of this was despatched from Kindu, a few days previous to my arrival. I saw several rice fields between Kindu and Shuka, and was offered 180 kilog. at the latter place for the sum of 7 fr. The people of this region are rapidly making large clearings in the forests, and planting rice wherever they can. I passed a caravan of natives carrying 265 loads of rice, each load weighing about 60 lb.; this was also destined for Kindu.

*Rubber and Ivory.*—The enhanced price offered for rubber, is having its effect, and the native is beginning to bring in baskets of this article to the new trading posts established at Kindu, Kiundu, Shuka, Kilima, many of the villages on the right bank of the Lomami, and the country which lies to the east of Kindu. There are many small villages on the upper reaches of the Lomami River between Meniapemba and Bena Camba, where small quantities of rubber are readily offered for sale, and much eagerness is evinced by the native chiefs to trade with the white man. These villages, however, lie a few miles back from the river bank, and navigation except by means of canoe, is impossible. The average price demanded per kilog. in this portion of the Lomami basin, works out at about 9d. per kilogramme, and would probably cost less if goods were offered in lieu of cash. The value of money here, as elsewhere, is imperfectly understood, and coins of a greater face value than 1 fr., are regarded with suspicion.

The goods which find the readiest market are cloth, salt, toilet soap, machettes, scents. Smelling bottles are much appreciated, but beads appear to be in disfavour.

Whilst at Bena Camba I was able to obtain and verify the following figures, in connection with the prices paid to natives by the Lomami Trading Company, at that station.

A first class quantity of rubber is purchased at 1 fr. 50 c. per lb.; a considerable portion of this is grown in the Aruwimi district, and is brought in to the post for sale. Rubber of a slightly inferior quality is purchased at 1 fr. 25 c. per lb.; this is mostly found in the forest on the right bank, opposite Bena Camba, and is forthcoming regularly, but in small quantities. An abandoned rubber plantation of the State, exists at this point, but was so dense and overgrown with weeds as to render inspection practically impossible. The company has under cultivation 11 hectares of rubber, planted at various periods during the last six years, and the plants I inspected seemed exceedingly healthy and vigorous, some of these had been planted out as tiny seedlings in April last, and at the time of my visit, early in September, had attained a growth of 3 ft.

It must be remembered that there are many incidental expenses in connection  
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with the growth and purchase of rubber, in this part of the Congo. Regular weeding and protection are absolutely necessary for the health and growth of the plant, and commissions and presents must be paid to the native chiefs and *capitas* who may be induced to bring in their rubber regularly to the station or office of the company operating. An increase of 1 fr. per kilogramme may be looked for within the next six months; the enhanced figure being due to the competition created by companies operating for the first time in the new free trade zone.

The following articles are sought after by the natives in exchange for rubber :—

Machettes : 1 fr. 20 c.

Large pieces of scented toilet soap : about 50 c.

Cheap cotton shirts of a very poor quality : 3 fr.

Cheap cotton suits of a very poor quality : 9 fr.

Large brass anklets : from 3 to 5 fr.

Knives, cheap mirrors, hair brushes, safety pins, wire belts, smelling bottles, salt.

The country between the Luabala and Lomami, north of Kindu, consists of dense forests, and I am informed by the natives that there are large troops of elephants everywhere. This I was enabled to verify by personal observation. I found tracks of these creatures everywhere I went, and saw some of them swimming across the Lomami. They appear to be in very large numbers, and frequently came within a short distance of my camp at night.

Agents from the trading houses at Stanleyville have recently visited this country, and exchanged the following articles for ivory :—

Kitchen utensils, second-hand European clothing, cloth, salt, machettes.

An average enamelled saucepan costing 9*d.* in London, is valued at 4 fr., and other articles are in proportion.

Money is beginning to circulate rapidly, and is being sent in in fairly large sums from Stanleyville in order to secure the rubber and ivory of the district.

The prices paid by trading houses to natives who bring rubber to Kindu, vary from 3 to 5 fr. per kilogramme according to quality. At Shuka the prices offered are slightly lower, and at Difuma the average price is 2 fr. 50 c. per kilogramme, this is a State valuation. I am informed that the *Société commerciale et financière africaine* have decided to offer goods to the value of 6 fr. for each kilogramme of rubber, with a view to securing the bulk of this trade at all posts within easy communication of Stanleyville, Ponthierville, and Kindu; it has been further decided to increase the prices hitherto offered for this commodity at inland posts, but I am unable to quote the exact figures at present.

The majority of the retail traders operating in the districts that I have visited, stand out for a profit of at least 40 per cent. on all their transactions. The only British trader resident at Kindu, informs me that he is in receipt of a steady 30 per cent. profit in his trade (purchase and barter of rubber and ivory). He also informs me, that with a larger capital at his disposal, he could secure a considerable portion of the native trade, which is, at present, drifting into the hands of the Stanleyville companies.

*Indigenous products.*—Tobacco is grown near all the upper Lomani villages, and the leaves if dried in the sun, and rolled, produce a very fair cigar of a mild sweet flavour. This tobacco is generally offered by the natives at about 7*d.* a pound.

Reed mats are made by the natives at about 5*d.* each; these measure about 4 feet by 2 feet, and are very well woven.

The Lomami Trading Company has a store at Bena Camba, and the agent purchases large quantities of native tobacco at 1 fr. per kilogramme. Ground nuts and rice are forthcoming in quantities sufficient to warrant storage and shipment, and an excellent coffee can be grown with little trouble.

Sugar-cane is to be found at intervals between Moniapenia and Goma Vula (left bank), and is also to be found in the neighbourhood of Obenge Bengé.

A considerable portion of ground at Goma Vula is being devoted to the cultivation of rubber, and the native store at this station shows a monthly turnover of 15,000 fr. for the sale of cloth, &c., to the natives.

The new free trade zone undoubtedly possesses great possibilities, but its commercial future depends on a constant and regular service of steamers between Leopoldville and Stanleyville, the present service being inadequate.

*Land.*—The purchase of land direct from the native is not permissible. Any person

desirous of acquiring a piece of land may, however, obtain temporary permission to use the same from the "chef de zone," "chef de secteur," or other responsible official, provided that the land in question is not required by the State, and that the owner is willing to sell it. Applications in writing for permission to purchase land, accompanied by plans and measurements, must be addressed to the Governor-General at Boma and the local "chef de zone" before an applicant can enter into possession; immediately these applications have been lodged, the purchaser-elect may enter into temporary possession pending the decision of the authorities at Boma. He may also conduct his business and erect buildings in anticipation of a favourable response to his application.

I am assured by many responsible officials that in actual practice they readily grant temporary permission to intending traders and others to enter into immediate possession, and that little apprehension need be felt with regard to the ultimate decision of the State.

Should an application for the purchase of land be refused, the temporary occupant is expected to remove any building erected thereon and vacate the ground occupied immediately.

The native chiefs in many cases express themselves as being quite willing to sell or present pieces of land near their villages, and do not seem to understand that reference to the authorities, and legal formalities are necessary before they can do so.

No intending purchaser can afford to immediately dispense capital in the erection of buildings under the present régime, as many months may elapse before the matter can be regarded as definitely settled.

Money obtained by the sale of land is paid over to the receiver of revenue, and is credited to the State. I regret inability to ascertain whether any portion of the purchase-money is paid to the native, but none of the State officials to whom I applied could enlighten me on this point. The natives to whom I put this query treated my remarks with derision, saying in unison, "The State never pay."

Natives have the right to sell the produce of the land surrounding their towns, but are under the impression that the State must always be considered as having a prior claim to purchase their goods.

I requested several of the chiefs in whose villages I lodged to indicate the boundaries of their domains, and in every case the answers were clear and concise; the exact limits were indicated, and the natives were under the impression that they were at liberty to cultivate big tracts of land in the neighbourhood of the villages, and in the manner best suited to local requirements. No village archives nor deeds were produced to support their claims of ownership, but comparison of the statements made go to show that each chief is prepared to recognise the rights of his neighbours over certain lands, and no apprehension is felt as to the possible complications arising *re* rights of ownership. The loss of the small tracts of land recently ceded to Stanleyville trading companies is but little felt, and in every case where I made tentative enquiries for land, small tracts were generally offered gratis.

##### 5. *Belgian Trading Companies.*

The principal trading companies whose operations extend throughout the country I have visited are as follows:—

Société commerciale et financière africaine (Comfina).  
 La Compagnie du Lomami.  
 "Belgika" Comptoir colonial.  
 Nieuwe Afrikansche Handel Vennootschap.  
 Société commerciale belgo-allemande.  
 Ancien Comptoir colonial d'Heygère.  
 Terpa et da Costa.  
 Maptins et Soarez.

The first named is a wholesale company, and bids fair to outrival all competitors for the purchase of rubber and ivory, by reason of the numerous "postes de récoltes" already established, and in course of erection. An arrangement has been arrived at, however, whereby the Comfina agents are only authorised to acquire rubber and ivory in exchange for trade goods, and are further forbidden to retail goods of any description to the native for cash. This arrangement is for the better protection of the smaller retail companies. The Comfina has acquired many of the old State "postes," where rubber was formerly assessed as a tax, and I found during my tour that they were

beginning operations at the following places : Kirundu, Kindu, Shuka, Difuma, Klanga-Langa, and several other points on the right bank of the Lualaba.

It is impossible to offer any comments on their methods of dealing with the natives, owing to the very recent installation of these posts.

The position and prospects of the Lomami Trading Company have been described in former consular reports, and, in this respect, I need only add that an extension in their chain of posts on the river bank has just been accomplished by the creation of a fresh station on the right bank, opposite the village of Kilima, about 40 miles up stream from Bena Camba.

The methods employed in the collection of rubber by the agents of the company stationed at Obenge Benge would appear to demand the immediate attention of the State. The "chef de factorerie" at that station informs me that the sum of 1 fr. 45 c., plus certain gratuities paid to the chiefs, is paid to the natives for each kilog. of rubber handed over to the company. In response to one of my queries he stated that the natives are distinctly under the impression that there is no obligation on their part to collect rubber, and that the agents of the company simply induce and persuade them to perform this task by every legitimate means at their disposal.

The idea of the native does not appear to correspond with that of the agent, and the following is one of many statements made to me :—

Village, Obenge Benge ; tribe, Balulu ; date, September 16th, 1912—

" We do not wish to work at making rubber. Our village is very poor and our houses not weatherproof. We cannot help it, as we are compelled to work for nearly a whole month at a time to collect rubber for the company. We receive from 1 fr. to 2 fr. a-month for a basket of this size (showing a basket with about 7 lb. to 8 lb. of rubber in it). We cannot refuse to work for rubber as the white men of the station opposite come over with their soldiers (permanent labourers of the company, who may be armed for purposes of escort, and sentry duty at night), and order us away. Many of us have been beaten, and ordered away to make rubber, &c."

My personal experience of the matter is that the villages on both banks of the Lomami in the neighbourhood of Obenge Benge are poor, squalid, and dirty ; the inhabitants create the impression of being unhappy, ill-nourished, and disheartened. They evidently believe that the collection of rubber for the company is compulsory. Several of the chiefs not understanding my position, solicited permission to temporarily discontinue this collection, for the purpose of rebuilding and repairing their villages, and for planting. A number of natives showed me baskets containing about 7 lb. of rubber, for which they allege the company pay the sum of 2 fr. 50 c. per basket. To collect this amount of rubber a native is obliged to leave his home for periods varying from fifteen to twenty-five days a month, according to the proximity of the plant to his village. It may be alleged that no force is employed in the collection of rubber at Obenge Benge, but I am convinced that the revenue of the company derived from this source would show an immediate and considerable shrinkage, were the native fully enlightened as to his true position in this matter. The following instance of their attitude towards the white man will, I think, suffice :—

I arrived at Obenge Benge on the afternoon of the 15th September, and intimated to the "chef de factorerie" that I intended to recruit sufficient porters from the villages on the right bank to carry my baggage to Lova. His reply was striking. He stated that no porters were available, as they were all employed in collecting rubber for the company, and that it would not be conducive to the prosperity of the company if the natives knew that they were free to carry baggage at the rate of 50 centimes a day (50 centimes per diem is the wage for portage). I succeeded in recruiting sufficient porters on the morning of the 16th, but was informed later in the day that they had been ordered away by a messenger of the company to collect rubber. I pointed out these facts to the "chef de factorerie," and we sent for one of the chiefs concerned. He stated that the messenger of the "chef de factorerie" had ordered the porters away, and told them that they were not free to leave their present occupation. I then asked the chief whether he would furnish me with porters for the following morning, whereupon he turned to the "chef de factorerie" and said, "if it is your will, I will supply the porters."

Bananas form the staple diet of the natives in this region, and it frequently happens that they are compelled to boil and eat the roots of the banana tree when there is a scarcity of the fruit. I saw no traces of rice or other cereals, and am assured that the

fowls and eggs are finished. The natives complain that the agents of the company have compelled them to surrender their fowls and eggs and any ivory that they may have acquired, and state that the amounts tendered for these commodities are ridiculously inadequate. It must be borne in mind that the villages I refer to are mostly far removed from the well-beaten track, and are generally so surrounded by swamps as to render travelling difficult and exhausting. I travelled on foot between the villages of Yabotenda and Yesa, and under such circumstances took exactly seven hours to complete seven miles. The utter ignorance of the people as to the real value of money and goods and their lack of knowledge of the outer world, are calculated to render them submissive and docile to the rule of the all-powerful white man, and an easy and profitable source of income to any unscrupulous trader who might desire to impose on them.

My report up to this point has been merely a statement of existing facts, and devoid of all criticism. I feel it incumbent on me, however, to offer the following remarks:—

The people of the region which lies in the neighbourhood of Obenge Bengé are practically slaves. They are heavily over-taxed. If the State officials responsible for their welfare have not reported the conditions which prevail, then they are either wilfully blind and unfitted for their positions, or they realise the futility of reporting these facts to their Government. The lot of this people should be ameliorated at once; their tax should be reduced. The situation which has been created is an entirely false one, and cannot continue. If it is impossible to educate the native to the dignity of labour by the example and teaching of the white man; by creating the wants and desires of a more advanced civilisation; by the methods generally employed in other colonies; then I admit that his case is hopeless. I have seen, however, that he is a splendid worker, capable of long and sustained physical effort, even on his present wretched diet. I believe that he can be educated to do better things. At present he is a machine, driven at continuous and high pressure, and incapable of intelligent reasoning, and this fact is being used to his disadvantage, to enrich the race who demand his respect.

I had no opportunity of studying the methods employed by other trading companies in their dealings with the natives.

#### 6. *Fire-arms.*

I neither saw nor heard of any trade in fire-arms during my tour. The rifles carried by the State messengers are of an antiquated pattern, and have been in their possession for several years.

#### 7. *Missions.*

I have made enquiries from many of the Baptist missionaries of the Upper Congo, and am satisfied from the reports of these gentlemen that there is no religious intolerance exercised by the State. The relationship between Catholic and Protestant missionaries appears to be of a perfectly harmonious nature. I had no opportunity of visiting any "fermes chapelles" in my district, nor have I been able to obtain any reliable information on this subject. What I have heard of the methods practised in these institutions, however, leads me to the belief that further investigation will be necessary on my part before closing this matter.

#### 8. *Means of Communication and Transport.*

The service of river steamers, plying between Stanleyville and Leopoldville is still inadequate, and requires to be augmented. It is hoped that an increase in the number of steamers will shortly take place. Means of communication between Stanleyville and Kasongo are fairly good. The train service between Stanleyville and Ponthierville is regular and frequent. Steamers connect from Ponthierville to Kindu about every other day. These carry passengers, but there is much discomfort, and European food can only be obtained as a personal favour from the captains. Porters for the trade routes to the north and east of Stanleyville are difficult to obtain, and the traveller is generally obliged to await the arrival of a caravan from the direction of Avakubi or Bafwaboli before he can leave the station. Transport by means of porters is becoming increasingly difficult, and the rates demanded are generally high. These fluctuate between 40 centimes and 2 fr. per diem, and the private individual has to take his chance of obtaining porters as best he can.

There is no ferry at Stanleyville, and it is difficult to obtain canoes at short notice. Canoes are not available for long journeys down stream, nor can they be obtained for long journeys up the Lomami. The wage for paddlers and porters is fixed by the State at 50 centimes per diem for the outward journey, but this amount is frequently refused, and a higher rate demanded, when it is known that the traveller has no connection with the State.

The formation of labour bureaus, and the construction of roads, and bridges, under skilled supervision, would do much to open up trade in the district of Maniema, and perhaps Lova. The present system of enlarging existing tracks (which appear to have been constructed in semi-circles), is time and labour lost, in addition to rendering more arduous the lot of the Congo women. A thorough and comprehensive survey of the districts, with a view to facilitating inland transport is inevitable, and the present spasmodic attempts at compulsory road making are doomed to failure.

### 9. *State Administration.*

I have been requested to furnish a comparative report on Congo administration, based on my colonial experience, but I can only conscientiously say that there is a widespread difference between British and Belgian methods.

The Congo native is taxed four times as heavily as his South African brother, and in the greater portion of the unfrequented districts visited by me, is purely and simply a machine for the convenience and enrichment of the State, and trading companies. His opinion is not consulted when it is a question of work for the State, and his moral welfare is something too utterly remote to be considered. I have never in any other colony seen such insolence and overbearing manners as are exhibited by the natives of Stanleyville towards the European. I have equally never seen natives in such subjugation to the will of the white man, as the inhabitants of the more remote districts that I have visited.

There is no possible evasion of the fact that the white man in the past (and occasionally in the present) has incurred, and justly so, much odium at the hands of the Congo native. The white man everywhere, whether he be State official or trader, openly takes the black woman as his mate, and ignores the effect of such action on the native mind. The prestige and status of the future white inhabitants of the Congo are already formed and prejudged in the native mind, and are entirely based on the actions of the present white personnel.

The only native policy that I have heard expressed is that the native should be taught to work, that he should have no option in fixing a price on the goods that he is practically compelled to sell, and that he should be treated with severity and justice, and taught to respect the white man. Let it be said in justice to the officials of the State that theirs is an exceedingly difficult task. The native of the districts of Lova, Maniema, and portions of the Aruwimi is exceedingly averse to working for the European, or indeed for anyone. Development of the country without his aid is, however, impossible. The State posts are under-staffed and the officials overworked. The distances to be traversed are in many cases so great as to render constant and regular supervision practically impossible. It frequently happens that the "chef de poste" finds himself in almost the same position as the commander of a division of troops, with no other assistance than that of a few native police. At Lova, for instance, the "chef de poste" is nearly always alone. He has at his command a force of twenty-seven natives under military discipline to assist him in maintaining law and order and in carrying out the ordinary routine of the station. During a short stay at that post I observed this official acting in the following capacities: drill instructor, doctor and dispenser of medicines to sick natives, transport officer for cargo arriving and departing by river steamers, superintendent of bush clearing round the station, superintendent of buildings and construction of workmen's quarters, market superintendent, magistrate for petty offences, tax collector, official correspondent, and performing a host of other duties. He is also expected to superintend the making of roads and bridges throughout a very large district. In more remote districts the State official is in a worse case. He is without European companionship, is frequently ill with fever, and without medical aid; he is surrounded by natives who show neither sympathy nor interest in his welfare. His constitution is gradually, but surely, undermined by the Congo climate and want of sufficiently nourishing food. Continual arbitration and adjudication of native disputes, wherein perjury and falsehood play a prominent part, leave the official in a state of exhaustion and exasperation, which must inevitably warp his judgment.

The duties of the "chef de poste" are onerous in the extreme, and call for the



exercise of much patience and tact, as well as considerable powers of endurance ; one cannot but point out that the State would appear to be pursuing a policy of false economy, which is not calculated to prejudice in its favour those who might otherwise be induced to give their services to the Congo.

The problem of how to deal with the native of this country demands the closest study on the part of those responsible for its administration. Generations of what has practically been slavery have rendered the native hard, callous, and unamenable to kindness or fair treatment, which are misunderstood, regarded with suspicion, or looked on as a sign of weakness. The statement has been made to me that the native can only respect severity and force, and that labour will only be forthcoming in response to the exercise of these. It is certain that a large percentage of the porters in the district of Maniema only respond to the demands of the State because they are distinctly under the impression that severe punishment will be meted out to the culprit who refuses his services. Were the State officials to notify the natives of this district that portage and work on the roads and bridges were entirely optional, the amount of male labourers forthcoming for these tasks would be reduced by at least 50 per cent. to-morrow. Certain of the officials go so far as to state that they dare not inform the native that he is free to refuse offers of the above nature, as their whole systems of inland transport would immediately collapse. I am positive that this is true. I personally experienced much difficulty in recruiting porters for my baggage, was frequently compelled to leave much of it to follow me at intervals of several days, and am assured by those of my compatriots that I met *en route* that theirs has been a similar experience. Demands made by the porter to the private individual are unreasonable and exorbitant, and offers of a fair wage are frequently treated with derision.

Many drawbacks in the present system of administration cannot be attributed to the officials now serving, who should be accorded much more leisure than is the case.

I am certain that an improvement is gradually but surely taking place in the personnel of the State, which will result in a better appreciation of the merits of the native, and more consideration for his many faults. The Belgians as a race would not appear to be colonials in the same sense as the British, nor are their methods of dealing with the natives calculated to impress the latter with an exceedingly high opinion of the status of the European. The personality, however, of many of the more highly placed officials must inevitably react on those of the lower grades and improve their position in the eyes of the natives. The responsible officials with whom I have come in contact at Stanleyville are gentlemen of good position, zealous and tactful in the discharge of their duties towards the native, and actuated by a genuine desire for his welfare.

#### 10. *Sickness amongst the Natives.*

There are at present four officials employed between Stanleyville and Kindu to examine and report on the cause and progress of sleeping sickness, and from the reports which I received *en route*, their work would appear to be most thorough and fairly comprehensive. Out of 200 patients recently examined at Lova, 25 adults appear to have been classed as "suspicious," but it is highly probable that at least 22 of this number will eventually be found to be free of the actual disease.

I saw no trace of the tsetse fly between Stanleyville and Kindu, but although the former place is free at present from the *Glossina*, cases of sleeping sickness occur amongst the troops and natives from other districts, and the resources of the sleeping sickness hospital are taxed to the utmost. Much more accommodation is wanted for the natives who are brought in to Stanleyville suffering from the disease, and several large wards should be added to the hospital.

I passed the deserted village of Badomo, on the left bank of the Luabala, a short distance from the rapids of Kilindi, and was informed that sleeping sickness had almost wiped out the inhabitants about three years previously. The survivors have moved up a few miles higher on the same bank, and do not seem to have been attacked by the *Glossina* since.

From Lova I marched through the forest as far as Tubilu (buoying station) visiting the villages of Bachokaila, Disasi, and Lungangi. There is no trace of the *Glossina* in any of these villages, nor did I see any apparent cases of sleeping sickness. There are, however, many forms of skin diseases amongst the natives, notably an affection of the pigment which turns the skin a reddish mottled colour, chiefly on the arms and neck. It does not seem to affect the health of the individual in the slightest degree. I saw no traces of small-pox in the forest villages, but skin diseases are very common, and syphilis is present in the adults and children of both sexes.

The country lying between the Luabala and Lomami seems to be singularly free from mosquitoes, but there are a variety of other pests in the shape of tiny flies which burrow under the skin, myriads of small red ants, and a large brown ant, which inflicts a most painful bite, leaving the skin inflamed and sore for several days.

I visited several villages on the right bank of the Luabala, between Ponthierville and Kindu, but found no apparent cases of sleeping sickness; I am assured by the natives on this bank that these are very rare. At Kindu there are but few cases, and those are probably imported. Villages on the caravan route between Kindu and Shuka show no traces of the disease. South-west from Shuka to a point latitude  $4^{\circ}$  south, longitude  $25^{\circ}$  east of Greenwich, I found neither traces of sleeping sickness nor tsetse, although much of the country is under water the greater part of the year, and stagnant pools of foul water abound in the belts of forest which fringe the great plains of this region. The natives inform me that whole villages were devastated about seven years ago, and that deaths were fairly frequent up to two or three years before the time of writing.

The route between Shuka and Difuma offers a large field of enterprise for the medical missionary versed in skin diseases and body sores, which are much in evidence in people of both sexes, and as much in children as adults. A possible cause of this state of affairs is the drinking water of the district, which is foul and stale; boiling and a double application of my filter still left it a dark brown colour with a very nasty taste, which no amount of tea or coffee could disguise, and my "boys" from Stanleyville complained that it made them ill.

The upper reaches of the Lomami between Koburu and Bena Camba are swarming with tsetse flies at present, and my wife and I were stung repeatedly by these and other insects on our journey down stream. The native paddlers are much afraid of the tsetse, and regard it as the direct cause of sleeping sickness. There are only six small villages on the river banks between the above points in a distance of 180 miles, and the population of all six villages does not exceed 1,100 men, women, and children. I found two advanced cases of sleeping sickness in the village of Wanga (right bank), and recommended them to go to Kasongo for treatment, but with no hope of their following my advice.

The Lomami River between Bena Camba and Illambi has recently been visited by a medical officer of the State from Basoko, and I am told that this official has expressed much pleasure at the comparative scarcity of cases of sleeping sickness which exist between the "postes" mentioned.

In a circuitous march of nearly 100 miles, from Obengé Bengé, on the Lomami, to Lowa, on the Luabala, I found no traces of either tsetse or sleeping sickness, and this in spite of many stagnant pools and a swamp which is at least 15 miles in diameter.

### 11. *Political Unrest.*

The country to the east of Aluta and in the neighbourhood of Walbkale is considered unsafe for Europeans, and continues to be in a disturbed state.

Two State messengers have been recently murdered by certain of the Mituku tribe inhabiting the country east of Kirundu, and dependent on the zone of Ponthierville. The messengers had been sent out to summon certain of the Mituku chiefs to appear and explain why the taxes of their tribe had not been fully paid, but it is not yet known whether any of the chiefs are directly responsible for the crimes committed. An expedition consisting of an "agent militaire" and twenty-five men was sent out to arrest the natives concerned in the murder of the messengers, but the party was obliged to return to Ponthierville without having accomplished its object. It is more than possible that the collection of taxes in this portion of the new free trade zone will be attended with unrest and dissatisfaction.

### 12. *General Observations and Impressions.*

Europeans who pay a short visit by river to the town of Stanleyville are apt to form an erroneous idea of the character, disposition, and general welfare of the Congo native. The impression created is that the native is morose, lazy, untruthful, extremely childish and unreasonable, but a splendidly capable worker when under constant and intelligent supervision. He is inclined to be somewhat insolent and overbearing in manner towards the newcomer and those who do not speak his language, and seems to consider that cheating and non-fulfilment of promises are part of the daily routine. Many of the Baptist missionaries and British travellers in this country with whom I have discussed this matter bear me out in these contentions, and deeply deplore the

state of evolution through which the black man of Stanleyville and other more or less civilised centres is passing. For it is certain that many of the natives are passing through a period of commercial evolution which has been brought about by their newly-acquired tastes for the comforts and comparative luxuries enjoyed by the white man, and the consequent and pressing necessity to obtain ready money for the purpose of enjoying like privileges.

In riverine villages, where sleeping sickness is non-existent, the people seem contented and happy, and one is impressed with the crowds of young children who throng the river banks, and show no sign of hesitation in approaching the stranger, and commenting openly and freely on his appearance. It is an excellent indication of their state, and I am convinced that one may accept the statement that they are much happier than formerly. Unfortunately the real burden bearers, the women, are nearly as badly off as they were a hundred years ago.

The forest folk are totally different from the riverine population in appearance and bearing; they do not seem anxious to have any dealings with the European, and left to their own devices would be much more exclusive than at present. I had discussions on various matters with several forest chiefs in the country south and west of Lova, and found that all my questions were answered quickly and intelligently; these were all hereditary chiefs, and in no case had less than two wives. They understand that the tax in rubber is finally at an end. Many enquiries are made as to the value of money. It is clear to my mind that large numbers of the forest villagers are distinctly under the impression that produce of their villages, such as eggs, fowls, rice, bananas, &c., must be brought to the State posts and sold, under fear of incurring the displeasure and receiving some sort of punishment at the hands of the "chef de poste" or other official. There are distinct traces of migration in many of the villages, and it frequently happens that there are nearly as many houses as inhabitants. The men of the forest villages are generally conspicuous by their absence on the approach of a stranger (European), but the women and children are in evidence. The reason adduced for the absence of adult males is that they do not wish to work for the white man, as that would necessitate their removal from their forest homes to the banks of the main river.

A curious idea with regard to the European exists in many of the villages on the routes between the Lomami and Luabala. White men are divided into two categories: the State and the Englishmen. "We know that the traders are English, because they have always said so." The Rev. John Whitehead, at Waika, was able to corroborate this statement, and tells me that he was recently misdirected in this manner by the natives of his district.

Natives on the caravan route between Kindu and Shuka appear to be very well disposed towards the European, and come out a considerable distance from their villages to meet strangers who happen to be following it. Local chiefs generally accompany one a few miles along the road, and invariably ask for a present in money before parting; in the latter respect they appear to be shameless, and no matter what the value of the "matabish" given may amount to, it seldom meets with a cheerful acknowledgment. I detained a chief near Lova for a conversation which lasted about one hour, and on the termination of the same, I presented him with a mirror, with which he seemed very pleased. I, however, made the fatal mistake of asking him whether he was content, and, in reply, learnt that he would really be content if I presented him with the suit I was wearing! The present of a small mirror was not worthy of an English chief! This is a typical acknowledgment, and goes to show that one must be prepared to reason with the native as if he were a child before he can be brought to the understanding that an act of kindness is not a confession of weakness or a sign of imbecility.

From Shuka I proceeded on foot to the village of Kilanga Langa (incorrectly called Difuma) on the Lokeri River. I called at several minor villages *en route*, and frequently diverged from what is, or rather what once might have been, the main track. This country consists of open plains, fringed by small belts of forest, and the villages are small and scattered. It abounds in swamps and marshes, and is under water the greater part of the year. Marching is tedious and exhausting, owing to the accumulation of mud and slime, and the tall rank weeds only serve to impede progress, without offering any shelter from the sun. The seasons lately have been abnormal, and thunder-storms accompanied with much rain occurred nearly every day during my tour. I came across traces of buffalo everywhere on these plains, and saw several herds in the distance.

After crossing the Lokeri River, I marched as far as Difuma, taking three days

for the journey, and visiting five villages between these points. The country in this district is composed of vast peaty downs, with small clumps of forest at intervals of seven or eight miles; these are considered very dangerous by the natives on account of the cover afforded for leopards, which abound in the Maniema district. I frequently saw marks of these beasts during the day, and heard them prowling round my camp at night. Many natives have been carried off from the villages at night, and the nearer I approached the Lomami the greater I found the number of leopards. Skins are freely offered by the natives at about 7 fr. each, but have generally been ruined by spear thrusts. The population dependent on the post of Difuma consists of 3,450 men and 7,695 women. These are engaged in rebuilding their present somewhat squalid villages, and in many cases are laying out small townships, under the advice and direction of the "chef de poste," who is, as is often the case, the only white man in the district, and consequently much overworked. The surplus population not engaged in the above work are employed early and late in building bridges to replace the present rotten and dangerous structures, and in enlarging the existing native tracks, which as already pointed out elsewhere, is time and labour lost, in addition to increasing the burden of the native. No remuneration is at any time given by the State, and the native is expected to pay his tax in money without having a fair chance to earn the sum necessary.

I left Difuma on the 26th August, and following a south-westerly course arrived at the right bank of the Lomami on the 30th, where after a halt of one day, I was enabled to secure thirteen very small and shallow canoes for my journey down stream to Bena Camba. Navigation is not considered possible above the falls, and my journey was attended with considerable danger. The canoes found in this part of the river are intended for purely local usage. The river bed would appear to be constantly shifting, and shallows occur frequently. Tsetse flies are exceedingly numerous, and the waters literally teem with hippopotami; canoes are sometimes pursued and smashed by these creatures, and the native not infrequently loses his life as a consequence. In the course of nineteen hours paddling I counted over forty head, and heard many more trumpeting on the banks at night. In his book, "L'État Indépendant du Congo," M. A. J. Wanters inserts the following statement:—

"L'Hippopotame du Congo est l'hippopotame commun; cependant, M. Hinde, au Sankuru et dans le district du Luabala, a rencontré des troupeaux de quinze à vingt bêtes, dont aucune, dit-il, n'était plus grande qu'une vache d'Alderney; elles dépassaient en hauteur l'hippopotame de Libéria, de petite taille connue, mais n'atteignaient pas la moitié de la taille des autres hippopotames."

The hippopotami I saw, however, were on a par with the largest the Congo produces, and I have a vivid recollection of a very unpleasant five minutes spent in getting away from one big brute who followed my flotilla in mid stream, with the object of coming to close quarters.

The country on both banks of the Lomami River, between latitude 2° and 4° south of the Equator, is a veritable paradise for the big-game hunter, and in a journey of four days I saw elephant, antelope, wild pig ("sanglier"), as well as abundant traces of leopard, and a large cow or bull that I take to be the South African kudoo.

The natives that I encountered in this portion of the Lomami basin seem to be quiet, peaceable folk, who do little or nothing beyond a small amount of fishing. Their only tax is a very small quantity of fish, which is sent to the "chef de poste" at Difuma once or twice per month. They show but little interest in the European, and restrict their demands to a plaintive request for salt.

I arrived at a point 5 miles south of the Lomami Falls on the 3rd September, and was compelled to leave my canoes and march a distance of 14 miles to the village of Kilima, in order to procure fresh canoes for the journey north. The route traversed was in the new district of the Sankuru, and has no connection with the consular district of Stanleyville; but I could find neither roads nor porters on the right bank. Whilst *en route* I took the opportunity of visiting the actual falls from the left bank. The Lomami Falls consist of a solid barrier of rock extending from one river bank to the other, thus rendering navigation impossible. The river here is about 400 yards wide, and the volume of water from the upper reaches finds its way through two narrow passages in the rock; the actual drop is not more than 5 feet at this season of the year.

I arrived at Bena Camba on the 9th September, and, finding neither canoes nor paddlers, was compelled to construct a raft in order to continue my journey on the

Lomami. This mode of locomotion proved so slow, however, that I was forced to turn my back on the river at Obenge Bengé, and follow a difficult and circuitous route for nearly 100 miles on foot, across the new free trade zone to Lowa, on the left bank of the Lualaba. In a journey of 260 consecutive miles on the Lomami River I passed seven riverine villages and counted eleven small canoes.

I much regret having been unable to extend my tour farther south towards the Katanga, but considering the abnormal season, impassable state of the country, and inability to secure canoes and porters at short notice, I was fortunate in having accomplished so much in the time at my disposal.

The health of my boys and porters was fairly good throughout the tour, but a number were compelled to rest *en route* owing to the attacks made on their naked feet by djiques (or "puces pénétrantes"), which crippled some of them for several days. I experienced kindness and hospitality at the hands of many of the State officials and agents of the Lomami Trading Company, and am specially indebted to MM. Trenteseaux and Junod, the "chefs de postes" of Lowa and Difuma—the former for unfailing kindness and much information on affairs in his district, and the latter for facilitating my progress by means of porters and paddlers.

Stanleyville, October 16, 1912.

No. 38.

*Sir Edward Grey to Sir F. Villiers.*

Sir,

*Foreign Office, January 28, 1913.*

I TRANSMIT to you herewith copy of a memorandum showing the principal points of the Congo budget for 1913, communicated by the Belgian Minister to Sir W. Langley at the latter's request.

I am, &c.  
E. GREY.

Enclosure in No. 38.

*Memorandum.*

*Ordinary Budget, 1913.*

	Fr.
Ordinary revenue .. .. .	40,418,100
Ordinary expenditure .. .. .	50,938,064
Excess of expenditure over revenue .. .. .	10,514,964

Compared with 1912, the revenue shows a big decrease (4,949,539 fr.), and the expenditure a small one of 132,246 fr. This decrease in revenue is to be ascribed:—

1. To the steady decrease of the rubber output. The rubber collected before the 1st July, 1912, date of the opening to free trade of the third and last zone, and which has not been disposed of yet, is estimated at 1,500,000 fr.

2. To the fact that all salaries and wages to whites and natives are being paid in money since the 1st January, 1912, whereas they used to be paid in food and goods. A surplus stock of goods therefore remains valued at 500,000 fr., whereas in budget 1912 they were valued at 3,000,000 fr.

*Extraordinary Budget, 1913.*

Total of expenditure .. .. .	15,024,020·21 fr.
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*General Budget for 1913.*

	Fr.
Ordinary expenditure .. .. .	50,938,064·00
Extraordinary expenditure .. .. .	15,024,020·21
	<hr/>
Revenue .. .. .	40,418,100·00
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Excess of expenditure over revenue .. .. .	25,538,984·21

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*Chartered Companies.*

Negotiations have been entered upon with the Compagnie des Grands Lacs, in order to secure the liberation of the lands granted to them by the charter of 1902.

In consequence of a new settlement made on the 30th December, 1912, with the Société internationale forestière et minière au Congo, this concern shall be entitled to choose forty tracts of land of a maximum grand total of 150,000 hectares instead of the 1,100,000 hectares previously granted.

*Commercial Movement in 1911.*

The figures of the special commerce (export) point to a decline of 12,580,000 fr., for which the curtailment both of the rubber crops and their market value is responsible.

The number of factories has progressed from 568 in 1911 to 807 in 1912.

The system of the farming of State property by the Government ("exploitation en régie du domaine") has been definitely put aside. The Government have even given up the farming of their rubber forests by free labour, notwithstanding the encouraging results obtained by this experiment.

*Native Labour.*

The scale of wages of native labourers has been raised according to their seniority. The skilled hands are to receive a maximum of as much as 100 fr. a month.

*Native Taxes.*

The amount levied per head has been varying from 2 fr. 50 c. to 12 fr. per annum.

*Coinage.*

Since 1908 and up to the 1st August, 1912, specie put into circulation amounts to 24,800,000 fr., to which sum is to be added a banknote issue of 10,000,000 fr. made a few months ago.

No. 39.

*Sir F. Villiers to Sir Edward Grey.—(Received January 30.)*

Sir,

*Brussels, January 29, 1913.*

MR. LAMONT forwarded to me a copy of his despatch of the 24th November, reporting that an ordinance had been published at Boma prohibiting from the 1st instant the sale and delivery to natives of distilled alcoholic liquors throughout the whole of the Belgian Congo.

Upon receipt of Mr. Lamont's despatch I at once made enquiry, as ordinances issued by the Governor-General of the Congo cease to be operative if not approved by decree within six months from the time at which they are to come into effect, and I have now been informed by the Minister for Foreign Affairs that the Belgian Government entirely approve the action of the Governor-General, and intend to confirm the ordinance. The date at which the new regulations will be enforced has been postponed for a month, and it will therefore be on the 31st instant that the introduction of this important reform will take place.

I have, &c.

F. H. VILLIERS.

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AFRICA. No. 1 (1913).

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CORRESPONDENCE respecting the Affairs of the  
Congo.

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*Presented to both Houses of Parliament by Com-  
mand of His Majesty. February 1913.*

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