



1931

17276

KENYA

C0533/414



1931

17276

COMPASSIONATE GRATUITIES

Previous

1555/29

Subsequent

18292/52

XEA 2/17

Adm Encl work 21/7

MOAK (amanda) 1/8

year not more than 23 were employed in secondary schools and the standard of much of the work in secondary schools is still very low. It is, therefore, urged that we should rather follow the line of recruiting from the trained teacher class, if possible with degree, than follow the line of looking first for graduates and then only for graduates with training.

17. The fact does appear to emerge from this correspondence that what those who are responsible for education in Kenya want is.

(a) Mainly trained teachers with a diploma or Scottish Education Certificate;

(b) Some good graduates of the public school type.

while the advisers of the Secretary of State are sending us recruits mainly of the latter kind.

18. The anxiety which must constantly assail the Education officers of the Kenya Government is that the former class besides being much cheaper, are more efficient for the work required. I doubt very much whether the untrained graduate is likely to be particularly effective in teaching African boys the elements of school management and elementary (very elementary) school method. He will certainly not be more efficient than a good type of elementary school teacher who has had a college training. In making that comparison it must not be thought for a moment that I am losing sight of the great advantages conferred by an education at an English Public School and Oxford or Cambridge. They are fully recognised and if we were at a more advanced stage with larger African secondary schools and many European Secondary schools I should not hesitate to express my complete concurrence with the advisers of the Secretary of State. Unfortunately, I have to deal with things as they are, not as I hope they will be in 10 or 20 years' time.

sd. H. S. Scott,
DIRECTOR OF EDUCATION.

11. It is now stated that the ground for such refusal was based on inability to appreciate what certificate was in mind. I regret that it should be found necessary to indicate that I was not clear in putting forward this suggestion. A reference to page 4 of the third report of the Standing Joint Committee published in 1927 should make this clear. There was at that time no lack of clarity as to the meaning of the expression. The Secretary of State in his despatch did not give this as a reason. No doubt the development of University training has tended to a great extent to provide teachers with diplomas and it is this development which caused the lack of clarity.

12. There is, however, another important point in regard to this explanation. The memorandum states that certain qualifications are required for employment in a Public Elementary School and that none are prescribed for a secondary school. The correspondence during the last two years has not been concerned with qualifications for employment but qualifications for salary. The two things are entirely distinct.

13. The memorandum appears to indicate that the teachers sent out to Kenya are sent out to Secondary Schools.

14. The Board of Education does (unless it has recently changed its policy) authorize Local Education Authorities to pay different scales of salary to

- (a) Uncertificated teachers
 - (b) Certificated untrained teachers
 - (c) Certificated teachers college trained
- in Elementary schools.

with special advantages to graduates. Conversely, provision exists in the Second Report of the Standing Committee (February, 1927) for different payments to teachers in Secondary Schools who have been trained.

15. The question to be considered has never been one of qualification for employment but qualification for payment. The Government of Kenya has not suggested that untrained men or women are not to be appointed. That, however, appears to be in the mind of the writer of the memorandum. It is, of course, true that the maximum for trained and untrained graduate teachers in Secondary Schools referred to in the Second Report are the same and it would have been an advantage if the advisers of the Secretary of State could have seen their way to recommend different minimums and identical maximums.

16. It is noted that the writer of the memorandum lays great stress on the fact that training is not considered essential for secondary schools. It would no doubt be wrong to deduce from this that the Secretary of State's advisers are under the impression that teachers for secondary schools are Kenya's need. If that is so the impression should be removed at once. The number of pupils in secondary schools in Kenya is small. Out of 106 Europeans employed last

6. The objection to offering an appointment to a teacher as Principal with the proviso referred to is that a person who is appointed as Principal is apt to feel that he or she has lost professional status if subsequently employed as an Assistant. I feel sure that the Secretary of State's advisers will recognise the relevancy of this criticism. It may be observed that it is proposed to bring the staff list into line with the estimates, though that is not, strictly speaking, necessary. The staff list gives the nature and locality of the post actually held by the officer at the time the staff list is made up.

7. The proposal that the title "Superintendent of Education" might be adopted for the staff of the Education Department is one which must command our careful consideration if it is adopted in Tanganyika and Nigeria. The objection to its use (which possibly does not arise in Tanganyika Territory and Nigeria) is that it would not fit the facts. It would be difficult to explain why, for example, a lady employed in teaching Standard I in a Nairobi Primary School or a man employed in teaching Standard IV at Eldoret is called a superintendent of education unless a meaning is given to the word superintendent which I have not yet met. The bulk of the officers in the Education Department are employed to teach and not to superintend.

8. Turning now to the question of efficiency bars it is noted that Mr. Webster's appointment on the scale £400-475-525-600-630-640, with strict efficiency bars at £600 and £720 was made deliberately.

9. In paragraph 3 of the Secretary of State's despatch of the 21st May, 1950, the Secretary of State lays down that a graduate teacher appointed with sufficient proved teaching experience to entitle him to take up an appointment without further training is to go beyond £600. Mr. Webster's experience was his 6 years and one term's teaching at Kelly College, Tavistock. It is, therefore, evident that the Secretary of State's advisers consider this sufficient teaching experience to forego training. It would be helpful if the Secretary of State would lay down the period and type of experience required to justify this remission and it is regretted that the memorandum definitely refuses this information. The present practice adopted since 1929 in Kenya is to say to these young graduates (Mr. Larby is an instance) that they are not going to be recommended for promotion beyond £600 unless they take a course of training during their first or second leave. It appears that that is not considered necessary by the Secretary of State. Mr. Webster is regarded as clearly possessing qualifications substantially equivalent to the ordinary qualifications.

10. The memorandum states that the Secretary of State was unable to accept the proposal that possession of a certificate equal to the Board of Education certificate would be a necessary qualification to pass the £600 bar. I would suggest with very great respect that the Secretary of State did accept that proposal subject to the exceptional cases such as the one of Mr. Webster. It seems to me that the third paragraph of the despatch of 21st May is open to no other constructions.

1st June, 1931.

The Hon'ble the Colonial Secretary,
NAIROBI.

RE: APPOINTMENTS - EDUCATION DEPARTMENT.

ref: Secretariat letter No. S/E.19088/22/II/26 of the
 19th May, 1931, forwarding
 Colonial Office despatch, Confidential (2) of
 the 25th April, 1931.

With reference to your letter quoted above, I beg to offer the following comments.

2. It is observed that it is proposed to discuss the general question of salaries with the Director of Education in November when he arrives in London.

3. It is, therefore, open to question whether any good purpose will be served by entering at this stage into a discussion on the memorandum enclosed with the despatch.

There is a good deal of force in the objection that to appoint an officer merely as a teacher in the service of the Kenya Government would be unsatisfactory from the point of view of the candidate, unless some indication is given of the post in which the candidate is likely to be employed, but the objection is easily overcome. There could be no objection whatever to stating in the letter of appointment something such as - "It is understood that you will probably be employed in the first instance as - at - but it must also be made clear that this understanding does not preclude your employment elsewhere on any duties assigned to you from time to time by the Director of Education. The exigencies of the service may make it necessary to alter the present proposals without notice. You will be more definitely informed on arrival at Mombasa".

5. It is suggested with the greatest respect that the formula indicated above is absolutely clear. On the other hand the present procedure is open to precisely the same objection as is urged against the "indefinite". The appointment is at present made definitely to a post with the proviso that the officer will be liable to different employment. Is not that just as misleading?



① 64

KENYA.

GOVERNMENT HOUSE,
NAIROBI,
KENYA.

No. 92

CONFIDENTIAL.

30th June, 1931.

My Lord,

109 on
16/11/31/20

I have the honour to refer to Your Lordship's despatch Confidential (2) of the 25th April, enclosing a copy of a memorandum relating to appointments in the Education Department in this Colony and to transmit a copy of a letter received from the Director of Education in this connection.

Memorandum.
1st June.

I welcome the proposal that Mr. Scott should be afforded an opportunity for discussion when he arrives in England and pending such discussion I do not feel that any good purpose would be served by my commenting upon the memorandum enclosed with Your Lordship's despatch under reply except to say that it is now proposed to adopt the designation "Education Officer" in place of "Teacher", an alternative which I trust will meet with Your Lordship's approval. The word "Teacher" is, however, used throughout the Education Ordinance.

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

Wm. W. Murray

GOVERNOR'S DEPUTY.

THE RIGHT HONOURABLE
LORD PASSFIELD, P.C.,
SECRETARY OF STATE FOR THE COLONIES,
DOWNING STREET, LONDON S.W.

assuming that most of the uncertificated candidates (category B) will have public school teaching experience, suggests that the Secretary of State's advisers are trying mainly to recruit men of this type. He, on the other hand, considers that the certificated teacher of the kind more often found in secondary or elementary schools than in public schools is likely to be more effective in Kenya and, in addition, cheaper. Personally, I can see no reason why this general question should be discussed, and I do not think any useful conclusions would result from such discussion. Every candidate should be judged on his merits and with reference to his character and record. It would be quite impossible to say that a certain percentage should come from one type of school and a certain percentage from another. In one year there may be more good candidates of the secondary school certificated type, and in another year more good candidates of the untrained public school type. Moreover, it is not a fact that all candidates with public school experience are untrained, nor that all candidates with secondary school experience are trained.

Arthur M. ...
2.9.31.

high standard" should be stated. ^{mentioned} Mr. Scott, in paragraph 9. of his Note, suggests that this period of ⁴ improved teaching experience should definitely be defined. I hope that no such attempt will be made; it is really impossible to prescribe a definite period since so much depends on the school in which the candidate has gained his experience, the certificate of competency given by his headmaster, and other allied circumstances.

2 In Paragraphs 12 - 15 of his Note, Mr. Scott suggests (a) that the regulations of the Board of Education relating to elementary school teachers, rather than those relating to secondary school teachers, on which stress was laid in our Memorandum, should be borne in mind, and (b) that even if we follow the Board of Education in regard to secondary school teachers, we ought to bear in mind that the Burnham scale which is approved by the Board of Education prescribes a different scale of salaries for untrained teachers from that prescribed for trained teachers.

3. As regards his suggestion (a), his reason for making it seems ultimately to be his desire to block the promotion of teachers appointed under category B. beyond the efficiency bar, or, alternatively, to make them start on a lower salary. This is the real point at issue, so far as he is concerned, and I hope that no concession will be made to him. It is quite true that the regulations in this country are more severe on untrained teachers in elementary schools than they are on untrained teachers in secondary schools. This, I think, is due, not as Mr. Scott suggests, to the nature of the work which is imposed on elementary school teachers, but rather to the general educational qualifications and ability of the elementary school teachers as compared with those of men usually

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appointed to secondary schools. It is obvious that a man who has taken a good ^{honours} ~~class~~ degree at a university is more likely to become a good teacher without training than a man who has not had any university education at all. As candidates appointed for educational work in Kenya will always have had university education and, presumably, a good honours degree, they should be treated as candidates for secondary school work in England are treated, even though the work assigned to them in Kenya is, as Mr. Scott points out, likely to be more like elementary school work in England than secondary school work.

4 As regards his suggestion (b), Mr. Scott is not quite correct in stating that there is a different scale of salary for trained teachers in English secondary schools under the Burnham scale. All the trained teachers really get under the Burnham scale is a higher starting salary, merely in recognition of the time that has been spent by them in obtaining a certificate of training, and calculated with definite reference to that time. As candidates in category B. will have had at least two years of approved teaching experience, and, under Lord Passfield's minute, probably more, before they can hope for an educational post in Kenya, there seems to be no reason at all why they should start on a lower salary than candidates with a certificate or candidates who have completed the Probationers' Course. For they will be at least as old as candidates from categories A and C, and probably considerably ^{older} lower. For similar reasons, I hope that the proposal to block uncertificated candidates at the efficiency bar will be resolutely resisted.

5 In paragraphs 17 and 18 of his Note, Mr. Scott.

MR. SCOTT'S NOTE OF 1.6.31.

1a⁶²

3 on 16113

In discussing this note and the Memorandum to which it relates with Mr. Scott, it will have to be remembered that the position has altered since the Secretary of State's despatch of 21st May 1930, referred to frequently in the Memorandum and Note. That despatch (paragraph 3.) was intended to express the policy that would be adopted in regard to candidates who did not possess a certificate and who were not deputed for the Probationers' Course at the London Day Training College, (category B.). When the Memorandum (No. 9 on 16113) was subsequently written to defend the appointment of Mr. Webster, as being consistent with the policy expressed in the previous despatch, it was assumed that the policy stated in paragraph 3. of the despatch would continue to regulate future appointments. Lord Passfield, however, in his minute of 17.4. on the draft Memorandum, read in combination with his undated minute on the previous page, made it plain that candidates in category B., i.e. candidates without a certificate and not deputed for the Probationers' Course, must have more than the one or two years approved teaching experience which was considered sufficient in Mr. Webster's case and which was, prior to Lord Passfield's minute, regarded as adequate with reference to future candidates. There will presumably be no question of going back on the quite definite decision that was arrived at in regard to Mr. Webster's appointment. ^{qualification for efficiency} The only question really that ^{it} seems necessary to discuss with Mr. Scott is the amount of approved teaching experience that should be taken to qualify a candidate of category B. for appointment, and, subsequently, for passing the efficiency bar. Lord Passfield in his minute of 17.4. merely lays it down that "a relatively

extending over two years which may be extended by Government.

37. Matrons must pass the prescribed language examinations.

IV. GENERAL NOTE.

38. Officers and matrons on scales of pay which were in force prior to 1st January, 1931, may, on reaching the maximum of their old scales, or earlier, if they so desire, apply to be transferred to the scales described above in accordance with Colonial Regulation 59. Transfers will only be permitted in cases in which applicants are regarded as qualified to proceed on the new scales.

27. Officers are subject to a probationary period extending over two years which may be extended by Government.

28. Officers must pass the prescribed language examinations.

III. MATRONS.

29. Two scales are laid down for Matrons.

Scale A. £140-15-220.

Scale B. £140-15-220-18-300.

30. No person will be appointed to Scale B unless she is occupying a post of exceptional responsibility. A further condition is the award of a special certificate of fitness accepted by Government from the Director of Education.

31. Matrons are expected to be fitted by training and experience for either sick nursing or catering or both.

32. The post of matron is pensionable.

33. Matrons are entitled to second class travelling privileges.

34. Matrons are entitled to free quarters and to free food in term time.

35. Matrons engaged overseas or engaged locally who are confirmed in their appointments or are re-engaged for a second tour of service are given free return overseas passages.

36. Matrons are subject to a probationary period extending.....

21. Passing the efficiency bars at £576 in Scale II and at £576 and £672 in Scale I will only take place on a special and positive certificate accepted by Government from the Director of Education that an officer has the necessary qualifications and is capable of discharging more responsible duties than those with which she is charged. No person will be allowed to pass the efficiency bar at £576 unless she is occupying a post of special responsibility.

22. Officers who are in possession of teachers' certificates accepted by the Director of Education as indicating:-

- i. a standard of education giving entrance to a recognised University, and;
- ii. a satisfactory course of training of not less than one year in duration,

are qualified for Scale IV.

23. Officers employed in the Department who are in possession of lower qualifications than those required for Scale IV are paid on Scale V.

24. Officers on Scales I, II and III are entitled to first class travelling privileges in Kenya and when proceeding on leave overseas; those on Scales IV and V to second class travelling privileges.

25. Officers who are in charge of boarding houses and dormitories for whom the privilege is sanctioned are permitted free food in term time.

26. Officers engaged overseas or engaged locally who are confirmed in their appointments or are re-engaged for a second tour of service, which generally extends over a period of 30 months, are given free return overseas passages.

(b) Scale II. £320-16-480-16-576-24-672.

Grade A. £320-16-480.

Grade B. £480-16-576.

Grade C. £576-24-672.

(c) Scale III. £320-16-480-16-576.

Grade A. £320-16-480.

Grade B. £480-16-576.

(d) Scale IV. £240-8-320.

(e) Scale V. £192-8-240 (consolidated i.e. without house allowance).

N.B. No acting allowance is payable to officers between grades.

16. All women appointed to the above posts will be titled "Education Officers".

17. Posts in Scales I, II, III and IV are pensionable and enjoy the other advantages to which officers of the Colonial Service are entitled including free quarters or an allowance in lieu, but women are required to resign their pensionable status on marriage.

18. Scale I is reserved for specific posts of special responsibility. At present only one post is so recognised namely, that of the Principal of the European Girls' Secondary School at Nairobi.

19. A condition of admission to Scales I, II and III is the possession of a degree given by a recognised University or a teachers' certificate or diploma recognised as equivalent to the English Board of Education Certificate.

20. No officer will proceed beyond £480 in this scale unless:-

1. her work is efficient, and;
11. she possesses a University degree and either a teachers' certificate or equivalent qualifications, or has sufficient satisfactory teaching experience to be regarded as qualified for the purpose.

9. Officers employed in the Department who are in possession of lower qualifications than those required for Scale III are paid on Scale IV.

10. Officers on Scales I and II are entitled to first class travelling privileges in Kenya and when proceeding on leave overseas; those on Scales III and IV to second class travelling privileges. Leading Artizans on Scale V will be granted second class travelling privileges within the Colony and third class when proceeding on leave overseas.

11. Officers who are in charge of boarding houses and dormitories for whom the privilege is sanctioned are permitted free food in term time.

12. Officers engaged overseas or engaged locally who are confirmed in their appointments or are re-engaged for a second tour of service which generally extends over a period of 30 months, are given free return overseas passages.

13. All officers are subject to a probationary period extending over two years which may be extended by Government.

14. Officers must pass the prescribed language examinations.

II. WOMEN.

15. Five scales of salary are recognised for women.

(a) Scale I. £320-16-480-16-576-24-672-32-736.

Grade A. £320 - 16 - 480.

Grade B. £480 - 16 - 576.

Grade C. £576 - 24 - 672.

Grade D. £672 - 32 - 736.

(b).....

4. Scale I is reserved for specific posts of special responsibility at present six in number, viz:-

- 1. Principal of the Prince of Wales' European School at Kabete;
- iii. Principal of the Indian Boys' Secondary School at Nairobi;
- iii. Principal of the Allidina Visram High School at Mombasa;
- iv. Principal of the Native Industrial Training Depot at Kabete;
- v. Principal of the Jeanes School at Kabete;
- vi. Principal of the Coast Secondary School at Shimolotewa.

5. A condition of admission to Scales I and II is the possession of a degree given by a recognised University or a teachers' certificate or a diploma recognised as equivalent to the English Board of Education Certificate.

6. No officer shall proceed beyond £600 on this scale unless:-

- i. his work is efficient, and;
- ii. he possesses a University degree and either a teachers' certificate, or equivalent qualifications, or has sufficient satisfactory teaching experience to be regarded as qualified for the purpose.

7. Passing the efficiency bars at £720 in Scale II and £720 and £840 in Scale I will only take place on a special and positive certificate accepted by Government from the Director of Education that an officer has the necessary qualifications and is capable of discharging more responsible duties than those with which he is charged.

8. Officers who are in possession of teachers' certificates accepted by the Director of Education as indicating:-

- 1. a standard of education giving entrance to a recognised University, and;
- ii. a satisfactory course of training of not less than one year in duration,

are qualified for Scale III.

COLONY AND PROTECTORATE OF KENYA.EDUCATION DEPARTMENT.

27th July, 1931.

Memorandum showing the

Terms of Service and qualifications of European Education
Officers and Matrons.

I. MEN.

1. Five scales of salary are recognised for men.

(a) Scale I. £400,400,475-25-600-30-720-30-840-40-920.

Grade A. £400,400,475-25-600.

Grade B. £500-30-720.

Grade C. £720-30-840.

Grade D. £840-40-920.

(b) Scale II. £400,400,475-25-600-30-720-30-840.

Grade A. £400,400,475-25-600.

Grade B. £500-30-720.

Grade C. £720-30-840.

(c) Scale III. £300-10-400.(d) Scale IV. £240-10-300 (consolidated i.e., without
house allowance).(e) Scale V. £300 fixed.

N.B. No acting allowance is payable to officers between grades.

2. (a) Officers appointed to Scales I, II, III and
IV will be titled "Education Officers".(b) Officers appointed to Scale V will be titled
"Leading Artisans".3. Posts in Scales I, II and III are pensionable
and enjoy the other advantages to which officers of the
Colonial Service are entitled, including free quarters or an
allowance in lieu, at the discretion of Government.

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extending over two years which may be extended by Government.

37. Matrons must pass the prescribed language examinations.

IV. GENERAL NOTE.

38. Officers and matrons on scales of pay which were in force prior to 1st January, 1931, may, on reaching the maximum of their old scales, or earlier, if they so desire, apply to be transferred to the scales described above in accordance with Colonial Regulation 59. Transfers will only be permitted in cases in which applicants are regarded as qualified to proceed on the new scales.

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27. Officers are subject to a probationary period extending over two years which may be extended by Government.

28. Officers must pass the prescribed language examinations.

III. MATRONS.

29. Two scales are laid down for Matrons.

Scale A. £140-15-220.

Scale B. £140-15-220-18-300.

30. No person will be appointed to Scale B unless she is occupying a post of exceptional responsibility. A further condition is the award of a special certificate of fitness accepted by Government from the Director of Education.

31. Matrons are expected to be fitted by training and experience for either sick nursing or catering or both.

32. The post of matron is pensionable.

33. Matrons are entitled to second class travelling privileges.

34. Matrons are entitled to free quarters and to free food in term time.

35. Matrons engaged overseas or engaged locally who are confirmed in their appointments or are re-engaged for a second tour of service are given free return overseas passages.

36. Matrons are subject to a probationary period extending.....

21. Passing the efficiency bars at £576 in Scale II and at £576 and £672 in Scale I will only take place on a special and positive certificate accepted by Government from the Director of Education that an officer has the necessary qualifications and is capable of discharging more responsible duties than those with which she is charged. No person will be allowed to pass the efficiency bar at £576 unless she is occupying a post of special responsibility.

22. Officers who are in possession of teachers' certificates accepted by the Director of Education as indicating:-

- i. a standard of education giving entrance to a recognised University, and;
- ii. a satisfactory course of training of not less than one year in duration,

are qualified for Scale IV.

23. Officers employed in the Department who are in possession of lower qualifications than those required for Scale IV are paid on Scale V.

24. Officers on Scales I, II and III are entitled to first class travelling privileges in Kenya and when proceeding on leave overseas; those on Scales IV and V to second class travelling privileges.

25. Officers who are in charge of boarding houses and dormitories for whom the privilege is sanctioned are permitted free food in term time.

26. Officers engaged overseas or engaged locally who are confirmed in their appointments or are re-engaged for a second tour of service, which generally extends over a period of 30 months, are given free return overseas passages.

27.....

(b) Scale II. £320-16-480-16-576-24-672.

Grade A. £320-16-480.

Grade B. £480-16-576.

Grade C. £576-24-672.

(c) Scale III. £320-16-480-16-576.

Grade A. £320-16-480.

Grade B. £480-16-576.

(d) Scale IV. £240-8-320.

(e) Scale V. £192-8-240 (consolidated i.e. without house allowance).

N.B. No acting allowance is payable to officers between grades.

16. All women appointed to the above posts will be titled "Education Officers".

17. Posts in Scales I, II, III and IV are pensionable and enjoy the other advantages to which officers of the Colonial Service are entitled including free quarters or an allowance in lieu, but women are required to resign their pensionable status on marriage.

18. Scale I is reserved for specific posts of special responsibility. At present only one post is so recognised namely, that of the Principal of the European Girls' Secondary School at Nairobi.

19. A condition of admission to Scales I, II and III is the possession of a degree given by a recognised University or a teachers' certificate or diploma recognised as equivalent to the English Board of Education Certificate.

20. No officer will proceed beyond £480 in this scale unless:-

1. her work is efficient, and;
11. she possesses a University degree and either a teachers' certificate or equivalent qualifications, or has sufficient satisfactory teaching experience to be regarded as qualified for the purpose.

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9. Officers employed in the Department who are in possession of lower qualifications than those required for Scale III are paid on Scale IV.

10. Officers on Scales I and II are entitled to first class travelling privileges in Kenya and when proceeding on leave overseas; those on Scales III and IV to second class travelling privileges. Leading Artizans on Scale V will be granted second class travelling privileges within the Colony and third class when proceeding on leave overseas.

11. Officers who are in charge of boarding houses and dormitories for whom the privilege is sanctioned are permitted free food in term time.

12. Officers engaged overseas or engaged locally who are confirmed in their appointments or are re-engaged for a second tour of service which generally extends over a period of 30 months, are given free return overseas passages.

13. All officers are subject to a probationary period extending over two years which may be extended by Government.

14. Officers must pass the prescribed language examinations.

II. WOMEN.

15. Five scales of salary are recognised for women.

(a) Scale I. £320-16-480-16-576-24-672-32-736.

Grade A. £320 - 16 - 480.

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4. Scale I is reserved for specific posts of special responsibility at present six in number, viz:-

1. Principal of the Prince of Wales' European School at Kabete;
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- iii. Principal of the Allidina Visram High School at Mombasa;
- iv. Principal of the Native Industrial Training Depot at Kabete;
- v. Principal of the Jeanes School at Kabete;
- vi. Principal of the Coast Secondary School at Shimolotewa.

5. A condition of admission to Scales I and II is the possession of a degree given by a recognised University or a teachers' certificate or a diploma recognised as equivalent to the English Board of Education Certificate.

6. No officer shall proceed beyond £600 on this scale unless:-

1. his work is efficient, and;
- ii. he possesses a University degree and either a teachers' certificate, or equivalent qualifications, or has sufficient satisfactory teaching experience to be regarded as qualified for the purpose.

7. Passing the efficiency bars at £720 in Scale II and £720 and £840 in Scale I will only take place on a special and positive certificate accepted by Government from the Director of Education that an officer has the necessary qualifications and is capable of discharging more responsible duties than those with which he is charged.

8. Officers who are in possession of teachers' certificates accepted by the Director of Education as indicating:-

1. a standard of education giving entrance to a recognised University, and;
- ii. a satisfactory course of training of not less than one year in duration,

are qualified for Scale III.

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COLONY AND PROTECTORATE OF KENYA.

EDUCATION DEPARTMENT.

27th July, 1931.

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I. MEN.

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- Grade A. £400,400,475-25-600.
- Grade B. £600-30-720.
- Grade C. £720-30-840.
- Grade D. £840-40-920.
- (b) Scale II. £400,400,475-25-600-30-720-30-840.
- Grade A. £400,400,475-25-600.
- Grade B. £600-30-720.
- Grade C. £720-30-840.
- (c) Scale III. £600-30-400.
- (d) Scale IV. £240-10-300 (consolidated i.e., without house allowance).
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N.B. No acting allowance is payable to officers between grades.

2. (a) Officers appointed to Scales I, II, III and IV will be titled "Education Officers".

(b) Officers appointed to Scale V will be titled "Leading Artizans".

3. Posts in Scales I, II and III are pensionable and enjoy the other advantages to which officers of the Colonial Service are entitled, including free quarters or an allowance in lieu, at the discretion of Government.

4.....

memorandum it will be necessary for an officer to occupy a post of special responsibility before she can proceed to higher grades beyond £576 per annum.

As regards the Matron Staff Mr. Scott is anxious that it should be clearly understood that all posts are interchangeable. Moreover, while he desires to retain the two scales, he is particularly anxious to avoid the payment of acting allowance when officers on the higher scale proceed on leave. The salary proposals contained in paragraph 29 of the memorandum are, therefore, designed to meet the Director's wishes. It will be noted also that the nomenclature of Assistant Matron has been abolished.

3. Your Lordship will doubtless discuss the subject of this despatch with Mr. Scott on the latter's arrival in England, but I may state that I have approved the introduction of these revised scales as from the 1st January last and I trust that the memorandum now enclosed finally disposes of a long out-standing question.

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

H. T. Martin



BRIGADIER-GENERAL.
GOVERNOR.

KENYA.

No. 112

CONFIDENTIAL.



GOVERNMENT HOUSE,
NAIROBI,
KENYA.

RECEIVED
-7SEP 1931
COL. OFFICE

21st August, 1931.

My Lord,

With reference to Your Lordship's despatch Confidential dated 21st May, 1930, and in continuation of Kenya despatch Confidential No. 92 of 30th June last, I have the honour to transmit copies of a memorandum which has been prepared showing the new scales of salary which it is proposed should apply to officers of the teaching staff of the Education Department.

2. There are three points in the memorandum which differ from the proposals approved in Your Lordship's despatch under reference and to which I desire to invite attention.

In the first place, while acquiescing in the scale of £400 to £840 for men, Mr. Scott makes a strong point of the necessity for an officer to be in possession of a University degree and either a teachers' certificate or equivalent qualifications, or, alternatively, to have had sufficient experience to be regarded as qualified for the purpose, before he can be allowed to pass the efficiency bar at £600.

For women with equivalent qualifications, an extra scale of £320 by 16 to £480 by 16 to £576 has been introduced. Before such officers can pass the efficiency bar at £480 they will be required to be in possession of similar qualifications to those laid down for men in the preceding paragraph. As stated in the

memorandum

THE RIGHT HONOURABLE
LORD PASSFIELD, P.C.,
SECRETARY OF STATE FOR THE COLONIES,
DOWNING STREET, LONDON S.W.

No 3 of 16113/30
No. 1

Account copy

X

1723/51

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2

the portion of the despatch (2 on the file) which I have marked X I have nothing further to add to what I have already stated in my minute of 2. 9. 31. (1A)

2. As regards the Matron Staff, I can see no objection to the proposals.

3. The Governor states that no woman will proceed to grades beyond E576 per annum unless she occupies "a post of special responsibility". In para. 8(b) of Kenya despatch No. 34 (No. 1 on 16113), where the conditions of service, revised in the light of comments from home, are given, it is stated that "the grade E576-E572 will be reserved for senior assistant mistresses". If these posts are definitely regarded as posts of special responsibility, under the terminology now employed, it will be all right. But I think that this ought to be made quite clear, as Kenya undoubtedly has a tendency to make it as difficult as possible to enter the higher grades.

Amery

8. 10. 31.

44

difference between Mr.Scott's views and those of other authorities on Native Education in Africa. They have said, in effect: In the early stages of development we want the best type of University man, for character training, "example" and for organisation: later we may want the other type, the certificated "teacher".

Mr.Scott exactly reverses the order.

Points of detail.

- (1) The latest proposed scales:-

If a "Principal" is a Headmaster, ought he not to start at some point (say £500) up the scale?

(c.f. vacancies we were asked to fill in 1930, conversation with Mr.Bigg in 18751 Appts, Mr.Oldham's criticism)

- (2) Efficiency bars and "Training":-

(a) Undesirability of defining "proved teaching experience"

(b) "Special and positive certificate" still imposed for passing the £720 bar. This will not mean that men of the "proved experience" category will get stuck?

(c) The conditions under which officers are obliged to come from Kenya to get "training" at home.

- (3) Mr.Scott's point as to qualification being for payment, not for employment.

What we have to consider is the comparison with payment in other East African Dependencies and the effect on recruitment for Kenya.

- (4) Mr.Mayhew's argument for using the analogy of secondary school teachers in this country. Refute Mr.Scott's suggestion that we suppose the work in Kenya to be mainly secondary.

12.11.
16.10.34.

- ii. It was agreed to ask Mr. Scott for a definition of this "special and positive certificate", and for an assurance that it would not be used to block the average officer, as a means of economy.
- iii. To insist that in estimating "proved teaching experience", as an equivalent qualification, the length of the period of such experience cannot be defined.
- iv. To discuss the conditions under which officers come home from Kenya to get training or additional qualifications in this country.
- v. To insist that a vacancy for a Principal (or Headmaster), whether it is to be filled by promotion or transfer or first appointment, must carry an appropriate initial salary (say, £600 at least), some way up the scale.
- vi. To consider the possibility of dividing the Education Department into a European Department and a Native Department on the lines of Northern Rhodesia, but both to be under the control of one Director of Education.
- vii. To discuss the all-important question, raised by Mr. Scott himself, of the type, or types, of Education Officer needed in Kenya.

*This shows I think
strong temptation - &
we must not forget
his an Indian &
Arabs. J.S.P.*

*It was agreed
that this should
be done primarily
with Mr. Scott
in the first instance
at any rate, but
at any conference.
J.S.P.*

*Adair
21. 10. 31*

Notes for discussion on Kenya Education.

20th October 1931.

Points of principle

I. Existing personnel of the Education Department: its apparent heterogeneity; both professional educationists of diverse types (e.g. with and without University degrees, diplomas, certificates etc.), and unprofessionals (e.g. an army Colonel and ? other local appointments).

Probable reasons for this:-

- Diverse types needed because of diverse types of schools - African, Arab, Indian and European.
- Variety of methods of recruitment - local, from South Africa and from London.
- Restricted financial resources?

Effects:-

- Complicated scales of pay and terms of service.
- Recruitment uneven and at serious disadvantage with that of other East African Dependencies.
- Hindrance to unification.

Question:-

If it is granted that the ideal is to build up a Department by regular recruitment of juniors broadly speaking of the same type and drawn mainly from the same source, who will gradually rise to fill the responsible posts at the top - making for a sense of service and esprit de corps - are there insuperable obstacles to achieving this to a greater extent than at present in Kenya? or to achieving it in the case, at any rate, of African Native Education?

(c.f. Tanganyika, Nigeria etc.)

II type of Education officer needed: Apparent fundamental difference

A discussion was held in Mr. Tomlinson's room on the 20th October with a view to defining the main points for discussion with Mr. Scott, during the short time he will be available on leave in November, regarding the Kenya Education Department. The following were present:-

- Mr. Tomlinson
- Mr. Mayhew
- Major Furse
- Mr. Jeffries
- Mr. Allen
- Captain Newbolt.

It was agreed

- 1. To ask Mr. Scott to what extent it is necessary to regard the conditions in Kenya as peculiar, so that her Education Department differs at present materially from those of other Tropical African Education Departments in respect of
 - (a) the composition of its personnel
 - (b) scales of pay and conditions of service
 - (c) recruitment

in other Departments (e.g. in Tanganyika and Nigeria), for which there has been regular recruitment from home of junior officers belonging to any of the 3 recognised categories^x, the "Superintendent of Education" is assured of a straight run through up the long scale to £920, subject to the normal certificates of good conduct and efficiency at the £600, £720 and £840 bars.

^xUniversity graduates
 (a) with Diploma or certificate
 (b) with sufficient "proved teaching experience"
 (c) trained at the "Munn Course".

In Kenya the "Education Officer" is virtually to be on Scale II which runs up to £840, with 6 special Headmasterships in the grade £840 to £920 (for whom a special Scale I is prescribed?), and he is to be subjected to a "special and positive certificate" before he can pass the £720 and £840 bars.

it appeared that he would be satisfied if this were interpreted as meaning that the officer should be certified as qualified to perform the duties of the grade into which he was about to pass. On the question of the initial salary of a "Principal" (or Headmaster), Mr. Scott held that the Colonial Office had laid it down that all officers must begin at the bottom of the long scale, whether appointed as a junior officer or as a Principal. As a result, an officer who might be specially promoted to the Headmastership of a School would continue to draw salary at his point in the scale before promotion, even though there might be masters already at that school and now serving under him, who had reached a higher point in the scale than his - an anomalous situation! It was suggested that in Kenya, as in other African Education Departments, the minimum initial salary of a Headmastership should always be fixed at a definite point (say, £500, £720 or £840) in the scale. It was decided, however, that these and any other minor questions should be held over until the later discussion of the major problem, on which they would largely depend.

a number of difficulties of which the "political" one seemed very serious.

Mr. Jeffries then proposed an alternative scheme which might meet most, if not all, the difficulties. Under this scheme European and Native Education would not be divided into separate units, but there would be two distinct classes of officers in each. Class I, with some such title as "Superintendent of Education", on the long scale, recruited from the University type, would fill posts in African, Arab and Indian Education and also posts in European Education such as those at the Kabete School: Class II, with a different title such as "Education Officer", on a lower scale (say 40% above the Burnham scale or the scale for European Education in N. Rhodesia), recruited from Elementary Teachers, would fill all other "European" posts and certain "Native" posts. (The latter would presumably be limited to "teacher training" posts, like the Experimental "masters of method" in Nigeria). Candidates from this country would be selected for one or other of these two classes and not for a specific post at any named school; the Director of Education would employ them as he liked and could recommend the promotion of qualified men from Class II to Class I.

The advantages of this proposal were generally recognised and Mr. Scott offered to assist in working out the details of a scheme on these lines. This could form the basis of a further discussion, at which Mr. Moore should be invited to state his views and advise as to the best way of proceeding.

Most of the other points down for discussion were also touched upon. For instance, Mr. Scott was inclined to uphold the necessity in Kenya for a special "positive" certificate at the £720 bar in the long scale but it

The contemplated general discussion with Mr. Scott took place in Mr. Tomlinson's room on the 25th November, the following being present :-

- Mr. Tomlinson
- Mr. Scott
- Major Vischer
- Major Furse
- Mr. Allen
- Mr. Jeffries
- Mr. Bevir
- Captain Newbolt

2d

Major Furse, speaking from the point of view of recruitment, suggested that past difficulties had probably been due to misunderstandings in regard to the different classes of work and the different classes of men needed in the Kenya Education Department. We had been attempting to recruit the same (University) type of man, which it was the policy to recruit for Native Education in other African Dependencies whereas it appeared that for most "European" posts and for a proportion at any rate of "Native" posts Mr. Scott wanted an entirely different type, viz. the Elementary Trained certificated Teacher. Mr. Scott explained that there were, roughly, 40 "Native" posts and 60 "European" posts. Of the latter, 10 were employed on Secondary School work at the Kabete School, but the remaining 50 were employed on ordinary Elementary "County Council" work: the great majority, however, being women (only about 6 men). In addition there were 4 "European" posts in Indian Schools.

Discussion then centred round the possibility of making a clear-cut division between European and Native Education and of organising them as two distinct Departments, on the analogy of Northern Rhodesia: a Native Department with the ordinary long scale for the University type of recruit, and a European Department with a lower scale for the Elementary Teacher who would be recruited through the Board of Education. This suggestion raised

Class I	<p>Education Officers: £400: 475 x 25 x 600(Bar)x30x720 Secondary Schools) (Bar)x30 x 840(Bar) x 40 x 920</p> <p>Headmasters start at not less than £600</p> <p>Approx. total posts (men) - 9</p>	<p>Education Officers:£400:475x25x 600 (Bar) x 30 x720(Bar)x30x840 (Bar) x 40 x 920</p> <p>Inspectors and Headmasters start at not less than £600</p> <p>Approx. total posts - 19 (including 5 Inspectors)</p>
ClassII	<p>Education Officers: £246 x 18 x 300(Bar)x 18x390 (Elementary Schools) (Bar)x18 x 480(Bar)x 20 x 600</p> <p>Headmasters of Schools of 100 (or more) start at £390</p> <p>Approx. total posts - 10</p>	<p>Education Officers: £246x18x300(Bar)x18x (Elementary teaching plus teacher-training) 390(Bar)x18x480(Bar) x 20 x 600</p> <p>Approx. total posts - 5</p>
Class III	Farm School Teachers	Leading Artisans.

<p>Class I</p>	<p>Education Officers: £400: 475 x 25 x 600(Bar) x30 x720 Secondary Schools) (Bar)x30 x 840(Bar) x 40 x 920</p> <p>Headmasters start at not less than £600</p> <p>Approx. total posts (men) - 9</p>	<p>Education Officers:£400:475x25x 600 (Bar) x 30 x720(Bar)x30x840 (Bar) x 40 x 920</p> <p>Inspectors and Headmasters start at not less than £600</p> <p>Approx. total posts - 19 (including 5 Inspector</p>
<p>Class II</p>	<p>Education Officers: £246 x 18 x 300(Bar)x 18x390 (Elementary Schools) (Bar)x18 x 480(Bar)x 20 x 600</p> <p>Headmasters of Schools of 100 (or more) start at £390</p> <p>Approx. total posts - 10</p>	<p>Education Officers: £246x18x300(Bar)x18x (Elementary teaching plus teacher-training) 390(Bar)x18x480(Bar) x 20 x 600</p> <p>Approx. total posts - 5</p>
<p>Class III</p>	<p>Farm School Teachers</p>	<p>Leading Artisans.</p>

(Amendments agreed to at the
Revision held on 16/12/51
shown in pencil (H.))

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376
Enclosure 1

Draft Scheme for Kenya Education Department.

1. Personnel to be divided into 3 distinct Classes, each on a separate scale, as in Table attached; (The Table refers to men only). *provided that the Native Education Class II be replaced by special appointments of "European Assistant Masters for Native Schools"*
2. Qualifications for appointment to Class I (normally recruited through Colonial Office):
A University degree plus either (a) Education Diploma
or (b) proved teaching experience *(at the London Day)*
or (c) ~~"B.A. course"~~ *Training College*
3. Qualifications for appointment to Class II (normally recruited through Board of Education or locally):- Elementary Trained "Certificated Teacher". *or to special posts of Assistant Master for Native Education*
4. Class I Headmasters and Inspectors *recruited from outside Kenya* to start at not less than £600 in the long scale. (It is for consideration whether certain Headmasterships e.g. Kabete, should not be *carry special duties* super-scale posts).
5. Class II Headmasters of schools of 100 pupils (or more) to start at £390.
6. Candidates from this country to be selected for Class I or Class II and not for a specified post at any named school (Headmasterships and Inspectorships *at special Native Schools* excepted): specific duties to be assigned by the Director of Education.
7. Special promotion, if qualified, from Class II to Class I to be the only means of crossing the double line.
8. Efficiency Bars. In each Class the passing of each Bar to be dependent on the ordinary conduct and efficiency certificate in force in other African Dependencies.
9. Women. Similar Classes and scales 80% of those for men.

Education"; and that the draft scheme, with one or two agreed minor modifications, should be sent in a despatch to Kenya for the Governor's consideration.

It was also agreed, with reference to previous correspondence on this point, that the nature and duration of teaching experience which could be accepted as constituting "proved teaching experience" (as one of the alternative qualifications for appointment to Class I) could not be defined, but that acceptance in each case must rest with the Secretary of State. With regard to the "Nunn Course", Mr. Moore and Mr. Scott referred to the special difficulties in Kenya of declaring educational vacancies 18 months in advance, but they undertook to bear in mind the possibility of sometimes doing so in future, in view of the advantages of recruiting some candidates with this special training.

There was also the question whether the missions would not demand higher grants; and there would be criticism from Elected Members that Education under Government was to cost, say, £40 a head, whereas under the Missions it only cost, say, £15 a head.^x This difficulty, however, is not confined to Kenya and it was agreed that such criticism would have to be faced.

As regards Mr. Moore's first point, Major Vischer said it was the accepted policy throughout the rest of Tropical Africa that European officers employed in Native Education should approximate in type to those being recruited for the Administrative Services, and that their status and conditions of service should be similar. Mr. Jeffries observed that, as a result of the present economic conditions, all the existing scales of pay might have to be lowered in future, and he suggested that the principle for acceptance was that Education and Administrative officers should be on the same scale, whatever that scale might be in the future.

After further discussion it was agreed that the draft scheme was acceptable in so far as European Education was concerned. But Major Vischer and other members of the Colonial Office present felt considerable misgiving in regard to the proposed Class II for Native Education. It would appear to be directly contrary to the policy

^xThe following note has been added by Mr. Moore: "My comparison with Missions and cost was a propos Major Vischer's contention that no one of Class II type should be recruited for Native Education rather than with reference to a £920 maximum."

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policy advocated since the war by the Advisory Education Committee, and approved by the Secretary of State, to employ "Certificated Teachers" as masters in African Native schools, except at any rate in a few special cases. Nigeria had recently taken 2 men of this type for training Native Elementary Teachers, with the title of "Master of Method", but the experiment had not proved an unqualified success. Major Vischer expressed his personal conviction that this type of officer did not really fit into the picture satisfactorily, although it was admitted that exceptions to the rule were sometimes to be found. Mr. Scott instanced such exceptions in Kenya, and it was Mr. Moore's opinion that the conditions in Kenya made it easier for such men to fit in there than in other Dependencies. Major Vischer stated, however, that he would sooner all officers employed in Native Education belonged to Class I, even if their numbers had to be reduced, than that there should be any in Class II. A fundamental question of policy was at issue, and he was in favour of its being referred to the Advisory Education Committee. There was also the danger under the scheme as it stood that, when vacancies occurred in Native Education, Elected Members would bring pressure to bear on Government to requisition for more and more Class II officers, rather than the more costly Class I officer.^x

Finally, it was agreed that the Native Education Class II should be replaced by a few special appointments with a distinctive title, say "European Assistant Masters for Native Education".

^xMr. Allen left the meeting at this point.

needed in Kenya, and to provide suitable salary scales for each. The University type, for which we select, would be on the full long scale £400 to £920; this is Class I. The Elementary Teacher Type, for which selection would be either by the Board of Education or local, would be on a lower scale £246-£500 (based on the Burnham scale in this country); this is Class II.

The only serious "snag" in this scheme is the one explained in Mr. Jeffries' minute of 1/3/32, i.e. the question whether the employment of Elementary Teachers in Native Education is not a departure from recognised educational policy. This is the point we are referring to the Advisory Education Committee, and what we want them to say, I think, is that they consider that it does in this one respect involve a departure from policy; but that, so long as this is clearly recognised and so long as a limited number only (say not more than 5) of Class II men (with the title of European Assistant Masters for Native Education) are employed in Native Education on an experimental basis, they will endorse the scheme generally.

17/1/32
26.5.32

A further discussion regarding the Kenya Education Department was held in Mr. Tomlinson's room on the 16th December, at which the following were present:

- Mr. Tomlinson
- Mr. Moore
- Mr. Scott
- Major Vischer
- Major Furse
- Mr. Allen
- Mr. Jeffries
- Captain Newbolt.

The meeting had before them a draft scheme, which had been drawn up in consultation with Mr. Scott since the previous discussion of the 25th November. Mr. Tomlinson explained that one of the chief aims of the proposed division of Education officers into 2 classes was to preserve, in the interests of satisfactory recruitment, the normal long scale for all officers who would be recruited through the Appointments Department at the Colonial Office, while the "Trained Certificated Teacher" type of officer would belong to a separate class on a lower scale. Mr. Scott said that the adoption of this scheme should result in a definite saving in the cost of European education. In the case of Native Education it should not involve any immediate increase, though the cost would tend to go up.

Mr. Moore expressed some uneasiness about the proposal to adopt the full long scale £400 to £920. He pointed out that this meant putting the Education Department on the same scale as the Administration, instead of treating it as on the same footing as the Technical Departments, e.g. Agricultural, P.W.D. and Veterinary, where the scale does not go above £840, and it might be difficult to justify such preferential treatment.

With the greatest respect, I suggest that the memorandum as drafted would not quite sufficiently explain to members of the Advisory Committee the origin and purpose of the scheme, or whether we want it to have their blessing or not.

The origin was closely connected with the question of Recruitment. Recruitment of European officers from home for the Kenya Education Department had never been satisfactory, as we felt we were working at cross-purposes all the time with the Kenya Government: we were attempting to recruit the University type of man, which it was the policy to recruit for Native Education in other African Dependencies, whereas it appeared that for the great majority of posts Kenya wanted an entirely different type, viz. the Elementary Trained certificated Teacher. So in all the proposals for the revision of salary scales etc. which have been considered in recent years the misunderstanding that arose was this: we were pressing Kenya to adopt the normal long scale corresponding to that for Administrative officers, in order that we should be able to recruit a good type of University man approximating to the type selected for Administrative; and Kenya, regarding that scale (quite rightly) as too good for the Elementary Teacher, and far too expensive, maintained that it must be curtailed by practically lepping off the top ranges (£840 to £920) and insisting upon all sorts of restrictions in the way of special efficiency bars and qualification certificates.

Most of these difficulties were cleared up in discussions with Mr. Scott during his leave last year, and the present scheme was drawn up in collaboration with him. Its purpose is, briefly, to recognise that two entirely different types of Education officer are needed

7 The position, then, is that the proposed scheme is regarded as offering the best prospect of organising the Kenya Education Department finally on a sound basis. In putting the proposals to Kenya, however, it would appear to be necessary to affirm the ^{as generally accepted} approved policy as regards education staff in Tropical Africa generally, but to approve the employment in Kenya of a strictly limited number of "European Assistant Masters for Native Education", ~~on~~ experimental basis.

If this view is accepted, it is not seen desirable, when coming to a decision,

COLONIAL OFFICE
27 June 1912

, only it clear that, it should be fair for

it would be as a matter of fact and on a policy

designed to restrict easy progress up the scale. That scheme was eventually accepted as a compromise and is in force at present, though in fact its terms remain both unsatisfactory for recruiting the University type of candidate and over-liberal for the Certificated Teacher.

5 The scheme now under consideration recognises the need for two distinct classes of European officer in the Kenya Education Department and provides a suitable scale of salaries for each - the desired long scale (rising to £920) for the University graduate type, and a lower scale for the Certificated Teacher. Thus recruitment for posts in Class I should be at least as satisfactory as for similar posts in other African Education Departments; while there would be a definite saving in the cost of European Education. *It will be appreciated that financial considerations are dominant at the present time.*

6 It will be seen, however, that it is proposed to employ a certain number of Certificated Teachers in Class II for Native Education, and this raises the question of principle referred to ^{in paragraph 2 of} ~~conclusion~~ this memorandum. The local authorities are satisfied that a limited number of officers of this type are required for Elementary teaching in Native schools and for training Native Teachers, but it ^{is in accordance with} ~~whereas~~ their employment on this work would appear ^{to be} ~~to be~~ directly ^{or that has} ~~contrary~~ to the approved policy ^{followed} ~~followed~~ hitherto. Moreover there is a possible danger that if they were to be designated "Education officers, Class II", this class might be ~~expanded~~ at the expense of Class I, ~~in the interests of economy.~~ To meet this objection it has been suggested that the officers in question should be given a special title, such as "European Assistant Masters for Native Education". In any case, to exclude them altogether would almost certainly make the rest of the scheme unacceptable to the local Government.

is a question whether
conceded itself.

there might be a tendency, in the interests of economy, to expand

those paid to Administrative officers, and the Appointments Department at the Colonial Office have endeavoured to recruit for the Education Departments University graduates approximating in type to those normally selected for the Administrations. In the case of the Kenya Education Department, however, recruitment from home had never been satisfactory, because the salary scales and conditions of service remained inferior to those obtaining elsewhere. It was therefore impressed upon the Kenya Government that unless they adopted the normal long scale (rising to £920), they could not expect to get as good recruits as were obtainable for other Education Departments.

At this point it is now apparent that there was a certain amount of misunderstanding at each end. On the one hand it was insufficiently appreciated by those responsible for recruitment at home that for the majority of posts, being principally those concerned with European Education, Kenya did not want the University type of recruit, but rather the Trained Certificated Teacher for Elementary school teaching. On the other hand the authorities in Kenya understood that it was desired by the Colonial Office that the long scale rising to £920 should be adopted, not for those posts only for which University graduates would normally be recruited, but indiscriminately for all European officers of the Education Department. Naturally such a proposal appeared to them quite unacceptable on grounds of general cost and excessive payment of the Certificated Teachers. They maintained that the long scale must virtually stop at £840, and Mr. Scott evolved an ingenious scheme of special efficiency bars and qualification certificates designed

MEMORANDUM.

In 1929 proposals by the Government of Kenya for the revision of scales of salary for the European staff of the Kenya Education Department were laid before the Advisory Committee on Education in the Colonies, who recommended that they should be referred back for further consideration (vide minutes of the 9th Meeting of the Advisory Committee^{4/29/29}). Since then various proposals have been considered, but no satisfactory solution was reached and eventually it was decided to take advantage of the presence of Mr. H.E. Scott (Director of Education) and Mr. H.M.M. Moore (Colonial Secretary), when they were on leave in this country last year, to endeavour to formulate an agreed scheme which might prove generally acceptable.

2. A copy of a draft scheme which was drawn up in collaboration with Mr. Scott, and approved by him and Mr. Moore, is attached^(enclosure 1). It is now proposed to submit this scheme for the consideration of the Kenya Government, but before doing so it was considered desirable to obtain the views of the Advisory Committee, with special reference to one important question of principle which is referred to ^{in paragraph 6 of} later⁴ in this memorandum.

3. The purpose of the present proposals may be most easily explained by a brief outline of some of the points of difficulty which have arisen in the past. The existing policy as regards Education staff in Tropical Africa is best stated in the two Papers issued some years ago by the Advisory Committee, extracts from which are quoted in ^{enclosure 2} the Appendix. In accordance with this policy the salaries paid to Education officers elsewhere than in Kenya have been brought into line generally with

* "Education Policy in British Tropical Africa" those March 1925 (cmd 2374) and

"Education Staff in British Tropical Africa" 12 Nov. 1925.

Printed in H. 205 of 5000 of his Chief Proceedings (C.O. Print African Dep't)

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 Capt. Newbold 2/6
 Major Vickers / have seen
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 Mr. Jagers 16/6
 Mr. Allan 24/6
 Mr. Knuckburgh 27/6
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Enclosure 2 is marked
 Appendix 2 passage A-A on
 page 2 of previous draft

Keep this in
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Enclosure 2.

(a) Command Paper 2374, Education Policy in British Tropical Africa, p.5. "A policy which aims at the improvement of the condition of the people must therefore be a primary concern of Government and one of the first charges on its revenue. But success in realising the ideals of education must depend largely on the outlook of those who control policy and on their capacity and enthusiasm. It is essential, therefore, that the status and conditions of service of the Education Department should be such as to attract the best available men, both British and African. By such men only can the policy contemplated in this memorandum be carried into effect. It is open to consideration whether a closer union between the administrative and educational branches of the service would not conduce to the success of the policy advocated."

(b) Memorandum by the Advisory Committee on Education Staff in British Tropical Africa, November 1925, p.2. "It is essential, in order to attract to and retain in the Education Departments in Africa the most valuable type of officer, that the social status and official prestige of those serving in the Department should not be inferior to that of the Administrative service, and that the two branches of the service, Administration and Education, should be regarded as equally important and necessary."

European EducationAfrican, Arab and Indian Education

X 22

Class I	<p>Education Officers: £400: 475 x 25 x 600(Bar) x 30 x 720 (Bar) x 30 x 840(Bar) x 40 x 920</p> <p>Headmasters start at not less than £600</p> <p>Approx. total posts (Men) - 9</p>	<p>Education Officers: £400: 475 x 25 x 600 (Bar) x 30 x 720(Bar) x 30 x 840 (Bar) x 40 x 920</p> <p>Inspectors and Headmasters start at not less than £600</p> <p>Approx. total posts - 19 (including 5 Inspectors)</p>
Class II	<p>Education Officers: £246 x 18 x 300(Bar) x 18 x 390 (Elementary Schools) (Bar) x 18 x 480(Bar) x 30 x 600</p> <p>Headmasters of Schools of 100 (or more) start at £390</p> <p>Approx. total posts - 10</p>	<p>Education Officers: £246 x 18 x 300(Bar) x 18 x (Elementary teaching plus teacher-training) 390(Bar) x 18 x 480 (Bar) x 30 x 600</p> <p>Approx. total posts - 5</p>
Class III	<p>Farm School Teachers</p>	<p>Leading Artisans.</p>

- 8. Efficiency Bars. In each Class the passing of each Bar to be dependent on the ordinary conduct and efficiency certificate in force in other African Dependencies.
- 9. Women. Similar Classes and scales 80% of those for men.

2.12.31.

Draft Scheme for Kenya Education Department.

1. Personnel to be divided into 3 distinct Classes, each on a separate scale, as in Table attached; provided that the Native Education Class II be replaced by special appointments of "European Assistant Masters for Native Education".
(The Table refers to men only).
2. Qualifications for appointment to Class I (normally recruited through Colonial Office):
A University degree plus either (a) Education Diploma
or (b) proved teaching experience
or (c) course at the London Day Training College.
3. Qualifications for appointment to Class II or to special posts of Assistant Masters for Native Education (normally recruited through Board of Education or locally):
Elementary Trained "Certificated Teacher".
4. ~~Class I Headmasters and Inspectors recruited from outside~~
Kenya to start at not less than £500 in the long scale.
(It is for consideration whether certain Headmasterhips e.g. Kabete, should not carry special salaries).
5. Class II Headmasters of schools of 100 pupils (or more) to start at £390.
6. Candidates from this country to be selected for Class I or Class II and not for a specified post at any named school (Headmasterhips and Inspectorships and special Native Education Masterhips excepted). specific duties to be assigned by the Director of Education.
7. Special promotion, if qualified, from Class II to Class I to be the only means of crossing the able line.

in Class II for Native Education, and this raises the question of principle referred to in paragraph 2 of this memorandum. The local authorities are satisfied that a limited number of officers of this type are required for Elementary teaching in Native schools and for training Native Teachers, but it is a question whether their employment on this work is in accordance with the policy that has hitherto commended itself. Moreover there is a possible danger that, if they were to be designated "Education Officers, Class II", there might be a tendency, in the interests of economy, to expand this class at the expense of Class I. To meet this objection it has been suggested that the officers in question should be given a special title, such as "European Assistant Masters for Native Education". In any case, to exclude them altogether would almost certainly make the rest of the scheme unacceptable to the local Government.

7. The position, then, is that the proposed scheme is regarded as offering the best prospect of organising the Kenya Education Department finally on a sound basis. If this view is accepted, it would seem desirable, when referring the proposals to Kenya, to re-affirm the generally accepted policy as regards education staff in Tropical Africa, making it clear that, if approval were given for the employment in Kenya of a strictly limited number of "European Assistant Masters for Native Education" it would be as an exceptional arrangement and on a purely experimental basis.

COLONIAL OFFICE.

27th June, 1932.

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COLONIAL OFFICE.

27th June, 1932.

long scale rising to £920 should be adopted, not for those posts only for which University graduates would normally be recruited, but indiscriminately for all European officers of the Education Department. Naturally such a proposal appeared to them quite unacceptable on grounds of general cost and excessive payment of the Certificated Teachers. They maintained that the long scale must virtually stop at £840, and Mr. Scott evolved an ingenious scheme of special efficiency bars and qualification certificates designed to restrict easy progress up the scale. That scheme was eventually accepted as a compromise and is in force at present, though in fact its terms remain both unsatisfactory for recruiting the University type of candidate and over-liberal for the Certificated teacher.

5. The scheme now under consideration recognises the need for two distinct classes of European officer in the Kenya Education Department and provides a suitable scale of salaries for each - the desired long scale (rising to £920) for the University graduate type, and a lower scale for the Certificated Teacher. Thus recruitment for posts in Class 1 should be at least as satisfactory as for similar posts in other African Education Departments; while there would be a definite saving in the cost of European Education. It will be appreciated that financial considerations are dominant at the present time.

6. It will be seen, however, that it is proposed to employ a certain number of Certificated Teachers in

some years ago by the Advisory Committee on Native Education in Tropical Africa,[†] extracts from which are quoted in enclosure 2. In accordance with this policy the salaries paid to Education officers elsewhere than in Kenya have been brought into line generally with those paid to Administrative officers, and the Appointments Department at the Colonial Office have endeavoured to recruit for the Education Departments University graduates approximating in type to those normally selected for the Administrations. In the case of the Kenya Education Department, however, recruitment from home had never been satisfactory, because the salary scales and conditions of service remained inferior to those obtaining elsewhere. It was therefore impressed upon the Kenya Government that unless they adopted the normal long scale (rising to £920), they could not expect to get as good recruits as were obtainable for other Education Departments.

4. At this point it is now apparent that there was a certain amount of misunderstanding at each end. On the one hand it was insufficiently appreciated by those responsible for recruitment at home that for a great many of the posts, being principally those concerned with European Education, Kenya did not want the University type of recruit, but rather the Trained Certificated Teacher for Elementary school teaching. On the other hand the authorities in Kenya understood that it was desired by the Colonial Office that the

long

[†] "Education Policy in British Tropical Africa" March 1925 (cmd 2374) and

"Education Staff in British Tropical Africa" 12th November, 1925 - printed on pp 205 et seqq of the Committee's proceedings. (C.O. print African 1100)

In 1929 proposals by the Government of Kenya for the revision of scales of salary for the European staff of the Kenya Education Department were laid before the Advisory Committee on Education in the Colonies, who recommended that they should be referred back for further consideration (vide minutes of the 9th Meeting of the Advisory Committee item 7). Since then various proposals have been considered, but no satisfactory solution was reached and eventually it was decided to take advantage of the presence of Mr. H.S. Scott (Director of Education) and Mr. H.M.H. Moore (Colonial Secretary), when they were on leave in this country last year, to endeavour to formulate an agreed scheme which might prove generally acceptable.

2. A copy of a draft scheme which was drawn up in collaboration with Mr. Scott, and approved by him and Mr. Moore, is attached (enclosure 1). It is now proposed to submit this scheme for the consideration of the Kenya Government, but before doing so it is considered desirable to obtain the views of the Advisory Committee, with special reference to one important question of principle which is referred to in paragraph 6 of this memorandum.

3. The purpose of the present proposals may be most easily explained by a brief outline of some of the points of difficulty which have arisen in the past. The existing policy as regards Education staff in Tropical Africa is best stated in two papers issued

ADVISORY COMMITTEE ON EDUCATION IN THE COLONIES.

With reference to the Minutes of the 9th meeting of the Committee (item 7) I circulate for the Committee's consideration a Colonial Office memorandum on salary scales for the European staff of the Education Department of the Government of Kenya.

2. References to this subject will be found also in the following passages:-

Minutes of the 20th meeting, item 4.
Minutes of the 21st meeting, item 6.

A. H. POYNTON,
Official Secretary

COLONIAL OFFICE.

28th June, 1932.

5. Savings to cover the excess expenditure involved during the remainder of the year are available departmentally.

I have the honour to be,
Sir,
Your most obedient, humble servant,



BRIGADIER-GENERAL.
GOVERNOR.

19

Principal of one of the institutions specified under Scale I should be eligible to enter at or proceed to a higher stage in the scale which would be recognized as the definite initial salary attached to these posts. No reply to the despatch under reference has been received but in the meantime I recommend the principle suggested for your favourable consideration, on the understanding that it would not connote the payment of any allowance in the case of acting appointments, and I would propose an initial salary of \$800 per annum in respect of the male and \$680 per annum in respect of the female appointments affected viz:

Males.

- i. Principal, European Boys' Secondary School, Kabete.
- ii. Principal, Indian Boys' Secondary School, Nairobi.
- iii. Principal, Allidina Viam High School, Mombasa.
- iv. Principal, Native Industrial Training Depot, Kabete.
- v. Principal, Jeanes School, Kabete.
- vi. Principal, Arab Boys' Boarding School, near Mombasa.

Females.

Principal, European Girls' Secondary School, Nairobi.

4. I propose to appoint Mr. Benson with effect from the 1st June, 1932, substantively to the post, which he has filled in an acting capacity with conspicuous success since August 1931, and, if you have no objection to this proposal, he would in the absence of any such provision as contemplated be the only holder of the above special posts on a smaller salary than that proposed.

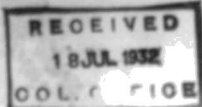
KENYA

No. 87

CONFIDENTIAL



187
GOVERNMENT HOUSE,
NAIROBI,
KENYA.



22nd June, 1932.

Sir,

No 2
I have the honour to bring to notice an anomaly which has arisen in the application of the scales of salary laid down in the enclosure to Kenya despatch Confidential No. 112 of the 21st August last in respect of the teaching staff of the Education Department.

2. Mr. T. G. Benson, Education Officer, has been acting since August last in the post of Principal of the Juassa Teachers' Training School at Kabets, since the departure on leave of the late incumbent Mr. J. W. C. Dougall. This post is one of those listed on grounds of special responsibility under Scale I of the Schedule of Salaries but, as the initial grades in this scale are identical with those attaching to Mr. Benson's specific appointment, his salary has remained unaltered with the anomalous result that he is actually drawing less salary than two of the Assistants under his control.

3. I understand that this difficulty was foreshadowed in certain discussions at the Colonial Office last November and December in which my Colonial Secretary and Director of Education both participated, when the suggestion was put forward that officers specially selected for substantive appointment as

THE RIGHT HONOURABLE

MAJOR SIR PHILIP CUNLIFFE-LISTER, P.C., G.B.E., M.C., M.P.,
SECRETARY OF STATE FOR THE COLONIES,
DOWNING STREET, LONDON S.W.

Principal

ADVISORY COMMITTEE ON EDUCATION IN THE COLONIES

17 8

^{Confirmed.}
Extract from ~~minutes~~ minutes of the 36th meeting,
held on July 21st 1932

He urged that the Committee should not support the proposals before them unless the period for which Certificated teachers were to be employed for native education was limited to five years.

Dr. Oldham agreed that it was essential that native teachers should be trained. He pointed out that lower salaries meant lower qualifications and an inferior type of teacher might tend to produce an undesirable type of native.

The Committee, on a full consideration of all the arguments, were not prepared to advise against adoption of the proposals formulated in the Colonial Office Memorandum; but recommended that the Secretary of State, in referring these proposals to the Kenya Government, should draw attention to the need for training Africans for higher posts in native education, and to the need for limiting as far as possible the number of European teachers with inferior qualifications.

8. It was decided to hold the next meeting of the Committee on Thursday, September 29th, at 11 a.m.

6 7. Kenya. Salaries of European officers of the Education Department. (A.C.E.C. 18/32). (cf. 9th Minutes, item 7).

Mr. Jeffries explained the origin of the memorandum, and said that before the proposals made therein were referred to the Government of Kenya the Secretary of State desired the Committee's advice whether a strictly limited number of "Certificated Teachers" should be employed in Class II for Native Education. Such teachers were already employed in Kenya for European education, and judging from the salary scales in the Kenya Government's estimates it appeared also that some were employed in Native education.

Mr. Mayhew said that the important point was whether it was desirable to employ an inferior class of European teacher to go out to the Colony for native education, or whether native teachers should not be trained for the work.

In reply, Sir Cecil Bottomley pointed out that the training of African teachers would take a long time. Certificated teachers in Kenya were apparently doing good work and nothing should be done to discourage them before their time expired. This class of teacher would probably disappear when there had been time enough to train Africans to take their place.

Sir James Currie considered that the type of work referred to ought to be done by native teachers.

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to the post of Principal of the
Jeanes School, Kabete, which is
one of those to which you proposed
that an initial salary of £500 should
be attached.

I take it that the Kabete
School quoted as an example
in paragraph 4 of the scheme
is the European not the
Jeanes School.

RS

W. A. Hamilton

I have, etc.

(for the Secretary of State)
(Signed) R. W. HAMILTON.

Kenya Education Department finally
on a sound basis; but in submitting
it for your consideration, I desire
to reaffirm the generally accepted
policy as regards Education Staff in
Tropical Africa as set out in the
documents referred to in paragraph 3
of the accompanying memorandum. I
also wish to make it clear that, if it is
decided to employ in Kenya Elementary
Trained "Certificated Teachers"
for Native Education (to be styled
"European Assistant Masters for
Native Education"), the arrangement
should be regarded as an exceptional
and purely experimental arrangement,
and that the number of such teachers
should be strictly limited. You
will have observed from paragraph 5
above that my Advisory Committee
desired that attention should be
drawn to the need for training
Africans for higher posts and

*I have advised
the Director
that the
need for
this work*

(7) At 5 p.m. approval of the
policy 7/12/32 it should be
clearly stated that the Director
The absence of any comment in
it may be interpreted as
implying at least a superficial
approval. It is a very
important point.

*refers to the latter
point, as regards
the former, I agree
with the view of
the Council as to
the need for training
Africans for this
work.*

15
for limiting as far as possible the
number of European teachers with inferior
qualifications. *I have already*

The draft scheme now submitted
for your consideration disposes of the
first two points specially referred to
in paragraph 2 of your despatch under
reference. As regards the Matron
Staff I ~~should~~ have no objection to
raise to the proposals set out in the
memorandum which accompanied that despatch.

(7)
I have also to refer to your
Confidential despatch No. 87 of the
22nd June. The scheme now proposed
contemplates that Headmasters should start
at not less than £500 a year and, subject
to the understanding to which you refer,
I have no objection to the initial salaries
proposed for the appointments specified in
paragraph 3 of your despatch. I also
agree to the substantive appointment of
Mr. T.G. Benson as from the 1st June 1932

*? regarding acting
appointments
Benson*

Kenya Education Department finally
on a sound basis; but in submitting
it for your consideration, I desire
to reaffirm the generally accepted
policy as regards Education Staff in
Tropical Africa as set out in the
documents referred to in paragraph 3
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desired that attention should be
drawn to the need for training
Africans for higher posts and

K. J. W. K.

fr

*I have added a
sentence in the
last para
1/1/54*

(7) The S.F.S. approval of the
policy 7 that it should be
clearly stated that he does so.
The absence of any comment on
it may be interpreted as
implying at least a temporary
judgment. 70 is a very
important point / *alter name*

State, in referring these proposals to the Kenya Government, should draw attention to the need for training Africans for higher posts in native education, and to the need for limiting as far as possible the number of European teachers with inferior qualifications."

I put () for conson, but it would perhaps be better to omit it as I understand that it would be undesirable even to suggest that the employment of teachers with inferior qualifications is a proper method of economy.

J/S
I would omit
M. H. ...
Sagre J. H.

6. (I realise that since the scheme was drawn up Lord Moyne has recommended the establishment of a Native Betterment Fund out of which the direct native services of native development, including the Educational services, should be financed and (2) that other Educational services will fall within the review of public expenditure by the Expenditure Advisory Committee. Subject to this ~~is~~ *is* The draft scheme ^{appears to} ~~is~~ *is* regarded as offering ^{reasonable} the best prospect of organising the

to you
the scheme for your consideration, I
felt
considered it desirable to obtain

the views of my Advisory Committee on
Education in the Colonies with *special*
reference to ^{an} ~~the~~ important question of
principle viz: the employment of a
certain number of Elementary Trained
Certificated Teachers for Native
Education.

4. I enclose for your information
a copy of the memorandum circulated to
the Committee, to which is appended
the draft scheme to which I have
referred.

5. The Committee considered
the memorandum at their 38th Meeting
held on the 21st July 1932, and
arrived at the following conclusion.

"The Committee, on a full
consideration of all the arguments,
were not prepared to advise against
adoption of the proposals formulated
in the Colonial Office Memorandum;
but recommended that the Secretary of

C. O.

17273/32 Kenya.

13
R 13 SEP
D 15

Mr. Pons / *Mr. 8/9*
Capt. *Mr. 8/9*
Mr. *Mr. 9/9*
Mr. *Mr. 9/9*
Mr. *Mr. 9/9*

(To go by post by mail
after approval)

14 September, 1932.

Mr. Tomlinson

See Mayhew - ¹²⁻⁵ in my note - ¹⁷ p. 6
Mr. Allen 13/9

X Sir C. Dutton, 13/9/32

Sir,

Sir J. Shackburgh

Parlt. U.S. of S.

Parlt. U.S. of S.

Secretary of State.

I have the honour to refer

(2)

to your Confidential despatch no. 112

of the 21st August 1931 regarding

the scales of salary to be applied

to officers of the teaching staff of

the Education department.

DRAFT. conson.
v. minutes

KENYA

CONFIDENTIAL

Gov. Kenya

2. As there are appeared to be certain points of difficulty in arriving at a satisfactory solution of this question, an advantage was taken of the

presence in this country of Mr. H. W. M.

Moore, Colonial Secretary, and Mr. H. S.

Scott, the Director of Education, to

discuss the matter with them, with

a view to formulating a scheme which

might prove generally acceptable.

3. As a result a draft scheme

was drawn up and agreed to by Mr. Moore

and Mr. Scott: but, before ^{referring it} submitting

memo. in No. 6
with appendices

(6 copies of despatch and
encl. to go)

(Mr. Poynton can supply
6 spare of Smalls.
157)

bire

We should now have
a draft for Carson which should
pass through the most Cable
Neerbolt (or Kay or Jursaf, or
Treich. (or Wharsten) Alex
Keffric. It might

- (a) Explain draft how the draft
above was drawn up
- (b) refer to reference to Advisory
Committee, including copy memo
and draft above attached &
existing conditions of Lawrence
- (c) add on end of para 2 &
memo - Lawrence view to
Lawrence

- (d) Check list just two points
in para 21 No 2 are covered &
as regards water staff by the
SOS has no objection to raise; &
- (e) approve proposals in No 7
including substantial effort to
Lawrence as Principal of the
Green School.

W. Allen
6/9/32
attached



To the Com. (Scheme) - con

14 SEP 1932 (2 Amn)

See Shuckburgh's report
it might be
better to
submit it
at once

I am sorry I have delayed his answer to
being pressure of other work. This
memo has been prepared & submitted
to J.R. Hamilton & if approved by the
Council (I assume) I assume that
the representatives of the Office (I
think the Church Service) will
attend as well as someone from the
C. A. Dept. I shall be a leafy

J.H. Allen

22/6/32

6. A.C.C. 18/32

28th June 1932

Copies distributed to "Official members"
as follows.

- Mr. R. Hamilton
- Mr. J. Shuckburgh
- Mr. J. B. ...
- Mr. ...

sent to Mr. Cunis for circulation.

to Offices
Capt. Dewsbury
Mr. Allen

to see. Spares can be
obt. from Mr. Cunis if desired.

Next meeting: Thurs July 28th

Mr. Allen
29. 6. 32

J.H. Allen
27/32

I shall be glad if all those pp. might be
reirc. for personal use in Dept. Dept. before
the meeting - say on 15th July

Reirc. to me 15th July

J.H. Allen

J.H. Allen
27/32

Gov. Kenya 87 Conf. 22nd June, 1932
Brings to notice an anomaly which has
arisen in the application of the scale of salary
laid down in the encl. to No 2. Mr T.G. Benson,
Acting Principal of Jeanes Teachers' Training School
is receiving less than two of the Assistants under
him. Submits recommend in regard to initial salary
of Principals of certain schools.

Annual meeting of Edin. Adm. Ct.

8 A.C.C. Subject of Minutes of
the 38th Meeting held on 21st July 1932

J.H. Allen
27/32

Mr. President

I should explain that (8) are only the draft
minutes approved by the Chairman for circulation
to members. The Minutes will not be
confirmed until the 39th meeting, to be
held on 29th Sep. They are being
circulated to members (including Mr C
Bokland) to-day. I have asked for a
few amendments to be sent in by
the 25th - nothing from Mr ... (I thought it
best to put the draft on now, before
50 or more) Minutes which will be
dealt with at a general mtg. 90022/6/32
I wait to hear of any
amendments incorporated, when
you allow.

J.H. Allen
12. vii. 32

No 7 can be considered & dealt
with at the same time as the
General question, but as

More J.H. Allen

This has come to me again 10/2/32
at 10.00. No amendments were
suggested in this passage. J.H. Allen

and by then he should have been able to train the native teacher to take his place in the elementary classes. For this reason we have always aimed at appointing Education officers capable, not only of teaching elementary subjects, but training native teachers and generally leading education to a higher standard. I think the Advisory Committee feels as I do and perhaps it will therefore not be necessary to change the wording of the draft Memorandum as Captain Newbolt proposes. Members of the Committee, I feel, will also see that in the creation of a special cadre of Education officers of a lower standard there lies the danger of introducing an entirely new element into our native African education which, especially under the present financial conditions, may lead to developments opposed to the ideas laid down in the accepted Education Policy for Native Africa.

Hammikichu
1. 6. 32

I am inclined to agree with Captain Newbolt. But I do not press for the Memorandum to be altered as long as we make sure that the Advisory Committee realise that they are being asked to agree to the inclusion of a strictly limited number of Class II teachers in native education, as the only means of enabling us to get from Kenya terms of service which will secure for the rest of the native Education Department men as good as those normally recruited for other

other (native) Education Departments in Africa.

R. S. Funn

1. 6. 32

I have discussed with Capt Newbolt the feasibility of undertaking to prepare a draft in consultation with the Teachers.

W. F. Allen

7/6/32

Retrate low for com.

I understand there is some doubt whether this can be filed in to any of the Advisory Office's remaining meetings this summer. It would have a great deal of time to run for the autumn, as by the time the proposals reached Kenya it would be nearly a year since they were discussed with Mr. Scott & Mr. ...

W. F. Allen
11/6/32

If you refer this memo to the Ado. Education Com. there is a definite risk that they will not agree to the inclusion of a strictly limited number of Class II teachers. But the S. of S. or the Dept. are in no way bound to accept the Ethio. view. I suggest that the memo. be referred to the Adv. Com. and laid before it at their next meeting or the one in July so that a despatch could be sent to Kenya before the autumn.

He could
perhaps
be
taken
into
the
agenda
I think
H.A.

W. F. Allen
16/6/32

R. S. Funn
16/6

Hammikichu
14. 6. 32

them, the points in Major Turle's
minutes of 21.1.32 are
important.

P.J.F.F.

13/32

Sic C. Bottemley.

As there is no special hurry
about this, I think that it had
better stand over for your return.
May I have your views on the

question of reforming the Comall?

W.F.

7/5/32
Sic J. Shackleton.

2/3/32

I think it is essentially
a matter for the Committee. As
regards Major Turle's suggestion, the
number of classes to run (5) for
African areas & their location
of these is so small that I imagine
that the cost will be very low
and more efficient.

W.F. 2.3.32

Then refer to the Comall as proposed

W.F. 2/3/32

I submit a draft memorandum.

9
H.S. Poincaré
6/4/32

I left this for discussion with Mr. Allen who was
away on leave in April, & have
regrettably delayed it since his return.

We have now been through it &
made a few amendments. Now would
be Comall.

J.P. Poincaré
23/5

I attach a note on this draft memorandum, marked D

H. S. Poincaré
26. 5. 32.

I have read the draft Memorandum and Captain
Newbolt's notes. I agree with him that the point at
issue might be brought out more clearly. On page 3
the wording of the fourth paragraph beginning with
"the introduction of the second category" does not,
I think, express exactly what was said in our discussion
with Mr. Scott. It is quite true that for some time
to come it will be necessary to use European officers
for elementary teaching, but this applies to the whole
of Africa as, generally speaking, the whole problem
of education in Tropical Africa is still in its
elementary or primary stage with the exception of such
places as Makerere and Achimota. A great many of
our Education officers spend their time in teaching
elementary subjects, but this is only part of their
work, the purpose of which is explained clearly enough
in the attached printed Memorandum. The Education
officer who teaches elementary subjects today will be
available for higher standard teaching in the future

European and native education more or less into line, which he felt might make it easier for him to obtain the necessary funds from public revenue. I would like to point out, however, that European education and native education are so different in their various aspects and purposes that such uniformity becomes impossible. The men or the women who teach European children in the elementary schools will fulfil their purpose as long as they teach their subject and behave properly. Moreover they teach children of their own race, their own mentality and their own language. ~~All~~ that is different when it comes to teaching native children, where, as long as we have not the native teacher to do the work, the task of the European carries with it infinitely more responsibility, more work and more understanding.

It was for these reasons that I suggested, when these proposals were discussed at first, that the Department might find it necessary to refer them to the Advisory Committee, since I consider that they represent a departure from the policy approved by the Secretary of State and followed hitherto.

Hammikim
19.2.32.

R. J. J. J.

Now refer to the Education Committee, circulating the draft scheme flagged C in this file, with a memorandum based on Mr. Vischer's foregoing remarks

W. J. J. J.
25/2

W. J. J. J.
26/2/32

(Flag C)

8

The point at issue is this: in a scheme which has been drawn up for "rationalising" the Kenya Education Department, Education Officers are divided into two categories - the "University" type and the "Elementary School" type. The latter type are much required for European education, and the local authorities are satisfied that a limited number are required for native education. Mr. Vischer fears however that if ~~they~~ ^{these last} were to be designated "Education Officers, Class II," there would be a danger of "Class II" being expanded, at the expense of "Class I", in the interests of economy. The approved policy, he points out, lies in the opposite direction, i.e. the European elementary teachers should disappear as soon as trained native teachers are available. It has however been suggested that this objection might be met by giving the officers in question a special title, such as "European Assistant Masters for Native Education" instead of designating them "Education Officers, Class II."

(See No. 3)

The immediate question for decision is whether - assuming that we adopt the above suggestion - it is necessary or desirable to consult the Advisory Committee before sending a despatch to the Governor explaining and advocating the proposed reorganisation.

C. P. J. J.
1.3.32.

Sir P. Shuckburgh

I have no strong feeling for or against bringing this question before the Advisory Committee. But if it goes before

Present Policy: The education staff in British Tropical Africa is best stated in the following extracts:

(a) Command Paper 2374, Education Policy in British Tropical Africa, p.9. "A policy which aims at the improvement of the condition of the people must therefore be a primary concern of Government and one of the first charges on its revenue. But success in realising the ideals of education must depend largely on the outlook of those who control policy and on their capacity and enthusiasm. It is essential, therefore, that the status and conditions of service of the Education Department should be such as to attract the best available men, both British and African. By such men only can the policy contemplated in this memorandum be carried into effect. It is open to consideration whether a closer union between the administrative and educational branches of the service would not conduce to the success of the policy advocated."

(b) Memorandum printed for the Secretary of State for the Colonies by the Advisory Committee on Education Staff in British Tropical Africa, November 1925, p.2.

"It is essential, in order to attract to and retain in the Education Departments in Africa the most valuable type of officer, that the social status and official prestige of those serving in the Department should not be inferior to that of the Administrative service, and that the two branches of the service, Administration and Education, should be regarded as equally important and necessary."

In accordance with this policy the salaries paid to education officers have been brought generally

7

into line with salaries paid to administrative officers. The action taken by the Nigerian Government in appointing, I think, two masters of method on a different scale has been considered definitely an experiment and candidates were chosen for their particular knowledge and their particular duties, which were to teach method to native pupils as members of the staff composed of education officers recruited and paid in the usual way. As far as I know, the experiment has not proved entirely satisfactory.

The Kenya proposition is a new departure, in as much as it divides the service into two distinct categories: (a) Education officers of a salary from £400 - 720 p.a. There are 19 posts in this category, including 5 Inspectors and Headmasters who start at not less than £500 per annum. (b) Education officers at a salary from £246 to £300 and from £390 to £500. The introduction of the second category seems quite clearly to lie outside the policy referred to above and would result in introducing into our native education service a class of men entirely different from that we have aimed at getting and have obtained for the various territories.

For some time to come I agree that it will be necessary to use European officers for elementary teaching, but the whole idea of our education policy has been and still is to aim at training native teachers for this work, so as to limit the duties of the European staff to more advanced teaching, administration, inspecting and general control.

I believe it was the intention of the Director of Education in Kenya to bring the salaries for

be asked if they would apply him with suitable material for the February meeting of the Advisory Sch. Com.

Hamilton
18.1.32

I feel that it might be as well to discuss the question now if the views or recommendations of the A. Com. are wanted.

Hamilton
19.1.32

I understand Major Vischer considers that, in so far as an important question of policy is involved, this is a matter on which the Advisory Education Committee should properly be invited to offer their advice. I agree that the support of the Committee would be very useful, but I think that a great deal would depend on how the case was presented to them. If we are not careful, they might recommend that Class II for Native Education under the draft scheme should be wiped out altogether, in which case it is almost certain that Kenya would turn down the whole scheme as unacceptable. If there is any risk of this, it might be better not to bring the Committee in at this stage at all.

On the other hand, what we want the Committee to say is that they agree to a few special appointments in the Native Education, Class II (in accordance with the conclusion arrived at at the discussion with Mr. Moore and Mr. Scott on the 16th December, (No.3)), but,

but, further, to recommend that these special appointments must be strictly limited in number. If they were prepared to say that, then I think it might be very useful if we could quote their recommendation on this point in our despatch forwarding the draft scheme to the Governor

R.D. Hunt

El. 1. 32.

If as appears some change of policy is involved then it would be necessary to consult the Advisory Committee but I take it the reference would be confined to the question of principle involved in the proposed Class II cadre. The East Africa Department will of course do its share in supplying material but consultation with Mr. Vischer would certainly, and with Capt. Newbolt possibly, be necessary. I assume that before reference to the Committee the papers would go to Sir R. Hamilton and a memo. might now be drawn up which would serve the double purpose of consideration by higher authority and subsequently by the Committee, if approved.

W. Allen

27/1/32

Yes. Let us have a memo. as W. Allen suggests.

S.J.F.7
28.1.32

"native" education, unless we are explicitly told to the contrary.

I cannot help thinking that if it were possible to make a clear difference between "white" and "native" education in Kenya and between the staff required for each, we should be able to find a solution for most, at any rate, of our difficulties, and I suggest that this avenue should be carefully explored with Mr. Scott in the first instance.

Should it be found possible to arrange that a certain proportion of his staff should be recruited from amongst the type of master employed in elementary schools in this country, at a ^{comparatively} cheaper rate, Mr. Scott might be ready to ~~allow~~ us to a very considerable extent both as regards the type of man required for "native" education and as to the conditions under which he should serve.

Whether the Kenya Legislature would also agree is another matter; but the first step is to arrive at a good understanding with the head of its Education Department.

Mr. Scott will be at our disposal until the end of December. He is away for week-ends, but generally free in the week. This week is a bad one, but he will keep himself free on the 25th and 26th in case we want a meeting.

I had not met Mr. Scott before. He made a very good impression on me, and seemed an eminently sensible and capable person, though one who knows his own mind and has the courage of his opinion.

R. S. Furse

16.11131.

A general discussion with Mr. Scott took place on the 25th November. An agreed minute of this has been circulated, of which a copy is here attached, marked B.

On the 2nd December a draft scheme, based on the suggestions put forward by Mr. Jeffries, was drawn up by Major Furse & myself in consultation with Mr. Scott. Mr. Scott approved this scheme generally, as a possible re-arrangement of his staff, subject to any criticisms Mr. Moore might have to make. It is proposed that it should be discussed with Mr. Scott & Mr. Moore at a further general meeting on the 16th December. A copy of the draft scheme, which has been circulated, is here attached, marked C.

W. H. H. H.
7.12.31.

3. Minute of a meeting held at the C.O. on 16th Dec (at which Mr. Moore & Mr. Scott were present) - Circulated & approved.

4. To Mr. Scott }
5. To Mr. Moore } 2.1.32
(enclosing No. 3, on Mr. Tomlinson's instructions.)

I recently discussed 'X' in No 3 with Major Fische - is whether the question of policy in regard to the employment of "Certificated Teachers" in African Native schools should be referred to the Advisory Educ. Com; & if so, whether it should be done now, before sending the draft scheme out to Kenya, or at some later stage. If I understood him correctly, Major Fische was in favour of this being done now & suggested that, if Mr. Allan agreed, E.A. Dept might

4

By arrangement with Mr. Tomlinson I saw Mr. Scott on Friday evening (November 13th). My object was to try to make friends and to discover what was his real attitude with regard to (vii) in Captain Newbolt's Minute of 21/10.

I explained to Mr. Scott at the start that I wanted merely to explore the ground with him as a preliminary to official discussion later on, at which others would be present; and that anything I might say was not to be taken as in any way binding anyone else. He quite understood, and throughout the interview was very frank and friendly.

Mr. Scott talked rather at large and I did not try and tie him down to any very definite opinions or conclusions. I was however, strengthened in the opinion which I had tentatively formed before, to the effect that a large part of our difficulties with the Kenya Education Department are based on misunderstandings which are really due to the lack of a ~~sharp~~ clear division between "white" and "native" education in the Colony. By comparison with other Colonies a large proportion of the staff are employed on the more or less elementary education of white children; but, except in special cases, it is not always clear whether a candidate is required for white or for native work or whether ^{it matters in writing} any given paragraph in a despatch or memorandum from Kenya the writer ~~may have~~ ^{had} white or native work in his mind. I fancy that in a number of cases where we have been puzzled by Mr. Scott's views on recruitment, he has mainly been thinking in terms of "white" education; whereas we, as is natural from our experience in dealing with other Colonies, normally have got in our minds the man required for "native"

2 After Martin Conf. 112 21 August
Incloses copy memorandum showing new scales
of salary which it is proposed should apply to
officers of teaching staff, and draws attention
to three points which differ from proposals
approved by S.P.S. Has approved introduction of
revised scales as from 1st January 1931.

See note on leaf
123 on 16/11/30

Mr. Mayhew

Have you any further comments, in
the light of No. 2?

W. Martin
10/9/31

Should we go first to Appointments? I would
prefer to know that view before commencing.

W. Martin
11/9

After speaking with Mr. Mayhew
I kept this till Mr. Tomlinson Major have
returned from leave.
It will be very desirable to take the opportunity of Mr. Holt's
presence in London to clear up in discussion with
him all the differences & misunderstandings over
this "long outstanding question" & I suggest a
preliminary discussion in the near future between
EA Dept. ^{Personnel Division} ~~App. Dept.~~ & Mr. Mayhew to clear
the ground — especially as Mr. Mayhew may not
be here for the discussion with Mr. Holt.
Mr. Tomlinson may also wish to take part.

W. Martin
2.10.31

W. Martin
6/10

24 I should be glad to discuss — and attach to the file
up another minute — or 2 in the file — which should
be read in continuation of my minute 2-9-31 above
1 in the file.

W. Martin 8/10
W. Martin 9/10
W. Martin 12/10

~~W. Martin~~
Right. (I wd. like to see these papers
again before the discussion)
S.J. 77 at once
13.10.31

2B ^{W. Tomlinson}
It has been agreed to discuss at 3 pm, on Oct. 20th
(in your room), I shall see notes for discussion.
W. Martin
17.10.31

2E I take a note, entitled A, of yesterday's discussion.
(see page 6 on it) *W. Martin*
21.10.31

See ad 22/x
I have written
to Moore
I do not think like
"avoid" in 5
& all right in (11)
W. Martin
21.10.31

W. Martin
23.10.31

Personally — and I thought it was the sense of the matter —
I would like to add to it: "The starting point of discussion
should be para 4 of S.P.S. Dispatch 3 on 16.11.27" with a view
to asking Mr. Holt to admit the "note" emphasized in the
middle of that para, and if he admits my formula can
be devised to remove it.

W. Martin
25.10

I agree with the amendments suggested
by Messrs Allen & Mayhew.
S.J. 77 at once
29.10.31

2 Mr. Martin Conf. 112 _____ 21st August
Enclose copy memorandum showing new scales
of salary which it is proposed should apply to
officers of teaching staff and draws attention
to three points which differ from proposals
approved by P. J. P. Has approved introduction of
revised scales as from 1st January 1931.

See note on desk
of 30. 16/11/30

Mr. Mayhew

Have you any further comments, in
the light of N^o. 2?

R. Martin
10/9/30

Might this go first to ~~Appointments~~? I would
prefer to know that view before commenting.

Mr. Mayhew
11/9

R. Martin
12

After speaking with Mr. Mayhew

I kept this till Mr. Touchisson, a Major French
returned from leave.

It will be very desirable to take the opportunity of Mr. Holt's
presence in London to clear up in discussion with
him all the differences & misunderstandings over
this "long out-standing question", & I suggest a
preliminary discussion in the near future between
E.A. Dept. ^{Personnel Division} ~~App. Dept.~~ & Mr. Mayhew, to clear
the ground — especially as Mr. Mayhew may not
be here for the discussion with Mr. Holt.
Mr. Touchisson may also wish to take part.

I am not sure when
Mr. Holt arrives.
15th November
R.M.

R. Martin
2.10.30

W. G. C. 6/10
R. Martin 6/10

2A

I should be glad to discuss — and attach to the file
yet another minute — or 2 in the file — which should
be read in continuation of my minute 2-9-31 above
1 in the file.

R. Martin 8/10
Admin 9/10 J. W. Allen 12/10

Arthur D. [unclear]

Trans. copy of letter received from the Director of Education regarding memo enclosed in Boaf H. deep of 25th April. Reserves comment pending discussion of the memo by Mr Scott in England but proposes to adopt title of "Education Officer" in place of "Teacher"

have done
with file
1. 20/1/31

border. some necessary on (8) on 16/11/30 in view of the memorandum which was sent later and which is the subject of the present despatch.

The designation Education Officer instead of Teacher was suggested to Mr. Moore in (8) on 16/11/30.

to do with but Mr. Mayles - Major Preece to see.

St. Johnstone 1978

PA [Signature]

Mr. Freston.

1A

As it is improbable that I shall be in England when these papers are discussed with Mr. Scott in November, I attach to the file a minute on Mr. Scott's note of 1.6.31. below. I think that Mr. Tomlinson and Major Preece would probably like to see my minute before the discussion with Mr. Scott takes place.

PA [Signature]

2.9.31.