

1933.

Kenya.

CLOSED
UNTIL

No. 3296.

C.O. 533/439

SUBJECT



C O 533/439

Re-grouping of Districts into Provinces &

re-organisation of staff of the Administrative Dept.

Previous

17365/31.

Subsequent

38016/35.

Revision of records 5.461
24 APR 1933
Mr Condon H.342

Publicity proposal for... of District... Provincial... recognition... consequences... of Province.

There are the OAG's proposals to effect the economies recommended by the Expenditure Advisory Committee in paragraph 173 of their Report.

x
100

I annex a list of Provinces & Districts as scheduled in the Proclamation 158 of the 1st October, 1919, showing (a) modifications which have taken place since that date, & (b) the new proposals.

It will be seen that instead of 9 Provinces as at present, there will be 4 Provinces & 3 extra.

Provincial districts:-

- Nyanza Province
- East Valley
- Central
- Coast

Northern Frontier	} Extra-Provincial Districts.
Turkana	
Wassai	

Five Provincial Commissioners (2nd Class) will be redundant, but in their place, the OAG proposes that there shall be five Senior District Commissioners, that is, five district officers with a salary of £1200.

The appointment to Senior District Commissioner will be to a grade not to a post.

a table is annexed showing

The financial effect of the Economic
Advisory Committee's proposals &
Choice of the O.A.S.

I submit these notes with
a view to discussion.

C.A. G. 1992/10
19/10

There seems to be little to criticize in
the first part of this despatch (para. 1-15)
which concerns the geographical regrouping
of Districts into Provinces & extra-Provincial
Districts. The proposed rearrangement has
the blessing of all the people who matter,
including the C.M.C. (para. 11), and was
endorsed by the Exp. Advisory Cttee (Chapter V).

[It is interesting to note that the E.A.S.
put forward the scheme as their own, & will
no doubt claim all the credit for its adoption,
whereas in fact they merely adopted a scheme
presented to them cut-&-dried by G.P.O.]

In the latter half of the despatch, Mr.
Norse deals with the consequential changes in
staff. It will be seen that, in effect, the
change proposed is one of designation only,
for the five P.C.'s abolished (drawing £1200
each) are to be substituted five Senior D.C.'s,
(drawing £1200 each) - though it is not necessary

intended that one of these should necessarily be
stationed in each Province (para. 15)

The question of what direct economies
will be effected therefore turns upon the
extent to which the Kenya Govt proposes
to appoint new cadets to fill the
vacancies in the administrative cadre
caused by the appointment of five
D.C.'s - £900 to be Senior D.C.'s
& £1200. The inference to be
drawn from the table on page 10
that no such replacement will be
made. The actual savings, therefore,
(ignoring the question of allowances, as
regards which the table is not entirely
clear) will be $5 \times £400 = £2000$.

But the Acting Governor shows
very good reason for maintaining
a reasonable proportion of more highly
paid posts; and, if he can satisfy
his Leg. Co., S.G.P. need not
object.

(It may be remembered that in
Uganda it is now contemplated that
the posts of P.C. 2nd grade at £1200

3552/3
Uganda)

should be allowed to disappear; and that
the part of Deputy P.C. (on £1000) should
hereafter be designated Senior D.O.

? Telegraph offering the issue
of a Proclamation (para. 13th) and
the proposed staff changes (extension
rights ~~being~~ of course, present),
and follow ^{up} by continuing
despatch, saying that Staff will be
given to review in due course,
Lynn's views on paras. 131-2
and 177 ~~of the Exp. Adv.~~
C'ty. Report

P. J. [unclear]
12/9.

This despatch falls into two parts, the one
relating to the Provinces the other to staff.

The changes regarding the Provinces are clearly
set out in paras 1-13 and there seems to
be no good reason to object. There are now
9 Provinces (The papers oddly enough do not show
when the Nairn & Rift Valley were telescoped)
and it is proposed to reduce it to four
Provinces and three "extra-Provincial Districts"

Not so long ago there were seven Provinces
and a group of extra Provincial Districts (Uasin Gishu
Laisipia, Nairn, Naikeni, and Trans Zoia) which
were contiguous and formed a sort of block, since
put into the Nzoia, Rift & Nairn Provinces.
There was then one large Northern Frontier Province

covering the present Turkana & Northern Frontier Provinces

The division into ten Provinces came 1929 4

The amalgamations seem reasonable and are supported
by local opinion, but the reason for changing the
title of Province for the Turkana Northern Frontier, and
Maoi areas is not very convincing. It is (see para 9)
that these areas don't require an officer of the status
of Provincial Commissioners and can be administered
by District Commissioners of proved ability
and experience.

x actually there as
at Walker is
revised

see para 174

This brings in the staff. At present there are
~~44~~ ³⁹ Provincial Commissioners on £1350 and five
on £1250. The expenditure, however, for the
suggested four Provinces is ~~only~~
definitely ~~not~~ ^{not} ~~involving~~
^{apparently} does not involve any other post above
the long grade. Mr. Lynn's purpose is have four
P.C.'s on £1350 and will the ~~same~~
of the smaller ~~posts~~ ~~the~~ ~~full~~ ~~provision~~
for this. The purpose is have four
District Commissioners on £1200 ~~replacing~~
Senior posts in all above the long scale ~~staff~~
is not too much for help and is well

The change in the really one or same ~~one~~
involves ~~substantial~~ ~~cost~~ ~~in~~ ~~£1250~~
no alteration in expenditure since the present four
P.C.'s on £1200 will be ~~replaced~~
Senior District Commissioners will be replaced
by such on vacancies.

To have a senior will only 4 or 6 outside
the long grade to 110 on the long grade would not
give any reasonable chance. Mr. Hornum suggests
this in para 14 with which I agree. In his
scheme there will be 9 super scale posts to
105 long scale posts or 1 to 11.6 which is
better than the existing 9 to 113 but not much.

It will be seen that Kenya proposes that
all these posts are to be filled by selection only.

and that "Senior District Commissioner" is to be a grade not a post. This is clearly advisable, and should be endorsed.

There is one possible source of difficulty.

It is apparently proposed (it is not quite clear) that the four P.C.s shall have the four Provinces. Now a situation might arise where a Senior D.C. senior, say, in the Nyasai became eligible for promotion to P.C. and yet it is considered that his special aptitude involves keeping him in the Nyasai district. Is he to be made a P.C. and left there and a Senior D.C. put in to one of the Provinces? If so, is that Senior D.C. to draw acting allowance (see para 15(i)) or not?

This point might also be taken in the dispatch.

We can agree to the proposals to give an allowance to a long grade officer who happens to be in charge of the Northern Frontier, Turkana, or Nyasai districts and to giving special allowances to the D.C.s at Nairobi and Mombasa though I am doubtful about that. The reason for the all is the extra expense and if a long grade officer is posted to those places he will not take it.

There may be difficulty when the unofficers realize that there is little cash saving shown by these proposals but I do not think that, in fairness to the Service, the S.O.s. should demand to them on that ground. There will be some saving anyhow.

? As proposed

V.S.G. Hand

11.9.33.

I would only add

(1) As regards A there was recent conv. with T.T. on a similar point which

5026/33 T.T.

No. 2 etc.

might ^{be} ~~be~~ worth looking up at the drafting stage.

(2) The general designation of the Administrative Staff in Kenya (and a good many other places) is "District Officer". It would seem preferable to call the new super-scale men "Senior District Officer"?

I don't think it would do. The term "District Officer" was the last time all "Commissioners" of these men will be very near Provincial Commissioners. So I would be wrong.

C.J. Jeffries
12/9/33

(Kenya has got "District Commissioners" i.e. the D.O. who is in charge of a District & deputes to in the law between the D.C. & the D.O.)

I kept this blotch up the T.T. point - Ap. visited in Oday. They are inconclusive, as the points of principle which is supported for the Govt. can be overridden by personal considerations.

They will be fighting on with the estimates & we had better keep up the pressure. Then Ap. a dispatch for conv. followed to include being back for

for the E.O.A.C.'s view on this stage.

[I said that that the idea of
best rates on for business
dates is a promise for us the
long run]

W.C.B.

22.9.33

To Gov Kenya Tel No 205.

26.9.33

Sir C. B. Scott

Lord Scott asked me about this
and - as he is on Ex. Co. and could see the desps -
I told him. He said the unopponents will be very
wroth that there is no real economy. I pointed
out that there would be some in the reduced
number of personnel & that some promotion
had to be available for the staff (he seemed to
think not.)

I should like to get an open despatch
about this which can be published - but there is
so much reference to other desps. in the corr
especially Mr. Myers' desps. that it seems difficult

J. G. Hand

10.10.

Mr. Tomlinson

Sir S. Wilson.

The only point, I think, is whether the
decision, in the letter which I proposed, that
four super scale posts in a colony like
Kenya is anything like adequate can be
allowed to stand. There are say 120 men
on the long scale, and I feel that there
can be no doubt.

W.C.B. 11.10.33

I entirely agree as to the
importance of ~~the~~ maintaining
a reasonable ratio between
super-scale & long-scale posts.

Nine super-scale posts for Kenya
is far from being excessive

S.J.77

11.10.33

Sec of State

As to decision (assuming you
concur) to retain 9 super-scale
posts will not be popular with
the elected members. I think you
should see the proposed despatch

B.H.L.

13.10.33

I agree with the
proposals 17/10

To Kenya Govt (1 Annual) memo

18 OCT 1933

4. Govt. Notice NO 533 of 1933.

? P.W. 3
M. Davis 6/12

Director
6

5. Extract from Secretariat Circular No 11 of 5 Oct. 33

? put by J. J. ...
22/11/33

Director
not

6 To Capt. Bowen

(w/c to and of map. in orig
of Report Report)

Cons. No 9/11/34

4. Capt. Bowen (s.o)

11th Jan. 34.

Ack. No 6 returns copy of despatch & map & states
information given is not quite detailed enough for the
correction of map being reproduced & Kenya Survey Dept.
has been asked to supply a map indicating said adjustments.

Put by J. J. ...
1/2/34 as acc

Repl. to ...
30/1/34. ...
file

8. Proclamation No 109 of 1933.

For reply to No 8 has yet been received

Wait a month

Noted
22.2.34
Reg. 297

Director 23/1/34

no reply to No 8 received

orig. R 297
22/1/34

Wait a little more

Noted
M. Davis 2/2/34

Received. vide minute above

Wait 1 month
C. J. ...
2/2/34

22.2.34
Reg. 297.

Received. vide minute above.

22.2.34
Reg. 297.

? Continue to wait

C. J. ...
2/2/34

Possibly Sir George Tomlinson may have had some
local discussion of the points in para 4 & 5 of

N^o. 3. In any case, I would not press
for an answer.

S. J. D. D.
25/4

Sir G. Tomlinson

I don't suppose they bothered you over N^o. 3?
Anyhow we can wait for a reply till we get it.

J. P. W. 2002
25

No. The points in para. 4 & 5
were not mentioned. But I had
some general conversation with
him to see about the importance
of maintaining a proper ratio
between Super-scale & long scale
posts. He thought there might be
trouble in Leg. Co. about the Senior
S.C.'s posts, i.e. their elected members
was to be the creation of these
posts neutralized the saving effect
(the reduction ^{in the number of} of provinces. But
of course the reduction does affect
savings in other provinces.

I hope that we can wait.

S. J. D. D. atms
25.5.36

88

PROCLAMATION NO. 109

COLONY AND PROTECTORATE OF KENYA.



THE KENYA COLONY AND PROTECTORATE
(BOUNDARIES) ORDER IN COUNCIL, 1921.

PROCLAMATION.

J. BYRNE.



BY His Excellency Sir Joseph Aloysius Byrne, Knight Commander of the Most Distinguished Order of Saint Michael and Saint George, Knight Commander of the Most Excellent Order of the British Empire, Companion of the Most Honourable Order of the Bath, having the honorary rank of Brigadier-General in His Majesty's Army, Governor and Commander-in-Chief of the Colony and Protectorate of Kenya.

IN EXERCISE of the powers conferred upon me by Article 3 (i) of the Kenya Colony and Protectorate (Boundaries) Order in Council, 1921, and all other powers thereunto enabling me, I, with the approval of the Secretary of State for the Colonies, do hereby declare that the Colony and Protectorate shall be divided with effect from the first day of January, 1934, into four Provinces, comprising thirty districts, and three Extra-Provincial Districts, the names of which said Provinces and Districts are contained in the Schedule hereto.

And I do hereby declare that Proclamation No. 158 of the first day of October, 1929, is hereby revoked, and that Proclamation No. 54 of the twenty-fifth day of February, 1924,

PROCLAMATION NO. 108

COLONY AND PROTECTORATE OF KENYA.



THE ENTERTAINMENTS TAX ORDINANCE, 1931.
PROCLAMATION.

J. BYRNE.



BY His Excellency Sir Joseph Aloysius Byrne, Knight Commander of the Most Distinguished Order of Saint Michael and Saint George, Knight Commander of the Most Excellent Order of the British Empire, Companion of the Most Honourable Order of the Bath, having the honorary rank of Brigadier-General in His Majesty's Army, Governor and Commander-in-Chief of the Colony and Protectorate of Kenya.

IN EXERCISE of the powers conferred upon me by section 10 of the Entertainments Tax Ordinance, 1931, I do hereby, by this Proclamation, with the approval of the Legislative Council, declare that the Entertainments Tax Ordinance, 1931 shall remain in force until the 31st day of December, 1934.

GOD SAVE THE KING.

Given under my hand and the Public Seal of the Colony at Nairobi this 20th day of December, 1933.

By Command of His Excellency the Governor.

C. W. HAYES-SADLER,
for Colonial Secretary.

Approved by resolution of the Legislative Council this 20th day of December, 1933.

H. E. BADER,
Clerk to the Legislative Council.

appearing at page 4 of the Revised Subsidiary Legislation as amended by the Subsidiary Legislation (Operation) Regulations, 1928, is amended accordingly.

GOD SAVE THE KING.

Given under my hand and the Public Seal of the Colony at Nairobi this 22nd day of December, 1933.

By Command of His Excellency the Governor.

H. M. MOORE,
Colonial Secretary.

SCHEDULE.

DISTRICTS.

1. The Nairobi Province, comprising the districts of—

- Nairobi
- North Kavirondo
- South Kavirondo
- Central Kavirondo
- Kisumu
- London
- Meru

2. The East Africa Protectorate, comprising the districts of—

- Nakuru
- Rai
- Portuguese
- East Gushu
- Trans Nyeri
- Nandi
- Elgeyo
- Marakwet
- Naivasha
- Uasin

3. The Central Provinces, comprising the districts of—

- Nairobi
- Kiambu
- Fort Hall
- South Nyeri
- North Nyeri
- Embu
- Meru
- Machakos
- Kitui

4. The Coast Province, comprising the districts of:-
 Mombasa
 Teita.
 Digo.
 Kifi.
 Tana River.
 Lamu.

EXTRA-PROVINCIAL DISTRICTS.

1. The Masai District, comprising the area contained within the boundaries of the Masai Province as defined in the Schedule to Proclamation No. 54 of the 25th February, 1924.
2. The Northern Frontier District, comprising the area contained within the boundaries of the Northern Frontier Province as defined in the Schedule to Proclamation No. 54 of the 25th February, 1924.
3. The Turkana District, comprising the districts of
 Turkana.
 West Suk.

PROCLAMATION NO. 110

COLONY AND PROTECTORATE OF KENYA



THE LEVY ON OFFICIAL SALARIES ORDINANCE

1931

PROCLAMATION.

J. BYRNE.

L. S.

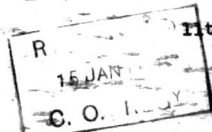
BY His Excellency Sir Joseph Aloysius Byrne,
 Knight Commander of the Most Distinguished
 Order of Saint Michael and Saint George,
 Knight Commander of the Most Excellent
 Order of the British Empire, Companion of the
 Most Honourable Order of the Bath, having
 the honorary rank of Brigadier-General in His
 Majesty's Army, Governor and Commander-in-
 Chief of the Colony and Protectorate of Kenya.

Please reply to:
 Officer in charge.

Ref. No. M.I.4/E/26.

GEOGRAPHICAL SECTION,
 GENERAL STAFF,
 THE WAR OFFICE,
 WHITEHALL, S.W. 1.

11th January, 1934.



Dear MacPherson,

Thanks very much for your letter of 9th January, 1934, with enclosures relating to the re-organisation of administrative boundaries in Kenya. I have made extracts from the Kenya despatch which is enclosed together with the map.

The information given is not quite detailed enough to allow us to correct the boundaries on the map now being reproduced so I have written to the Kenya Survey Department asking them to send us a copy of the 1:2-million map indicating the new adjustments. This will probably save a little time and is certain to save you the trouble of referring to Kenya as you so kindly offered.

Yours sincerely,

W. S. L. L. L.

J. MacPherson Esq.,
 Colonial Office,
 (E. African Dept.),
 S.W. 1.

3296/33 k.

C.O.

Mr. ~~Wainwright~~ p. 8/1

Mr.

Mr.

Mr. Parkinson.

Mr. Tomlinson.

Sir C. Bottomley.

Sir J. Shuckburgh.

Permt. U.S. of S.

Parly. U.S. of S.

Secretary of State.

9 JAN 1954

C.D.
R 8 JAN
D 9

Sp to my signature.

Award. 4 Nov

Dear Capt. Cowan

With ref. to your

Telephone inquiry to me of
the 8th of January,

I send herewith a copy of
my despatch of 26/8/33

in which the ^{replies} proposals
for a pumping provision etc.

were set out. The original
It is our only copy & we shall be glad to loan
it to you as soon as possible
map is also enclosed.

It does not of course show
the new pumping but it
helps to make the despatch
clear

DRAFT.

Capt. Cowan

M.I. 4

War Office

(1)

FURTHER ACTION.

Enclosure E(1)
(2 enclosed)

I do not know whether you
will be able to ^{abstract} ~~find~~ this information
you require. If not we can refer
to Kenya.

The proposals were ~~attached~~
~~in~~ ⁱⁿ 'in toto'.

I also enclose ^{a copy of} the regulations

~~for~~ for the W.A.F.F. for which
you asked.

Yours sincerely,

(Sd/-) J. A. Thompson

C. A. Dept.

5
1

Extract from Secretariat Circular No. 11 of 5th October 33.

B.—PROVINCIAL REORGANIZATION.

(See Report of the Expenditure Advisory Committee, para. 86, and
in Chapter V.)

1. Provinces.

Instead of nine Provinces, there will be four Provinces and three Extra Provincial Districts, viz:—

The Nyanza Province—as at present.

The Central Province—a combination of the present Kikuyu and Ukamba Provinces, together with a small portion of the Laikipia District which is being removed from the Rift Valley Province.

The Rift Valley Province—a combination of the present Rift Valley and Nzoia Provinces, and subject to the adjustment above.

The Coast Province—as at present.

The Northern Frontier District—as at present.

The Turkana District—as at present.

The Masai District—as at present.

The necessary proclamation is in preparation, and any instructions will be issued later.

2. Provincial Staff.

As from the 1st January, 1934:—

(a) Provision will be made for four posts of Provincial Commissioner at a salary of £1,350 per annum. Promotion to these posts will be purely by selection. An allowance in accordance with Regulations will be drawn by officers acting in these posts.

(b) Provision will also be made for five Senior District Commissioners at a salary of £1,200 per annum. Promotion to this grade will also be purely by selection, and because these officers will form a grade no acting allowance will be payable in their absence. The Senior District Commissioners will be posted to any district considered desirable. The appointment is not to be considered that of a Deputy Provincial Commissioner.

3. Officers in Charge of Extra-Provincial Districts.

As from the 1st January, 1934:—

When a Senior District Commissioner is not posted in charge of the Northern Frontier, Turkana and Masai Areas, the following allowances will be paid to the officers in charge of those areas:—

Northern Frontier District	£200 per annum.
Turkana District	£150 per annum.
Masai District	£100 per annum.

4. District Commissioners, Nairobi and Mombasa.

From the 1st January, 1934, the special allowances attached to the posts of District Commissioner, Nairobi, and District Commissioner, Mombasa, will be discontinued.

14

GOVERNMENT NOTICE NO. 533

NOTICE.

IT is notified for information that the Districts of North and South Turkana have now been combined as one district and will be administered by the District Commissioner, Turkana, with headquarters at Lodwar, Turkana.

Kaputir, the headquarters of the former South Turkana District, has been closed and all correspondence should now be addressed to the District Commissioner, Lodwar.

C. O.

3296/33 Kenya

10/16 3

- Mr. Davies 9/x
- Mr. Trevelyan 9
- Mr. Hood 10
- Mr. Parkinson.
- Mr. Tomlinson.

By air mail

28 October 1933
 C.R.
 R 18 OCT
 D 18

X Sir C. Bottomley 11-10 Please see memo 2

Mr. J. Smurrough
 Mr. Tomlinson
 Perm. U.S. of S.
 Para. U.S. of S.
 15.10.33

X Secretary of State

Sir,

DRAFT

I have etc. to acknowledge the receipt of your confidential despatch No. 118 of the 26th of August, and to confirm my confidential telegram No. 205 of the 26th of September, in which I intimated that ~~my~~ ^{concord my} ~~agreement~~ ^{agreement} will ~~be~~ ^{be} ~~in~~ ⁱⁿ ~~accord~~ ^{accord} with your proposals for the re-organisation of the Provinces and approved ~~of~~ the issue of a Proclamation to put them into effect.

KENYA
Confidential
O.A.G.

I also expressed my concurrence in the suggested staff changes, subject to the preservation of existing rights being preserved.

2. I do not wish to comment upon the territorial re-organisation of the Provinces.

FURTHER ACTION.

It is which has been the result of careful consideration & the opinion

which, I note, is supported by the C. N. Water Commission staff

with a longhand

staff changes, the present position is that there are ^{four} Provincial Commissioners at a salary of £1350 and ^{five} at a salary of £1200. The Expenditure Advisory Committee ^{recommended} suggested that that there should be ^{four} Provincial Commissioners only, and it is clear from para. 174 of their report that they did not envisage any other posts above the long grade. Your proposal, however, is that there should be ^{four} Provincial Commissioners at a salary of £1350, and taking into account the ^{in-cases} enclosed size of the areas under their control, I consider that there is full justification for this. ^{make} You also ~~suggest that there should be five~~ proposed to ~~have 5~~ Senior District Commissioners drawing £1200 a year, making ^{five} senior posts in all above the long grade. The change will ^{thus} therefore be in reality one in name only

C. O.

- Mr.
- Mr.
- Mr.
- Mr. Parkinson.
- Mr. Tomlinson.
- Sir C. Bottomley.
- Sir J. Shuckburgh.
- Perms. U.S. of S.
- Parly. U.S. of S.
- Secretary of State.

DRAFT

FURTHER ACTION.

only, and will involve no alteration in expenditure since the present ^{five} Provincial Commissioners drawing £1200 will presumably become Senior District Commissioners, or will be replaced by such upon the occurrence of vacancies. I have approved your proposals, ^{however} ~~however~~ ^{because} since I entirely agree with the views which you expressed in para. 14 of your despatch that a proportion of only ^{four} posts above the long grade to 110 on that long grade would be quite inadequate.

3. I observe that you ^{contemplate} ~~propose~~ that the ^{five} super-scale posts should be filled by selection only and that the title "Senior District Commissioner" will indicate a grade, not a post; and I am in complete agreement with you upon this point.

4. I understand that your intention is that the ^{four} Provincial Commissioners

Commissioners should be in charge
of the ^{four} Provinces (Nyanza, Rift
Valley, Central and Coast Provinces).

If I am correct in this supposition,

it appears to me that a situation

might ^{occur} arise where a Senior District

Commissioner serving in an extra-

Provincial District, ^{and so} say the Masai,

becomes eligible for promotion to

be Provincial Commissioner, but ^{where}

yet it is considered that his special

aptitude ^(renders it desirable to keep) involves keeping him in the

^{return him in the} Masai district. In such circumstances

the question would arise whether he

ought not to be made a Provincial

Commissioner and left in the Masai

district, a Senior District Commr.

being placed in charge of one of the

Provinces proper. The further

question would arise whether that

Senior District Commissioner should

draw an acting allowance (compare, in

this connection, your remarks on

acting

C. O.

Mr.

Mr.

Mr.

Mr. Parkinson.

Mr. Tomlinson.

Sir C. Bottomley.

Sir J. Shuckburgh.

Perm. U.S. of S.

Parly. U.S. of S.

Secretary of State.

DRAFT.

FURTHER ACTION.

acting allowances in para. 15 of your
despatch under acknowledgement).

I shall be glad to learn your views
upon this point ^{as per of the matter}
^{S. Family, I observe that}

In para. 132 of their report
the Expenditure Advisory Committee
discuss the delegation of powers to
Provincial Commissioners, and in

paras. 177 to 182 they deal with the
distribution of the Provincial

Administrative staff. I would take
this opportunity to request that I

may be furnished in due course with
your observations upon these

recommendations in these matters.

I have etc.

(Sgd.) P. CUNLIFFE-LISTER.

2

3296135 Re

26 SEP 1947

R 23 SEP 1947

Cost 226.93
3.35

Mr. Davis 22/9
Mr. Truman 25/9

- Mr. Parkinson.
- Mr. Tomlinson.
- Mr. C. Bottomley.
- Mr. J. Shuckburgh.
- Parlt. U.S. of S.
- Parly. U.S. of S.
- Secretary of State.

NO 205

Conf. your letter No 112
of the 26th of Aug 1947
Re: ~~Proposed Reorganization~~

DRAFT.

val word hand
code

by
M:ds

~~205~~

to approve one of
Proclamation as suggested
and agree to proposed staff
changes subject to existing
rights being preserved
Despatch follows ~~SECRET~~

Revis

10

Provinces scheduled in Proclamation No. 158 of 1.10.29.	Modifications since 1.10.29.	Present Proposals.
1. The Nyanza Province, comprising the Districts of:- North Kavirondo South Kavirondo Central Kavirondo Kisumu-Londiani Kericho.		To remain as it is.
2. The Nzoia Province, comprising the Districts of:- Masin Gishu Trans-Nzoia Nandi Marakwet Sigeyo.	Marakwet and Sigeyo Districts have been combined.	Proposed to combine the Rift Valley and the Nzoia Provinces.
3. The Turkana Province, comprising the Districts of:- Turkana West Suk.		To be an extra-Provincial District under a senior District Commissioner.
4. The Rift Valley Province, comprising the Districts of:- Nakuru Ravine Baringo.	Naivasha Province has been amalgamated with the Rift Valley Province. Ravine District ceased to be a separate District.	Proposed to combine Rift Valley with Nzoia Provinces.
5. The Naivasha Province, comprising the Districts of:- Naivasha Laikipia.		
6. The Masai Province.		To be an extra-Provincial District under a Senior District Commissioner.
7. The Kikuyu Province, comprising the Districts of:- Nairobi Kiambu Fort Hall South Nyeri North Nyeri Embu Meru.	Nairobi District includes the settled areas of Nairobi, Kiambu and Fort Hall and part of the Machokos and Kitui Districts.	Proposed to amalgamate Ukamba and Kikuyu Provinces.
8. The Ukamba Province, comprising the Districts of:- Machakos	Taita transferred to Coast Province.	

9. The Coast Province,
comprising the Districts
of :-

Mombasa
Digo
Kilifi
Tana River
Lamu.

Northern half of Tana
River is administered
as though it were in
Northern Frontier
Province.

To remain as it
is.

10. The Northern Frontier
Province.

To be an extra-
Provincial
District under a
Senior District
Commissioner.

Expenditure Advisory Committee. Proposals (p.121 of Report).	Reduc- tion £	In- crease. £	Present proposals	Reduc- tion £	In- crease £
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Reduction of 5th
End grade P.C.O.
at £1,200

6,000

Reduction
of 5th End
grade P.C.O. 6,000

Allowance to O/C.
N.F. District

200

Increase of
salaries of
5 District
Officers by

Allowance to O/C.
Turkana District

150

£280 each
(from £930
to £1,200)

1,400

Allowance to O/C.
Massi District

100

Reduction of
Duty Allow-
ance of £50
each to P.C.O.
Mirobi and
Kombani

160

£6,000

450

£6,160 1,400

NET REDUCTION:

£5,550

£4,720

AIR MAIL

KENYA

No. 118



GOVERNMENT HOUSE
NAIROBI
KENYA

CONFIDENTIAL.

RECEIVED
O. O. REGY

26th August, 1935.

Sir,

I have the honour to refer to Mr. Amery's Confidential Despatch of the 15th March, 1929, on the subject of Provincial Reorganisation, in paragraph 6 of which he approved of the issue under the Kenya Colony and Protectorate (Boundaries) Order in Council, 1921, of a Proclamation declaring the new administrative boundaries as shown on the map which accompanied Sir Edward Grigg's Confidential Despatch No. 129 of the 30th November, 1928. The reorganisation thus approved involved the division of the Colony and Protectorate into eleven Provinces. On reconsideration, however, Sir Edward Grigg modified his proposals to the extent of reducing the number of Provinces to ten and this modification was approved by Lord Passfield in his Confidential telegram of the 30th July of that year.

2. In accordance with the scheme thus modified Proclamation No. 158 of the 1st October, 1929, issued by which the Colony and Protectorate was divided into ten Provinces comprising 52 Districts as follows :-

1. The Nyansa Province, comprising the Districts of :-
 North Kavirondo.
 South Kavirondo.
 Central Kavirondo.
 Kiambu-Lendiani.
 Kericho.

THE RIGHT HONOURABLE

MAJOR SIR PHILIP OUNLIFF-LISTER, P.C., G.B.E., M.C., M.P.,
SECRETARY OF STATE FOR THE COLONIES,
DOWNING STREET
LONDON, S. W. 1.

No 2
15504/29

No 1
15504/24
(3)

No 15504/24

*Ans'd. Tel (3)
copy to Amery & my
to Capt. Amery (100) (6)*

2. The Nzoia Province, comprising the Districts of :-
Uasin Gishu.
Trans-Nzoia.
Nandi.
Marakwet.
Elgeyo.
3. The Turkana Province, comprising the Districts of :-
Turkana.
West Suk.
4. The Rift Valley Province, comprising the Districts of :-
Nakuru.
Ravine.
Baringo.
5. The Naivasha Province, comprising the Districts of :-
Naivasha.
Laikipia.
6. The Masai Province.
7. The Kikuyu Province, comprising the Districts of :-
Nairobi.
Kiambu.
Fort Hall.
South Nyeri.
North Nyeri.
Meru.
8. The Ukamba Province, comprising the Districts of :-
Machakos.
Kitui.
Teita.
9. The Coast Province, comprising the Districts of :-
Mombasa.
Digo.
Kiifi.
Tana River.
Lamu.
10. The Northern Frontier Province.

5. Since that date further modifications have been made as follows :-

- (a) The Naivasha Province has been amalgamated with the Rift Valley Province.
- (b) Teita District has been transferred from the Ukamba Province to the Coast Province (vide Lord Passfield's telegram No. 279 of the 18th November, 1930.)
- (c) Marakwet and Elgeyo Districts have been combined. (vide Mr. Thomas' Confidential (2) Despatch of the

No 2
16354/30

4. In addition to the above proclaimed alterations, the following arrangements have been adopted as administrative expedients pending the completion of district boundary descriptions - these expedients affect for practical purposes the administration of certain districts as shown on the map referred to in paragraph 1 supra and are as follows :-

The Nairobi District is taken as the area of the Nairobi District Council, that is to say, it includes the settled areas of the Nairobi, Kiambu and Fort Hall Districts and a part of the Machakos the Donyo Sabuk area) and Kitui (the Yatta Plains) Districts.

The northern half of the Tana River District as shown on the map is administered as though it were in the Northern Frontier Province.

Ravine District has recently ceased to be regarded as a separate District and is administered from Nakuru.

Minor adjustments affecting a few farms only have been made in the Uasin Gishu-Mandi Districts.

5. The practical position is therefore that there are now nine Provinces comprising 30 Districts as shown on the map at Appendix I.

6. For some time it has been realised that Akamba, which now consists of two districts only, does not justify its existence as a separate Province, and from time to time proposals have been mooted for its amalgamation with Masai or Kikuyu. There are arguments for either course, but the balance of informed opinion is in favour of amalgamation with Kikuyu and with this I am in agreement. The Akamba and the Kikuyu are all Bantu peoples with similar customs and culture and not very dissimilar languages and the united provinces will make a reasonably homogeneous unit. The combined population will be large, but not greatly in excess of

that of the Nyanza Province. The area is considerable but not so great as to render it unwieldy particularly in view of the fact that all parts of it are now accessible to motor traffic. I propose that the Headquarters of the Province should remain at Nyeri for the present. I am inclined to think it may be found, in the light of experience, advantageous to remove them to Nairobi at a later date.

A combination of Masai and Ukamba would mean a disunited Province for which it would be difficult, if not impossible, to find a satisfactory Headquarters. Machakos would be distasteful to the Masai and Ngong'o, the Ukamba, and the only alternative would be Nairobi, which is in the Kikuyu Province and must, I think, for many reasons remain in that Province.

7. I propose also to combine the Rift Valley and the Nzoia Provinces. The native population of the Province thus constituted will be approximately 220,000 only and the supervision of their administration together with the work in connection with District and Municipal Councils should not prove beyond the capacity of one Provincial Commissioner. The possibilities of effecting economy in the administrative staff of 3 District Commissioners now stationed in the North Nyeri, Laikipia and Naivasha Districts has been receiving active consideration and has been discussed by the two Provincial Commissioners concerned and by the local District Councils and Associations. Unanimous agreement has been reached on the basis of administering Naivasha District from Nakuru, of transferring the block of farms between Thomson's Falls and the top of the Subukia Escarpment from Nakuru to Laikipia, and of transferring from Laikipia to North Nyeri the farms situated between the Ngobit River and the present inter-District boundary. This latter transfer alone will

5.

effect Provincial boundaries as the portion to be transferred will be removed from the Rift Valley Province to the Central Province. These arrangements will achieve a measure of economy and can be conveniently brought into operation at any time.

8. The Nyanza and Coast Provinces I propose should remain as they are. The population of the former is over a million and makes ample demands on the energies of any Provincial Commissioner, and the latter, having recently been increased by the inclusion of the Teita District, provides, with the problems arising from the town and port of Mombasa and those of the Arab population, scope for industry and initiative adequate to justify the retention of provincial status.

9. There remain the Provinces of the Northern Frontier, Turkana and Masai. All these present problems different from those of normal provincial administration. In each case the area is large and the population comparatively small. The Northern Frontier Province has an area of 95,000 square miles and a population of some 64,700; Turkana an area of 28,500 square miles and a population of 72,500; Masai is 14,000 square miles in extent and has a population of 50,000. The tribes inhabiting these areas are all nomadic and are comparatively backward in the development of their social institutions, although I am glad to be able to report satisfactory progress in the two Masai Local Native Councils and in the agricultural advancement of the Suk of Turkana. I am of opinion that these areas can usually be best administered by officers, not necessarily of the rank of Provincial Commissioner, who are by disposition and force of character ignorant of the hardships and peculiar requirements of the conditions of their work.

and are not afraid of assuming the responsibility for prompt action and decision necessitated by the somewhat unruly character of the inhabitants and the distance of their areas from Headquarters. Such officers are frequently found among the ranks of District Commissioners of a certain experience but not necessarily of great seniority; and I have come to the conclusion that the interests of these areas will be best served by a reversion to the principle of extra-provincial districts with "officers in charge" which obtained in the case of the Northern Frontier Province and Masai until the year 1924 (at that time most of what is now Turkana was in Uganda and the rest was in the old Naivasha Province). Such a modification of existing practice will increase the field of selection of officers for appointment to these areas.

10. The summary of my proposals is, therefore, that instead of nine Provinces as at present there shall be four Provinces and three extra-Provincial Districts, viz. :-

Nyanza Province (as at present).

Rift Valley Province (the present Rift Valley Province and Nzoia Province combined, subject to the adjustments foreshadowed in paragraph 7 above.)

Central Province (Kikuyu and Ukamba combined.)

Coast Province (as at present).

Northern Frontier

Turkana

Masai

} Extra-Provincial Districts.

11. The principle of a reorganisation on the general lines proposed has the support of all Provincial Commissioners, of the Commissioner for Local Government, Lands and Settlement and of the Chief Native Commissioner, and has, I know, also the approval of Sir Joseph Byrne. It has been considered by the Expenditure Advisory Committee and, as you are aware, has been endorsed by that Committee in paragraphs

112, 113, 115, 126 and 132 of their Report.

12. The reorganisation, if approved, will effect a certain amount of economy by reducing the number of provincial headquarters and at the same time should ensure that Provincial Commissioners are entrusted with responsibilities commensurate with their experience.

Another feature of the proposed reorganisation is that I hope it may be possible to make departmental geographical divisions coincide more closely with administrative Provinces than is now possible. Under the scheme it is intended to station at Provincial Headquarters, so far as staff arrangements permit, a senior officer of the Medical, Agricultural, Education and Public Works Departments, who will be responsible for the technical work of their respective departments within the boundaries of the areas over which the Provincial Commissioners will exercise general control, and will be able to give them technical advice.

13. I trust, therefore, that in the interests both of economy and efficiency the proposals detailed above will commend themselves to you and that I may be authorised to issue an amending Proclamation accordingly.

14. I am, however, exercised in my mind as to the reduction in the number of senior administrative posts consequent on the proposed reduction in the number of Provinces.

In the first place in this Colony with its very variable climates and conditions, with its white settlement of a distinctive character of its own, with its large alien Asiatic population in close touch with events in India, and with some three million Africans on the verge of political consciousness and all the consequent interplay of racial politics, the demands made upon the Administrative Officer

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are great, and possibly greater than in any other Dependency in Africa.

Second, the responsibility of the Administrative Officer is, I take it, established by the Colonial Office Conference of 1927, that the general principle to be observed is that "the Administrative staff in the Provinces are the principal executive officers of Government and that the technical officers should in no case take executive action without acquainting the principal Administrative Officer in the Province or District; as the case may be, of their intended action; for in that area the Administrative Officer is, though to a necessarily limited extent, the representative of the Governor. Such a position makes it essential that the attitude of the Administrative Officer to his technical colleagues should correspond to the attitude of the Governor to Heads of Departments."

Third, in order to attract, and to retain, the services of men of the best type available it is essential to provide avenues for promotion, and promotion for the Administrative Officer must, save in exceptional cases, be within the Colony.

In this respect there is some danger that the Administrative Officer may find himself at a disadvantage when compared with the professional and the technical officer. Not only does the latter class of officer often begin his service at a higher salary, but frequently there are highly paid posts within his Department to which he can aspire after comparatively short service, while he has often more opportunities for promotion on transfer. This certainly seems to be so at present in the case of the Legal and Judicial Departments. But apart from this, the responsibility of Government rests very largely on the Administrative Officer and in discharging that responsibility

he is faced with problems which demand not only initiative, industry and ability, but to a marked degree powers of decision and command. It is now more than ever necessary to attract to the administrative service men of outstanding attainments and personality and to this end it is essential that within the Colony there should be adequate avenues of promotion open to those whose value has been proved.

Fourth, it will be seen that the recommendation in paragraph 174 on page 49 of the Report of the Expenditure Advisory Committee is that there should be 4 posts of Provincial Commissioner to 110 posts of District Officer, that is in the proportion of 1 to 28 instead of 1 to 113, or approximately 1 in 12½ to-day. So far as I have been able to ascertain the proposal reduces the avenues of promotion to the Administration in this Colony below that in any other African Dependency: even the present ratio of 1 in 12½ appears to be the lowest with the exceptions of Nyasaland and Northern Rhodesia.

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Fifth, you are in a better position than I am to gauge the effect which so reduced a prospect of a career will have upon recruitment at the Universities for the Administration. There is, I understand from your Confidential (3) Despatch of the 9th August, 1955, reason to believe that service in Kenya is now not as attractive to recruits as service elsewhere. I can only repeat that the increasing difficulties of administration in this Colony demand the highest type of recruit that can be obtained.

On the grounds, therefore, of the peculiar administrative conditions of Kenya; of the duties and responsibilities of the Administrative Officer in any Colony; of the comparison of the Administrative Officer's conditions of service and prospects with those of the technical officer; of the necessity to provide the prospect of a reasonable

career in the Administration; and of the increasing need to obtain recruits of the highest standard available, I fear that in the long run the reductions in higher posts recommended by the Expenditure Advisory Committee might have results which could not be justified by the extent of the cash economies actually effected.

15. In Legislative Council in 1926 Sir Edward Grigg said :-

"Let me also explain to you how we have provided for the proportion of higher posts. In West Africa the proportion of specially paid posts is one such post to eight in the lower ranks. We have provided for that in these scales by raising the position of Senior Commissioners, who are divided into two grades, and by adding two posts for Commissioners. These need not necessarily be filled at once but I think they are desirable even in the existing situation in order to make our service as attractive as we need it to be."

My proposals are :-

4 Provincial Commissioners at £1,550 per annum. Promotion to these posts to be purely by selection. An allowance in accordance with paragraph 99 of the Code of Regulations to be drawn by the acting officer.

5 Senior District Commissioners at £1,200 per annum. Promotion to these posts also to be purely by selection. Since, as explained below, promotions in this case would be to a grade and not to a post, no acting appointments would be made during the temporary absence on leave of a Senior District Commissioner, except in the case of the Northern Frontier, Turkana or Masai areas, when the allowance payable would be governed by the considerations to which I refer below.

I prefer the title "Senior District Commissioner" to that of "Deputy Provincial Commissioner" because it avoids the implications of the title "Deputy" which is used elsewhere.

and because it is not my intention that one of these Senior District Commissioners should necessarily be stationed in each Province.

Under this system promotion would not be to a Senior District Commissioner post, but to a grade. The Senior District Commissioners would be liable to be posted to any district considered desirable, though no doubt in practice certain districts would come to be regarded as demanding a Senior District Commissioner.

I propose further, when for administrative reasons it is not considered desirable to post one of the new Senior District Commissioners in charge of the Northern Frontier, Turkana or Masai areas, that the officer placed in charge of those extra-Provincial districts, if on the Long Grade of salary, should receive the allowance recommended in paragraph 23(ii) of the Report of the Expenditure Advisory Committee, viz. :-

"86(ii). An allowance at the rate of £200 per annum to a District Officer acting as 'Officer-in-Charge' of the Northern Frontier district, an allowance at the rate of £150 per annum to a District Officer acting as 'Officer-in-Charge' of the Turkana District and an allowance at the rate of £100 per annum to a District Officer acting as 'Officer-in-Charge' of the Masai District."

In addition, I propose that the salaries paid to the officers appointed District Commissioners at Nairobi and Mombasa should no longer be paid at the rate of £1,000 per annum while performing those duties. It is, of course, possible that appointments to Nairobi and/or Mombasa would be from among the new Senior District Commissioners, but, as I have stated, I do not propose attaching the £1,200 per annum salary to any particular post.

A comparison of the normal financial effect of these proposals (exclusive of pension considerations) with those of the Expenditure Advisory Committee is made in the following table :-

12.

Expenditure Advisory Committee. Proposals (Page 121 of Report.)	Reduction. £	Increase. £	Present proposals.	Reduction. £	Increase. £
Reduction of 5 2nd Grade P.C.C. at £1,200	6,000		Reduction of 5 2nd Grade P.C.C.	6,000	
Allowance to O/C. N.F. District		200	Increases of salaries of 5 District Officers by £280 each (from £920 to £1,200)		1,440
Allowance to O/C Turkana District		150			
Allowance to O/C Masai District		100	Reduction of Duty Allowance of £80 each to D.C.C. Nairobi and Mombasa.	160	
	£ 6,000	450		£ 6,160	1,440
NET REDUCTION:	£ 5,550			£ 4,720	

It is at any time one or more of the extra-Provincial Districts (Northern Frontier, Turkana and Masai) is under the charge of an officer or officers other than the Senior District Commissioners, the cost of the present proposals will be increased to the extent of the allowances payable to those officers in accordance with the recommendations of the Expenditure Advisory Committee set out above.

16. I shall be glad to receive an early reply to this despatch for the purpose of reflecting the decision in the 1934 Budget.

I have the honour to be,

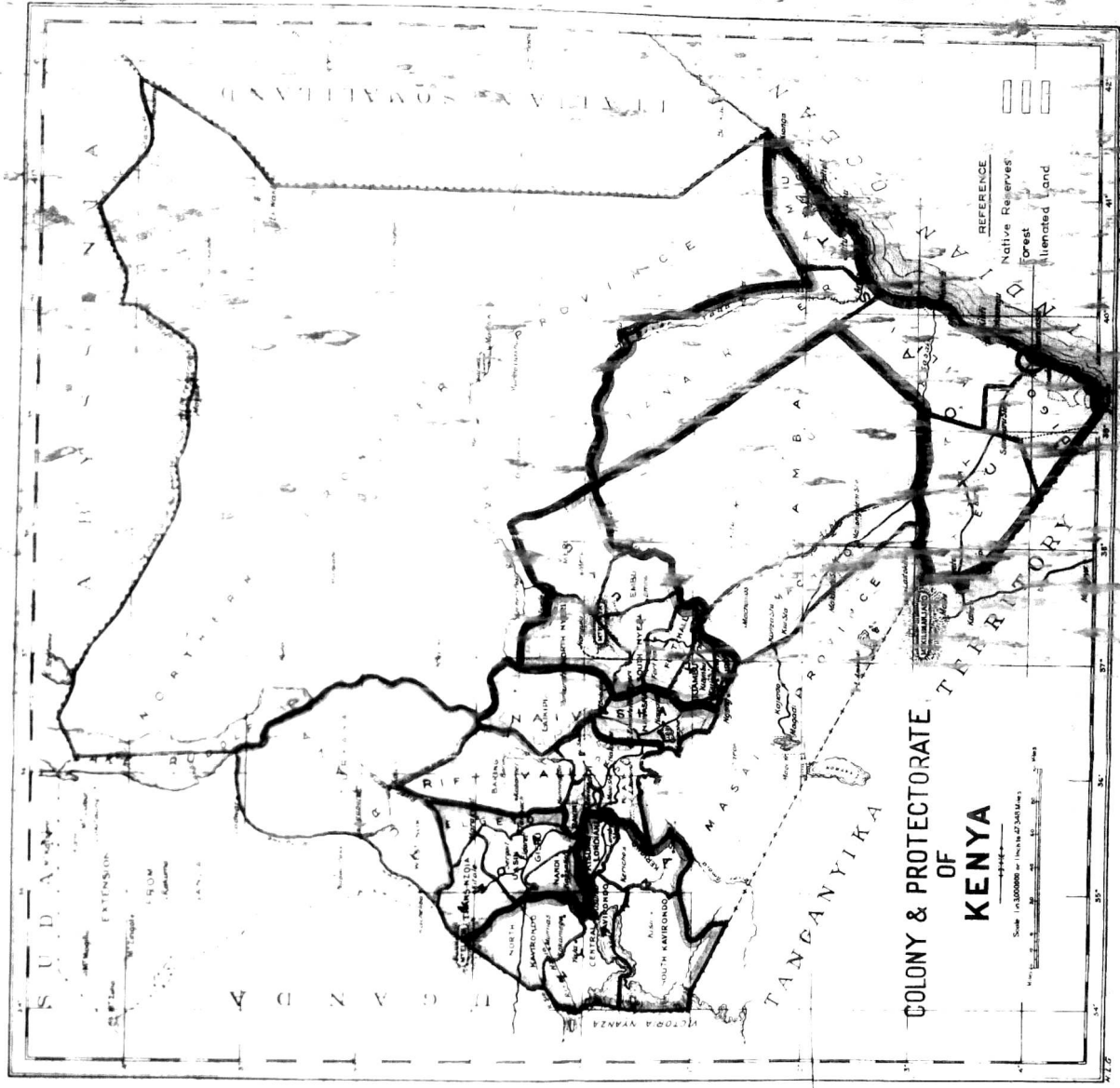
Sir,

Your most obedient, humble servant,

Asplund

for ACTING GOVERNOR.

(Draft approved by the Acting Governor).



COLONY & PROTECTORATE
OF
KENYA