

1934.

Kenya.

No. 23068.

SUBJECT

C0533/444

Terms of service.

Previous

3076/33.

Subsequent

file 102.

24009/34. E.S.

to hily 2. Col Sec 3pm. (omnibus) 23 Feb 511
Tro. 12 copies of Fourth Interim Report
of the Civil Service Board

? C.S.D. to see 10 put us

Mr. Acheam will doubtless
like to have another

McDermott 2-3

I suppose that in due course we
shall have a despatch from your
giving his view on these Reports. Par
2-5 will call for careful scrutiny

- [unclear]
22

Yrs. party.

[Signature]
5-1/4
[unclear]

1/2

1. Col. Secretary 3 hrs (omibus) _____ 8th Jan
Trans. 12 copies of the 2nd & 3rd Interim Reports of
the Civil Service Boards.

The first Interim Report was ~~not~~
received long ago, but I do not
think we have had the ~~two~~ ^{two} ~~one~~
before.

It will be received under
cover of a despatch ~~to~~ ^{to} see
in the meantime

This is no doubt, being brought to the
notice of Sir G. Tomlinson in Nairobi.

A. Austin
10/2

J 10.2

Seen ~~at~~ ^{at} 12/2

I should be glad to have copies of both these
documents and the second interim report also
if it is one.

A. H. Headon
12/2

R. 297

Have we got the three reports?

J 12

To ~~the~~ ^{the} ~~Board~~ ^{Board}.

These reports have been received. The 2nd Interim
Report regarding Provident Fund has been regd. on
29035/2/34 Personnel Copy herewith.

A. H. Headon
15.2.34
Regd. 294.

(M) M. Austin

Thanks P. M. J.

A. H. Headon
13
alone

no to July 2 Col Sec. 3 per. (omnibus) 23 Feb. 34.
Tro. 12 copies of Fourth Interim Report
of the Civil Service Board.

? C.S. D. to see if put by
Mr. Achem will doubtless
like to have a copy

W. Davies: 2-13

I suppose that in due course we
shall have a despatch from you
giving his views on these Reports. Paras
2-5 will call for careful scrutiny

B. Austin
22

Yes partly.

W. Davies
5-21/4
at home

1/2

Spencer to July 2

Col. Sec. 3pm. (omnibus) 23 Feb. 34.
Inv. 12 copies of Fourth Interim Report
of the Civil Service Board.

? C.S. D. to see : & put by
Mr. Acheam will darkness
letter to have a copy

W. Davies 223

I suppose that in due course we
shall have a despatch from Gorr
giving his views on these reports. Paras
2-5 will call for careful scrutiny

W. Davies
22

Ys. party. *[Signature]*
5-2/4
A. H. W.

[Handwritten mark]

2³

COLONY AND PROTECTORATE OF KENYA



FOURTH INTERIM REPORT
OF THE
CIVIL SERVICE BOARD

NAIROBI
PRINTED BY THE GOVERNMENT PRINTER
1954

FOURTH INTERIM REPORT OF THE CIVIL SERVICE BOARD

YOUR EXCELLENCY,

We, the Civil Service Board appointed on the 20th December, 1932, have the honour to submit our Fourth Interim Report upon the following and fourth term of reference :—

“To consider and make recommendations upon any further points of detail which may still require the decision of Government in order that its policy in creating Local Civil Services for Europeans and Asians may be put into operation as equitably and as expeditiously as possible.”

In connexion with this term of reference we have held eight meetings.

Our deliberations have been confined solely to matters connected with the inauguration of a European Civil Service, for we are of the opinion that once the main principles of such a service have been approved it should not be a difficult matter to formulate rules and regulations suitable for application to an Asian Local Civil Service.

2. As we have stated in paragraph 6 of our Third Interim Report we are not concerned with the 300 officers occupying posts recommended for inclusion in the proposed new Service who have been already granted pensionable status. While we are of opinion that such officers must retain their pension rights throughout their service, we consider that on receiving promotion in the new service they must accept the new salary scales and rates of increment. They would not, of course, be allowed to become contributors to the Provident Fund.

Pensionable officers occupying posts included in the Local Civil Service.

3. As regards the 103 officers who are serving on agreement with more than six years' Colonial service we consider that in the event of voluntary transfer to the new Service such officers should be treated in exactly the same way as those with less than six years' service on the 1st January, 1933, who are to be compulsorily transferred.

Non-pensionable officers with more than 6 years' service occupying posts included in the Local Civil Service.

Non-pensionable officers engaged overseas with less than 6 years' service occupying posts included in the Local Civil Service.

4. In connexion with the 81 officers of under six years' service who were engaged overseas and who for leave purposes, in accordance with the Secretary of State's instructions must be given "Overseas" terms, in the first place it was not perfectly clear to us whether the Secretary of State's decision was intended to apply only to the amount of leave and to the tour of service, or whether it was intended to apply also to passage privileges and in particular to the family passage allowance. It appears to us from the context of his published telegram (No. 236 of 1932) in which the decision is conveyed, and from a perusal of previous correspondence, that the latter was his intention and we recommend that these officers be treated accordingly.

Admission to the Provident Fund of officers on temporary agreements occupying posts included in the Local Civil Service.

5. In so far as the 99 officers serving on temporary agreements are concerned, we consider that on transfer to the new terms, for Provident Fund purposes, the first year of service in a temporary capacity should be deducted from any period served at the time of transfer, that is to say, if an officer has served for four years in a temporary capacity at the date of transfer to the new service, his date of entry into the Provident Fund and the consequent date from which Government's arrears of contributions should be reckoned should be three years.

Technical Apprentices.

6. During the course of our investigations we examined the possibility of laying down standard terms and conditions of service for Technical Apprentices throughout the Service.

The Departments employing or likely to employ indented staff are the Posts and Telegraphs, the Public Works, the Government Press, the Forests and the Survey, and we, therefore, asked the Postmaster General to convene a meeting of the Heads of these Departments, together with the Director of Education, with a view to arriving at a basis of agreement on which general standard terms might be formulated.

As the result of that meeting the following letter has been received:—

"The circumstances relating to the different posts were found to vary to such an extent that it is thought that youths recruited for training should be divided into three classes, viz:—

- (1) Apprentices in the Printing Department.
- (2) Apprenticeships leading to professions, e.g., Quantity Surveyor Apprentices in the Public Works Department; Survey Apprentices in the Survey Department.

(3) Learners for technical posts not covered by (1) and (2).

In the case of classes (1) and (2), appointments should ordinarily be on a deed of apprenticeship for the period usual in the respective trade or profession, but in order to cover any special cases that may arise the Head of the Department should be allowed discretion whether a contract of apprenticeship is entered into or a letter of appointment issued. It is suggested, however, that a formal deed should not be signed until after a probationary period of at least six months, and if then signed, the deed to have retrospective effect.

In regard to (3), it is felt that it would be better to allow Heads of Departments discretion whether learners should be indentured or engaged on a suitable letter of appointment. There are no indications of any tendency for youths to withdraw from training and a letter of appointment gives more general freedom to both sides.

The conditions precedent to the engagement of learners of all classes were considered and it is agreed that those mentioned in paragraph 3 of the Secretary's letter (see below) under reply are appropriate, subject to the modification that the minimum age should be lowered to 15 in order to meet the requirements of the Printing Department which finds from experience that suitable apprentices can be obtained under 16 years of age. In regard to other departments, it will, it is believed, be found in practice that 16 years of age will prove to be the minimum.

As a corollary to lowering the minimum age to meet the case of the Printing Department, it is recommended that for that Department a standard of education sufficient to satisfy the Government Printer is all that need be required.

The following scales of pay are recommended. In deciding on these scales the meeting kept in view that, in the main, the scales should not be less than the scale for Clerical Learners so as not to discourage youths from entering the technical side.

Class 1.	£
1st year	60
2nd year	84
3rd year	102
4th year	120
5th year	150

Non-pensionable officers engaged overseas with less than 6 years' service occupying posts included in the Local Civil Service.

4. In connexion with the 81 officers of under six years' service who were engaged overseas and who for leave purposes, in accordance with the Secretary of State's instructions must be given "Overseas" terms, in the first place it was not perfectly clear to us whether the Secretary of State's decision was intended to apply only to the amount of leave and to the tour of service, or whether it was intended to apply also to passage privileges and in particular to the family passage allowance. It appears to us from the context of his published telegram (No. 236 of 1932) in which the decision is conveyed, and from a perusal of previous correspondence, that the latter was his intention and we recommend that these officers be treated accordingly.

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Technical Apprentices.

6. During the course of our investigations we examined the possibility of laying down standard terms and conditions of service for Technical Apprentices throughout the Service.

The Departments employing or likely to employ indentured staff are the Posts and Telegraphs, the Public Works, the Government Press, the Forests and the Survey, and we, therefore, asked the Postmaster General to convene a meeting of the Heads of these Departments, together with the Director of Education, with a view to arriving at a basis of agreement on which general standard terms might be formulated.

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(3) Learners for technical posts not covered by (1) and (2).

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In regard to (3), it is felt that it would be better to allow Heads of Departments discretion whether learners should be indentured or engaged on a suitable letter of appointment. There are no indications of any tendency for youths to withdraw from training and a letter of appointment gives more general freedom to both sides.

The conditions precedent to the engagement of learners of all classes were considered and it is agreed that those mentioned in paragraph 3 of the Secretary's letter (see below) under reply are appropriate, subject to the modification that the minimum age should be lower, 14 to 15 in order to meet the requirements of the Printing Department which finds from experience that suitable apprentices can be obtained under 16 years of age. In regard to other departments, it will, it is believed, be found in practice that 16 years of age will prove to be the minimum.

As a corollary to lowering the minimum age to meet the case of the Printing Department, it is recommended that for that Department a standard of education sufficient to satisfy the Government Printer is all that need be required.

The following scales of pay are recommended. In deciding on these scales the meeting kept in view that, in the main, the scales should not be less than the scale for Clerical Learners so as not to discourage youths from entering the technical side.

Class 1.	£
1st year	60
2nd year	84
3rd year	102
4th year	120
5th year	140

and thereafter, if retained in the Department, as Assistant Linotype Operators on a scale : £180 by £15 to £210 by £30 to £240 by £20 to £300 (*vide* First Interim Report of the Civil Service Board).

Class 2.	£
1st year	84
2nd year	102
3rd year	120
4th year	150
5th year	165

and continuing at £165 until such time as a pass has been obtained in the professional examination.

If retained in the Department when qualified, appointment to Junior Staff Surveyor as follows :—

Grade B £240 by £20 to £300 and then Grade A £300 by £20 to £360.

Class 3.—As for Clerical Learners, and thereafter as provided for in the Board's proposals in its First Interim Report for Juniors, viz : £150 by £15 to £210, etc.

In regard to general conditions of service, it is agreed that these should be as for clerical posts."

Note 1.—Paragraph 3 of the Secretary's letter reads :—

"The First Interim Report of the Civil Service Board recommends the following salary scales for Clerical Learners :—

Learners (Male and Female).

Grade II.—£80 to £84 per annum with no set increments ;

Grade I.—£84 by £18 to £120 ;

and, as at present advised, my Board considers that Technical Apprentices should be of the minimum age of 16 years and that conditions precedent to indentures should be :—

- (a) The attainment of 16 years.
- (b) A good school record.
- (c) A certificate of character from the Headmaster.
- (d) A pass in the Junior Locals or a higher examination."

Note II.—It is not the intention that a learner should invariably be appointed at the minimum of the appropriate scale. In exceptional cases—age, previous experience, high educational qualifications—the regulations should permit of an appointment being made on a salary higher than the minimum.

Note III.—We consider that Deeds of Apprenticeship and Letters of Appointment to Apprentices and to Learners should be in a standard form.

Note IV.—We consider that service as an Indentured Apprentice should not earn vacation leave, but that if on the termination of the indentured service an appointment in Government Service is secured, two years or a period not exceeding one half of the indentures should be counted for leave purposes.

7. Turning now to the conditions governing the entry of Learners in the Clerical Grade we consider that :—

In Grade II :—

Subject to approval by Government, entry should be between 16 and 18 years and should be conditional on a good school record, a certificate of character and evidence of having passed an examination of the Junior Locals standard ; dismissal from Grade II and/or progress to Grade I (after at least one year's service in Grade II) being left to the Head of Department.

In Grade I :—

- (a) Subject to approval by Government, direct entry should be allowed between the ages of 17 and 18½ years at any point in the scale ; and should—
- (b) be conditional on a good school report, a certificate of character and evidence of having passed the School Certificate, the London Matriculation or an equivalent examination.
- (c) Promotion from Learner to a Grade B clerkship (£150) should be allowed at any time after reaching the age of 18 years on the recommendation of the Head of Department provided the Government Junior Short-hand or Accountancy, Typing and Language Examinations have been passed.
- (d) Unsatisfactory conduct or failure to pass the examination detailed in (c) above within three years should, in our opinion, entail discharge by Government.

Conditions of entry etc., for learners in the Clerical Grades.

and thereafter, if retained in the Department, as Assistant Linotype Operators on a scale: £150 by £15 to £210 by £30 to £240 by £20 to £300 (*vide* First Interim Report of the Civil Service Board).

Class 2.	£
1st year	84
2nd year	102
3rd year	120
4th year	150
5th year	165

and continuing at £165 until such time as a pass has been obtained in the professional examination.

If retained in the Department when qualified, appointment to Junior Staff Surveyor as follows:—

Grade B £240 by £20 to £300 and then Grade A £300 by £20 to £360.

Class 3.—As for Clerical Learners, and thereafter as provided for in the Board's proposals in its First Interim Report for Juniors, viz: £150 by £15 to £210, etc.

In regard to general conditions of service, it is agreed that these should be as for clerical posts."

Note I.—Paragraph 3 of the Secretary's letter reads:—

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Learners (Male and Female).

Grade II.—£60 to £84 per annum with no set increments;

Grade I.—£84 by £18 to £120;

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- (b) A good school record.
- (c) A certificate of character from the Headmaster.
- (d) A pass in the Junior Locals or a higher examination."

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7. Turning now to the conditions governing the entry of Learners in the Clerical Grade we consider that:—

In Grade II:—

Subject to approval by Government, entry should be between 16 and 18 years and should be conditional on a good school record, a certificate of character and evidence of having passed an examination of the Junior Locals standard; dismissal from Grade II and/or progress to Grade I (after at least one year's service in Grade II) being left to the Head of Department.

In Grade I:—

- (a) Subject to approval by Government, direct entry should be allowed between the ages of 17 and 18½ years at any point in the scale; and should—
- (b) be conditional on a good school report, a certificate of character and evidence of having passed the School Certificate, the London Matriculation or an equivalent examination.
- (c) Promotion from Learner to a Grade B clerkship (£150) should be allowed at any time after reaching the age of 18 years on the recommendation of the Head of Department provided the Government Junior Shorthand or Accountancy, Typing and Language Examinations have been passed.
- (d) Unsatisfactory conduct or failure to pass the examination detailed in (c) above within three years should, in our opinion, entail discharge by Government.

Conditions of entry etc., for learners in the Clerical Grade.

In regard to the question of leave to be granted to this class of employee, we recommend that service in the Learner Grade as such should not earn vacation leave, but that if on the termination of the Learner service an appointment to the graded Clerical Service is secured without break of service, the period spent in the Learner Grade should be counted for leave purposes as if the whole service had been rendered in the Clerical Grade.

We furthermore are of the opinion that there should be no fixed establishment of Learners in the Service.

Conditions
of entry etc.,
to Grade B
Clerkships.

8. For Grade B Clerkships we consider that subject to approval by Government :—

(a) Direct entry, regard being had to age, should be allowed at any point, provided the qualifications for promotion from Learner Grade I are held.

(b) To pass the £210 efficiency bar an officer should be required to have passed :—

(i) The Senior Shorthand and Typing Examination, or an equivalent recognised test, or an Accountancy examination and all applicable Language Examinations. A reasonable period should be allowed to direct entrants within which to pass the applicable Language Examination.

(ii) A general intelligence test consisting of a short written general knowledge paper set and marked by the Education Department and a viva voce examination on Departmental subjects held by the Head of Department and a representative of the Civil Service Board. This viva voce examination would also serve as a personality test.

Efficiency Bars.—In regard to the £360 bar for men and the £300 bar for women, we consider that passing these bars should be conditional on the Head of Department certifying precisely that all applicable Government regulations and examinations have been complied with, that there have been no defects of character, or of conduct, sufficient to prevent further progress in the scale and that the person named is in every way recommended for further progress in the scale.

Conditions
of promotion
etc., to Grade
A Clerkships.

9. For Grade A Clerkships we consider that, subject to approval by Government :—

(a) Direct entry should be permitted but only in rare cases, and that in such cases, age, experience and the

possession of the qualifications, or the equivalent for passing the £210 bar in the Grade B scale should be insisted upon.

(b) Promotion to this Grade should be by merit, due regard being had to seniority.

Efficiency Bar.—To enable an officer in this Grade to pass the £520 efficiency bar, we consider that a certificate similar to that suggested for the £360 bar should be required.

Establishment.—We consider that there should be a definite establishment of Grade A posts on a general roster throughout the Service on which promotions would be made and that the present system of allocating graded posts to various departments should cease.

We are unable to understand the present basis of distribution. We observe, for instance, that in the Secretariat provision is made for only one "A" Grade Clerk, while in the Agricultural Department provision exists for no less than 11 Clerks in this Grade.

We, therefore, recommend that of the posts in the Clerical Service 25 per cent should be Grade A. An officer who progresses through the clerical scale by normal steps throughout Grade B and by immediate promotion from the top of Grade B to Grade A will serve for 15 years in Grade B and for 13 years in Grade A before reaching the maximum of that Grade. Twenty-five per cent would probably be too small a proportion were it not for the fact that a number of clerks in Grade B will leave the Service for various reasons before reaching the maximum of that Grade, but in all the circumstances we consider that this figure is a reasonable one. The percentage of Grade A Clerks in the 1933 Estimates is 32.8 of the total number of Clerks.

Rates of Increment.—We are of opinion that those officers who are referred to in Recommendation III of our Third Interim Report should be called upon to accept the new rates of increment notwithstanding the fact that we have recommended their old maxima should be retained as an arrangement personal to themselves.

10. *Special Grade Clerkships.*—We endorse the recommendation of the Merrick Committee that appointments in this Grade should be strictly limited in numbers and that direct entry should only be allowed in the most exceptional circumstances, preference being given to the claims of officers with long service.

Conditions
of promotion
etc., to Special
Grade Clerk-
ships.

In regard to the question of leave to be granted to this class of employee, we recommend that service in the Learner Grade as such should not earn vacation leave, but that if on the termination of the Learner service an appointment to the graded Clerical Service is secured without break of service, the period spent in the Learner Grade should be counted for leave purposes as if the whole service had been rendered in the Learner Grade.

We furthermore are of the opinion that there should be no fixed establishment of Learners in the Service.

Conditions
of entry etc.
to Grade B
Clerkships.

8. For Grade B Clerkships we consider that subject to approval by Government:—

(a) Direct entry, regard being had to age, should be allowed at any point, provided the qualifications for promotion from Learner Grade I are held.

(b) To pass the £210 efficiency bar an officer should be required to have passed:—

(i) The Senior Shorthand and Typing Examination, or an equivalent recognised test, or an Accountancy examination and all applicable Language Examinations. A reasonable period should be allowed to direct entrants within which to pass the applicable Language Examination.

(ii) A general intelligence test consisting of a short written general knowledge paper set and marked by the Education Department and a viva voce examination on Departmental subjects held by the Head of Department and a representative of the Civil Service Board. This viva voce examination would also serve as a personality test.

Efficiency Bars.—In regard to the £360 bar for men and the £300 bar for women, we consider that passing these bars should be conditional on the Head of Department certifying precisely that all applicable Government regulations and examinations have been complied with, that there have been no defects of character, or of conduct, sufficient to prevent further progress in the scale and that the person named is in every way recommended for further progress in the scale.

Conditions
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etc., to Grade
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(a) Direct entry should be permitted but only in rare cases, and that in such cases, age, experience and the

possession of the qualifications, or the equivalent for passing the £210 bar in the Grade B scale should be insisted upon.

(b) Promotion to this Grade should be by merit, due regard being had to seniority.

Efficiency Bar.—To enable an officer in this Grade to pass the £520 efficiency bar, we consider that a certificate similar to that suggested for the £360 bar should be required.

Establishment.—We consider that there should be a definite establishment of Grade A posts on a general roster throughout the Service on which promotions would be made and that the present system of allocating graded posts to various departments should cease.

We are unable to understand the present basis of distribution. We observe, for instance, that in the Secretariat provision is made for only one "A" Grade Clerk, while in the Agricultural Department provision exists for no less than 11 Clerks in this Grade.

We, therefore, recommend that of the posts in the Clerical Service 25 per cent should be Grade A. An officer who progresses through the clerical scale by normal steps throughout Grade B and by immediate promotion from the top of Grade B to Grade A will serve for 15 years in Grade B and for 13 years in Grade A before reaching the maximum of that Grade. Twenty-five per cent would probably be too small a proportion were it not for the fact that a number of clerks in Grade B will leave the Service for various reasons before reaching the maximum of that Grade, but in all the circumstances we consider that this figure is a reasonable one. The percentage of Grade A Clerks in the 1963 Estimates is 32.8 of the total number of Clerks.

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10. *Special Grade Clerkships.*—We endorse the recommendation of the Merrick Committee that appointments in this Grade should be strictly limited in numbers and that direct entry should only be allowed in the most exceptional circumstances, preference being given to the claims of officers with long service.

Conditions
of promotion
etc., to Special
Grade Clerk-
ships.

We do not consider it advisable to attempt to lay down any standard of qualifications for entry into this Grade. In our opinion the Special Grade, as the designation implies, is definitely intended for a very limited number of Special posts to be filled by individuals of exceptional service or attainments. Generally speaking, we consider that these Special Grade posts should be awarded to those who are capable of doing the work of a Secretarial Assistant.

Form of Appointment to the Local Civil Service.

11. *Form of Appointment.*—We have examined at considerable length the question of the form of appointment to be issued to members of the new Service. It is obvious that the form must be either an Agreement or a Letter of Appointment. We consider that a Letter of Appointment is more appropriate and we therefore recommend that:—

RECOMMENDATION I.

- (a) **A Letter of Appointment** on the lines of the specimen form on page 58 of the Merrick Report in which should appear a clause that removal from the Service of the holder should be within the power of the Governor should be issued in all cases.
- (b) **Appointees** should be issued in the first case with a Letter of Temporary Appointment on the lines of the specimen form on page 56 of the Merrick Report.

The decision of Government is required on a number of points as to which the Fitzgerald Committee or the Merrick Committee or both have advised, viz:—

12. *Leave.*—The recommendations of the Fitzgerald Committee are briefly as follows:—

Local.—18 days annually.

Vacation.—28 days per annum cumulative to six months. Officers under 18 years of age not to be eligible for vacation leave.

Service at unhealthy stations should earn leave in a shorter time than service in healthy stations.

With these recommendations the Merrick Committee was in general agreement.

The present leave regulations for European Civil Servants, whether or not pensionable, are:—

Three days for each completed month of service where the normal tour is forty-eight months.

Four days for each completed month of service where the normal tour is thirty-six months.

Five months' service at an unhealthy station counts as six months' service at a healthy station.

A comparison of the present regulations with the Fitzgerald Committee's leave proposals is shown in the following table.

Present terms for 48 months' tour:—

144 days earned,
Plus 56 days period of voyages.

Total 200 days.

Fitzgerald leave proposals after 48 months' service.—

112 days earned,
add 18 days local leave

Total 130 days.

From the above it will be seen that the latter proposals are far less favourable than are the present regulations which only a year ago were considerably reduced. We have no medical statistics of illness to guide us, but from the published Vital Statistics of European Officials for 1931, we observe that the death and invaliding rates for the last recorded 5-year period have been:—

	1927	1928	1929	1933	1931
<i>Death.</i>					
Kenya	4.8	2.7	1.2	2.3	3.4
Kenya and Uganda					
<i>Railway</i>	6.6	7.3	7.2	7.9	2.9
Uganda	5.3	9.9	5.7	3.5	5.0
Nyasaland	4.7	4.3	..	8.4	3.6
Zanzibar	1.1	17.7	9.0	..	..
Tanganyika	7.1	6.7	6.9	6.1	4.9
Northern Rhodesia .. .. .	..	13.9	9.7	1.9	7.2
<i>Invaliding.</i>					
Kenya	3.8	2.0	5.5	1.7	7.3
Kenya and Uganda					
<i>Railway</i>	6.5	1.6	10.1	5.3	..
Uganda .. .. .	..	..	9.5	6.9	5.0
Nyasaland .. .. .	..	..	4.5	..	7.3
Zanzibar .. .. .	..	..	9.0	6.9	17.7
Tanganyika	5.0	7.6	4.3	9.1	4.2
Northern Rhodesia .. .. .	..	2.8	17.0	1.9	4.3

Leave conditions for the Local Civil Service.

We do not consider it advisable to attempt to lay down any standard of qualifications for entry into this Grade. In our opinion the Special Grade, as the designation implies, is definitely intended for a very limited number of Special posts to be filled by individuals of exceptional service or attainments. Generally speaking, we consider that these Special Grade posts should be awarded to those who are capable of doing the work of a Secretarial Assistant.

Form of Appointment to the Local Civil Service.

11. *Form of Appointment.*—We have examined at considerable length the question of the form of appointment to be issued to members of the new Service. It is obvious that the form must be either an Agreement or a Letter of Appointment. We consider that a Letter of Appointment is more appropriate and we therefore recommend that:—

RECOMMENDATION I.

(a) A Letter of Appointment on the lines of the specimen form on page 58 of the Merrick Report in which should appear a clause that removal from the Service of the holder should be within the power of the Governor should be issued in all cases.

(b) Appointees should be issued in the first case with a Letter of Temporary Appointment on the lines of the specimen form on page 56 of the Merrick Report.

The decision of Government is required on a number of points as to which the Fitzgerald Committee or the Merrick Committee or both have advised, viz:—

Leave conditions for the Local Civil Service.

12. *Leave.*—The recommendations of the Fitzgerald Committee are briefly as follows:—

Local.—18 days annually.

Vacation.—28 days per annum cumulative to six months. Officers under 18 years of age not to be eligible for vacation leave.

Service at unhealthy stations should earn leave in a shorter time than service in healthy stations.

With these recommendations the Merrick Committee was in general agreement.

The present leave regulations for European Civil Servants, whether or not pensionable, are:—

Three days for each completed month of service where the normal tour is forty-eight months.

Four days for each completed month of service where the normal tour is thirty-six months.

Five months' service at an unhealthy station counts as six months' service at a healthy station.

A comparison of the present regulations with the Fitzgerald Committee's leave proposals is shown in the following table.

Present terms for 48 months' tour:—

144 days earned,
Plus 56 days period of voyages.
Total 200 days.

Fitzgerald leave proposals after 48 months' service:—

112 days earned,
add 18 days local leave
Total 130 days.

From the above it will be seen that the latter proposals are far less favourable than are the present regulations which only a year ago were considerably reduced. We have no medical statistics of illness to guide us, but from the published Vital Statistics of European Officials for 1931, we observe that the death and invaliding rates for the last recorded 5-year period have been:—

	1927	1928	1929	1930	1931
<i>Death.</i>					
Kenya	4.8	2.7	1.2	2.3	3.4
Kenya and Uganda Railway	6.6	7.3	7.2	7.9	2.8
Uganda	5.3	9.9	5.7	3.5	5.0
Nyasaland	4.7	4.3	..	6.4	3.6
Zanzibar	1.1	17.7	9.0	..	..
Tanganyika	7.1	6.7	6.9	6.1	4.9
Northern Rhodesia .. .. .	..	13.9	9.7	1.9	7.2
<i>Invaliding.</i>					
Kenya	3.8	2.0	5.6	1.7	7.3
Kenya and Uganda Railway	6.5	1.6	10.1	5.3	..
Uganda	9.5	6.9	5.0
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Northern Rhodesia	2.8	17.0	1.9	4.3

It is a matter for consideration by Government whether the Fitzgerald proposals are to be adopted or in any way modified (see footnote to Report).

13. *Passages*.—The Fitzgerald Committee recommended that an account should be opened into which the officer should contribute 2½ per cent of his salary (with a minimum of Sh. 10 and a maximum of Sh. 20 per mensem) and that Government should contribute an equal amount. That Committee recommended that there should be no statutory tour of service but that an officer should be able to take the leave due to him together with the amount standing to his credit in his passage account whenever he should choose subject to the exigencies of the Service.

The Merrick Committee recommended more generous assistance and advised that an officer should earn the full cost of a return passage in four years. This would probably mean in practice that a period of four years would come to be considered a normal period of service. When this recommendation was made the normal tour of service was 2½ years. For the Overseas Service this has now been increased to a four-year tour for the first nine years of service and to a three-year tour for subsequent service.

Although the service with which we are now concerned is designated the "Local Service" it is not disputed that a large number of the members of the Service have been recruited from overseas and have enjoyed similar leave privileges to the Overseas Service, wherever they were recruited, and that recruitment from overseas must continue. Moreover, that in offering employment to candidates from overseas Government should be in a position to inform them of the probable duration of the period at the termination of which they may expect to be granted overseas leave. The Fitzgerald Committee realized the difficulty and referred to it in paragraph 24 of its Report. That Committee felt that ordinarily such officers should serve under local service conditions but that at the moment it was not desirable to lay down hard and fast rules. The Committee further suggested that decisions in such cases could be made as they arose. It seems, however, that in practice a decision must be come to before they arise for otherwise Government will not know what conditions to offer to any particular candidate.

It is at least arguable that overseas leave in England, or elsewhere, is no less necessary for those members of the Local Service who may be recruited overseas, than it is for members of the Overseas Service and we recommend:—

RECOMMENDATION II.

That in respect of passages, officers recruited from overseas whether for the Local Service or for the Overseas Service should receive similar treatment in accordance with the current regulations.

If this is agreed we come to the difficulty of distinguishing between those recruited from outside the Colony and those recruited in the Colony, for among the latter are a number whose homes are overseas although they happen to have signed their agreements in Kenya. The difficulty, however, is probably not insuperable. We do not recommend individual treatment and the most practicable solution seems to be to make a hard and fast rule that all those who were or who may be appointed in Kenya will be subject to the strict interpretation of the Local Service conditions, that is to say (if the Merrick Committee's recommendation is accepted) they will earn a passage after four years' service, and four years will come to be regarded as their normal period of duty throughout their service.

14. *Family Passages*.—No grant towards a family passage was recommended by either the Fitzgerald or the Merrick Committee, the latter Committee, however, recommended that the grant towards the officer's passage might be accumulated up to six years, so that at the end of that period he would have earned a passage and a half. In this connexion again it may be argued that if it is proper that members of the Overseas Service should be granted a passage allowance it must be no less proper that members of the Local Service who have been or who may be recruited overseas should receive a similar allowance, particularly in view of the fact that officers in the Local Service are normally less able to afford the cost of a family passage home than are those of the Overseas Service. We therefore recommend:—

RECOMMENDATION III.

That in the matter of a family passage allowance officers who have been or who may be recruited overseas—whether for the Overseas or for the Local Civil Service—should receive identical treatment.

Note.—The concession of a family passage allowance would not apply to local members of the Local Service and in this respect again we suggest that all who are appointed in Kenya should be deemed to be local members.

(See Footnote to Report).

15. *Quarters*.—Another difficulty with which we have been confronted arises out of Recommendation IV of our Third Interim Report.

It is a matter for consideration by Government whether the Fitzgerald proposals are to be adopted or in any way modified (see footnote to Report).

Passages for
the Local
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(See Footnote to Report).

15. *Quarters*.—Another difficulty with which we have been confronted arises out of Recommendation IV of our Third Interim Report.

Quarters.

There are at present a number of officers in the Service whose duties entail continuous travelling, and in consequence of which they are issued by Government with tents or caravans in which they live. Their terms of appointment entitle them to quarters or an allowance in lieu. The estimated cost of the usual tent issued in such cases is £22-10, and its normal life may be assessed at five years. We consider that it would not be sound policy to give such officers £50 personal consolidation allowance and at the same time when in occupation of a Government tent or caravan to charge them this amount in the form of rent. It is obvious that if this allowance were paid most of the officers would quickly wish to purchase their own tents and to draw the £50 personal consolidation allowance.

We therefore recommend that:—

RECOMMENDATION IV.

- (i) When an officer is issued with a tent or caravan he shall not receive a personal consolidation allowance nor shall any rent be charged for the use of the tent or caravan issued to him.
- (ii) When such an officer is posted to a station where the conditions of his employment do not involve the use of a tent or caravan he shall be given the personal consolidation allowance, and be required to pay rent for any Government quarters which may then be allocated to him.

16. *Medical Attendance.*—In paragraph 17 of our First Interim Report we recommended a departure from the Merrick and Fitzgerald Reports, that is the extension of the privilege of free medical attention to the officer's family. We understand that the whole question has been referred by Your Excellency's Government to the Secretary of State, whose reply is awaited. We take this opportunity of stating that we do not wish to depart in any way from our previous recommendation in this connexion.

17. *Acting Allowances.*—We recommend that:—

RECOMMENDATION V.

Acting allowances should not be paid in connexion with any post which has been scheduled for inclusion in the new Service. In cases in which an officer of the new Service acts in an "Overseas" post we consider that he should be paid acting allowance in accordance with the regulations in force for the Overseas Service.

18. *Age of Retirement.*—The Fitzgerald Committee recommended that the normal age for retirement should be

"fifty-five years, or after 30 years' service, whichever comes the earlier, subject to the right of Government to retire an officer who has reached the age of fifty years".

The Merrick Committee stated:—

"The appropriate age for normal retirement suggested is 55 years for males and 50 years for females, but the Committee appreciate that final decision on this point must remain for consideration with the provisions to govern whatever scheme of compulsory insurance may be adopted".

The recommendations of the Colonial Administrative Service Unification Scheme are:—

- (a) That the normal age of retirement should be fixed at 55, at which age officers would retire automatically except in the circumstances detailed below.
- (b) That when, in exceptional circumstances, an officer remains in the Service beyond the age of 55, he should in no case be allowed to remain after the age of 60.
- (c) That officers between the ages of 50 and 55 might, in special circumstances, retire on pension with the consent of the Governor.
- (d) That, in special circumstances, officers between the age of 50 and 55 might be compulsorily retired with the approval of the Governor but without recourse to the inefficiency clause of Colonial Regulations".

We therefore recommend:—

RECOMMENDATION VI.

That the Colonial Administrative Service Unification Scheme recommendations be adopted, viz (a), (b), (c) and (d) above with the modification that, as recommended by the Merrick Committee in the case of women, the above proposals should apply with a reduction of five years in every case.

19. *Married women.*—We have discussed the question of the employment of married women and we have been informed of the recently expressed views of the Secretary of State in this connexion. After careful consideration of all aspects of the case we recommend that:—

Married women.

Medical attendance.

Acting allowance.

Age of retirement.

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Married women.

RECOMMENDATION VII.

(i) Married women should not be selected for appointment unless in exceptional circumstances such as (a) where a man and wife are required for, e.g., superintendence of an institution; or (b) where the public interest demands the selection of a person with particular qualifications and the only suitable candidate is a married woman.

(ii) A woman officer in the Service should be called upon to tender her resignation on marrying. The question of her further employment on a purely temporary basis being at the discretion of Government.

20. *Provident Fund*.—Arising out of the preceding recommendations, and following the analogy of pensionable women officers who on marriage are required to forgo pension rights on resignation, we recommend that:—

RECOMMENDATION VIII.

(i) Women officers who are already in the Service and who are married should not be allowed to contribute to the *Provident Fund*.

(ii) When both husband and wife are in the Service only the husband should be allowed to contribute to the *Provident Fund*.

(iii) Government should contribute to the *Provident Fund* in respect of women officers only until the date of their marriage.

Note.—From recommendation (i) above we exclude widows.

21. *Confidential Reports*.—We understand that present regulations do not require reports—similar to those applicable to officers of the Overseas Service—but as we are of opinion that the compilation of confidential reports would safeguard Government and also the officer whose conduct, or misconduct, was under consideration we recommend:—

RECOMMENDATION IX.

That reports should be made annually by the Head of Department in a form similar to that in use, should be shown to an officer adversely reported upon, should be confidentially filed in the Department and should be available for inspection by Government or by any person or body authorized by Government.

22. *Promotions*.—We consider it desirable that Your Excellency's Government should encourage those whose abilities and/or qualifications and service warrant advancement to posts in the Overseas Service and recommend:—

RECOMMENDATION X.

That Government should make a clear statement that it will be its policy, when possible, to recommend meritorious officers of the new Service for advancement in the Overseas Service.

In so far as officers with more than six years' service as at 1st January, 1933, are concerned it is a matter for consideration whether promotion in the new Service should entail acceptance of conditions other than the new rates of salary and increment.

23. *Discipline*.—We recommend:—

Discipline.

RECOMMENDATION XI.

That in all cases of discipline the authority in staff matters should lie in the Governor.

We recognize that in every case the officer has the right of appeal to the Secretary of State.

24. *Permanent Civil Service Board*.—We consider that a permanent Civil Service Board should be set up as soon as possible.

Civil Service Board.

25. *Nomenclature*.—We are not entirely satisfied that "Local Civil Service" is the most satisfactory designation that can be devised and we are of opinion that this matter merits further consideration.

Nomenclature.

It has been represented to us that the designation "Local Civil Service" introduces an invidious distinction not dissimilar to that which formerly existed between 1st and 2nd class officers which was abolished by the Secretary of State in 1920. We consider it to be most unfortunate that any such distinction should be created, particularly as we regard it of the greatest importance as did the Fitzgerald Committee, vide paragraph 22 of their Report, that all possible facilities should be given to enable members of the Local Service (if it is to continue to be so called) to enter the Overseas Service. We have, therefore, considered alternative designations. The recommendation concerning the Asian Service is that it should be known as the Kenya Asian Civil Service and we incline to the opinion that the designation Kenya European Civil Service is less open to objection than "Local Civil Service".

26. *General*.—The Chairman, the Hon. A. de V. Wade, O.B.E., was unable to sign this Report before proceeding on leave. The first draft was examined by him and he approved its principles. We have made no substantial alterations.

General.

Married women and the *Provident Fund*.

Confidential reports.

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In conclusion we desire to record our appreciation of the services of our Secretary, Mr. R. C. M. Wood, and of the assistance afforded to us by Mr. C. H. Bloomfield of the Kenya and Uganda Railways and Harbours who has attended our meetings in a liaison capacity.

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

Chairman.

*C. J. J. T. BARTON	} <i>Members.</i>
†H. J. WEBSTER	
E. M. LEY	

R. C. M. WOOD,
Secretary.

Nairobi.

29th December, 1933.

*Subject to the notes following upon paragraphs 12 and 14.

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Note on Paragraph 12.

Mr. Barton considers current leave regulations should apply to existing staff until, as required by the Secretary of State, the statistic record of results is available for the experimental 5-year period laid down by him in his published telegram No. 236 of the 14th November, 1932. A further point to be considered in this connexion is the incidence of illness amongst the female staff the greater portion of which will serve under Local Service conditions.

Note on Paragraph 14.

In Mr. Barton's and Mr. Webster's opinion the grant of a family passage allowance has a bearing upon European colonization and, apart from this, they consider that the withdrawal of the privilege from the officers who have enjoyed it is open to doubt. They consider the amount of the allowance should remain at £30 or £20 and be paid to married officers provided they have attained the age of 29 years and/or the £360 salary step. Moreover, that the foregoing proviso should not be applied to men already married, nor to women, whether or not widows, who are supporting their children unaided.

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GOVERNMENT AND PROTECTORATE OF KENYA



INTERIM REPORT OF THE
CIVIL SERVICE BOARD

1964

14

INTERIM REPORT OF THE
CIVIL SERVICE BOARD

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CIVIL SERVICE BOARD

INTERIM REPORT OF THE CIVIL SERVICE BOARD

YOUR EXCELLENCY,

The Civil Service Board appointed by Your Excellency on the 20th December last—

“ 1. To examine and to report upon the inclusion of the posts scheduled in the Report of the Local European Civil Service Committee in the light of the comments received and the decision of Executive Council that officers with six years or more service should retain Overseas Service rights; Terms of reference.

2. To advise, assuming a 10 per cent reduction from salary will have to be made to cover contributions to a Contributory Pensions Scheme and obligations in respect of the Widows' and Orphans' Pensions Scheme (or such modification thereof as the Board may recommend), whether the scales of salary set out in the Report of the Local European Civil Service Committee are reasonable, and, if not, what variations should be made; and

3. In the light of such advice, to make detailed recommendations as to points in the scales of salary on which officers recommended for a Local Civil Service should transfer;”

has the honour to submit the following Report.

2. The Board held nine meetings between the dates of the 5th January and the 16th February, 1933.

On the 20th January Mr. C. J. T. Barton, O.B.E., proceeded on leave to England and his place on the Board was taken by Mr. C. W. Hayes-Sadler.

3. For brevity of reference in this Report, the Report of the Terms of Service Committee, 1931, and that of the Local European Civil Service Committee will be referred to as the “Fitzgerald” Report and “Merrick” Report respectively.

4. In view of its terms of reference the Board concluded that it was a special body set up to deal only with the matters referred to it and was not the Civil Service Board contemplated in the Fitzgerald and Merrick Reports. It is assumed that a Board of the latter kind will be constituted in due course and will have assigned to it appropriate powers and duties.

INTERIM REPORT OF THE CIVIL SERVICE BOARD

YOUR EXCELLENCY,

The Civil Service Board appointed by Your Excellency on the 20th December last—

" 1. To examine and to report upon the inclusion of the posts scheduled in the Report of the Local European Civil Service Committee in the light of the comments received and the decision of Executive Council that officers with six years or more service should retain Overseas Service rights; Terms of reference.

2. To advise, assuming a 10 per cent reduction from salary will have to be made to cover contributions to a Contributory Pensions Scheme and obligations in respect of the Widows' and Orphans' Pensions Scheme (or such modification thereof as the Board may recommend), whether the scales of salary set out in the Report of the Local European Civil Service Committee are reasonable, and, if not, what variations should be made; and

3. In the light of such advice, to make detailed recommendations as to points in the scales of salary on which officers recommended for a Local Civil Service should transfer;"

has the honour to submit the following Report.

2. The Board held nine meetings between the dates of the 5th January and the 16th February, 1933.

On the 20th January Mr. C. J. J. T. Barton, O.B.E., proceeded on leave to England and his place on the Board was taken by Mr. C. W. Hayes-Sadler.

3. For brevity of reference in this Report, the Report of the Terms of Service Committee, 1931, and that of the Local European Civil Service Committee will be referred to as the "Fitzgerald" Report and "Merrick" Report respectively.

4. In view of its terms of reference the Board concluded that it was a special body set up to deal only with the matters referred to it and was not the Civil Service Board contemplated in the Fitzgerald and Merrick Reports. It is assumed that a Board of the latter kind will be constituted in due course and will have assigned to it appropriate powers and duties.

5. At the outset of its deliberations the Board also came to the conclusion that until Government had considered the Board's recommendations under the first two terms of reference and had come to a definite decision thereon, time was likely to be lost if any attempt were made to deal with the cases of approximately 300 officers affected by the Board's final term of reference, seeing that effective action with regard to the transfer of the officers concerned to the new terms and conditions can only be taken in the light of Government sanction of—

- (a) the posts to be included in the "Local" Service;
- (b) scales of pay for such posts.

6. In the circumstances, the Board feels that the best course is to submit an interim report dealing only with its first two terms of reference.

7. Subject to the following modifications, the Board endorses the recommendations of the Merrick Report as to the posts which should be included in a "Local" Service:—

Posts to be added.

- (1) Chief Clerk (Administration).
- (2) Fisheries Inspector (Administration).
- (3) Assistant Establishment Officer (Secretariat and Legislative Council).
- (4) Reporters (Secretariat and Legislative Council).
- (5) Deputy Inspector of Weights and Measures (Police).
- (6) Assistant Game Wardens (Game).

NOTE:

(a) Posts 1-5 are of a class which correspond with posts already proposed for the "Local" Service; of these post No. 2 had not been created at the time of the Merrick Report; the omission of the remainder from that Report would seem to be an oversight.

(b) In regard to the post of Assistant Game Warden the Board is not convinced by the arguments advanced by the Game Warden and accepted by the Merrick Committee in support of its recommendation that these officers should be accorded "Overseas" status. The posts were listed as "Local" posts in the Fitzgerald Report and with this the Board agrees.

Posts to be deleted.

- (1) Superintendent (Prisons Department).
- (2) Chief Registrar of Natives.
- (3) Superintendent—Kabete Reformatory.

NOTE:

(a) As to post (1): Notwithstanding that the Fitzgerald Committee also recommended that this post was suitable for inclusion in the "Local" Service, the Board after very careful consideration and in the light of representations from the Commissioner of Prisons recommends that the post should be on "Overseas" terms.

As to post (2): This post is not listed in the Fitzgerald Report as a "Local" post. The duties are of such a character and of such responsibility that the Board considers that the post should be on "Overseas" terms.

As to post (3): The Board considers that this is a post which calls for special qualifications and training in the correction of juvenile offenders at Borstal or other remedial institutions and should therefore be classed as an "Overseas" post.

(b) The Merrick Committee omitted the post of Officer-in-Charge, Finger Print Bureau, from the schedule of "Local" posts, but it appeared to be in some doubt as to whether its action was justified. The Board considers that this post should be an "Overseas" one.

8. The Board is very conscious of the responsibility thrown upon it in being required, by its second term of reference, to review the salary proposals of the Merrick Committee. This review, so far as the clerical staff is concerned, must include consideration also of the more general recommendations of the Fitzgerald Committee.

9. So far as the question is concerned of determining appropriate scales for the various grades, clerical and non-clerical, which it is proposed to place in the "Local" Service, it seemed to the Board that there were two methods of approach open. One was to assume that the service is at the moment in a state of reasonable equilibrium in regard to the emoluments attached to the various posts, and that all that was necessary was to agree on the adjustments which should be made in consideration of—

- (a) Loss of free pension privileges.
- (b) Loss of free quarters.
- (c) Loss of certain minor privileges.

Review of the salary scales proposed by the Merrick Committee.

5. At the outset of its deliberations the Board also came to the conclusion that until Government had considered the Board's recommendations under the first two terms of reference and had come to a definite decision thereon, time was likely to be lost if any attempt were made to deal with the cases of approximately 300 officers affected by the Board's final term of reference, seeing that effective action with regard to the transfer of the officers concerned to the new terms and conditions can only be taken in the light of Government sanction of—

- (a) the posts to be included in the "Local" Service;
- (b) scales of pay for such posts.

Interim Report.

6. In the circumstances, the Board feels that the best course is to submit an interim report dealing only with its first two terms of reference.

"Local" Service posts.

7. Subject to the following modifications, the Board endorses the recommendations of the Merrick Report as to the posts which should be included in a "Local" Service:—

Posts to be added.

- (1) Chief Clerk (Administration).
- (2) Fisheries Inspector (Administration).
- (3) Assistant Establishment Officer (Secretariat and Legislative Council).
- (4) Reporters (Secretariat and Legislative Council).
- (5) Deputy Inspector of Weights and Measures (Police).
- (6) Assistant Game Wardens (Game).

NOTE:

(a) Posts 1-5 are of a class which correspond with posts already proposed for the "Local" Service; of these post No. 2 had not been created at the time of the Merrick Report, the omission of the remainder from that Report would seem to be an oversight.

(b) In regard to the post of Assistant Game Warden the Board is not convinced by the arguments advanced by the Game Warden and accepted by the Merrick Committee in support of its recommendation that these officers should be accorded "Overseas" status. The posts were listed as "Local" posts in the Fitzgerald Report and with this the Board agrees.

Posts to be deleted.

- (1) Superintendent (Prisons Department).
- (2) Chief Registrar of Natives.
- (3) Superintendent—Kabete Reformatory.

NOTE:

(a) As to post (1): Notwithstanding that the Fitzgerald Committee also recommended that this post was suitable for inclusion in the "Local" Service, the Board after very careful consideration and in the light of representations from the Commissioner of Prisons recommends that the post should be on "Overseas" terms.

As to post (2): This post is not listed in the Fitzgerald Report as a "Local" post. The duties are of such a character and of such responsibility that the Board considers that the post should be on "Overseas" terms.

As to post (3): The Board considers that this is a post which calls for special qualifications and training in the correction of juvenile offenders at Borstal or other remedial institutions and should therefore be classed as an "Overseas" post.

(b) The Merrick Committee omitted the post of Officer-in-Charge, Fingerprint Bureau, from the schedule of "Local" posts, but it appeared to be in some doubt as to whether its action was justified. The Board considers that this post should be an "Overseas" one.

8. The Board is very conscious of the responsibility thrown upon it in being required, by its second term of reference, to review the salary proposals of the Merrick Committee. This review, so far as the clerical staff is concerned, must include consideration also of the more general recommendations of the Fitzgerald Committee.

Review of the salary scales proposed by the Merrick Committee.

9. So far as the question is concerned of determining appropriate scales for the various grades, clerical and non-clerical, which it is proposed to place in the "Local" Service, it seemed to the Board that there were two methods of approach open. One was to assume that the service is at the moment in a state of reasonable equilibrium in regard to the emoluments attached to the various posts, and that all that was necessary was to agree on the adjustments which should be made in consideration of:—

- (a) Loss of free pension privileges.
- (b) Loss of free quarters.
- (c) Loss of certain minor privileges.

A simple mathematical calculation would then have determined the rate of pay, under the new conditions, for each grade. The other method of approach was to revise the value of certain posts, in relation to others, in addition to taking into consideration the loss of the privileges referred to above. The latter course obviously incurs the risk of creating apparent anomalies, but it is the course which appears to have been followed by the Merrick Committee, and the Board found itself in agreement with that Committee on this point.

10. On proceeding to consider the salary scales proposed by the Merrick Committee, the Board, in order to obtain as true a picture as possible of the then existing position, caused Columns 1 to 6 of Appendix I to be prepared. From these there emerged—

- (1) That, apart from the loss of free pensions and free quarters, the clerical grades under the Merrick proposals suffer in cash salaries a heavy reduction, in the intermediate stages of service, as compared with present terms. Further, the scales proposed are inferior to those recommended by the Fitzgerald Committee.
- (2) That, compared with the non-clerical grades (*vide* Appendix III of the Merrick Report), the clerical grades appear to have suffered disproportionate reductions.

11. While the Board is satisfied that the clerical grades are, under existing regulations, relatively on better terms than the non-clerical grades and can therefore bear a proportionately greater reduction in present total emoluments, the Board is equally satisfied that, under the salary scales proposed by the Merrick Committee, the clerical grades not only suffer disproportionately but at certain points are assigned pay which is definitely inadequate. The Board, in view of the resources of the Colony, fully realizes the restrictive effect which unduly high emoluments for posts in the "Local" Service may have on the number of such posts which may, as times goes on, become available for local European youths. On the other hand, the Board feels that it would be most unwise and might well prove disastrous to the establishment and maintenance of a Local Civil Service if a scheme for such a service were launched on terms which failed to offer an attractive and assured career to officers entering it.

12. After full consideration of the various aspects of the subject, the Board recommends the following scales for the Clerical Service:—

Scales of salary for Learner and Clerical Grades.

Learners. (Male and Female)—

Grade II.—£60 to £84 per annum with no set increments.

Grade I.—£84 by £18 to £120.

Grade B (Minimum age of entry 18 years)—

(Male).—£150 by £15 to £210 by £30 to £240 by £20 to £360 by £30 to £420, with efficiency bars at £210 and £360.

(Females).—£150 by £15 to £210 by £15 to £300 by £15 to £360, with efficiency bars at £210 and £300.

Grade A.—

(Male).—£440 by £20 to £520 by £20 to £600.

(Female).—£380 by £10 to £420.

Special Grade.—

(Male).—£620 by £10 to £660.

(Female).—£440 by £10 to £500.

NOTE.—Reference to Appendix I shows that in the matter of grading, the Board has departed from the recommendations of the Fitzgerald and Merrick Committees. The Board considers that a simpler and more satisfactory arrangement would be to divide the service (apart from learners) into two grades only and abolish the overlapping of grades in the matter of pay. At the same time, the Board realizes that there is much to be said in favour of the proposals of the Fitzgerald and Merrick Committees.

Under the Board's proposals, learners, on qualifying to pass out of the learner grade, would proceed as Grade B clerks to a maximum of £420 per annum subject to passing the prescribed bars and to their possessing such additional qualifications for advancement in the grade as the permanent Civil Service Board may lay down. The Board feels that if the best material is to be attracted, it is necessary to afford a competent officer a prospect of proceeding without stoppage to at least a maximum of £420 per annum.

A simple mathematical calculation would then have determined the rate of pay, under the new conditions, for each grade. The other method of approach was to revise the value of certain posts, in relation to others, in addition to taking into consideration the loss of the privileges referred to above. The latter course obviously incurs the risk of creating apparent anomalies, but it is the course which appears to have been followed by the Merrick Committee, and the Board found itself in agreement with that Committee on this point.

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(Females).—£150 by £15 to £210 by £15 to £300 by £15 to £360, with efficiency bars at £210 and £300.

Grade A.—

(Male).—£440 by £20 to £520 by £10 to £600.

(Female).—£380 by £10 to £420.

Special Grade.—

(Male).—£620 by £10 to £660.

(Female).—£440 by £10 to £500.

NOTE.—Reference to Appendix I shows that in the matter of grading, the Board has departed from the recommendations of the Fitzgerald and Merrick Committees. The Board considers that a simpler and more satisfactory arrangement would be to divide the service (apart from learners) into two grades only and abolish the over-lapping of grades in the matter of pay. At the same time, the Board realizes that there is much to be said in favour of the proposals of the Fitzgerald and Merrick Committees.

Under the Board's proposals, learners, on qualifying to pass out of the learner grade, would proceed as Grade B clerks to a maximum of £420 per annum subject to passing the prescribed bars and to their possessing such additional qualifications for advancement in the grade as the permanent Civil Service Board may lay down. The Board feels that if the best material is to be attracted, it is necessary to afford a competent officer a prospect of proceeding without stoppage to at least a maximum of £420 per annum.

The Board agrees that promotion to Grade A should depend on vacancies occurring in the establishment and considers that for some time to come conditions will render it necessary to provide for direct entry into this grade and into Grade B.

Comparison of scales.

13. Reference to Appendix I shows how, age for age, the foregoing scales compare with existing rates and with those recommended by the Fitzgerald and Merrick Committees assuming an officer proceeds normally by annual increments to the maximum open to him. Of the two latter, it will be observed that (as already stated) the Fitzgerald proposals are the more favourable, and that the Board's proposals are more favourable than either. Some explanation of the Board's reasons for this is perhaps desirable. The Board took as its starting point that at about the age of 30-32 an officer should, given normal progress and advancement, be in receipt of a salary on which he in a position prudently to marry, and it has framed its proposals accordingly. Under these proposals an officer has a prospect of being in receipt of £35 per mensem at the age of 32 and the Board suggests that this is the least amount on which he can maintain a home on a level appropriate to his position, particularly when it is remembered that out of the sum mentioned he has to find a 10 per cent contribution to a Provident or Pension Fund, and also his house rent.

Scales for non-Clerical posts.

14. The Board's recommendations in regard to non-clerical posts are set out in Appendix II, side by side with the Merrick Report proposals and the present scales. It will be observed that, generally speaking, the Board has seen no reason to differ materially from the Merrick Report proposals. In the great majority of cases only minor alterations or variations have been made, and this solely in order to conform with the Board's proposals in regard to the clerical grade.

Provident or Contributory Pension Fund.

15. In the time at its disposal the Board has not been able to gather any material which would justify it in putting forward any definite proposals under this head. On its appointment the Board found that an inquiry had been made of the Crown Agents for information on the subject. This inquiry and the reply received are shown in Appendix III. No communication has as yet been received from the Secretary of State, but it is obvious that the formulation of a suitable scheme for local application will require long and careful deliberation. The Board suggests that it is a point for consideration whether

some Dominion or semi-Government scheme should not be applied *in toto* as an interim measure. The Board feels that it is essential to the establishment of a "Local" Service on a satisfactory basis to bring some scheme into effect without undue delay.

General observations.

16. Though not strictly within its terms of reference, the Board has carefully studied the question of attracting local youths to the proposed "Local" Service. Under existing conditions and in view of the rates of pay proposed for Learners, it appears to the Board that at the present time the only candidates that Government can hope to obtain are those who are living with their relatives in Nairobi and in the larger centres. The Board therefore recommends that if the need arises and circumstances permit, Government should consider the adoption of some such scheme as that at present obtaining under the Kenya and Uganda Railways' and Harbours' Administration under which youths are lodged under supervision, a lodging allowance being provided in the case of those Learners whose parents cannot afford to make any contribution towards their maintenance.

The Board recognize, however, that the present time is premature for any more definite recommendation in this regard to be advanced.

17. The Board's salary proposals are based on the general terms and conditions of service suggested by the Merrick Report, including concessions of leave, passage allowance and free medical attendance. The Board, however, after full consideration, recommends a not unimportant departure from the Merrick Report (and also from the Fitzgerald Report) in connexion with free medical attendance, and that is the extension of the privilege to the officer's family. The Board feels that in view of the salary scales proposed, and of the absence in this Colony of health insurance schemes, cheap hospital facilities and cheap nursing facilities such as are prevalent in England, the expenses entailed by any unexpected and severe illness in his family might prove an excessive drain on an officer's resources, and recommends therefore that free medical attendance be granted to all officers and their families on the same terms and conditions as for the Overseas Service. The Board believes that in practice the extension of the privilege would not involve the Medical Department in any very considerable additional expenditure, and is confident that it would prove a very substantial attraction to prospective candidates.

The Board agrees that promotion to Grade A should depend on vacancies occurring in the establishment and considers that for some time to come conditions will render it necessary to provide for direct entry into this grade and into Grade B.

13. Reference to Appendix I shows how, age for age, the foregoing scales compare with existing rates and with those recommended by the Fitzgerald and Merrick Committees assuming an officer proceeds normally by annual increments to the maximum open to him. Of the two latter, it will be observed that (as already stated) the Fitzgerald proposals are the more favourable, and that the Board's proposals are more favourable than either. Some explanation of the Board's reasons for this is perhaps desirable. The Board took as its starting point that at about the age of 30-32 an officer should, given normal progress and advancement, be in receipt of a salary on which he in a position prudently to marry, and it has framed its proposals accordingly. Under these proposals an officer has a prospect of being in receipt of £35 per mensem at the age of 32 and the Board suggests that this is the least amount on which he can maintain a home on a level appropriate to his position, particularly when it is remembered that out of the sum mentioned he has to find a 10 per cent contribution to a Provident or Pension Fund, and also his house rent.

14. The Board's recommendations in regard to non-clerical posts are set out in Appendix II, side by side with the Merrick Report proposals and the present scales. It will be observed that, generally speaking, the Board has seen no reason to differ materially from the Merrick Report proposals. In the great majority of cases only minor alterations or variations have been made, and this solely in order to conform with the Board's proposals in regard to the clerical grade.

15. In the time at its disposal the Board has not been able to gather any material which would justify it in putting forward any definite proposals under this head. On its appointment the Board found that an inquiry had been made of the Crown Agents for information on the subject. This inquiry and the reply received are shown in Appendix III. No communication has as yet been received from the Secretary of State, but it is obvious that the formulation of a suitable scheme for local application will require long and careful deliberation. The Board suggests that it is a point for consideration whether

some Dominion or semi-Government scheme should not be applied *in toto* as an interim measure. The Board feels that it is essential to the establishment of a "Local" Service on a satisfactory basis to bring some scheme into effect without undue delay.

16. Though not strictly within its terms of reference, the Board has carefully studied the question of attracting local youths to the proposed "Local" Service. Under existing conditions and in view of the rates of pay proposed for Learners, it appears to the Board that at the present time the only candidates that Government can hope to obtain are those who are living with their relatives in Nairobi and in the larger centres. The Board therefore recommends that if the need arises and circumstances permit, Government should consider the adoption of some scheme as that at present obtaining under the Kenya and Uganda Railways' and Harbours' Administration under which youths are lodged under supervision, a lodging allowance being provided in the case of those Learners whose parents cannot afford to make any contribution towards their maintenance.

The Board recognizes, however, that the present time is premature for any more definite recommendation in this regard to be advanced.

17. The Board's salary proposals are based on the general terms and conditions of service suggested by the Merrick Report, including concessions of leave, passage allowance and free medical attendance. The Board, however, after full consideration, recommends a not unimportant departure from the Merrick Report (and also from the Fitzgerald Report) in connexion with free medical attendance, and that is the extension of the privilege to the officer's family. The Board feels that in view of the salary scales proposed, and of the absence in this Colony of health insurance schemes, cheap hospital facilities and cheap nursing facilities such as are prevalent in England, the expenses entailed by any unexpected and severe illness in his family might prove an excessive drain on an officer's resources, and recommends therefore that free medical attendance be granted to all officers and their families on the same terms and conditions as for the Overseas Service. The Board believes that in practice the extension of the privilege would not involve the Medical Department in any very considerable additional expenditure, and is confident that it would prove a very substantial attraction to prospective candidates.

General observations.

Comparison of scales.

Scales for non-clerical posts.

Provident or Contributory Pension Fund.

18. The Board desires to express its appreciation of the very valuable assistance rendered to it by the Secretary, Mr. R. C. M. Wood.

We have the honour to be,

Sir,

Your Excellency's obedient servants,

T. FIZGERALD (*Chairman*),

A. DE V. WADE,

C. W. HAYES-SADLER, (*Members*).

E. M. LEY.

R. C. M. WOOD, *Secretary*.

Nairobi,

16th February, 1933.

APPENDIX I

AGE	PRESENT SCALE	FITZGERALD PROPOSALS		MERRICK PROPOSALS				BOARD PROPOSALS	
	1	2 Men and Women	3 Men	4 Women	5 Men		6 Women		7 Men	8 Women
18	£ 180	£ 150	£ 150	£ 150	£ 150	£ 150	£ 150	£ 150	£ 150
19	200	160	160	160	160	160	160	165	165
20	220	170	170	170	170	170	170	180	180
21	240	180	180	180	180	180	180	195	195
22	258	190	190	190	190	190	190	210	210
23	276	200	200	200	200	200	200	240	240
24	294	240	240	240	210	215	200	240	225
25	300	255	255	255	220	230	210	260	240
26	318	270	270	270	230	245	220	280	265
27	336	285	285	285	240	260	230	300	270
28	354	300	300	300	240	275	240	320	285
29	372	320	320	310	250	290	275	340	300
30	390	340	320	320	305	305	290	360	315
31	408	360	330	330	320	320	305	380	330
32	426	380	340	340	335	335	320	400	345
33	444	400	350	350	350	350	335	420	360
34	462	420	360	360	365	360	350	440	380
35	480	440	380	380	380	380	360	460	390
36	500	460	400	400	395	400	380	480	400
37	No Special Grades	480	410	410	410	420	400	500	410
38		500	420	420	425	440	420	520	420
39		520				460	420	540	440
40		540				480		560	450
41		560				500		580	460
42		580	Special	Nil-Special		520		600	470
43		600				540		620	480
44		620				560		640	490
45		640				580		660	500
46		660				600			
47						625	Special		
48						650			
49						675			
50						700			
						725			

Figures in heavy type indicate Efficiency Bar.

NOTE.—In addition to the Grades shown in Column 2 above there are certain Special Posts of a Clerical character carrying a scale of pay of £500-£600 per annum *vide* Appendix II. These posts are included as Special Grade Posts under the Fitzgerald, Merrick, and the Board's proposals.

APPENDIX II

Post	Present Scale	Merrick Proposals	Board's Proposals	Notes
GOVERNMENT HOUSE—				
*Chief Clerk	£500-20-600	£500-20-650	£500-20-660	Free Quarters.
Chauffeur-Mechanic	£300-18-390-18-480 -20-500	£360-20-480	£300-20-420	Free Quarters.
Superintendent of Gardens	ditto	ditto	ditto	Free Quarters.
Caretaker and Housekeeper	£240	£180-15-300	£240 fixed	With Free Board and lodging. The Board considers a fixed rate of salary more appropriate to the duties of the Secretary's office.
ADMINISTRATION—				
*Office Assistants	£425-25-600-30-720	£500-25-650	£500-20-660	
*Chief Clerk	£500-20-600	ditto	ditto	
Superintendent of Inland Revenue	£500-20-600 (Kisumu) £300-18-390 (Nakuru)	£480-20-600	£480-20-600 £300-20-420	
Fisheries Inspector			ditto	
AGRICULTURAL DEPARTMENT—				
*Accountant	£500-20-600	£500-25-650	£500-20-660	
*Superintendent	ditto	ditto	ditto	
Chief and Inspector	£480-20-600	ditto	ditto	
Superintendent of Malze Plant, etc.	£372-18-426-18-480 -20-500-20-600	ditto	ditto	
*Laboratory Superintendent	£500-20-600	ditto	ditto	
Animal Husbandry Assistant	£300-18-390-18-480- 20-500	£360-20-480-20-600	£360-20-480-20-600	

*Indicates pensionable office at present.
 Figures in heavy type indicate Efficiency Bar.

APPENDIX II

POST	Present Scale	Merrick Proposals	Board's Proposals	Notes
GOVERNMENT HOUSE—				
*Chief Clerk	£500-20-600	£500-20-650	£500-20-660	Free Quarters.
Chauffeur-Mechanic	£300-18-390-18-480 -20-500 ditto	£360-20-480	£300-20-420	Free Quarters.
Superintendent of Gardens	£240	ditto	ditto	Free Quarters.
Caretaker and Housekeeper	£425-25-600-30-720	£150-15-300	£240 fixed	With Free Board and lodging. The Board considers a fixed rate of salary more appropriate to this post. Private Secretary agrees.
ADMINISTRATION—				
*Office Assistants	£500-20-600	£500-25-650	£500-20-660	
*Chief Clerk	£500-20-600	ditto	ditto	
Superintendent of Inland Revenue	£500-20-600 (Kisumu) £300-18-390 (Nakuru)	£480-20-600 £290-15-350-15-425	£480-20-600 £300-20-420 ditto	
Fisheries Inspector	£500-20-600	£500-25-650	£500-20-660	
AGRICULTURAL DEPARTMENT—				
*Accountant	£500-20-600	ditto	ditto	
*Office Superintendent	£480-20-600	ditto	ditto	
Grader and Inspector	£372-18-426-18-480 -20-500-20-600	ditto	ditto	
Superintendent of Maize Plant, etc.	£500-20-600	ditto	ditto	
*Laboratory Superintendent	£300-18-390-18-480- 20-500	£360-20-480-20-600	£360-20-480-20-600	
Animal Husbandry Assistant				

*Indicates pensionable office at present.

Figures in heavy type indicate Efficiency Bar.

Post	Present Scale	Merrick Proposals	Board's Proposals	Notes
AGRICULTURAL DEPARTMENT—(Contd.) Laboratory Assistant	£384-19-390-18-460- 300-18-390-18-480- 20-800	360-20-460-20-540 ditto	£360-20-460-20-540 ditto	
Stock Inspector	£300-18-390	ditto	£300-20-460	
Stock Inspector	£300-18-390	ditto	£300-20-460	
Librarian (Veterinary Laboratory)	£300-18-390	ditto	£300-20-460	
Assistant Grader and Inspector	£300-19-394-19-390- 19-480	£350-15-425	£300-20-460	
Mechanics—Cool Stores	£300-19-390-18-426	ditto	£300-20-460	
Mechanics—Veterinary Research Lab.	£300-18-372	ditto	£300-20-460	
Ordnance Foreman	£300-18-372	ditto	£300-20-460	
Assistant Storekeeper	£180-20-240-19-300- 19-354	£150-10-500-15-200- 15-350	£180-15-240-20-240- 20-360	Board considers pro- posed scale adequate.
Junior Laboratory Assistant	£120, 144	£60-12-84-18-120	As for Lecturer in Chemical Scale.	
Junior Stock Inspector Lessor (e.g., Laboratory Assistant)				

ADULT DEPARTMENT—To consist of trained Overseas Officers and officers in the Chemical Scales.

COAST GUARD—

*Assistant Comptroller Coast Agent

£500-20-600

£500-20-650

£500-20-660

*Assistant Comptroller Customs

£1,000-20-1,000

£1,000-20-1,000

£1,000-20-1,000

£1,000-20-1,000

APPENDIX II—Contd.

Post	Present Scale	Merrick Proposals	Board's Proposals	Notes
CUSTOMS DEPARTMENT— Assistant Subordinate Operator, Statistical Department (Lady)	£400-20-600 £300-18-390 £300-18-390-18-600- 20-600	£500-25-650 £300-15-350 £360-20-600-20-640	£500-20-660 £300-15-360 £360-20-600-20-640 £360-20-600-20-640	This Commissioner of Customs agrees.
Statistical Officer	£300-18-390-18-480- 20-500	£360-20-600-20-640	£360-20-600-20-640	
Cadet	£240 for two years	£280-15-490	£280-15-490	
EMPLOYMENT DEPARTMENT— *Office Superintendent	£500-20-600 ditto	£500-25-650 ditto	£500-20-660 ditto	
*Accountant	£400, 400, 405-25-600 (and some) 40, 70	£500-25-650-25-725	£500-20-600-20-720	
*Primary Education Officer:				
(a) Male	£300-15-480	£360-20-600	£360-20-600	
(b) Female	£200-15-480	£265-15-350-15-425	£265-15-350-15-425	
(c) Male	£200-15-360	£240-15-360	£240-15-360	
(d) Female	£192-8-340 (emph.)	£204-15-290-15-350	£192-15-310-15-360	
(e) Male	£192 fixed ditto	£180-10-240 ditto	£180-15-240-20-240 £150-15-240-15-240	Director of Educa- tion agrees.

*Minimum recommended scale is in parentheses.
Figures in heavy type indicate statutory fix.

APPENDIX II—Contd.

Post	Present Scale	Merrick Proposals	Board's Proposals	Notes
AGRICULTURAL DEPARTMENT—(Contd.)				
Laboratory Assistant	£354-18-390-18-480-20-500	360-20-480-20-540	£360-20-480-20-540	
Stock Inspector	£300-18-390-18-480-20-500	ditto	ditto	
Stockkeeper	£300-18-390	ditto	ditto	
Plant Inspector	£300-18-354-18-390-18-480	£300-20-480	£300-20-480	
Librarian (Veterinary Laboratory)	£300-18-390-18-426	£300-15-425	£300-20-420	
Assistant Grader and Inspector	ditto	ditto	ditto	
Mechanics—Cool Stores	£300-18-372	ditto	ditto	
Mechanics—Veterinary Research Lab.	ditto	ditto	ditto	
Vand Foreman	£340-15-372	£200-15-290-15-390-18-425	£240-20-380-20-420	
Coverer	£180-20-240-18-300-18-354	£150-10-200-15-290-15-350	£150-15-210-20-240-20-360	
Assistant Stockkeeper	£121, 144	£60-12-84-18-120	As for Lecturer in Chemical Scale.	
Junior Stock Inspector				
Lecturer (e.g., Laboratory Assistant)				Board consider proposed scale inadequate.

ANIMAL DEPARTMENT—To consist of existing Overseas Officers and officers in the Chemical Scales.

COAST AGENTS—

Assistant Government Coast Agent	£900-20-600	£900-25-650	£900-20-660	
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*Positions immediately open for promotion.

†Figure in heavy type indicates existing pay.

APPENDIX II—Contd.

Post	Present Scale	Merrick Proposals	Board's Proposals	Notes
COMMISSIONER DEPARTMENT—				
Officer, Agricultural	£500-20-600	£500-25-650	£500-20-660	
Officer, Statistical Department (Lady)	£300-18-380	£360-20-480-20-540	£300-15-360	
Inspector, Protective Service	£200-15-240	£200-15-240	£200-15-240	
Examining Officer	£300-18-380-18-480-20-500	£360-20-480-20-540	£360-20-480-20-540	
Cadet	£240 for two years	£200-15-290	As Cadets, £180 1st year, £200 2nd year, then as Junior Examining Officer at £240-20-330	The Commissioner of Customs agrees.
EDUCATION DEPARTMENT—				
Officer, Schools	£500-20-600	£500-25-650	£500-20-660	
Accommodator	ditto	ditto	ditto	
Primary Education Officer:				
(1) Male	£400, 400, 475-25-600 (and some 50-72)	£500-25-600-25-725	£500-20-660-20-720	
(2) Female	£300-16-480	£360-20-480	£360-20-480	
(3) Male	£320-16-480	£300-20-420	£360-20-480-20-600	
(4) Female	£300-10-400	£245-15-350-15-425	£300-15-360-15-420	
(5) Male	£240-8-320	£245-15-350	£240-15-360	
(6) Female	£240-10-300 (consol.)	£200-15-290-15-350-18-425	£195-15-210-20-240-20-360	
(7) Female	£192-8-240 (consol.)	£200-15-290-15-350	£195-15-210-15-360	
(8) Male	£150-10-240	£150-10-240	£150-15-210-20-240	
(9) Female	ditto	ditto	£150-15-210-15-240	Director of Education agrees.

*Positions immediately open for promotion.

†Figure in heavy type indicates existing pay.

Post	Present Scale	Merrick Proposals	Board's Proposals	Notes
EDUCATION DEPARTMENT—Contd.				
(Learners) (b) Male	Various	£84-18-120	(b) As for Grade I, Learners, Clerical	Director of Education agrees.
" " (c) Female	ditto	ditto	"	
" " (c) Male	ditto	£60-12-84-18-120	(c) As for Grade II, Learners, Clerical Staff.	Board considers proposed scale inadequate.
" " (c) Female	ditto	ditto	"	
*Matrons (b)	£220-18-300	£150-15-300	£150-15-300	
*Matrons (c)	£140-15-220	£120-10-190	£150-15-210	
*Matrons (Learners)	£60-72	£60-12-84-18-120	£60-12-84-18-120	
Leading Artisan	£300 fixed	£350-15-425	£300-20-400	
PRINT DEPARTMENT—				
*Accountant	£126-18-480-20-600	£360-20-480-20-540	£360-20-480-20-540	
*Forester, Grade A	£300-18-390-18-480-20-500	ditto	£360-20-480-20-540	
Forester, Grade B		£245-15-350	£240-20-360	
" Apprentice		£150-10-200	£150-15-210	
" Learner		£84-18-120	Clerical Learner Scale.	
GAME DEPARTMENT—				
*Assistant	£360, 360, 500-20-600	Overseas posts	£400, 400, 500-20-660	See Note in paragraph 7 of Report.
JUDICIAL DEPARTMENT—				
Process Server..	£240-18-300	£200-15-280-15-360	£240-20-360	
Shorthand Writer	£400-20-600	£360-20-480-20-600	£400-20-480-20-600	
LEGAL DEPARTMENT—Only Overseas and Clerical posts.				
Indicates pensionable office at present. Figure in heavy type indicate Efficiency Bar.				

Post	Present Scale	Merrick Proposals	Board's Proposals	Notes
MEDICAL DEPARTMENT—				
*Accountant	£500-20-600	£500-25-650	£500-20-660	
*Laboratory Superintendent	ditto	ditto	ditto	
*Senior Sanitary Inspector	£540-20-660	£550-25-650	£540-20-660	
*Medical Storekeeper	£508-20-600	£500-25-650	£500-20-660	
Laboratory Assistant	£354-18-390-18-480-20-500	£360-20-480-20-540	£360-20-480-20-540	
Dispenser	£300-15-390	ditto	ditto	
Wardmaster	£300-18-426	ditto	ditto	
*Chief Inspector	£372-18-480-20-540	ditto	ditto	
*Sanitary Inspector	£372-18-480-20-500	£360-20-480	£360-20-480	
*Superintendent, Mental Hospital	£300-18-390-18-426	£290-15-350	£300-15-360	
*Superintendent, Infectious Diseases Hospital		ditto	£300-15-360	
*Matron		ditto	£300-15-360	
*Nursing Sisters (Health Visitors)	£240-18-300	ditto	£300-15-360	Board's proposals for Mental Hospital Department.
Malania Overseer	£300	ditto	£300-15-360	
Male Nursing Orderly	£240-18-300-18-372	£200-15-290-15-350	£240-20-360	
Mental Hospital Warder	£240-18-300	ditto	£240-15-300	
*Mental Hospital Assistant	£240-18-300	£260-200	£240-15-300	
*Hospital Assistant Marron.		£260-15-290	£240-15-300	
*Nursing Sister	ditto	ditto	£240-15-300	Free quarters.
Learners and Juniors		As in Clerical Scale	As for Learners Clerical Scale.	No free quarters. Qualifications higher than Nursing Sister.

*Indicates pensionable office at present.
Figures in heavy type indicate Efficiency Bar.

POST	Present Scale	Merrick Proposals	Board's Proposals	Notes
EDUCATION DEPARTMENT—(Contd.)				
Learners (a) Male	Various	£84-18-120	(b) As for Grade I Learners, Clerical Staff.	Director of Education agrees.
(c) Female	ditto	ditto	(d) As for Grade II Learners, Clerical Staff.	
(e) Male	ditto	£60-12-84-18-120		Board considers proposed post adequate.
(f) Female	ditto	ditto		
*Matrons (a)	£220-18-300	£150-15-300	£225-15-300	
(b)	£190-15-220	£120-10-190	£150-15-210	
*Matrons (a)	£160-15-220	£60-12-84-18-120	£60-12-84-18-120	
(b)	£160-72	£80-15-425	£80-15-425	
Leading Artisan	£300, fixed		£300-20-400	
FOREST DEPARTMENT—				
*Accountant	£425-18-480-20-600	£360-20-480-20-540	£360-20-480-20-600	
*Forester, Grade A	£300-18-390-18-480-20-500	ditto	£300-20-480-20-540	
Forester, Grade B			£240-15-350	
Apprentice			£150-10-200	
" Learner			£84-18-120	
GAME DEPARTMENT—				
*Assistants	£360, 360, 500-20-600	Overseas posts	£400, 400, 500-20-660	See Note in paragraph 7 of Report.
JUDICIAL DEPARTMENT—				
Process Server..	£240-18-300	£200-15-290-15-360	£240-20-360	
Shorthand Writer	£40-20-600	£360-20-480-20-600	£40-20-480-20-600	
LEGAL DEPARTMENT—Only Overseas and Clerical posts—				

*Indicates pensionable office at present.

Figures in heavy type indicate Efficiency Bar.

POST	Present Scale	Merrick Proposals	Board's Proposals	Notes
MEDICAL DEPARTMENT—				
*Accountant	£500-20-600	£500-25-650	£500-20-660	Board's proposals are to be made by Medical Department.
*Laboratory Superintendent	ditto	ditto	ditto	
*Senior Sanitary Inspector	£540-20-660	£550-25-650	£540-20-660	Free quarters.
*Medical Storekeeper	£500-20-600	£500-25-650	£500-20-660	
Laboratory Assistant	£354-18-390-18-480-20-500	£360-20-480-20-540	£360-20-480-20-540	No free quarters. Qualifications higher than Nursing Sister.
Dispenser	£300-18-390	ditto	ditto	
Wardmaster	£300-18-426	ditto	ditto	Free quarters.
Chief Instructor	ditto	ditto	ditto	
*Sanitary Inspector	£372-18-480-20-540	£360-20-460	£360-20-460	No free quarters. Qualifications higher than Nursing Sister.
*Superintendent, Mental Hospital	£372-18-480-20-500	£360-20-460	£360-20-460	
*Superintendent, Infectious Diseases Hospital	£300-18-390-18-426	£290-15-350	£300-15-360	Free quarters.
Matron	ditto	ditto	ditto	
*Nursing Sisters (Health Visitors)	£240-18-300	ditto	£300-15-345	No free quarters. Qualifications higher than Nursing Sister.
Malaria Overseer	£300	ditto	£300-20-360	
Male Nursing Orderly	£240-18-300-18-372	£200-15-290-15-350	£240-20-360	Free quarters.
*Female Hospital Warder	£240-18-300	ditto	£240-20-360	
*Male Hospital Matron	£240-18-300	£260-15-290	£240-15-300	Free quarters.
*Female Hospital Assistant Matron	£240-18-300	£260-15-290	£240-15-300	
*Nursing Sister	ditto	ditto	£240-15-300	Free quarters.
Learners and Juniors		As in Clerical Scale	As for Learners, Clerical Scale.	

*Indicates pensionable office at present.

Figures in heavy type indicate Efficiency Bar.

APPENDIX II—Contd.

Post	Present Scale	Merrick Proposals	Board's Proposals	Notes
MILITARY DEPARTMENT (Defence Force)—				
Musketry Instructor ..	£390 fixed	£460 fixed	£460 fixed	
POLICE DEPARTMENT—				
*Chief Inspector ..	£480-20-540	£520-20-600	£500-20-600	
*Inspector ..	£372-18-480	£420-20-520	£420-20-520	
*Deputy Inspector ..	ditto	ditto	ditto	
*Assistant Inspector 1st Grade ..	£300-18-372	£360-20-420	£360-20-420	
*Assistant Inspector 2nd Grade ..	£246-18-300	£246-15-380	£240-20-360	Formerly European Police Constable.
Deputy Inspector, Weights and Measures ..	£500		£500-20-540	
POST AND TELEGRAPHS DEPARTMENT—				
Electrician ..	£500-20-600	£550-25-650	£540-20-660	
*Postmaster ..	ditto	ditto	ditto	
*Chief Electrical Mechanician ..	ditto	£500-25-650	£500-20-660	
*Accountant ..	ditto	ditto	ditto	
Storekeeper ..	ditto	ditto	ditto	
*Sub-Engineer ..	£400-20-500-20-600	£360-20-480-20-600	£360-20-480-20-660	
*Inspector ..	£372-18-426-18-480-20-500	£360-20-480-20-540	£360-20-480-20-540	
*Postal Clerk, Telegraphist (Male) ..	ditto	ditto	ditto	
*Electrical Mechanician ..	£372-18-426-18-480-20-500	£360-20-420	£380-10-420	
*Postmistress and Supervisor of Telephones ..				
*Postal Clerk and Telegraphist : Female ..	£240-18-372	£200-15-290-15-350	£240-15-300-15-360	
Junior Male ..	£180-20-240	£180-15-240-20-360	£150-15-210-30-240	
Junior Female ..	ditto	£150-10-200	£180-15-210-15-240	As for Learners Certificate
Leapers ..	£120, 144	£60-12-64-18-120	Clerical Scales.	

*Indicates pensionable office at present.

Figures in heavy type indicate Efficiency Bar.

APPENDIX II—Contd.

Post	Present Scale	Merrick Proposals	Board's Proposals	Notes
PRINTING AND STATIONERY DEPARTMENT—				
*Press Engineer ..	£600 fixed	£500-25-650	£500-20-660	
Foreman (Composing) ..	£500-20-600	ditto	ditto	
Foreman (Machine) ..	£390-18-460-20-500	£480-20-540	£480-20-540	
Lithotype Operator ..	£372-18-426-18-480-20-500	ditto	ditto	
Monotype Operator ..	£300-18-360-18-480-20-500	£360-20-480-20-540	£360-20-480-20-540	
Reader (Male) ..	ditto	£200-15-290	£210-15-300	
Assistant Linotype Operator ..	£180-20-240	ditto	£180-15-210-30-240	
Learners (Apprentices) ..	£48, 72, 90, 120, 150	£60-12-84-18-120	As for Learners Certificate.	
PRISONS DEPARTMENT—				
Assistant Superintendent ..	£300-18-354-18-390-18-420-20-26	£360-20-480-20-540	£360-20-480-20-540	
Technical Instructor ..	£300-18-390-18-426	£350-15-425	£300-20-420	
Chief Officer ..	£246-18-300-18-354-18-390	£245-15-290-15-350-15-425	£240-20-300-20-420	With free quarters.
PUBLIC WORKS DEPARTMENT—				
*Transport Officer ..	£600-30-720 (present £600 fixed)	£500-25-650	£500-20-660	
*Draughtsman ..	£480-20-600	ditto	£500-20-660	
Assistant Accountant ..	£426-18-480-20-600	ditto	ditto	
*Senior Storekeeper ..	£350-20-400-400	ditto	ditto	
*Senior ..	£300-20-400	£480-20-540	£400-20-500	
Assistant Storekeeper ..	£372-18-426-18-480-20-500	ditto	ditto	Board considers pro- posed scale suboptimal
*Overseer ..	ditto	ditto	ditto	
Inspector Water Supply ..	ditto	£360-20-480-20-540	£360-20-480-20-540	

*Indicates pensionable office at present.

Figures in heavy type indicate Efficiency Bar.

APPENDIX II—Contd.

Post.	Present Scale	Merrick Proposals	Board's Proposals	Notes
MILITARY DEPARTMENT (Defence Force)—				
Musketry Instructor	£390 fixed	£460 fixed	£460 fixed	
POLICE DEPARTMENT—				
*Chief Inspector	£480-20-540	£520-20-600	£500-20-600	
*Inspector	£372-18-480	ditto	£420-20-520	
*Depot Instructor	ditto	ditto	ditto	
*Assistant Inspector 1st Grade	£300-18-372	£360-20-420	£360-20-420	
Assistant Inspector 2nd Grade	£246-18-300	£246-15-350	£240-20-360	Formerly European Police Constable.
Deputy Inspector, Weights and Measures	£500		£500-20-540	
POST AND TELEGRAPHS DEPARTMENT—				
Electrician	£500-20-600	£550-25-650	£540-20-660	
*Postmaster	ditto	ditto	ditto	
*Chief Electrical Mechanician	ditto	£500-25-650	£500-20-660	
*Accountant	ditto	ditto	ditto	
Storekeeper	ditto	ditto	ditto	
*Sub-Engineer	£400-20-500-20-600	£360-20-480-20-600	£360-20-480-20-660	
*Postal Clerk, Telegraphist (Male)	£372-18-426-18-480-20-500	£360-20-480-20-540	£360-20-480-20-540	
*Electrical Mechanician	ditto	ditto	ditto	
*Postmistress and Supervisor of Telephones	£372-18-426-18-480-20-500	£360-20-420	£380-10-420	
*Postal Clerk and Telegraphist:				
Female	£240-18-372	£230-15-290-15-350	£240-15-300-15-360	
Junior Male	£180-20-240	£180-15-240-20-360	£180-15-210-20-240	
Junior Female	ditto	£150-10-200	£150-15-210-15-240	
Learners	£120, 144	£60-12-84-18-120	As for Learners Clerical Scales.	

*Indicates pensionable office at present.
 Figures in heavy type indicate Efficiency Bar.

APPENDIX II—Contd.

Post	Present Scale	Merrick Proposals	Board's Proposals	Notes
PRINTING AND STATIONERY DEPARTMENT—				
*Press Engineer	£600 fixed	£500-25-650	£500-20-660	
Foreman (Composing)	£500-20-600	ditto	ditto	
Foreman (Machinist)	£390-18-460-20-500	£480-20-540	£460-20-540	
Lino-type Operator	£372-18-426-18-480-20-500	ditto	ditto	
Monotype Operator	£300-18-390-18-460-20-500	£360-20-480-20-540	£360-20-480-20-540	
Reader (Male)	ditto	ditto	ditto	
Reader (Female)	£180-20-240	£200-15-290	£210-15-300	
Assistant Lino-type Operator		ditto	£180-15-210-20-240	
Learners (Apprentices)	£48, 72, 90, 120, 150	£60-12-84-18-120	As for Learners Clerical Scale.	
PRISONS DEPARTMENT—				
Assistant Superintendent	£300-18-354-18-390-18-460-20-500	£360-20-460-20-540	£360-20-480-20-540	
Technical Instructor	£300-18-390-18-426	£350-15-425	£300-20-420	
Chief Officer	£246-18-300-18-354-18-390	£245-15-290-15-350-15-425	£240-20-300-20-420	With free quarters.
PUBLIC WORKS DEPARTMENT—				
*Transport Officer	£600-30-720 (present scale)	£500-25-650	£500-20-660	
*Draftsman	£480-20-600	ditto	£500-20-660	
Assistant Accountant	£426-18-480-20-600	ditto	ditto	
*Senior Storekeeper	£390-18-460-20-600	ditto	ditto	
*Senior Overseer	£500-20-600	ditto	ditto	
Assistant Storekeeper	£372-18-426-18-480-20-500	£480-20-540	£400-20-500	
*Overseer	ditto	ditto	ditto	
Inspector Water Supply	ditto	£350-20-480-20-540	£360-20-480-20-540	Board considers proposed scale adequate

*Indicates pensionable office at present.
 Figures in heavy type indicate Efficiency Bar.

POST	Present Scale	Merrick Proposals	Board's Proposals	Notes
PUBLIC WORKS DEPARTMENT (Contd.)				
Foreman (Blacksmith)	£,300 18 3/8 18 4/26	£,290 15 3/50 15 4/25	£,300 20 4/20	
Foreman (Joiner)	£,450 fixed	ditto	ditto	
Timekeeper	£,300 18 1/8 18 4/60	ditto	ditto	
Kiln Seasoning Operator	20-500	ditto	£,300 20 4/20	
Telephone Operator	£,192	£,150 10 2/00	£,150 15 2/10	
Learners (Apprentices)	£,96	£,65 12 3/4 18 1/20	As for Learner in Criminal Grades	
REGISTRAR-GENERAL'S DEPARTMENT—				
Accountant	£,428 18 4/80 20 5/00	£,400 25 4/80 20 6/00	£,400 20 4/80 20 6/00	
SECRETARIAT AND LEGISLATIVE COUNCIL—				
*Assistant Establishment Officer—	£,500 25 6/00		£,500 20 6/60	
Reporters	£,400 20 6/00		£,400 20 4/80 20 6/60	
STATISTICAL DEPARTMENT—				
*Assistant Registrar of Natives	£,500 20-6/00	£,400 20 6/00	£,480 20 6/00	
SURVEY AND REGISTRATION DEPARTMENT—				
*Office Superintendent and Accountant—	£,500 20 6/00	£,500 25 6/50	£,500 25 6/60	
Forest Surveyor	£,372 18 4/60 20 5/00	£,290 20 6/00 20- 480-20 5/40	£,300 20 6/00 20- 480-20 5/40	
*Draughtsman	£,372 18-4/60 20 5/00	£,460 20 5/40	£,440 20 5/40	
Survey Records Officer	20-600	ditto	ditto	
Junior Computer	£,240 20 3/00	ditto	£,300 20 3/80 20 4/60	Scale as agreed with the Board, but subject to the Board's decision that later proposed a maximum of £,540
Learners (Survey Cadets)	£,100, 100, 100, 180, 240	£,94 18-1/20, 150-10- 200 with promotion on qualification	£,84 18-1/20, £,150- 10-200 with pro- motion on qualification	

TEASURY—The Treasury will, it is understood, in future consist of trained Overseas Service Officers and General Staff only.

*Indicates responsible office at present.

Figures in heavy type indicate 1 fluency rate.

APPENDIX III.

THE SECRETARIAT,
NAIROBI.

S.O.E. 37/1/5/18/1.

9th December, 1932.

Gentlemen,

I have the honour to state that proposals are under consideration in this Colony for the inauguration of a Contributory Pensions Scheme, or Fund, for certain Government employees and I should be grateful if you would kindly send any particulars that may be in your possession bearing upon this subject.

Perhaps you could transmit copies of the relative Regulations or Ordinances by Air Mail.

2. I should also be glad of your general opinion upon the possibility of combining a Contributory Pensions Scheme with the East African Widows' and Orphans' Scheme and whether you consider contribution to the latter is essential from all Government servants in East Africa. It is realized that the implications of this question are large and would be subject to further consideration, but if it is possible for you to reply to this paragraph by an early Air Mail it would be appreciated.

I have the honour to be,
Gentlemen,
Your obedient servant,

JUNON BARTON,
for Colonial Secretary.

Post	Present Scale	Merrick Proposals	Board's Proposals	Notes
PUBLIC WORKS DEPARTMENT				
Foreman	£ 500 18 390 18 428	£ 290 15 350 15 425	£ 500 20 420	
Blacksmith	£ 450 fixed	ditto	ditto	
Foreman Joiner	£ 500 18 390 18 460	ditto	ditto	
Time-keeper	20-500	ditto	ditto	
Kulu Seasoning Operator	ditto	ditto	£ 300 20 420	
Telephone Operator	£ 150 10 200	£ 150 10 200	£ 150 15 210	
Learners Apprentices	£ 96	£ 60 12 94 15 120	Cherrel Grades	
REGISTRAR-GENERAL'S DEPARTMENT				
Accountant	£ 426 15 460 20 600	£ 400 20 460 20 600	£ 400 20 480 20 600	
SECRETARIAT AND LEGISLATIVE COUNCIL				
*Assistant Establishment Officer	£ 500 25 600		£ 500 20 660	
Reporters	£ 400 20 600		£ 400 20 480 20 660	
STATISTICAL DEPARTMENT				
*Assistant Registrar of Natives	£ 500 20 600	£ 480 20 600	£ 460 20 600	
SURVEY AND REGISTRATION DEPARTMENT				
*Office Superintendent and Accountant	£ 500 20 600	£ 500 25 650	£ 500 20 660	
Forest Surveyor	£ 372 18 450 20 500	£ 290 15 350 360 20	£ 500 20 480	
	£ 372 18 480 20 500	£ 460 20 540	£ 440 20 540	
*Draughtsman	20-600	ditto	ditto	
Survey Records Officer	£ 240 20 300	ditto	£ 300 20 380 20 460	Scale as agreed with the Board, but that later proposed a maximum of £ 540
Junior Computer				
Learners (Survey Cadets)	£ 100 100 100 180 240	£ 84 18 120 150 10-200 with promotion on qualification	£ 84 18 120 £ 150 10-200 with promotion on qualification	

TREASURY—The Treasury will, if it understood, in future consist of trained Overseas Service Officers and Clerical staff only.

* Indicates post-eligible office at present.
 Figures in heavy type indicate efficiency bar.

APPENDIX III.

THE SECRETARIAT,

NAIROBI.

S. E. 37/1/5/18/1.

9th December, 1952

Gentlemen,

I have the honour to state that proposals are under consideration in this Colony for the inauguration of a Contributory Pensions Scheme, or Fund, for certain Government employees and I should be grateful if you would kindly send any particulars that may be in your possession bearing upon this subject.

Perhaps you could transmit copies of the relative Regulations or Ordinances by Air Mail.

2. I should also be glad of your general opinion upon the possibility of combining a Contributory Pensions Scheme with the East African Widows' and Orphans' Scheme and whether you consider contribution to the latter is essential from all Government servants in East Africa. It is realized that the implications of this question are large and would be subject to further consideration, but if it is possible for you to reply to this paragraph by an early Air Mail it would be appreciated.

I have the honour to be,

Gentlemen,

Your obedient servant,

JUNION BARTON,

for Colonial Secretary.

THE CROWN AGENTS FOR THE COLONIES,
LONDON, S.W.

CROWN AGENTS FOR THE COLONIES,

4, MILBANK,

WESTMINSTER,

LONDON, S.W.1.

23rd December, 1932.

No. 530 0 Kenya 82.

AIR MAIL.

Sir,

I have the honour to acknowledge the receipt of your letter S. E. 37 1 5 18 1 of the 9th December and to inform you that we know of no contributory pension scheme or fund in operation in any of the Colonies or Administrations for which we act as agents.

2 In regard to the question raised in the 2nd paragraph of your letter this, in our opinion, raises points which must be considered by the Secretary of State to whom we have, therefore, transmitted a copy of your letter.

I have the honour to be,

Sir,

Your obedient servant,

F. S. BLOOMFIELD,

for Crown Agents.

THE COLONIAL SECRETARY,

NAIROBI,

KENYA.

THE CROWN AGENTS FOR THE COLONIES,
LONDON, S.W.

CROWN AGENTS FOR THE COLONIES,

4, MILBANK,

WESTMINSTER,

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23rd December, 1932.

No. 5300 Kenya 82.

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I have the honour to be,

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Your obedient servant,

F. S. BLOOMFIELD,

for Crown Agents.

THE COLONIAL SECRETARY,

NAIROBI,

KENYA.

COLONY AND PROTECTORATE OF KENYA



**THIRD INTERIM REPORT
OF THE
CIVIL SERVICE BOARD**

NAIROBI
PRINTED BY THE GOVERNMENT PRINTER
1953

27

THIRD INTERIM REPORT OF THE
CIVIL SERVICE BOARD

THIRD INTERIM REPORT OF THE
CIVIL SERVICE BOARD

THIRD INTERIM REPORT OF THE CIVIL SERVICE BOARD

YOUR EXCELLENCY.

We, the Civil Service Board appointed by Your Excellency on the 20th December, 1932, have the honour to submit our Third Interim Report.

2. Our First Interim Report was submitted on the 16th February, 1933, and dealt with

Previous
Reports.

(a) the posts to be included in the proposed European Local Civil Service; and

(b) the scales of pay for these posts.

We understand that this Report has been accepted by Your Excellency's Government, but that the views of the Secretary of State have not yet been received.

3. Our Second Interim Report was submitted on the 11th June, 1933, and dealt exclusively with the institution of a Provident Fund for the proposed European Local Civil Service.

We understand that this Report has been accepted by Your Excellency's Government and by the Secretary of State. We have recently had the opportunity of advising upon the terms of a Bill to establish this Provident Fund.

4. During the consideration of its Third Term of Reference :-

Term of
Reference.

"To make detailed recommendations as to the point in the scales of salary on which officers recommended for a Local Civil Service should transfer".

the Board held fifteen meetings. Mr. C. J. J. T. Barton, O.B.E., took the place of Mr. C. W. Hays Sadler on the Board on the 23rd August, 1933.

5. In connexion with our Third Term of Reference we have been instructed that officers serving on agreement who have completed six years' continuous service by the 1st January, 1933, should not be compelled to accept the conditions of the proposed Local Service as the alternative to retirement, but should be permitted to re-engage on their existing terms.

28

THIRD INTERIM REPORT OF THE CIVIL SERVICE BOARD

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(b) the scales of pay for these posts.

We understand that this Report has been accepted by Your Excellency's Government, but that the views of the Secretary of State have not yet been received.

3. Our Second Interim Report was submitted on the 14th June, 1933, and dealt exclusively with the institution of a Provident Fund for the proposed European Local Civil Service.

We understand that this Report has been accepted by Your Excellency's Government and by the Secretary of State. We have recently had the opportunity of advising upon the terms of a Bill to establish this Provident Fund.

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5. In connexion with our Third Term of Reference we have been instructed that officers serving on agreement who have completed six years' continuous service by the 1st January, 1933, should not be compelled to accept the conditions of the proposed Local Service as the alternative to retirement, but should be permitted to re-engage on their existing terms.

6. Of the estimated total of 729 officers who on the 1st January, 1933, were occupying posts recommended for inclusion in the proposed Local Civil Service:—

- (a) 300 had already been granted pensionable status.
 (b) 103 were on agreements (30 months) having had more than six years' continuous service on that date.
 (c) 227 were on 30 months' agreements having had less than six years' continuous service on that date (of these 146 were engaged locally and 81 overseas).
 (d) 99 were serving on temporary month to month agreements.

With (a) above we are not concerned.

With (b) we are concerned only to the extent of recommending the general principles for determining the points in salary scales at which voluntary transferees would enter the proposed new Service.

With (c) we are concerned.

With (d) we are concerned, although the conditions on which transfer is to be effected will not, necessarily, be the same as those recommended to govern transfer under (c) above.

7. In determining the points in the new salary scales to which serving officers in category (c) are to be transferred we considered that it would be indefensible to disregard the terms of their existing agreements.

That is to say, we could not recommend that Government should in effect say to its servants "Your agreement with Government is finished and you have no claim on Government for any further consideration. If you wish for further employment under Government, that employment must be on whatever terms Government chooses to offer you without regard to your previous employment which is now over and done with."

Clause 2 of the 20 to 30 months' Agreement Form, Class "B", reads as follows:—

"2. The salary of the office is at the rate of pounds (£.....) a year rising to pounds (£.....) a year by annual increments of pounds (£.....)".

Clause 2 of the 30 to 48 months' Re-engagement Form introduced in 1933 reads as follows:—

"2. The salary of the office is at the rate of pounds (£.....) a year rising to pounds (£.....) a year by annual increments of pounds (£.....) thence rising to pounds (£.....) a year by annual increments of pounds (£.....) and thereafter rising to pounds (£.....) by annual increments of pounds (£.....) subject to the person engaged obtaining certificates of efficiency before his salary rises above the rates of pounds (£.....) and pounds (£.....) a year respectively.

But the rate of salary of the person engaged shall, from the date on which salary under this Agreement commences as provided in the Schedule hereto annexed, be the same as he shall have enjoyed immediately prior thereto, and shall so continue until his next increment is granted."

These agreements, therefore, hold out prospects of steadily increasing remuneration over a period of service extending, normally, until retirement.

It was on the strength of these prospects, and in the belief that Government would honour the offer implied, that Government servants now serving on agreement entered this Government's service, some of them leaving employment in England or elsewhere to come to Kenya with the justifiable hope, and expectation, of making a permanent career in this Colony under the conditions and terms of service held out to them.

With these considerations in view we came to the unanimous conclusion that in the cases where re-employment is offered to serving officers the terms of that re-employment should not be generally less advantageous than are the terms of their existing agreements. We accordingly recommend as a general principle that:—

RECOMMENDATION I.

"Officers on transfer should not be put in a generally less advantageous position than that in which they stand at present."

8. At present in the Service there are a number of Grading officers, particularly in the clerical ranks, whose appointments have been made on a scale of salary which is in effect a "long grade."

6. Of the estimated total of 720 officers who on the 1st January, 1933, were occupying posts recommended for inclusion in the proposed Local Civil Service :—

- (a) 300 had already been granted pensionable status.
- (b) 103 were on agreements (30 months) having had more than six years' continuous service on that date.
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RECOMMENDATION I.

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8. At present in the Service there are a number of Grading officers, particularly in the clerical ranks, whose appointments have been made on a scale of salary which is in effect a "long grade."

An "A" Grade Clerk, for instance, whose initial salary was £240 in the scale £240 by £18 to £300 by £18 to £390 by £18 to £480 by £20 to £500 may at present be serving on agreement at the £390 step in this scale and has a reasonable expectation of proceeding throughout the scale in course of time to the maximum, viz. £500 per annum. We consider that it would be inequitable in transferring such an officer to the new Service to reduce the maximum salary which he can hope to attain because we consider that his appointment by Government to a scale of £240 to £500 per annum implies a promise that, provided he is retained in employment and his work and conduct are satisfactory, he will in due course be paid the sum of £500 per annum for his services.

We therefore recommend :-

RECOMMENDATION II.

"That the maximum of the grade to which officers will be transferred should not be less than that of the grade to which they have already been admitted."

A difficulty was encountered in considering the case of Grade "A" women clerks, the proposed new salary scale for whom is £380 to £420. At present the salary scale of a Grade "A" Clerk (for both men and women) is £240 to £500. If Recommendation II is accepted, it follows that a woman clerk who has been admitted to the present Grade "A" should be allowed to proceed to a maximum personal to herself as a "new" Grade "A" Clerk of £500.

We, therefore, recommend :-

RECOMMENDATION III.

"Those officers who have already been admitted to 'old' Grade 'A' should not be demoted to 'new' Grade 'B' as a consequence of the re-adjustment of salary scales, and that the maximum salary to which they may attain shall not be less than the maximum of the 'old' Grade 'A'."

9. Having decided upon the first three of our Recommendations, we addressed ourselves to the problem of the transfers of individuals and in considering this problem we had in mind the recommendations of the Fitzgerald, Merrick and Expenditure Advisory Committees.

From the outset we realized that the question of compulsory, and of voluntary, transfers to the new Service would

present great difficulty. The main considerations which we kept in mind were :-

- (a) That the new Service was not designed with the particular object of transferring serving officers to the new conditions, but was designed primarily to afford opportunities to locally educated youths, with the requisite qualifications, to enter upon an assured career in Government Service.
- (b) That to bring the cases of transferees within the new Service consolidation of conditions in terms of money is desirable.

Many difficulties were encountered and much time and thought was expended in arriving at a workable formula. It seemed to us, for example, wrong to transfer two officers one of whom was in receipt of £300 per annum consolidated and the other in receipt of £300 per annum plus quarters or an allowance in lieu, to the proposed salary scales at the same point in the scale.

The present position in regard to the payment of house allowance is that it is granted at the rate of 15 per cent of the initial salary of the officer's grade with minima of £50 to single officers and £75 to married officers. The allowance paid requires the submission of vouchers for rent and it is on these that the payment is made. The figure of 15 per cent bears no relation to rents, it is an actuarial figure arrived at for pension purposes and it should be borne in mind that the new Service is not to be on a free pension basis.

In our endeavour to find a suitable solution to this difficulty our first intention was to recommend that a percentage should be added to the salary of the officers concerned and that, when Government quarters were occupied, a deduction of this percentage should be made for rent.

We examined some two hundred cases of existing officers in all Departments, men and women. Of these officers some were recruited in Great Britain, some in the Dominions, others were experienced local recruits and some were recruited locally as learners. A few were locally educated.

To these we attempted to apply a percentage method of consolidation. We soon found that this method would not only create numerous individual anomalies but would also involve Government in sundry difficulties and complications not the least of which would be additional expense. The principle of consolidating what may be termed emoluments additional to

Transfers of
Serving
Officers.

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To these we attempted to apply a percentage method of consolidation. We soon found that this method would not only create numerous individual anomalies but would also involve Government in sundry difficulties and complications not the least of which would be additional expense. The principle of consolidating what may be termed emoluments additional to

salary with salary has so often been mooted that we think it desirable to specify the major difficulties which presented themselves to us in our consideration of its adoption:—

- (a) The proposed increase in salary it would give moves certain individuals higher in their scales, and even into higher scales than their work or qualifications warrant.
- (b) By inference it would involve increasing the maxima of the approved salary scales for officers who have already reached, or who are approaching, the end of their present scales.
- (c) It would give a permanent addition to salary while on leave when, e.g., housing is not the concern of Government.
- (d) It would increase Government's and the officer's contributions to the Provident Fund and also Government's liabilities and the officer's contributions to the Widows' and Orphans' Pension Scheme.
- (e) It would add to the amount of gratuities, etc., payable by Government.
- (f) It would be productive of confusion and embarrassment in the services common to Kenya, Uganda and/or Tanganyika.

10. After full consideration we have come to the unanimous conclusion that the equitable method of compulsory, or of voluntary, transfer to the new Service is:—

RECOMMENDATION IV.

- (a) To allow those who were, on the 1st January, 1934, entitled by agreements, to quarters or to a house allowance, a personal consolidation allowance at the rate of £50 per annum, to be drawn while serving in the Colony and Protectorate, but not to be drawn when on vacation leave.
- (b) To require from those officers who occupy Government quarters a rent, as from the 1st January, 1934, paid by salary deduction, at the rate of £50 per annum.

Note.—The rental proposed is based upon 5 per cent of the average capital value of the Government quarters which members of the Local Civil Service will occupy. Some of these quarters will be the new Class IV type of house valued at approximately £1,250, others will be houses of different types and ages and many of them of far lower value.

Personal Consolidation Allowance, Rents, Methods of Transfer of Serving Officers.

We do not consider that any differentiation can be made between old or new houses, or on account of the situation of the quarters.

- (c) Subject to the terms of current agreements, to transfer existing personnel with service under the Kenya Government of a year or over on the 1st January, 1934, to the new scales by the following method:—
 1. In the case of officers on fixed salaries the new rates to be payable as from the 1st January, 1934.
 2. In the case of officers on incremental scales the old salaries to be drawn from the 1st January, 1934, until the next incremental date when the officers will proceed to such step in the new scales as will give them not less than the salary which they would have drawn under the old rates of pay."

Example.

Officer on old scale of £240 by £18 to £300 with incremental date 1st of April.

(New scale £240 by £20 to £360.)

Salary from 1st January, 1934 (old scale) £276.

Salary on old scale on 1st April, 1934, £294.

Salary on new scale from 1st April, 1934, £300.

Thus:—

Officer's salary will be £276 plus the personal consolidation allowance of £50 from the 1st of January until the 31st March, 1934, and £300 plus the personal consolidation allowance of £50 from the 1st April, 1934.

(Note.—(1) If an officer's incremental date falls on the 1st of January, 1934, his new salary will be calculated on the basis of his emoluments at the 31st of December, 1933, and he will enter the new scale on the 1st of January, 1934.

Examples.

Officer on old scale of £240 by £18 to £300 with quarters or £50 per annum in lieu and incremental date 1st January.

Salary and house allowance on 31st December, 1933: £276 plus £50 = £326.

Salary, etc., on 1st January, 1934 (old scale) = £344.

(New scale is £240 by £20 to £360.)

Salary, etc., on 1st January, 1934 (new scale): £300 plus £50 consolidation allowance = £350.

salary with salary has so often been mooted that we think it desirable to specify the major difficulties which presented themselves to us in our consideration of its adoption:—

- (a) The proposed increase in salary it would give moves certain individuals higher in their scales, and even into higher scales than their work or qualifications warrant.
- (b) By inference it would involve increasing the maxima of the approved salary scales for officers who have already reached, or who are approaching, the end of their present scales.
- (c) It would give a permanent addition to salary while on leave when, e.g., housing is not the concern of Government.
- (d) It would increase Government's and the officer's contributions to the Provident Fund and also Government's liabilities and the officer's contributions to the Widows' and Orphans' Pension Scheme.
- (e) It would add to the amount of gratuities, etc., payable by Government.
- (f) It would be productive of confusion and embarrassment in the services common to Kenya, Uganda and/or Tanganyika.

10. After full consideration we have come to the unanimous conclusion that the equitable method of compulsory, or of voluntary, transfer to the new Service is:—

RECOMMENDATION IV.

- (a) To allow those who were, on the 1st January, 1934, entitled by agreements, to quarters or to a house allowance, a personal consolidation allowance at the rate of £50 per annum, to be drawn while serving in the Colony and Protectorate, but not to be drawn when on vacation leave.
- (b) To require from those officers who occupy Government quarters a rent, as from the 1st January, 1934, paid by salary deduction, at the rate of £50 per annum.

Note.—The rental proposed is based upon 5 per cent of the average capital value of the Government quarters which members of the Local Civil Service will occupy. Some of these quarters will be the new Class IV type of house valued at approximately £1,250, others will be houses of different types and ages and many of them of far lower value.

We do not consider that any differentiation can be made between old or new houses, or on account of the situation of the quarters.

- (c) Subject to the terms of current agreements, to transfer existing personnel with service under the Kenya Government of a year or over on the 1st January, 1934, to the new scales by the following method:—
 1. In the case of officers on fixed salaries the new rates to be payable as from the 1st January, 1934.
 2. In the case of officers on incremental scales the old salaries to be drawn from the 1st January, 1934, until the next incremental date when the officers will proceed to such step in the new scales as will give them not less than the salary which they would have drawn under the old rates of pay."

Example.

Officer on old scale of £240 by £18 to £300 with incremental date 1st of April.

(New scale £240 by £20 to £360.)

Salary from 1st January, 1934 (old scale) £276.

Salary on old scale on 1st April, 1934, £294.

Salary on new scale from 1st April, 1934, £300.

Thus:—

Officer's salary will be £276 plus the personal consolidation allowance of £50 from the 1st of January until the 31st March, 1934, and £300 plus the personal consolidation allowance of £50 from the 1st April, 1934.

(Note.—(1) If an officer's incremental date falls on the 1st of January, 1934, his new salary will be calculated on the basis of his emoluments at the 31st of December, 1933, and he will enter the new scale on the 1st of January, 1934.

Examples.

Officer on old scale of £240 by £18 to £300 with quarters or £50 per annum in lieu and incremental date 1st January.

Salary and house allowance on 31st December, 1933: £276 plus £50 = £326.

Salary, etc., on 1st January, 1934 (old scale) = £344.

(New scale is £240 by £20 to £360.)

Salary, etc., on 1st January, 1934 (new scale) £300 plus £50 consolidation allowance = £350.

A comparison of the actual cash at this officer's personal disposal under old and new conditions shows, for 1934 :—

Old : £344, less £15 (Widows' and Orphans' contribution) = £329.

New : £350, less £15 (Widows' and Orphans' contribution) and 5 per cent Provident Fund = £320.

In the case of an officer transferring at the same rate of salary as formerly the result would be, at £300 per annum :—

Old : £300 plus £50 minus £15 = £335.

New : £300 plus £50 minus £15 and 5 per cent for Provident Fund = £320.

At £500 per annum the cash difference would be £50 per annum since under the old conditions the house allowance payable on a £500 fixed salary is £75 per annum.

(2) If an officer is on the maximum of his scale and that maximum is less than the maximum of his new scale, and if he has not been less than one year on the maximum of his old scale he will enter the new scale as from 1st January, 1934, at the next higher incremental point in his new scale and his future incremental date will be the 1st January in any year.

If he has been less than one year on his maximum he will draw this old salary from the 1st January, 1934, until his next incremental date when he will proceed to the next incremental step in the new scale.

(3) We understand the foregoing procedure is that followed in the 1926 revision of salaries.

11. In continuation of the foregoing, and in order that there should be no doubts as to our intentions, we recommend :—

RECOMMENDATION V.

- "(a) No personal consolidation allowance should be granted to officers of the new Service who were not, on the 1st January, 1933, entitled to free quarters or to an allowance in lieu.
- (b) No personal consolidation allowance should be granted to officers of the new Service who were not, between the 1st January, 1933, and the announcement of the new terms of service, entitled to free quarters or to an allowance in lieu.
- (c) No personal consolidation allowance, or privilege of free quarters, should be granted to future entrants into the new Service."

12. We wish to make it clear that we consider the Provident Fund recommended in our Second Interim Report may be regarded as some compensation for any expectation of pension; and we have made the recommendations in this the Third Interim Report on the understanding that Government will be prepared to place to the credit of the transferred personnel the amount of the Government contributions without interest which would have accrued had the fund been in operation at the time when they joined the Service, as recommended in the Merrick Report and endorsed in our Second Interim Report. We consider, however, that it would be impossible to expect Government, in the case of voluntary transferees, to keep open this offer for an indefinite period and we, therefore, recommend :—

Provident Fund.

RECOMMENDATION VI.

"That of those who voluntarily transfer to the new Service, only those who within three months of the announcement of the new terms elect to transfer as from the date of its inception should receive the benefit of Government's contributions to the Provident Fund in respect of their previous service."

Voluntary Transfer.

RECOMMENDATION VII.

"We recommend the date of the inauguration of the new Service should be the 1st January, 1934."

Date of Inauguration.

13. In conclusion, we desire to record our appreciation of the services of our Secretary, Mr. R. C. M. Wood, and of the assistance afforded to us by Mr. C. H. Bloomfield, of the Kenya and Uganda Railways and Harbours Administration, who has attended our meetings in a liaison capacity.

Conclusion.

We have the honour to be,

Your Excellency's

humble and obedient servants,

A. DE V. WADE,

Chairman.

C. J. J. T. BARTON,

H. J. WEBSTER,

E. M. LEY,

Members.

R. C. M. WOOD, Secretary.

22nd November, 1933.

A comparison of the actual cash at this officer's personal disposal under old and new conditions shows, for 1934:—

Old: £344, less £15 (Widows' and Orphans' contribution) = £329.

New: £350, less £15 (Widows' and Orphans' contribution) and 5 per cent Provident Fund = £320.

In the case of an officer transferring at the same rate of salary as formerly the result would be, at £300 per annum:—

Old: £300 plus £50 minus £15 = £335.

New: £300 plus £50 minus £15 and 5 per cent for Provident Fund = £320.

At £500 per annum the cash difference would be £50 per annum since under the old conditions the house allowance payable on a £500 fixed salary is £75 per annum.

(2) If an officer is on the maximum of his scale and that maximum is less than the maximum of his new scale, and if he has not been less than one year on the maximum of his old scale he will enter the new scale as from 1st January, 1934, at the next higher incremental point in his new scale and his future incremental date will be the 1st January in any year.

If he has been less than one year on his maximum he will draw this old salary from the 1st January, 1934, until his next incremental date when he will proceed to the next incremental step in the new scale.

(3) We understand the foregoing procedure is that followed in the 1926 revision of salaries.

11. In continuation of the foregoing, and in order that there should be no doubts as to our intentions, we recommend:—

RECOMMENDATION V.

"(a) No personal consolidation allowance should be granted to officers of the new Service who were not, on the 1st January, 1933, entitled to free quarters or to an allowance in lieu.

(b) No personal consolidation allowance should be granted to officers of the new Service who were not, between the 1st January, 1933, and the announcement of the new terms of service, entitled to free quarters or to an allowance in lieu.

(c) No personal consolidation allowance, or privilege of free quarters, should be granted to future entrants into the new Service."

Officers
ineligible for
Personal
Consolidation
Allowance.

12. We wish to make it clear that we consider the Provident Fund recommended in our Second Interim Report may be regarded as some compensation for any expectation of pension; and we have made the recommendations in this Third Interim Report on the understanding that Government will be prepared to place to the credit of the transferred personnel the amount of the Government contributions without interest which would have accrued had the fund been in operation at the time when they joined the Service, as recommended in the Merrick Report and endorsed in our Second Interim Report. We consider, however, that it would be impossible to expect Government, in the case of voluntary transferees, to keep open this offer for an indefinite period and we, therefore, recommend:—

Provident
Fund.

RECOMMENDATION VI.

"That of those who voluntarily transfer to the new Service, only those who within three months of the announcement of the new terms elect to transfer as from the date of its inception should receive the benefit of Government's contributions to the Provident Fund in respect of their previous service."

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Conclusion.

We have the honour to be,

Your Excellency's

humble and obedient servants,

A. DE V. WADE,

Chairman.

C. J. J. T. BARTON,

H. J. WEBSTER,

E. M. LEY,

Members.

R. C. M. WOOD, *Secretary*.

22nd November, 1933.