

1936

Kenya

No. 38173/2

SUBJECT CO 533/47-1

Financial and Economic Position

Financial Recommendations by Sir A Pim

Previous

see 38024/36 Kenya  
~~Secret~~

Subsequent

1937

- Kisumu Chamber of Commerce.
- Kavirondo Taxpayers Welfare Association, Kisumu.
- Kisii Local Native Council.
- Kenya Tea Growers Association, Kericho.
- Setik Settlers Association,
- Kericho Local Native Council.
- Nyanza District Council.
- Fort Ternan Farmers' Association.
- Lumbwa Farmers' Association.
- Songhor Farmers' Association.
- Muhoroni Farmers' Association.
- Central Kavirondo Local Native Council.
- North Kavirondo Local Native Council.
- Native Chamber of Commerce, North Kavirondo.
- North Kavirondo Central Association.
- Catholic Union, North Kavirondo.
- Kaimosi District Farmers' Association.
- Kakamega Indian Association.
- Koru Planters and Farmers Association.
- Nyanza Indian Farmers Association.
- Londiani Farmers Association.

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- Kenya Missionary Council.
- Federation of Indian Chambers of Commerce & Industries of Eastern Africa.
- East Africa Women's League.
- Asian Civil Service Association.
- Coffee Board of Kenya.
- Elected Members Organisation.
- European Civil Servants Association.
- African Civil Servants Association.
- East African Traders Association.
- Nairobi Chamber of Commerce.
- Kenya Fiscal Growers Association.
- Board of Agriculture.
- Trans Nzola District Council.
- Kitale Chamber of Commerce.
- Trans Nzola District Association.
- Eldoret Municipal Board.
- Eldoret Chamber of Commerce.
- Uasin Gishu District Council.
- Uasin Gishu District Vigilance Committee.
- Indian Association, Eldoret.
- Nandi Local Native Council.
- Solai Farmers' Association.
- Subukia Farmers' Association.
- Thomsons Falls District Association.
- Laikipia Farmers' Association.
- Municipal Board of Nakuru.
- Nakuru Chamber of Commerce.
- Nakuru District Council.
- Rongai Valley Association.
- Rift Valley Stock Committee.
- Ravine Farmers' Association.
- Njorô Settlers Association.

APPENDIX XXIV

~~APPENDIX~~ ....

~~LIST OF PUBLIC BODIES AND ASSOCIATIONS~~  
~~IN KENYA~~  
INTERVIEWED  
IN KENYA

- Coast Advisory Committee on Agriculture.
- Coast Development Association.
- East African Indian National Congress.
- Mombasa Chamber of Commerce.
- Giriama Local Native Council.
- Wigo Local Native Councils.
- Kiambu Local Native Council.
- Kiambu Native Tribunals.
- Kiambu District Association.
- Limuru District Association.
- Fort Hall Local Native Council.
- Maragua Coffee Growers Association.
- Fort Hall Indian Association.
- The Mount Kenya Farmers Association.
- The Ngobit Farmers Association.
- The Manyuki Farmers Association.
- The North Kenya Farmers Association (Tinau).
- The Nyeri District Committee and Road Board.
- The North Kenya District Committee and Road Board.
- The Nyeri Township Committee.
- The Manyuki Township Committee.
- The Nyeri Indian Association.
- The Embu Local Native Council.
- The Embu Indian Association.
- The Machakos Settlers Association.
- The Thika District Association.
- The Kuiru District Association.

ESTIMATED EXPENDITURE UNDER THE HEAD "CUSTOMS".

	<u>1914.</u>	<u>1922.</u>	<u>1923.</u>	<u>1927.</u>	<u>1931.</u>	<u>1932.</u>	<u>1933.</u>	<u>1934.</u>	<u>1935.</u>	<u>1936.</u>
<b>PERSONAL EMOLUMENTS.</b>										
European (general)	2,865	7,620	7,355	10,661	11,651	11,657	1,526	1,498	12,015	11,255
Asian	7,513	19,089	16,094	21,471	24,480	25,537	34,194	24,513	24,372	23,894
Arab & African	-	-	-	-	-	-	-	144	324	469
Preventive Service	3,662	6,018	5,819	5,542	5,302	4,757	4,745	4,621	4,477	4,432
Menial Staff	500	756	700	700	710	710	710	710	710	710
Total Personal Emoluments	14,540	33,483	29,968	37,374	42,143	42,337	45,175	44,476	41,898	41,440
<b>OTHER CHARGES.</b>										
Statistical Machinery	-	-	-	-	370	370	370	370	370	370
Printing & Stationery	-	525	525	450	1,500	1,500	1,300	1,200	1,200	1,200
Other Items	3,050	5,869	5,446	5,370	5,335	4,740	4,720	4,425	4,535	4,130
Total Other Charges	3,050	6,394	5,971	5,820	7,805	7,410	6,990	6,595	6,705	6,300
Total Personal Emoluments	14,540	33,483	29,968	37,374	42,143	42,337	45,175	44,476	41,898	41,440
Total Other Charges	3,050	6,394	5,971	5,820	7,805	7,410	6,990	6,595	6,705	6,300
<b>GRAND TOTAL.</b>	<b>17,590</b>	<b>39,877</b>	<b>35,939</b>	<b>43,194</b>	<b>49,948</b>	<b>49,747</b>	<b>47,165</b>	<b>47,071</b>	<b>48,603</b>	<b>47,740</b>
Uganda Reimbursement (Actual)	Nil	13,292	12,150	14,921	16,085	16,449	16,977	17,607	19,746	19,485
Net Kenya Expenditure.	17,590	26,585	23,789	28,273	33,863	33,298	30,188	29,464	28,857	28,255

APPENDIX XXIII  
STAFF HISTORY.  
CUSTOMS DEPARTMENT

	1914.	1922.	1923.	1927.	1931.	1932.	1933.	1934.	1935.	1936.
<b>EUROPEAN.</b>										
Commissioner	1	1	1	1	1	1	1	1	1	1
Deputy -do-	1	1	1	1	1	1	1	1	1	1
Senior Collector	-	-	-	-	1 (Vacant (in abeyance)	1 (in abeyance)	1 (in abeyance)	1 (in abeyance)	1	1
Collector	1	1	1	3	2	2	6	6	6	6
Assistant	5	5	5	4	4	4	-	-	-	-
Accountant	-	-	-	1	1	1	1	1	1	1
Asst. -do-	-	-	-	1	1	1	1 (in abeyance)	1 (in abeyance)	1	1
Examining Officer and Cadet	4	3	3	8	9	9 (1 vacant)	9 (1 in abeyance)	9 (1 in abeyance)	9 (1 vacant) (1 in abeyance)	9 (1 vacant) (1 in abeyance)
Statistical Operator	-	-	-	-	1	1	1	1	1	1
Approved Establish- ment.	12	11	11	19	21	21	21	21	21	21
Less posts vacant and in abeyance	-	-	-	-	2	2	3	3	2	2
Actual Establishment	12	11	11	19	19	19	18	18	19	19
<b>ASIAN.</b>										
Confidential Correspondence Clerk	-	-	-	-	1	1	1	1	1	1
Cashier	-	-	-	-	1	1	1	1	1	1
Clerk grade 1	7	7	8	12						
" " 11	8	10	9	53	119 (Long Scale)	119 (1 in abeyance)	119 (6 in abeyance)	116 (7 in abeyance)	112 (6 in abeyance)	108 (6 in abeyance) 1 Asian L.S.
" " 111	10	15	16	20						
" " IV & Junior	85	60	62	33						
Approved Establishment	110	92	95	118	121	121	121	118	114	111
Less posts in abeyance	-	-	-	-	-	1	6	7	6	6
Actual Establishment	110	92	95	118	121	120	115	111	108	105
<b>ARAB AND AFRICAN.</b>										
Junior Clerks	-	-	-	-	-	-	-	3	7	10
<b>PREVENTIVE SERVICE.</b>										
Inspector (European)	1	1	1	1	1	1	1	1	1	1
Asst. Inspector	1	1	1	1						
Jamadar	2	2	2							
St. Major				2	2	2	1	1	1	1
Other N.C.Os.	46	40	38	38	38	38	31	31	31	31
Watchmen	171	138	147	150	126	126	126	126	120	(4 in abeyance) 120
Boat Boys & Menials	50	34	35	42	32	33	35	36	36	(2 in abeyance) 36
	271	216	222	214	201	200	194	175	189	189
Less posts in abeyance	-	-	-	-	-	-	-	-	-	6
ACTUAL STAFF	271	216	222	214	201	200	194	175	189	183

## STAFF HISTORY.

## CUSTOMS DEPARTMENT

	1914.	1922.	1923.	1927.	1931.	1932.	1933.	1934.	1935.	1936.
<b>EUROPEAN.</b>										
Commissioner	1	1	1	1	1	1	1	1	1	1
Deputy -do-	1	1	1	1	1	1	1	1	1	1
Senior Collector	-	-	-	-	1 vacant	1	1	1	1	1
Collector	1	1	1	3	(in abeyance) 2	(in abeyance) 2	(in abeyance) 6	(in abeyance) 6	6	6
Assistant	5	5	5	4	4	4	-	-	-	-
Accountant	-	-	-	1	1	1	1	1	1	1
Asst. -do-	-	-	-	1	1	1	1	1	1	1
Examining Officer and Cadet	4	3	3	8	9	9	(in abeyance) 9	(in abeyance) 9	9	9
						(1 vacant)	(1 in abeyance)	(1 in abeyance)	(1 vacant) (1 in abeyance)	(1 vacant) (1 in abeyance)
Statistical Operator	-	-	-	-	1	1	1	1	1	1
Approved Establishment	12	11	11	19	21	21	21	21	21	21
Less posts vacant and in abeyance	-	-	-	-	2	2	3	3	3	2
Actual Establishment	12	11	11	19	19	19	18	18	19	19
<b>ASIAN.</b>										
Confidential Correspondence Clerk	-	-	-	-	1	1	1	1	1	1
Cashier	-	-	-	-	1	1	1	1	1	1
Clerk Grade 1	7	7	8	12						
" " 11	8	10	9	53						
" " 111	10	15	16	20	119 (Long Scale)	119 (1 in abeyance)	119 (6 in abeyance)	116 (7 in abeyance)	112 (6 in abeyance)	108 (6 in abeyance) (1 Asian post)
" " IV & Junior	65	60	62	33						
Approved Establishment	110	92	95	118	121	121	121	118	114	111
Less posts in abeyance	-	-	-	-	-	1	6	7	6	6
Actual Establishment	110	92	95	118	121	120	115	111	108	105
<b>ARAB AND AFRICAN.</b>										
Junior Clerks	-	-	-	-	-	-	-	3	7	10
<b>PREVENTIVE SERVICE.</b>										
Inspector (European)	1	1	1	1	1	1	1	1	1	1
Asst. Inspector	1	1	1	1						
Jemadar	2	2	2							
St. Major				2	2	2	1	1	1	1
Other N.C.Os.	46	40	38	38	38	38	31	31	31	31
Watchmen	171	156	147	150	126	126	126	126	120	(4 in abeyance) 120
Boat Boys & Menials	80	34	35	42	32	33	35	36	36	(2 in abeyance) 36
	271	216	222	214	201	200	194	175	189	189
Less posts in abeyance	-	-	-	-	-	-	-	-	-	6
ACTUAL STAFF	271	216	222	214	201	200	194	175	189	183

District.	Area sq. miles.	Population.	Revenue Collected.	Cases 1924.		Municipal Councils & Boards.	District Councils.	Local Native Councils.	Native Tribal Courts.	Chief(s) of Reserves.	UNDEPUTED ADMINISTRATIVE STAFF.			CLERICAL STAFF.		
				Civil.	Criminal.						European.	Arab.	European.	Arab & African.	European.	Arab & African.
<b>COAST PROVINCE.</b>																
Kenya	106	52,697	37,362	75	700	1	-	-	2	1	2	4	-	6	4	2
Taita	6,119	46,426	8,256	7	191	-	-	1	3	-	1	-	-	2	1	-
Digo	3,552	35,862	3,996	5	670	-	-	1	1	48	2	2	-	2	5	2
Lamu	2,549	19,791	4,742	221	46	-	-	-	-	-	2	5	-	4	7	-
Kilini	9,960	15,683	2,424	-	245	-	-	-	7	-	1	-	-	1	1	-
Malindi (includes Malindi)	4,957	24,214	13,116	75	773	-	-	1	4	-	3	4	-	3	7	1
<b>CENTRAL PROVINCE.</b>																
Nairobi	246	66,933	12,013	-	1,178	1	1	-	-	-	2	-	-	3	2	-
Thika	(included in Kiambu & Nairobi)	27,891	12,460	115	3,687	-	(with Nairobi)	-	-	-	1	-	-	-	2	1
Kiambu	1,071	102,360	20,010	42	133	-	-	1	4	-	2	-	-	2	1	1
Fort Hall	1,268	162,721	34,569	25	582	-	-	1	5	-	3	-	-	3	1	1
Meru	3,286	198,030	21,780	34	172	-	-	1	5	-	2	-	-	2	-	1
Paru	1,308	143,820	33,304	16	217	-	-	1	5	-	1	-	-	2	-	1
North Nyeri	2,019	10,801	8,494	178	1,668	-	-	-	-	-	1	-	-	3	1	2
South Nyeri	1,476	109,780	25,878	16	1,310	-	-	1	4	17	2	-	-	2	1	1
Kitui	18,270	164,661	24,989	60	1,038	-	-	1	4	17	3	-	-	3	1	1
Machakos	5,032	226,820	47,716	70	1,148	-	-	1	6	17	3	-	-	3	1	1
<b>NYANZA PROVINCE.</b>																
North Nyanza	2,684	349,352	78,860	375	2,018	-	-	1	28	26	4	-	-	4	-	3
Central Nyanza	2,420	382,242	68,163	-	736	-	-	1	6	29	3	-	-	2	-	3
South Nyanza	3,753	327,076	60,316	54	1,114	-	-	1	37	35	4	-	-	3	-	1
Kisumu Londiani	766	30,787	30,998	-	701	-	1	-	2	-	1	-	1(a)	6	-	1
Kericho	1,617	80,224	26,019	124	2,583	-	-	1	3	13	3	-	-	3	-	1
<b>HILT VALLEY PROVINCE.</b>																
Trans Ezoia	1,156	31,523	35,370	448	2,029	-	1	-	1	-	2	-	-	4	1	1
Uasin Gishu	1,676	21,892	14,966	Trials by Resident Magistrate	1,345	1	1	-	-	-	1	-	-	1	2	1
Nakuru (includes Naivasha)	3,877	45,465	58,563	-	1,345	1	2	-	1	-	1	-	3	6	2	2
Nandi	735	41,205	15,287	19	1,229	-	-	1	7	25	1	-	-	1	1	1
Elgeyo	1,144	34,222	5,333	-	147	-	-	1	4	22	1	-	-	1	-	1
Baringo	4,009	34,864	6,168	-	310	-	-	1	-	23	2	-	-	2	-	1
Samburu Laikipia	3,126	25,437	5,791	22	1,111	-	-	-	2	10	2	-	-	-	1	-
<b>NORTHERN FRONTIER DISTRICT.</b>																
Isiolo	-	9,914	2,411	12	137	-	-	-	-	-	1	-	-	2	1	-
Marsabit	-	14,601	2,642	18	87	-	-	-	-	-	1	-	-	1	1	-
Wajir	9,632	8,524	1,542	-	107	-	-	-	-	-	2	-	-	2	1	-
Majir	-	16,481	1,482	-	36	-	-	-	1	-	1	-	-	-	-	-
Garissa	-	17,709	2,651	-	187	-	-	-	3	-	2	-	-	1	-	-
<b>MARSAI DISTRICT.</b>																
Marak	15,232	25,106	3,212	-	184	-	-	1	3	-	2	-	-	3	1	1
Kajiado	-	14,286	2,685	31	275	-	-	1	-	-	1	-	-	2	-	-
<b>MURKABA DISTRICT.</b>																
Muramba	24,677	56,191	3,045	-	37	-	-	-	1	-	4	-	-	2	-	1
West Suk	1,821	17,436	3,372	4	86	-	-	1	1	-	1	-	-	2	-	-

Note: (1) The number of cases shown is that of cases tried by administrative officers. The bulk of the cases work is dealt with by Magistrates in Nairobi, Kenia, Kisumu, Nakuru and Eldoret. A large number of cases are also dealt with by Native Tribunals in all the more important districts.

- (2) (a) 1 Superintendent of Inland Revenue and Conservancy
- (b) 1 -do- -do-
- (c) 2 -do- -do-

(3) The figures in this column are incomplete.



APPENDIX XX 25

**AD VALOREM EQUIVALENTS OF MAIN SPECIFIC RATINGS**

	Average landed value per <u>Tariff unit.</u>	Specific <u>Duty.</u>	Ad valorem equivalent of <u>Specific rating.</u>
	Shs.	Shs.	
Blankets	1.36	0.30	22%
Boots & Shoes, Rubber, etc.	0.71	0.40	56%
Cardigans, etc.	0.68	0.35	51%
Singlets	0.37	0.20	54%
Shirts	0.80	0.35	44%
Socks & Stockings	0.25	0.15	60%
<u>PIECE GOODS:-</u>			
Grey unbleached	0.20	0.10	50%
Other, etc.	0.27	0.12	44%
Silk or Art. Silk	0.56	0.20	36%
Bicycles & Tricycles	26.82	12.00	45%
Umbrellas	0.68	0.40	59%
Petrol	0.33	0.30	91%
Kerosene	0.33	0.20	61%
Lubricating Oil	1.79	0.40	22%
Tobacco	2.91	2.65	91%
Cigarettes	3.22	2.65	82%
Cement	6.46	1.50	23%
Condensed Milk	33.00	10.00	33%
Common Salt	1.16	1.00	86%
Sugar	9.00	6.00	66%
		6.00	66%
<u>TIRES:-</u>			
Motor Car	1.30	0.50	38%
Lorry	1.47	0.50	34%
Motor Cycle	1.28	0.50	39%
Cycle	1.15	0.50	43%
<u>TUBES:-</u>			
Lorry	1.90	0.40	21%
Motor Car	2.23	0.40	18%
Motor Cycle	1.42	0.40	28%
Cycle	0.95	0.40	42%

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APPENDIX XIX (Contd.)

	1934	1935		1934	1935
	£.	£.		£.	£.
Aeroplanes & Parts	9,535	12,638			
Motor lorries	113,601	122,001			
Railway locomotives & vehicles & Parts	22,965	32,168			
Other Vehicles	<u>21,732</u>	<u>36,840</u>	Vehicles, etc.	168,033	203,667
Books, etc.	15,038	19,44			
Fuses, Explosives etc.	9,572	22,742			
Parcel Post	48,639	51,150			
Other Goods	<u>20,788</u>	<u>113,957</u>	Miscellaneous	144,237	205,893
Animals (not for food)	<u>5,019</u>	<u>7,823</u>	Animals	5,619	7,823
Gold Bullion	29,942	2,116	Bullion	29,942	2,116
				<u>1,637,054</u>	<u>2,027,646</u>

APPENDIX XIX.

FREE GOODS

1934 and 1935.

	1934	1935		1934	1935
	£.	£.		£.	£.
<b>Fruit</b>	9,321	9,756			
Other food stuffs	6,320	4,999	<b>Food</b>	15,341	14,755
			<b>Coal</b>	61,864	77,685
<b>Tin &amp; other ore</b>	12,048	6,452			
<b>Ivory</b>	12,261	30,740			
<b>Tar, Pitch, etc.</b>	5,654	3,996	<b>Raw</b>		
<b>Other raw materials</b>	7,078	14,806	<b>Materials</b>	38,081	56,002
<b>Glass Bottles etc.</b>	5,716	7,857			
<b>Cement</b>	14,540	13,272	<b>Earthenware</b>	26,343	28,942
<b>Other earthenware etc.</b>	6,087	7,813			
<b>Iron Hoop (Baling etc.)</b>	23,392	15,668			
<b>Rails, Sleepers etc.</b>	31,526	36,670			
<b>Tubes, Pipes &amp; Fittings</b>	34,729	46,345	<b>Iron &amp; Steel</b>		
<b>Wire &amp; Wire Netting</b>	17,673	21,157	<b>Manufactures</b>	166,671	190,155
<b>Other Iron &amp; Steel Goods</b>	59,151	70,315			
<b>Tin Sheet etc.</b>	32,757	65,586	<b>Other Metal</b>		
<b>Other Metal Manufactures</b>	16,786	23,839	<b>Manufactures</b>	51,542	89,427
<b>Agricultural and Horticultural Tools</b>	47,541	49,035			
<b>Surgical &amp; Scientific Instruments</b>	13,976	16,021	<b>Implement &amp; Tools</b>		
<b>Other Implements &amp; Tools</b>	26,069	33,395	<b>Tools</b>	67,586	98,451
<b>Industrial Machinery</b>	163,710	225,631			
<b>Agricultural Machinery</b>	32,383	48,936			
<b>Other Machinery</b>	81,302	121,590	<b>Machinery</b>	277,095	396,157
<b>Box boards</b>	23,666	36,206	<b>Wood</b>		
<b>Other wood manufactures</b>	4,209	4,521	<b>Manufactures</b>	27,875	42,727
			<b>Cotton</b>		
			<b>Manufactures</b>	27,248	40,460
<b>Bags, Sacks &amp; Backing</b>	1,330	103,662			
<b>Other Textile Manufactures</b>	11,725	49,244	<b>Textile</b>		
			<b>Manufactures</b>	155,105	212,906
<b>Drugs &amp; Medicines</b>	44,666	46,677			
<b>Disinfectants and Insecticides</b>	27,941	29,306			
<b>Other Chemicals, Dyes, Colours, etc.</b>	42,747	50,132	<b>Chemicals etc.</b>		
				115,354	126,111
<b>Fuel Oil</b>	195,431	194,920			
<b>Other Oil etc.</b>			<b>Oil</b>		
<b>Manufactures</b>	12,902	7,787	<b>Manufactures</b>	208,333	202,707
			<b>Stationery &amp; Paper</b>		
			<b>Manufactures</b>	30,785	31,650

ANNEX XVIII  
FREE GOODS - KENYA AND UGANDA  
 (EXCLUDING SPECIES)

TABLE 22

Year.	(1) Total.	(2) Tanganyika Territory Exports.	(3) Government.	(4) Net Trade.	(5) Total of Government and Trade (3) & (4).	(6) Total Kenya and Uganda Imports.	(7) Free Goods of Imports (5 of 6).
	£	£	£	£	£	£	%
1923	1,945,228	512,404	687,750	745,074	1,432,824	5,192,944	27.6
1924	3,084,777	881,550	1,033,482	1,169,745	2,203,227	7,485,295	29.4
1925	4,687,529	1,187,960	1,692,239	1,807,330	3,499,569	10,145,641	34.5
1926	4,248,860	1,278,818	1,390,740	1,579,302	2,970,042	8,945,985	33.2
1927	3,864,928	929,650	1,183,100	1,752,178	2,935,278	8,809,481	33.3
1928	4,718,963	1,120,419	1,540,491	2,058,053	3,598,544	10,326,782	34.8
1929	4,183,251	767,724	1,398,579	2,026,948	3,425,527	10,092,823	33.9
1930	3,414,122	599,193	1,165,284	1,649,645	2,814,929	7,990,521	35.2
1931	2,138,029	377,109	655,108	1,105,812	1,760,920	5,676,064	31.0
1932	1,835,287	597,719	208,313	1,029,255	1,237,568	4,819,294	25.7
1933	1,756,417	642,624	195,156	918,437	1,113,593	4,834,915	23.0
1934	2,469,680	832,626	256,945	1,380,109	1,637,054	5,613,180	29.2
1935	1,860,713	833,037	340,736	1,080,910	2,107,646	6,548,920	30.1
<del>1936</del>							

Year	Value	Rate	Value	Rate	Description	Year	Value	Rate	Value	Rate	Description	
1930	30,490	21.164	2,563	2.53	Sh. 6/- per 100 lbs. plus 10% Susp. Duty per 100 lbs.	1930	52,320	28,014	13,740	1.97	Sh. 3/- per 100 lbs plus 3/- Susp. Duty	
1931	6,100	5,949	1.18	1,966	.28	-do-	1931	26,415	14,708	8.82	9,112	1.82
1932	3,490	3,567	.15	2,038	.34	-do-	1932	16,333	7,026	.41	5,722	.97
1933	2,045	2,000	.09	925	.16	-do-	1933	23,419	10,670	.43	8,080	1.32
1934	43,207	2,796	.11	1,430	.24	-do-	1934	18,663	1,519	6,450	1.97	-do-
1935	3,192	3,146	0.15	1,347	.20	Sh. 1/- per lb.	1935	6,043	32,732	1.13	10,263	2.06
1923	3	95	-	30	-	-do-	1923	4,114	39,748	.97	10,317	1.71
1924	25	242	-	65	.01	-do-	1924	5,005	49,402	.88	12,313	1.90
1925	29	332	-	97	.01	-do-	1925	5,879	61,127	1.20	12,922	1.78
1926	95	1,134	.02	276	.04	Sh. 1/- per lb. or 20%	1926	5,229	51,491	.91	13,970	1.60
1927	141	1,571	.03	396	.05	-do-	1927	7,391	66,791	1.03	16,755	1.84
1928	222	2,499	.04	629	.07	-do-	1928	9,427	42,256	.82	14,285	1.58
1929	231	2,548	.04	611	.06	-do-	1929	7,514	73,722	.47	6,196	.76
1930	71	786	.12	262	.03	20% ad. val. plus 10% Susp. Duty	1930	263	721	.02	1,613	.07
1931	105	1,077	.13	332	.05	-do-	1931	159	1,439	.01	462	.08
1932	42	401	.02	133	.02	-do-	1932	135	1,160	.05	423	.07
1933	55	451	.02	138	.02	20% plus 10% Susp. Duty	1933	108	1,115	.04	258	.04
1934	77	626	.02	188	.03	20% plus 10% Susp. Duty	1934	192	1,741	.07	572	.09
1935	59	553	.03	175	.03	-do-	1935	4,866	12,189	.42	1,430	.22
BACON AND HAM						1923	8,284	27,721	.68	376	.15	
1923	5	59	-	21	-	Sh. -/80 per lb.	1924	7,269	42,697	.76	1,236	.19
1924	24	320	-	96	.02	-do-	1925	6,979	48,865	.96	1,591	.22
1925	56	603	.01	223	.03	-do-	1926	10,383	46,105	.82	1,732	.21
1926	111	1,152	.02	484	.07	Sh. -/80 per lb. or 20%	1927	8,842	35,418	.54	2,446	.27
1927	111	1,025	.02	413	.05	-do-	1928	8,747	36,231	.60	2,414	.25
1928	99	898	.01	268	.03	-do-	1929	5,403	17,660	.35	1,622	.20
1929	45	526	-	146	.02	-do-	1930	4,628	12,094	.37	1,124	.16
1930	102	376	-	86	.01	20% ad. val. plus 10% Susp. Duty	1931	4,869	12,894	.55	925	.15
1931	30	267	.01	64	.01	-do-	1932	5,780	15,253	.69	773	.13
1932	5	62	-	14	-	-do-	1933	8,553	18,087	.72	930	.15
1933	8	67	-	25	-	20% ad. val. plus 10% Susp. Duty	1934	7,855	16,409	.55	715	.10
1934	4	63	-	12	-	-do-	1935	55,094	13,717	.48	5,433	1.09
1935	10	54	-	15	-	-do-	1923	95,533	19,465	.47	8,746	1.45
TIMBER						1924	74,514	16,490	.29	8,055	1.19	
1923	200,977	16,703	.58	40	-	30% ad. Valorem	1925	95,094	20,321	.40	8,873	1.20
1924	131,064	32,961	.80	1,231	.20	-do-	1926	93,786	19,861	.35	10,119	1.22
1925	202,703	44,968	.80	3,743	.55	-do-	1927	129,931	27,334	.42	12,997	1.42
1926	269,173	57,456	1.13	5,896	.80	-do-	1928	139,892	27,219	.45	14,285	1.50
1927	170,372	35,447	.63	5,934	.72	-do-	1929	144,167	28,315	.56	16,332	2.01
1928	185,745	41,410	.64	7,218	.79	-do-	1930	86,187	16,692	.51	12,342	1.77
1929	361,148	67,072	1.11	11,040	1.16	-do-	1931	73,293	15,589	.66	11,398	1.91
1930	129,481	28,336	.57	4,225	.52	10% ad. val. plus 10% Susp. Duty	1932	59,059	11,976	.54	8,849	1.52
1931	85,688	16,376	.50	3,099	.44	-do-	1933	70,495	11,641	.47	9,765	1.60
1932	40,029	6,403	.27	1,177	.20	-do-	1934	85,567	15,164	.51	12,344	1.79
1933	48,375	7,811	.35	1,299	.22	10% ad. val. plus 10% Susp. Duty	1935					
1934	36,977	5,289	.21	949	.16	-do-						
1935	27,930	4,139	.18	1,019	.15	-do-						

HISTORY OF IMPORTATIONS AND DUTY COLLECTIONS.

Year.	IMPORTS.		% of Total Trade Imports.	Customs Revenue.	% of Total Revenue.	Rate of Duty.	Year.	IMPORTS.		% of Total Trade Imports.	Customs Revenue.	% of Total Revenue.	Rate of Duty.
	Quantity	Value						Quantity	Value				
<b>WHEAT</b>													
1923	2,199	1,775	.06	489	.09	Sh.5/- per 100 lbs.	1923	-	-	-	-	-	Sh.1/- per lb.
1924	1,881	1,831	.04	829	.09	-do-	1924	11	129	-	21	-	-do-
1925	2,490	2,344	.04	700	.10	-do-	1925	17	223	-	53	.01	-do-
1926	2,513	2,323	.05	705	.10	-do-	1926	15	177	-	82	.01	Sh.1/- per lb. or 20% a.v.
1927	2,484	2,247	.04	695	.08	-do-	1927	57	629	.01	120	.01	-do-
1928	3,187	2,763	.04	696	.08	-do-	1928	98	1,133	.02	243	.03	-do-
1929	2,326	2,139	.04	671	.07	-do-	1929	105	1,106	.02	195	.02	-do-
1930	2,346	1,862	.04	473	.06	Sh.3/- per 100 lbs.	1930	22	260	-	75	.01	20% ad. val. plus 10% Susp. Duty
1931	2,124	1,216	.03	388	.06	Sh.3/- per 100 lbs. plus 1/50 Susp. Duty per 100 lbs.	1931	74	649	.02	46	.01	-do-
1932	1,379	33,356	1.42	26,194	4.39	Sh.3/- per 100 lbs. plus 1/- Susp. Duty per 100 lbs.	1932	7	40	-	17	-	-do-
1933	107,249	52,435	2.37	20,435	4.34	Sh.3/- per 100 lbs.	1933	20	95	-	9	-	20% ad. val. plus 10% Susp. Duty
1934	3,663	1,803	.07	522	.09	Sh.3/- per 100 lbs.	1934	6	55	-	4	-	-do-
1935	5,347	2,504	.08	929	.11	-do-	1935	17	119	-	14	-	-do-
<b>WHEAT MEAL AND FLOUR</b>													
1923	27,491	46,268	1.63	12,449	3.91	Sh.12/- per 100 lbs.	1923	38,082	32,101	1.11	13,667	2.74	Sh.6/- per 100 lbs.
1924	5,779	46,506	.39	16,110	2.98	-do-	1924	37,180	31,251	.76	12,905	2.14	-do-
1925	26,230	31,363	.56	17,528	3.59	-do-	1925	40,607	43,199	.77	13,709	2.02	-do-
1926	18,315	19,516	.38	12,185	1.65	-do-	1926	44,164	42,924	.84	14,987	2.03	-do-
1927	8,649	3,566	.17	5,755	.69	-do-	1927	49,684	45,448	.81	16,806	2.03	-do-
1928	73,264	63,862	.98	48,620	5.33	-do-	1928	49,849	44,168	.68	16,769	1.84	-do-
1929	42,256	33,671	.56	23,180	3.07	-do-	1929	51,620	43,966	.73	17,397	1.83	-do-
1930	3,470	21,164	.42	20,563	2.53	Sh.6/- per 100 lbs. plus 6/- Susp. Duty per 100 lbs.	1930	49,936	38,063	.76	13,814	1.70	Sh.3/- per 100 lbs. plus 1/50 Susp. Duty
1931	6,117	5,949	.18	1,966	.28	-do-	1931	52,320	28,014	.65	13,740	1.97	Sh.3/- per 100 lbs plus 3/- Susp. Duty
1932	3,428	3,567	.15	2,038	.34	-do-	1932	26,415	14,703	.62	9,112	1.52	-do-
1933	2,065	2,000	.09	925	.16	-do-	1933	16,933	3,026	.41	5,792	.99	-do-
1934	3,217	2,796	.11	1,438	.24	-do-	1934	23,419	10,670	.43	8,085	1.32	-do-
1935	3,142	2,146	.08	1,347	.20	-do-	1935	18,653	11,549	.47	6,450	1.0	-do-
<b>CHEESE</b>													
1923	3	95	-	30	-	Sh.1/- per lb.	1923	4,043	32,732	1.13	10,263	2.06	Sh.-/45 per lb.
1924	3	242	-	85	.01	-do-	1924	4,114	33,746	.97	10,317	1.71	-do-
1925	29	332	-	97	.01	-do-	1925	5,002	49,402	.88	12,310	1.90	-do-
1926	25	1,134	.02	276	.04	Sh.1/- per lb. or 20%	1926	5,879	61,127	1.20	12,922	1.75	Sh.-/45 per lb.
1927	141	1,571	.03	396	.05	-do-	1927	5,223	51,491	.91	13,970	1.69	-do-
1928	120	2,499	.04	629	.07	-do-	1928	7,331	66,791	1.03	16,755	1.84	-do-
1929	231	2,548	.04	611	.06	-do-	1929	5,427	42,255	.82	14,385	1.68	-do-
1930	71	786	.02	262	.03	20% ad. val. plus 10% Susp. Duty	1930	2,514	23,722	.47	6,144	.76	Sh.-/40 per lb.
1931	105	1,077	.03	332	.05	-do-	1931	263	721	.02	1,613	.37	Sh.-/50 per lb.
1932	42	401	.02	133	.02	-do-	1932	159	1,439	.01	462	.08	-do-
1933	55	450	.02	138	.02	20% plus 10% Susp. Duty	1933	135	1,160	.05	423	.07	Sh.-/50 per lb.
1934	77	626	.02	188	.03	20% plus 10% Susp. Duty	1934	108	1,115	.04	258	.04	Sh.-/50 per lb.
1935	57	573	.02	175	.03	-do-	1935	192	1,701	.06	572	.08	-do-
<b>BACON AND HAM</b>													
1923	5	59	-	21	-	Sh.-/80 per lb.	1923	4,866	12,189	.42	1,430	.29	Sh.1/- per lb.
1924	24	220	-	96	.02	-do-	1924	8,284	27,721	.68	876	.15	-do-
1925	56	603	.01	223	.03	-do-	1925	7,269	42,697	.76	1,226	.19	-do-
1926	111	1,152	.02	484	.07	Sh.-/80 per lb. or 20%	1926	6,979	48,865	.96	1,591	.22	-do-
1927	111	1,095	.02	413	.05	-do-	1927	10,383	46,108	.82	1,732	.21	-do-
1928	99	898	.01	268	.03	-do-	1928	8,642	35,418	.54	2,448	.27	-do-

## REVENUE HISTORY OF KENYA AND UGANDA

## CUSTOMS &amp; EXCISE

Year.	KENYA.		UGANDA.		TOTAL.	
	Customs.	Excise.	Customs.	Excise.	Customs.	Excise.
	£	£	£	£	£	£
1914	188,637	-	37,560	-	196,197	-
1915	101,846	-	40,000	-	145,846	-
1916	132,918	-	52,301	-	180,249	-
1917	231,631	-	77,860	-	311,496	-
1918	175,192	-	79,064	-	254,256	-
1919	204,634	-	84,160	-	288,782	-
1920	196,183	-	90,849	-	287,032	-
1921	456,217	-	157,981	-	614,198	-
1922	365,539	-	190,056	-	575,595	-
1923	498,092	-	281,639	-	779,731	-
1924	603,501	426	413,316	-	1,016,817	426
1925	679,726	733	513,194	-	1,192,920	733
1926	737,607	1,115	412,936	-	1,150,593	1,115
1927	626,098	1,332	347,969	-	1,176,067	1,332
1928	913,336	1,278	431,834	-	1,345,17	1,278
1929	949,724	1,063	440,302	-	1,390,026	1,063
1930	814,334	1,501	324,697	-	1,139,031	1,501
1931	698,571	2,596	303,430	-	1,002,001	2,596
1932	595,336	14,957	285,164	6,971	880,520	25,928
1933	563,862	18,646	290,203	17,788	874,056	36,434
1934	611,572	19,903	367,520	26,101	979,092	46,004
1935	690,400	24,831	397,712	38,678	1,088,112	63,509

\* The 1921 figure is somewhat inflated by conversion at Fla.10/- per £ instead of Fla.15 as formerly.

KENYA PORT IMPORTS - 1923 - 1933.

(Excluding Specie)

	V A L U E .												
	1923.	1924.	1925.	1926.	1927.	1928.	1929.	1930.	1931.	1932.	1933.	1934.	
	£	£	£	£	£	£	£	£	£	£	£	£	£
CLASS I. Grain and Flour	101,423	142,106	182,545	174,718	186,401	198,324	244,601	180,599	128,803	134,112	111,72	97,3	97,3
Spirits	51,800	65,614	79,997	81,506	82,717	79,108	6,819	73,690	67,543	61,004	7,938	47,3	47,3
Wines, Ale and Beer	25,618	40,628	39,693	49,838	50,113	54,273	58,113	53,747	36,303	31,074	551	26,4	26,4
Cigarettes and Tobacco	55,559	77,655	78,275	96,486	102,402	111,067	127,226	122,395	76,212	72,771	225	71,1	71,1
Milk Condensed etc.	13,297	10,412	21,532	23,419	24,067	30,468	30,936	25,022	16,868	9,667	383	9,6	9,6
Sugar	47,063	40,508	31,363	19,526	9,538	61,862	33,654	21,160	6,582	4,047	301	3,0	3,0
Tea	32,717	39,751	49,402	61,127	51,491	66,791	49,251	23,732	791	1,439	151	1,1	1,1
CLASS II.	854	150,836	330,290	307,478	190,986	249,008	311,754	271,125	132,643	107,266	17,012	144,1	144,1
CLASS III. Cotton Piece Goods	518,807	393,033	441,831	234,862	344,504	271,130	454,201	264,193	269,518	180,204	33,756	204,1	204,1
Other Cotton Manufactures	142,296	180,760	300,036	124,486	115,127	318,067	211,199	136,444	94,436	100,966	8,103	85,1	85,1
Wool or Artificial Silk Piece Goods	10,544	14,978	19,931	16,766	20,739	37,944	57,830	36,375	36,552	52,218	3,136	34,1	34,1
Other Textile Manufactures	123,327	190,141	169,030	274,377	190,233	343,736	221,314	236,401	149,985 (minus)	128,306 (minus)	12,435 (minus)	128,306 (minus)	128,306 (minus)
Fuel Oil	35,690	64,773	103,981	26,265	72,406	82,005	52,921	55,599	1,461 (minus)	17,589 (minus)	18,700	20,1	20,1
Lubricating Oil & Greases	35,345	33,131	52,040	44,609	74,628	69,207	92,732	86,070	38,818	20,050	10,162	22,1	22,1
Motor Spirit	73,660	52,299	88,989	118,345	142,769	148,941	233,048	161,897	80,448	35,463	28,731	23,1	23,1
Mineral Oils, illuminating or burning	21,108	77,723	90,061	57,906	127,748	115,056	138,910	115,328	25,861	17,578	1,17	5,1	5,1
Motor cars and parts etc.	53,750	165,480	253,200	273,645	244,310	245,203	217,642	178,876	108,644	90,254	77,11	87,1	87,1
Motor Lorries, Tractors and parts etc.	-	39,163	168,088	168,168	252,578	250,922	262,787	169,827	23,956	19,883	12,437	57,1	57,1
Cement (Building)	21,287	75,473	82,045	79,472	174,302	161,678	221,187	147,332	75,090	32,179	32,450	20,1	20,1
Cement (Clinker)	-	-	-	-	-	-	-	-	-	-	6,734	6,1	6,1
Galvanised Iron Sheets	34,145	60,649	52,759	77,657	107,760	98,544	103,922	60,385	38,538	19,582	30,910	21,1	21,1
Agricultural Machinery & parts	48,758	35,811	69,687	83,873	94,576	80,655	58,135	19,539	7,937	3,974	1,098	13,1	13,1
Other Machinery and parts	108,482	175,074	173,103	273,798	245,750	283,847	282,789	228,673	138,782	76,995	132,744	161,1	161,1
Other Iron and Steel Manufactures	197,234	502,997	315,122	610,090	447,587	766,005	670,600	419,718	316,025	171,316	126,650	177,1	177,1
Tyres & Tubes	20,333	28,036	49,165	56,986	93,014	132,814	97,163	35,036	47,181	34,073	37,950	11,1	11,1
Other Articles	1,113,952	1,464,361	1,780,959	1,751,908	2,125,943	2,249,500	1,740,266	1,694,672	1,366,918	954,115	790,003	1,106,1	1,106,1
TOTAL.	2,886,631	4,111,397	5,621,123	5,086,279	5,641,680	6,506,149	6,023,970	5,017,835	3,283,036	2,356,247	2,210,047	2,499,1	2,499,1

(a) Petroleum products, other than fuel oil in bulk for shipment in bulk as bidders, are imported in bulk for packing for marketing in Kenya, Uganda and Tanganyika Territory, and for re-export.

(b) The importation, packing & distributing costs in Kenya, and in computing relative figures for that territory there is the unavoidable distinction of quantity and/or value introduced by the carry over factor which affects both quantity & value deductions, and by the consideration that deductions from the bulk importation value figure for transfer to Uganda and Tanganyika Territory, and for re-exports are in terms of packed and duty paid sale values, and that such deductions for bulk shipments of fuel oil as bidders would reflect values much in advance of those declared at the time of importation.



KENYA NET IMPORTS - 1923 - 1934

(Excluding Opium)

Commodity	Unit of quantity	QUANTITY											
		1923	1924	1925	1926	1927	1928	1929	1930	1931	1932	1933	1934
Wheat and Flour	Cwts.	125,645	160,115	166,961	173,906	202,365	232,159	227,249	259,012	264,344	311,386	314,574	200,115
Wheat	f. Cwts.	37,895	52,111	72,443	65,624	66,575	69,550	70,156	60,444	65,346	50,019	47,803	47,701
Wheat Meal & Beer	im. Cwts.	77,053	127,804	110,740	140,969	136,574	168,820	180,503	179,076	113,196	96,744	77,498	91,491
Cigarettes & Tobacco	lbs.	533,017	422,157	373,710	676,969	658,896	527,990	699,376	761,883	439,816	516,400	542,330	501,358
Milk Condensed etc.	Cwts.	3,553	2,807	5,592	6,461	7,482	9,611	11,480	10,610	8,709	4,777	6,516	5,543
Sugar	Cwts.	27,554	26,807	26,140	13,315	8,638	73,264	42,949	30,496	6,615	4,276	1,479	3,583
Tea	Cwts.	4,146	4,111	5,009	5,880	5,230	7,393	5,248	1,514	263	159	135	108
Value	Value.	-	-	-	-	-	-	-	-	-	-	-	-
Cotton Piece Goods	Yards.	14,762,377	10,066,422	12,996,025	9,951,120	17,138,123	9,961,644	11,176,150	10,717,211	15,848,173	10,752,604	23,900,850	14,442,457
Other Cotton Manufactures	Value.	-	-	-	-	-	-	-	-	-	-	-	-
Silk Artificial	Yards.	71,38	130,60	192,103	156,329	215,514	455,463	77,819	648,787	879,031	2,114,474	1,343,593	639,366
Other Textile Manufactures	Value.	-	-	-	-	-	-	-	-	-	-	(minus) 891,259	3,472,290
Fuel Oil	im. Cwts.	2,604,911	3,563,900	6,015,899	2,694,361	5,435,577	9,424,279	7,603,105	3,027,290	3,048,862	3,821,082	-	-
Lubricating Oil & Greases	Value.	-	-	-	-	-	-	-	-	-	-	-	-
Motor Spirit	im. Cwts.	725,233	504,100	943,435	2,589,249	2,628,640	3,020,185	2,798,311	4,760,742	3,520,518	3,343,697	1,568,581	2,822,376
Mineral Oils, Illuminating or burning	Value.	580,223	1,189,370	1,863,788	1,674,795	2,894,186	2,740,765	4,022,559	4,408,197	1,510,204	1,755,158	945,949	1,908,218
Motor cars & parts etc.	Value.	-	-	-	-	-	-	-	-	-	-	-	-
Motor Carriages, Tractors and parts etc.	Value.	-	-	-	-	-	-	-	-	-	-	-	-
Cement (Building)	Tons.	5,703	19,911	23,038	22,955	44,920	43,317	55,334	39,437	24,409	14,680	13,851	9,490
Cement (Clinker)	Tons.	-	-	-	-	-	-	-	-	-	-	4,995	4,468
Galvanised iron sheets	Tons.	1,784	2,400	2,515	3,746	5,611	5,417	5,885	3,904	2,720	1,496	2,286	1,515
Agricultural Machinery and parts	Tons.	520	3	856	946	1,162	734	606	168	106	17	18	42
Other Machinery & parts	Tons.	1,502	1,900	3,491	2,425	2,749	2,792	2,776	1,648	1,159	248	984	1,358
Other iron and steel manufactures	Tons.	11,248	27,800	52,026	39,901	26,105	50,781	35,860	20,160	19,225	8,799	5,960	8,442
Tyres Tubes	Value.	-	-	-	-	-	-	-	-	-	-	-	-
Other articles	Value.	-	-	-	-	-	-	-	-	-	-	-	-

\* See Part II of this Appendix

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Estimated Expenditure for the years 1936 to 1946.

Year.	(1) Officers' Pensions.	(2) Computed Pensions	(3) Miscellaneous Gratuities.	(4) European Officers' Widows & Orphans' Pension scheme	(5) Total Pensions & Gratuities	(6) Provident Funds, Govt. contributions & interest	(7) Total Pensions & Gratuities & Provident Funds
1936	180,000	30,000	5,000	4,500	200,000	9,032	210,032
1937	185,000	30,000	5,600	5,000	215,600	9,500	224,500
1938	190,000	30,000	5,000	5,000	230,000	10,500	230,500
1939	194,000	30,000	5,500	5,500	235,000	10,500	250,000
1940	190,000	30,000	6,000	6,000	231,000	10,800	241,500
1941	204,500	22,500	3,500	3,500	240,000	10,500	250,500
1942	208,500	3,500	7,000	7,000	245,000	10,500	255,500
1943	212,000	25,000	7,500	7,500	252,000	11,000	263,000
1944	215,500	25,000	8,000	8,000	257,000	11,000	268,000
1945	230,000	25,000	3,000	3,000	268,000	3,000	273,000
1946	225,000	25,000	10,000	10,000	270,000	3,000	273,000

Notes:-

- (a) As regards columns (1) to (5), all wance has been made for a comparatively small annual increase in the charges for pensions and computed pensions and for a more marked increase in miscellaneous gratuities and widows' and Orphans' pension, particularly in the later years.
- (b) The Provident Fund allows for a more or less constant annual charge after the first year or two, including a sum of Rs. 2,500 per annum on account of redemption of arrears and interest thereon over the period of ten years from 1935 to 1944 inclusive. If the financial position improves to an appreciable extent, it may be decided to liquidate the arrears over a shorter period than 10 years. No allowance has been made for interest on current contributions since this will probably be offset by the interest accruing on Government's investments of the Provident Fund monies.

**APPENDIX XX PENSIONS AND GRATUITIES AND PROVIDENT FUNDS.**

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Expenditure for the years 1915 to 1956.

Year	(1) Pensions (& Misc. Gratuities)	(2) Commuted Pensions	(3) Miscellaneous Gratuities	(4) European Widows' & Orphans' Pensions Scheme.	(5) Total Pensions & Gratuities	(6) Provident Funds Government Contributions	(7) Total Pensions, Gratuities & Provident Funds
1915/1914							
April to March:	2,579				2,579		
1914/1915	3,926				3,926		
1915/1916	4,114				4,114		
1916/1917	5,886				5,886		
1917/1918	8,500				8,500		
1918/1919	11,169				11,169		
1919/1920	14,786				14,786		
1920/1921	24,976				24,976		
1921 (April to December)	21,655				21,655		
1922 (Jan. to December)	58,453				58,453		
1923	58,609			(140 471 <sup>x</sup> )	54,310		
1924	75,325			(278 441 <sup>x</sup> )	76,042		
1925	75,669			(314 549 <sup>x</sup> )	76,552		
1926	84,568		1,132	(723 581 <sup>x</sup> )	86,304		
1927	85,600	2,731	1,235	(1,038 529 <sup>x</sup> )	89,153		
1928	94,998	11,553	635	(1,197 770 <sup>x</sup> )	109,001		
1929	98,236	14,120	2,817	(1,591 691 <sup>x</sup> )	117,285		
1930	99,246	11,586	708	(1,435 844 <sup>x</sup> )	115,689		
1931	106,914	21,902	2,460	(1,623 658 <sup>x</sup> )	132,637		
1932	120,466	20,619	3,381	(1,918 651 <sup>x</sup> )	147,555		
1933	136,882	45,122	8,103	(2,238 849 <sup>x</sup> )	198,044		
1934	154,140	54,525	5,050	(2,855 808 <sup>x</sup> )	198,933		
1955(actual to 31st Decem- ber, 1955.)	166,722	15,238	5,796	(5,220 542 <sup>x</sup> )	191,508	7,264 (c) 592 (1)	199,304
1956(sanction- ed provision- al Estimates)	130,000	20,000	5,000	(5,900 600 <sup>x</sup> )	209,500	8,400 (c) 692 (1)	218,592

(a) **Explanatory Notes.**  
Although not recorded in full detail in the Colony's accounts, the various types of pensions and gratuities have been analysed, as far as possible, and shown separately in this statement.

(b) The "Commuted Pensions" shown in column (2) represent cash gratuities in lieu of a portion of pensions as provided for under the European and Asian Officers' Pensions Ordinances of 1927 and 1938 respectively.

(c) Miscellaneous gratuities paid prior to 1923 are included under column (1) "Pensions (& Miscellaneous Gratuities)" and it has not been possible to extract them for purposes of analysis.

(d) Under column (4) the figures marked X represent the cost of administering the Scheme, the other figures in this column being the pensions paid. In addition, a total sum of £3,960 has been refunded to contributors. Under section 28 of the relative Ordinance, since the inception of the Scheme in 1921 up to 1954 inclusive; the amount refunded in 1933 being £1,667 and in 1934, £785.

(e) The Provident Funds were inaugurated with the Local Civil Services in 1935 only. The notes in col.(6) (c) & (1) indicate contributions and interest respectively. The interest figures have been arrived at by deducting from the provision for payment of interest on arrears and on current contributions the amount estimated to accrue to the general revenues in respect of interest on Provident Fund monies invested by Government.

*Appendix XX  
continued above  
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APPENDIX X (Part 2)

STATEMENT SHOWING THE ESTIMATED ANNUAL COST TO THE COLONY OF ASIAN CLERK  
AT VARIOUS SALARY POINTS.

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
Grade.	Salary per annum.	House Allowance.	Proportions of Officer's Passages.	Family Passage Allowance.	Pension.	Provident Fund.	Gratuity.	Medical Attention.	Other Privileges.	Total.	Percentage increase represented by hidden emoluments.
£	£	£	£	£	£	£	£	£	£	£	£
<b>(A) - OLD TERMS.</b>											
4th Grade	120 (Maximum)	39	6	4	15	-	-	7	3	197	64
3rd Grade	162 (Maximum)	39	6	4	25	-	-	7	3	244	51
2nd Grade	216 (Maximum)	39	6	4	30	-	-	7	3	308	41
1st Grade	300 (Maximum)	39	6	4	42	-	-	7	3	401	34
Special Grade	360 (Fixed)	54	6	4	52	-	-	7	3	486	35
<b>(B) - NEW LOCAL CIVIL SERVICE TERMS.</b>											
Grade II	122	-	4	-	-	7	2	7	3	145	19
Grade II	158	-	4	3	-	11	3	7	3	189	20
Grade I	218	-	4	3	-	24	4	7	3	263	21
Grade I	300 (Maximum)	-	4	3	-	45	6	7	3	368	23
Special Grade.	354	-	4	3	-	57	7	7	3	435	23
Special Grade.	408 (Maximum)	-	4	3	-	69	8	7	3	502	23

TABLE SHOWING THE ESTIMATED ANNUAL COST TO THE GOVT. OF EPFO-TAN OFFICERS AT VARIOUS TYPICAL SALARY POINTS.

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
Salary per annum.	House Allowance.	Proportion of Officer's Messages.	Proportion of Family Messge Allowance.	Pension.	Gratuity.	Provident Fund.	Medical Attention.	Other Privileges.	Total.	Percentage increase represented by hidden elements.
£	£	£	£	£	£	£	£	£	£	£
<b>(A) OVERSEAS SERVICE:</b>										
240	50	16	10	54	-	-	12	5	307	61.
300	50	16	10	66	-	-	12	5	409	53.
360	75	24	18	108	-	-	12	5	742	48.
600	90	24	18	129	-	-	12	5	878	46.
720	108	26	20	155	-	-	12	5	1,046	45.
840	126	32	20	181	-	-	12	5	1,216	45.
920	136	32	20	198	-	-	12	5	1,325	44.
1,000	150	32	20	216	-	-	12	5	1,435	44.
1,200	180	32	20	255	-	-	12	5	1,708	42.
1,350	202	32	20	291	-	-	12	5	1,912	42.
1,500	225	32	20	323	-	-	12	5	2,117	41.
<b>(B) LOCAL CIVIL SERVICE:</b>										
150	-	14	-	-	3	8	12	5	192	28.
240	-	14	-	-	5	15	12	5	291	21.
300	-	14	-	-	6	20	12	5	357	19.
500	-	19	11	-	10	58	12	5	615	23.
600	-	19	11	-	12	102	12	5	761	27.

1/ Pension assessed at 10% of (salary plus house allowance). The rate applicable to newer entrants is 15%, which has the effect of reducing the percentage increases shown in Column 11 by approximately 4% in each case.

*Page 4 of revised draft*  
*CS*

ANALYSIS OF EXPENDITURE AND REVENUE OF PERSONAL EMOLUMENTS FOR THE YEARS 1912/1913, 1920/1921, 1922, 1923, 1924 AND 1925.

Department.	1912/1913.							1920/1921.							1922.							1923.							1924.						
	No. of Superior Officers (Max. of Salary Scale exceeding £300)		No. of Subordinate Officials.		Expenditure on Personal Emoluments.			No. of Superior Officers (Max. of Salary Scale exceeding £300)		No. of Subordinate Officials.		Expenditure on Personal Emoluments.			No. of Superior Officers (Max. of Salary Scale exceeding £300)		No. of Subordinate Officials.		Expenditure on Personal Emoluments.			No. of Superior Officers (Max. of Salary Scale exceeding £300)		No. of Subordinate Officials.		Expenditure on Personal Emoluments.									
	Europeans.	Asians.	Arabs & Africans.	Total Subordinate Staff.				Total Subordinate Staff.				Total Subordinate Staff.				Total Subordinate Staff.				Total Subordinate Staff.				Total Subordinate Staff.				Total Subordinate Staff.				Total Subordinate Staff.			
Administration	92	51	9	114	68,853	141	11	161	21	282	210,896	115	12	152	1	166	182,504	130		137	11	156	164,312	122	10	133	21	164	172,691						
Agriculture	16	23	5	28	13,929	42	73	115	6	89	63,955	46	86	6	10	101	64,916	66		11	9	112	81,134	56	87	5	7	99	66,311						
Audit	7		16	16	4,167	7		37		37	11,447	9	7	38		45	15,697	9		41		43	17,071	10	6	42		48	17,765						
Customs	3	3	100	171	11,465	8	6	133	21	320	36,467	10	10	119	160	289	38,088	10	13	118	155	285	4,677	1	14	114	159	286	41,699						
Education	2	8	11	21	3,887	12	46	22	1	68	28,658	25	104	78	2	184	77,286	23	130	109	1	240	101,861	29	127	97	6	230	102,379						
Forest	3	16	3	19	5,188	1	2	3		23	18,365	11	19	17		36	19,979	11	19	19		38	21,329	10	15	18		33	21,222						
Game	2	3	1	4	1,781	2	4	2		6	3,319	2	4	4		8	5,124	2	6	3		9	5,543	1	5	2		7	5,222						
H. The Governor	1	4		6	5,323	1	5	1		6	11,395	1	9	2		11	11,876	1	9	2	1	12	11,580	1	9	2	1	12	12,053						
Judicial	18	1	34	24	8,449	14	1	34	1	36	22,664	14	1	36		36	21,886	15	3	44	11	58	27,669	13	3	43	11	57	28,492						
Legal	2		3	3	1,689	5		7		7	7,985	6	1	7		8	8,271	6	1	6		7	7,702	5	1	6		7	7,558						
Local Govt. Lands and Settlement	26	42	22	67	22,369	26	62	48	6	116	67,691	29	26	26	2	54	34,988	33	33	23	7	63	36,541	21	26	20	9	58	29,733						
Mining and Geological																																			
Medical	24	17	53	70	20,782	52	80	129	56	265	99,799	71	103	61		164	122,195	65	18	57	2	177	132,107	56	101	55	19	175	138,977						
Military	34	3	22	1,078	1,103	33,604	126	63	36	2,840	2,939	84,332	12	43	21	1,714	1,778	73,967	15	35	24	1,223	1,282	61,558	12	30	23	1,069	1,122	55,611					
Police and Immigration	10	43	160	1,491	1,694	33,657	13	97	209	2,218	2,624	101,437	14	104	109	1,779	1,992	111,981	13	114	109	1,649	1,872	108,937	9	1	1	1,228	1,721	105,565					
Post Office & Telegraphs	7	51	170	201	19,828	7	134	320		454	112,442	11	102	275	1	378	111,415	14	111	249	1	361	117,725	26	136	3	6	449	171,222						
Printing and Stationery			38	40	2,098	1	4	46		50	10,562	2	20	99	10	129	19,220	2	16	95	11	122	19,737	3	15	31	1	116	18,844						
Risons and Kabete Reformatory	1	7	23	270	300	6,866	2	10	28	413	451	20,482	2	17	11	426	454	22,337	3	22	15	480	517	25,434	3	34	13	495	542	27,271					
Public Works & Transport	12	2	56	76	16,383	25	51	78		129	73,868	28	87	95	36	218	75,391	32	37	86	46	229	73,926	24	94	57	36	167	65,212						
Coast Agency														1	1	13		14	6,330	1	1	12	3	16	4,788	1	1	11	5	15	4,515				
Registrar General etc.	2	2	1	12	1,956	2		9		9	3,371	2	2	9		11	4,656	2	5	8		13	5,084	2	6	9		15	5,515						
Secretariat, Legislative Council and Native Affairs	6	3	9	12	5,321	10	9	28	2	36	32,991	9	23	16	2	41	20,951	13	17	15	4	36	18,110	15	17	12	7	36	23,111						
Statistics & Native Registration						2	10	53	80	143				3	4	46	44	94	14,386	2	5	49	54	108	16,847	1	3	21	36	60	8,212				
Treasury	11		29	29	8,100	14	5	56		61	22,719	12	16	40	2	58	22,682	12	20	38	2	60	23,573	10	15	5	1	46	70,414						
Central Revenue Office																										1	11	7		18	5,919				
TOTALS.	271	231	866	3,016	4,113	292,017	422	690	1,447	5,014	5,151	1,044,875	435	800	1,279	4,189	6,268	1,086,125	460	872	1,280	3,670	5,822	1,143,157	447	852	1,226,415	5,430	1,170,719						

NOTES: (A) Kenya's share, partly estimated, of Military Personnel and Personal Emoluments expenditure, but undernoted general reimbursements, covering both personal emoluments and other charges, not deducted:-  
 1912/1913 By Zanzibar Government - £5,000.  
 1920/1921 " " " " " " - £7,949.  
 1925 " Uganda " " " " - £5,000.

Actual	1929		1930		1931		1932		1933		1934		1935		1936	
	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Sanctioned	Sanctioned	Est.	Actual.
878	-	-	-	-	-	312	-	-	-	633	-	-	-	-	-	-
1,004	9,470	12,998	4,121	4,078	1,500	1,108	600	786	1,718	1,419	850	9,908	850	1,020	-	
-	-	-	2,760	150	-	-	-	-	-	-	-	-	-	-	-	
-	7,500	31,807	21,172	26,328	13,168	9,848	100	-	-	-	-	-	-	-	-	
23,751	7,380	74,883	13,206	28,756	1,360	21,578	6,000	27,306	3,860	2,316	600	4,258	628	13,158	-	
-	400	301	-	-	-	-	-	-	-	-	-	-	-	-	-	
10,355	14,058	15,629	12,317	9,928	6,737	2,646	2	1,722	50	84	-	-	100	-	-	
-	100	100	460	669	-	-	-	-	-	-	-	-	-	160	-	
-	200	-	-	164	-	-	-	-	-	-	-	-	54	-	-	
-	500	357	-	-	-	-	-	-	-	-	-	-	-	-	-	
-	-	-	-	-	-	611	-	-	-	-	110	300	-	-	-	
4,944	1,065	11,573	6,961	6,037	1,638	1,696	4	394	50	50	990	648	750	1,500	-	
6,662	-	14,164	4,800	11,680	1,600	10,274	-	3,086	1,291	2,797	270	306	-	671	-	
150	2,874	2,257	2,720	3,154	3,143	746	-	-	-	-	20	25	78	1,105	-	
19,471	6,000	14,277	26,855	29,815	11,780	16,716	9,600	7,083	5,350	5,693	5,536	5,539	4,250	4,190	-	
-	-	-	1,500	1,524	-	-	-	-	-	-	-	-	-	20	-	
-	-	-	-	-	-	-	-	-	-	-	-	-	2,754	800	-	
130,999	3,420	206,849	144,352	147,639	49,722	23,572	11,600	8,339	13,533	14,595	8,896	10,508	11,640	20,960	-	
320	-	-	300	239	250	-	-	-	-	-	290	225	-	-	-	
-	100	58	-	38	-	-	-	-	-	-	-	-	-	-	-	
-	-	-	-	859	-	-	-	-	-	-	-	-	-	-	-	
-	700	1,691	200	199	-	-	-	-	200	508	-	-	-	-	-	
-	600	111,916	18,173	39,791	7,840	19,274	1,650	42,147	4,067	39,320	1,100	19,173	1,082	5,571	-	
-	-	-	16,000	7,117	-	-	-	-	-	-	-	-	-	-	-	
199,61	17,724	517,297	274,246	377,875	98,701	138,281	32,250	90,872	30,036	67,434	18,213	51,084	21,142	50,145	-	
-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
-	-	-	-	16,087	-	30,923	319	3,603	8,170	5,768	5,566	7,726	5,384	33,192	-	
99,061	17,724	517,297	274,246	323,962	98,701	139,204	32,569	94,475	39,206	73,202	23,772	58,749	26,526	120,333	-	
35,596	3,074,441	12,907,776	13,291,296	13,114,912	13,344,231	13,076,885	13,213,909	13,088,248	13,184,004	13,094,833	13,164,262	13,122,066	13,211,003	13,197,783	-	
34,647	3,198,165	13,506,073	13,566,536	13,458,874	13,442,932	13,216,089	13,246,477	13,119,783	13,222,210	13,168,035	13,188,041	13,180,795	13,237,529	13,318,176	-	

Notes regarding statements of Estimated and actual Expenditure for the years 1928 to 1936.

In order to maintain a uniform basis throughout as far as possible, and to conform to present arrangements, provision and expenditure appearing at different times under various heads such as Land Department, Survey and Registration and Local Government, have been grouped under the one head "Local Government, Lands and Settlement." Similarly, with regard to "secretariat, Legislative Council and Native Affairs", Legislative Council expenses having at one time been shown under Miscellaneous Services and Native Affairs under the head Administration. The same remarks apply to a lesser degree to one or two other heads as will be seen from the designations given in the statements.

APPENDIX X  
ESTIMATED AND ACTUAL EXPENDITURE HEADINGS UNDER MAIN HEADS, ALSO GROSS TOTAL EXPENDITURE FIGURE, FOR THE YEARS 1920/1921 TO 1926

EXPENDITURE HEADS.	1920/21		1921/22		1922/23		1923/24		1924/25		1925/26		1926		1927	
	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.
<b>Extraordinary Expenditure.</b>																
H.H. the Governor.	-	-	-	-	-	-	-	-	2,000	2,202	-	-	-	-	-	875
Administration.	2,251	2,461	2,000	1,726	7,000	1,468	1,000	958	-	14	-	878	500	154	1,050	1,904
Secretariat, Legislative Council & Native Affairs Department.	-	-	300	210	-	-	-	-	-	-	-	-	-	-	-	-
Local Government, Lands & Settlement.	-	-	-	-	-	549	-	1,313	175	168	-	-	-	-	-	-
Local Government Contributions to Local Authorities.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	17,500
Agriculture.	8,100	12,223	-	650	-	1,244	500	479	-	-	4,312	1,650	4,389	1,350	23,751	7,350
Customs.	1,000	900	-	-	-	-	-	-	-	-	-	-	-	-	-	400
Education.	13,500	1,727	1,700	2,970	-	2,883	-	1,970	1,000	1,622	5,470	5,962	10,551	9,506	10,305	10,355
Forest.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	100
Game.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	200
Judicial.	17,354	3,195	5,854	9,455	5,954	6,284	350	623	-	-	-	-	-	-	-	500
Legal.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Medical.	-	-	-	-	-	-	-	-	375	863	1,000	-	-	-	1,800	4,384
Military.	-	5,157	1,998	7,434	998	317,955	-	11,104	900	2,996	4,258	6,048	-	-	6,000	6,662
Police.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	168	150
Post Office & Telegraphs.	8,592	5,665	4,900	4,360	1,675	1,222	5,252	4,561	2,000	2,560	4,640	5,135	5,440	7,225	13,430	19,671
Printing & Stationery.	1,350	2,173	-	1,549	-	-	2,000	4,501	300	-	-	-	5,280	9,061	-	-
Prisons.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Public Works.	36,000	42,770	32,300	23,829	18,420	44,506	28,700	23,469	51,573	43,376	61,675	82,036	97,176	82,299	170,651	130,999
Coast Agency.	-	-	-	-	-	-	-	-	-	-	-	-	320	320	320	320
Registrar General's Department.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	100
Stand Premia.	7,500	23,589	-	5,776	-	-	-	-	-	-	-	-	-	-	-	-
Statistics & Native Registration.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Trade, Information & Publicity.	-	-	-	-	1,000	-	-	-	-	-	-	-	-	-	-	-
Treasury.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Income Tax Administration.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1,700
Miscellaneous Services.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	50
Famine Relief Measures.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
War Expenses.	-	16,045	-	168	-	5,667	-	248	-	-	-	-	-	-	-	-
Magadi.	-	234	-	1,565	-	-	-	-	-	-	-	-	-	-	-	-
<b>Totals, excluding Port &amp; Marine &amp; Railway Departments, Colonial Development Fund &amp; Parliamentary Grant.</b>	<b>95,697</b>	<b>121,671</b>	<b>47,032</b>	<b>61,692</b>	<b>33,027</b>	<b>381,448</b>	<b>35,802</b>	<b>48,726</b>	<b>58,323</b>	<b>53,790</b>	<b>77,023</b>	<b>102,371</b>	<b>120,197</b>	<b>110,634</b>	<b>275,711</b>	<b>190,761</b>
Port & Marine Departments.	630	1,377	400	1,133	260	51	1,380	1,367	1,320	1,403	1,180	6,811	-	-	-	-
Railways.	13,800	12,893	-	336	-	-	-	-	-	-	-	-	-	-	-	-
Colonial Development Fund.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Parliamentary Grant.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
<b>Total Extraordinary Expenditure.</b>	<b>110,127</b>	<b>135,941</b>	<b>47,432</b>	<b>63,161</b>	<b>33,287</b>	<b>381,499</b>	<b>37,182</b>	<b>50,093</b>	<b>59,643</b>	<b>55,193</b>	<b>78,203</b>	<b>109,182</b>	<b>120,197</b>	<b>110,634</b>	<b>206,071</b>	<b>190,761</b>
<b>Total Recurrent Expenditure.</b>	<b>3,082,200</b>	<b>2,841,019</b>	<b>2,906,444</b>	<b>2,900,051</b>	<b>2,783,743</b>	<b>2,756,124</b>	<b>2,573,020</b>	<b>2,811,428</b>	<b>2,087,582</b>	<b>2,284,805</b>	<b>2,310,550</b>	<b>2,306,499</b>	<b>2,449,867</b>	<b>2,404,481</b>	<b>2,635,126</b>	<b>2,635,996</b>
<b>GROSS TOTAL EXPENDITURE.</b>	<b>3,192,327</b>	<b>2,976,960</b>	<b>2,953,876</b>	<b>2,963,212</b>	<b>2,816,830</b>	<b>2,137,623</b>	<b>2,810,222</b>	<b>2,861,511</b>	<b>2,117,225</b>	<b>2,339,998</b>	<b>2,380,753</b>	<b>2,414,681</b>	<b>2,570,064</b>	<b>2,515,115</b>	<b>2,840,197</b>	<b>2,834,647</b>

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Actual.	1929		1930		1931		1932		1933		1934		1935		1936	
	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.
18,803	18,400	17,465	18,000	16,874	18,000	15,780	16,565	14,851	15,471	15,526	15,168	14,388	14,869	15,168		
236,142	247,654	240,411	253,928	237,020	263,056	234,934	244,379	221,045	223,249	209,130	219,236	211,055	217,189	212,801		
25,176	26,677	25,899	29,758	29,517	32,062	26,334	28,704	23,619	28,195	24,729	28,993	24,238	29,156	29,392		
43,410	49,145	48,228	50,232	46,865	49,319	49,159	45,891	41,004	40,130	37,753	35,524	34,076	34,288	31,720		
-	55,071	65,087	101,375	103,668	97,467	91,805	90,981	87,591	86,315	83,987	85,862	81,150	83,171	83,208		
-	-	-	-	-	-	-	-	-	9,637	7,728	9,866	9,633	11,600	11,826		
128,011	148,536	147,257	168,518	160,804	172,957	141,310	143,368	127,934	136,125	123,741	126,799	124,545	125,871	123,647		
18,113	19,277	18,836	19,689	19,158	21,439	19,398	20,792	19,103	21,107	19,118	19,570	14,471	19,978	19,732		
1,536	1,750	1,193	1,750	1,479	1,250	1,228	1,250	1,377	1,925	2,603	955	725	955	955		
44,433	48,128	48,327	50,200	48,128	49,948	47,438	49,747	45,857	47,165	46,078	47,071	44,870	48,003	47,740		
52,130	175,954	165,098	202,034	180,734	208,624	178,224	188,632	172,883	181,904	166,609	178,965	174,271	177,855	178,438		
36,413	38,232	38,514	41,153	38,729	40,686	37,859	37,150	32,218	33,910	30,602	31,910	31,377	31,448	30,197		
11,441	12,066	12,557	12,413	11,382	12,548	11,365	10,939	9,291	9,679	9,234	8,769	8,983	8,596	8,308		
26,219	30,999	30,285	35,707	33,759	36,482	34,087	34,136	32,209	32,719	30,584	31,858	31,778	30,967	30,746		
9,813	9,779	9,925	10,061	9,565	9,597	8,810	8,755	8,676	8,006	8,350	8,539	8,177	8,278	8,317		
94,814	233,506	222,185	250,834	236,934	252,061	221,202	219,387	197,261	215,116	199,568	201,286	197,967	201,476	197,014		
14,418	138,107	123,396	129,506	97,447	114,411	89,015	97,258	87,526	142,200	126,876	136,732	127,357	129,522	132,364		
144,449	164,459	160,872	176,704	172,017	174,696	149,232	147,998	136,708	131,920	128,340	132,729	126,326	134,773	138,622		
149,625	167,517	159,654	177,313	172,255	177,521	172,566	169,035	155,434	218,342	218,090	218,417	211,118	226,693	233,897		
36,314	37,843	37,418	39,393	38,025	39,739	37,475	36,534	26,996	27,853	27,984	27,996	27,738	28,311	29,091		
49,271	52,557	54,876	56,233	55,055	57,485	51,944	54,290	49,080	50,795	47,974	51,696	53,657	54,524	51,469		
22,928	145,181	141,297	158,861	149,354	155,352	130,088	112,925	94,673	87,401	81,588	84,348	82,653	82,071	80,019		
7,179	5,712	5,385	6,293	5,976	6,744	6,034	5,826	5,460	5,423	5,328	5,593	4,883	5,231	5,231		
90,930	160,718	173,617	174,401	182,459	183,450	150,658	145,500	129,965	126,650	120,382	120,582	112,174	114,752	110,970		
5,200	5,381	5,113	6,096	5,530	6,117	5,842	6,007	5,495	5,573	5,231	5,835	5,668	6,153	5,141		
21,111	23,388	20,176	25,380	22,808	26,306	22,175	21,260	20,349	21,134	19,350	11,709	11,908	12,503	10,448		
6,113	5,000	4,955	5,000	4,995	4,850	4,837	4,800	4,668	3,800	2,743	4,700	4,709	4,536	4,546		
24,197	27,077	26,726	27,270	26,487	27,257	26,407	25,899	25,474	22,900	21,669	22,526	21,820	21,570	22,336		
-	-	-	-	-	-	-	-	-	5,070	1,869	5,563	6,081	6,598	6,692		
-	-	-	-	-	-	-	-	-	5,070	1,074	-	-	-	-		
97,040	51,852	50,659	79,515	64,371	76,126	69,459	87,783	74,243	77,973	67,320	71,599	66,986	66,445	61,440		
99,111	112,840	117,285	118,860	113,660	124,800	132,637	130,700	147,535	151,297	193,045	171,590	196,936	209,130	215,900		
16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000		
49,380	29,135	9,095	67,010	42,188	72,860	-	1,000	171	3,500	430	624	8,683	4,224	4,242		
42,406	772,500	772,495	772,500	772,495	815,000	891,495	1,010,500	1,010,494	995,500	995,494	1,026,252	1,026,246	1,043,232	1,043,252		
35,596	3,060,441	2,987,776	3,281,289	3,114,912	3,344,231	3,076,888	3,213,908	3,028,248	3,184,004	3,094,833	3,164,862	3,121,045	3,211,003	3,197,783		
-	-	-	-	-	-	-	-	-	-	-	-	-	-	-		
35,596	3,060,441	2,987,776	3,281,289	3,114,912	3,344,231	3,076,888	3,213,908	3,028,248	3,184,004	3,094,833	3,164,862	3,121,045	3,211,003	3,197,783		

Notes regarding Statements of Estimated and Actual Expenditure for the years 1928 to 1936.

In order to maintain a uniform basis throughout, as far as possible, and to conform to present arrangements, provision and expenditure appearing at different times under various heads such as Land Department, Survey and Registration and Local Government have been grouped under the one head "Local Government, Lands and Settlement." Similarly, with regard to "Secretariat, Legislative Council and Native Affairs", Legislative Council expenses having at one time been shown under "Miscellaneous Services, and Native Affairs under the head Administration." The same remarks apply to a lesser degree to one or two other heads as will be seen from the designations given in the statement.

EXPENDITURE HEADS	1922/23		1923/24		1924/25		1925/26		1926/27		1927/28		1928/29		1929/30			
	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.		
Government Emoluments of the Governor.	13,949	17,551	14,362	15,553	12,516	11,328	12,106	13,570	12,730	15,740	15,319	18,432	16,061	18,213	16,574	18,363	18,400	17,465
Administration.	270,327	295,368	265,977	234,099	225,172	208,269	216,197	201,715	217,727	211,74	225,415	223,241	239,296	228,628	250,191	238,302	247,654	4,411
Secretariat, Legislative Council & Native Affairs (including Labour Section).	45,995	43,211	53,084	39,037	37,628	35,501	39,830	36,022	40,799	38,738	42,101	42,005	44,007	42,722	27,117	25,376	26,677	25,899
Local Government, Lands & Settlement.	86,739	129,192	86,587	64,055	33,870	37,879	34,796	36,655	37,648	37,453	41,303	41,961	43,029	43,451	46,246	43,430	49,145	48,228
Local Govt. Contributions to Local Authorities.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	65,771	85,087
Mining & Geological.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Agriculture.	123,038	132,575	123,552	92,958	84,522	75,610	87,159	82,607	92,439	101,10	116,574	106,899	121,532	113,354	144,418	128,021	148,536	147,257
Audit.	8,436	8,891	10,131	8,202	8,283	9,276	15,036	13,375	16,009	14,167	16,841	15,446	17,059	16,771	17,977	18,935	19,277	18,836
Conference of S.A. Governors.	-	-	-	-	-	-	-	-	-	149	-	2,576	2,015	1,391	1,750	1,636	1,750	1,193
Customs.	33,642	43,038	40,505	35,613	36,448	34,716	66,955	51,322	38,525	36,71	41,061	39,449	43,504	41,948	44,859	44,033	48,128	45,327
Education.	50,828	45,806	69,320	56,118	52,993	51,683	63,399	60,311	32,639	78,32	100,343	108,074	140,962	121,139	158,241	152,030	175,954	165,093
Forest.	28,780	29,040	33,235	28,481	28,220	24,505	26,828	25,274	29,114	28,81	31,571	29,855	34,400	32,750	37,755	36,813	38,232	38,514
Game.	6,038	6,675	5,769	4,731	3,860	3,577	17,532	13,933	19,145	7,243	14,346	8,627	9,705	11,207	10,586	11,041	12,066	12,597
Judicial.	24,056	28,410	21,800	20,476	22,783	22,324	22,699	22,427	23,135	21,579	23,284	22,752	25,208	26,308	28,249	26,119	30,999	30,205
Legal.	7,079	8,854	8,658	8,207	7,944	7,700	7,863	7,282	7,706	6,521	9,267	9,621	9,975	10,627	10,340	9,813	9,779	9,925
Medical (including Govt. Analyst).	167,338	174,204	196,515	148,332	137,937	119,620	126,593	118,811	134,031	132,713	178,964	161,43	198,265	180,206	204,801	194,824	233,506	222,196
Military.	210,011	150,907	189,032	173,336	180,772	161,995	170,351	162,238	167,022	168,415	124,502	125,304	128,465	114,579	115,360	114,448	138,107	123,096
Police.	132,568	129,662	142,180	113,764	110,274	104,039	114,408	107,841	118,193	122,149	130,495	134,273	147,717	137,946	148,864	144,429	164,459	160,372
Post Office & Telegraphs.	142,412	151,590	162,721	136,534	138,711	120,777	135,127	115,123	136,037	126,083	138,943	136,421	145,696	144,515	151,189	149,825	167,517	159,754
Printing & Stationery.	14,550	17,184	17,438	13,613	17,597	16,589	16,766	16,320	17,946	19,322	18,594	21,442	24,923	24,406	37,727	36,114	37,843	37,418
Prisons (including Kibete Reformatory (Approved School)).	39,626	44,000	44,235	39,793	40,634	36,170	44,825	44,559	47,559	45,741	47,733	47,328	48,400	46,840	49,603	49,371	52,557	54,876
Public Works (including Transport).	80,285	99,480	85,808	70,724	38,341	46,850	44,568	40,673	45,957	46,311	65,633	68,438	87,187	78,235	135,705	122,728	145,181	141,297
Post Agency.	-	-	-	-	2,920	2,662	3,226	3,256	3,546	3,418	3,375	3,388	3,926	4,823	5,797	7,979	5,712	5,385
Public Works Recurrent.	131,756	132,294	159,596	111,710	90,063	83,783	108,594	114,248	127,510	129,782	167,620	196,638	169,190	179,994	193,064	190,730	160,718	173,417
Registrar General's Department.	2,931	3,711	4,196	3,766	3,152	3,187	3,357	3,188	3,430	3,041	3,314	3,330	3,736	4,428	5,273	5,300	5,391	5,113
Statistics & Native Registration.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	21,651	21,121	23,388	20,176
Trade, Information & Publicity.	-	-	-	-	7,070	-	-	-	6,500	5,000	5,000	5,000	5,000	5,000	6,100	5,013	5,000	4,955
Treasury.	20,652	28,043	22,734	21,499	18,109	19,587	18,920	18,947	19,988	20,03	21,428	22,445	24,115	25,130	24,917	24,387	27,077	26,726
Central Revenue Office.	-	-	5,102	3,418	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Income Tax Administration.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Miscellaneous services.	15,780	24,597	17,596	147,685	7,610	132,397	35,969	53,961	58,148	333,372	75,158	107,301	72,484	132,141	56,255	97,580	51,852	50,659
Pensions & Gratuities.	21,240	24,977	34,306	38,433	51,510	54,310	61,807	76,042	77,222	75,532	86,538	86,804	93,000	89,133	96,000	109,301	112,840	117,285
Gift & Interest to H.H. the Sultan of Sarsibar.	17,000	17,000	17,000	17,000	17,000	17,000	17,000	17,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000
Interest and Unfunded Debt.	10,000	32,856	44,200	-	-	3,857	45,000	40,520	86,000	59,548	170,000	119,984	170,000	138,540	207,554	49,380	29,135	9,095
Public Debt Funded.	29,998	27,973	5,400	249,963	300,000	300,000	300,000	300,000	365,000	364,997	365,000	364,997	365,000	364,997	365,000	342,096	772,500	772,495
Additional Emoluments.	180,000	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Grants-in-aid including Port & Marine Departments & Railway Depts.	1,913,015	1,827,068	1,890,361	1,895,300	1,709,347	1,741,488	1,859,181	1,767,823	2,041,244	2,270,097	2,292,422	3,288,174	2,448,867	2,404,421	2,635,126	2,635,396	3,060,441	2,987,776
Port & Marine Departments.	16,374	14,184	15,063	13,551	14,394	14,649	15,999	13,605	16,338	14,706	18,128	17,325	-	60	-	-	-	-
Highways.	1,582,811	999,747	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
TOTAL RECURRENT EXPENDITURE.	3,082,200	2,841,019	3,005,444	2,909,051	2,723,741	2,756,134	2,873,080	2,811,428	2,997,982	2,284,803	2,310,550	2,306,499	2,449,867	2,404,481	2,635,126	2,635,396	3,060,441	2,987,776

X Includes 223,923, Loan charges on Railway and Port development undertakings.

*22.28 of revised draft*

Estm. No.	1929		1930		1931		1932		1933		1934		1935		1936	
	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.
18,563	18,400	17,465	18,000	16,874	18,000	15,780	16,565	14,851	15,471	15,526	15,169	14,508	14,869	15,168		
36,502	247,654	240,411	253,928	237,020	263,056	234,934	244,379	221,045	223,249	269,130	219,236	241,055	217,109	212,801		
25,876	26,677	25,899	29,758	29,517	32,062	26,334	28,704	23,619	28,195	24,729	28,993	29,238	29,156	29,392		
43,650	49,145	48,229	50,232	46,865	49,319	36,159	45,991	41,004	40,130	37,753	35,524	34,075	34,298	31,720		
-	55,071	65,097	101,375	103,606	97,467	91,805	60,981	87,591	86,315	83,987	86,862	81,150	83,171	83,208		
-	-	-	-	-	-	-	-	-	9,637	7,728	9,866	9,633	11,600	11,626		
26,001	148,536	147,257	168,518	160,804	172,957	143,310	143,388	127,934	136,125	123,741	126,799	124,545	125,071	123,647		
16,103	19,277	18,836	19,689	19,158	21,439	19,398	20,792	19,102	21,157	19,108	19,570	19,371	19,978	19,732		
1,636	1,750	1,193	1,750	1,479	1,250	1,228	1,250	1,377	1,925	2,603	955	725	555	955		
44,133	48,128	46,327	50,200	48,123	49,948	47,438	49,747	45,857	47,165	45,078	47,071	44,878	48,603	47,740		
52,130	175,954	165,098	202,034	190,734	206,624	174,224	188,632	172,883	181,954	166,608	178,965	174,271	177,855	178,438		
36,613	38,232	38,614	41,153	38,729	40,686	37,859	37,150	32,218	33,910	30,602	31,910	31,379	31,448	30,197		
11,041	12,066	12,557	12,413	11,382	12,548	11,365	10,939	9,291	9,679	9,234	8,769	8,983	8,596	8,306		
26,319	30,999	30,285	35,707	33,759	36,482	34,087	34,136	32,209	32,709	30,584	31,868	31,778	30,960	30,746		
9,813	9,779	9,925	10,061	9,565	9,597	8,810	8,755	8,676	8,066	8,350	8,539	8,177	8,278	8,317		
34,614	253,506	222,185	250,884	236,934	252,061	221,202	219,387	197,261	218,116	199,568	201,286	197,967	201,476	197,014		
4,418	138,107	123,896	129,599	97,447	114,411	89,015	97,258	87,526	142,200	126,876	136,732	127,357	129,522	132,564		
14,429	164,459	160,872	176,004	172,017	174,696	139,232	147,998	136,709	131,920	128,346	132,729	126,326	134,773	136,622		
19,825	167,517	159,054	177,313	172,256	177,521	170,566	169,035	155,434	218,342	218,096	218,417	211,18	226,693	233,897		
16,114	37,843	37,418	39,393	38,025	39,739	37,475	36,534	26,996	27,833	27,994	27,996	27,736	28,311	29,091		
19,771	52,557	54,876	56,233	55,055	57,485	51,944	54,290	49,080	50,795	47,974	51,696	53,657	54,524	51,469		
2,928	145,181	141,297	158,861	149,354	155,352	130,088	112,925	94,673	87,401	81,588	84,348	82,653	82,671	80,019		
7,679	5,712	5,385	6,293	5,976	6,744	5,034	5,826	5,460	5,423	5,328	5,593	4,883	5,231	5,231		
10,730	160,718	173,617	174,401	182,489	183,450	150,658	145,500	129,965	126,650	120,382	120,002	112,174	114,752	110,900		
5,700	5,381	5,113	6,096	5,530	6,117	5,842	6,007	5,495	5,503	5,231	5,835	5,666	6,153	5,141		
1,121	23,388	20,176	25,380	22,808	26,306	22,175	21,260	20,349	21,134	19,350	11,709	11,908	12,503	10,448		
6,613	5,000	4,955	5,000	4,995	4,850	5,837	4,800	4,668	3,800	2,743	4,700	4,708	4,536	4,546		
4,697	27,077	26,726	27,270	26,487	27,257	26,407	25,879	25,474	22,900	21,669	22,526	21,820	21,570	22,336		
-	-	-	-	-	-	-	-	-	5,070	1,869	5,563	6,051	6,398	6,692		
-	-	-	-	-	-	-	-	-	5,070	1,074	-	-	-	-		
7,600	51,852	50,659	79,515	64,371	76,126	69,489	87,783	74,243	77,973	67,320	71,599	66,986	66,445	61,440		
9,001	112,840	117,285	118,860	113,660	124,800	132,637	130,700	147,536	151,297	193,045	171,900	195,936	209,150	215,900		
6,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000		
9,580	20,135	9,095	67,010	42,188	72,880	-	1,000	171	3,500	430	624	2,695	4,224	4,242		
2,436	772,500	772,495	772,500	772,495	815,000	891,495	1,010,500	1,010,494	995,500	995,494	1,026,252	1,026,246	1,043,252	1,043,252		
3,006	3,060,441	2,987,776	3,281,289	3,114,912	3,344,231	3,076,885	3,213,908	3,025,348	3,184,004	3,094,833	3,164,262	3,121,045	3,211,005	3,197,783		
-	-	-	-	-	-	-	-	-	-	-	-	-	-	-		
3,006	3,060,441	2,987,776	3,281,289	3,114,912	3,344,231	3,076,885	3,213,908	3,025,348	3,184,004	3,094,833	3,164,262	3,121,045	3,211,005	3,197,783		

Note regarding Statements of Estimated and Actual Expenditure for the years 1926 to 1936.

In order to maintain a uniform basis throughout, as far as possible, and to conform to present arrangements, provision for expenditure appearing at different times under various heads such as Land Department, Survey and Registration and Local Government have been grouped under the one head "Local Government, Lands and Settlement." Similarly, with regard to "Secretariat, Legislative Council and Native Affairs", Legislative Council expenses having at one time been shown under Miscellaneous services, and Native Affairs under the head Administration. The same remarks apply to a lesser degree to one or two other heads as will be seen from the designations given in the statement.

Actual.	1929		1930		1931		1932		1933		1934		1935		1936	
	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.
18,803	18,400	17,465	18,000	16,874	18,000	15,780	16,865	14,851	15,471	15,526	15,188	11,595	14,869	15,166		
238,142	247,654	240,411	253,928	237,020	263,056	234,934	244,379	221,045	223,249	209,130	219,256	211,055	217,109	212,801		
25,176	26,677	25,899	29,758	29,517	32,062	26,334	28,704	23,619	28,195	24,729	28,993	24,238	29,156	29,392		
43,610	49,145	48,228	50,232	46,865	49,319	49,159	45,891	41,064	40,150	37,753	35,524	34,075	34,288	31,720		
-	65,071	65,087	101,375	103,668	97,467	91,685	90,981	87,591	86,315	83,987	85,862	94,150	83,171	83,208		
-	-	-	-	-	-	-	-	-	9,637	7,728	9,866	9,633	11,600	11,826		
128,001	148,536	147,257	168,618	160,804	172,957	151,310	143,385	127,934	136,125	123,741	126,799	124,945	126,871	123,647		
18,113	19,277	18,836	19,089	19,158	21,439	19,398	20,792	19,103	21,107	19,118	19,570	19,471	19,978	19,732		
1,636	1,750	1,193	1,750	1,409	1,250	1,228	1,250	1,377	1,925	2,603	955	725	955	955		
44,933	48,128	45,327	50,200	46,123	49,948	47,438	49,747	45,857	47,165	45,078	47,071	44,878	48,603	47,740		
52,130	175,954	165,088	202,654	180,734	206,624	181,224	188,632	172,883	181,954	166,608	178,965	174,271	177,885	178,438		
36,413	38,232	38,514	41,153	38,729	40,686	37,859	37,150	32,218	33,910	30,602	31,910	31,507	31,448	30,197		
11,441	12,066	12,557	12,413	11,382	12,548	11,355	10,939	9,291	9,679	9,234	8,769	8,983	8,596	8,305		
26,219	30,999	30,285	35,707	33,759	36,482	34,087	34,136	32,809	32,709	30,584	31,858	31,778	30,960	30,746		
9,813	9,779	9,925	10,061	9,565	9,597	10,810	8,755	8,676	8,006	8,350	8,539	8,177	8,278	8,317		
194,814	233,506	222,185	250,834	236,954	252,061	221,202	219,357	197,261	215,116	199,568	201,286	197,967	201,476	197,014		
114,418	128,107	123,390	129,509	97,447	114,411	89,015	97,258	87,826	142,200	126,876	136,732	127,357	129,522	132,364		
144,449	164,459	160,872	176,004	172,017	174,696	149,232	147,998	136,706	131,920	128,340	132,729	128,326	134,773	138,622		
149,625	167,517	159,654	177,313	172,256	177,521	172,566	169,035	155,434	218,342	218,098	218,417	211,118	226,693	233,890		
36,214	37,843	37,418	39,393	38,025	39,739	37,476	36,534	26,996	27,853	27,984	27,996	27,735	28,311	29,091		
49,271	52,557	54,876	56,233	55,055	57,485	51,944	54,290	49,080	50,795	47,974	51,696	53,657	54,524	51,469		
22,928	145,181	141,297	158,861	149,354	155,352	150,088	112,925	94,673	97,401	81,588	94,348	82,653	82,071	80,019		
7,679	5,712	5,385	6,293	5,976	6,744	6,034	5,826	5,460	5,423	5,328	5,593	4,983	5,231	5,231		
190,830	160,718	173,617	174,401	182,489	183,450	159,658	145,500	129,965	126,650	120,382	120,652	112,174	114,752	110,900		
5,200	5,381	5,113	6,096	5,530	6,117	6,842	6,007	5,495	5,503	5,231	5,835	5,685	6,153	5,141		
21,111	23,388	20,176	25,380	22,808	26,306	24,175	21,260	20,349	21,134	19,350	11,709	11,908	12,503	10,448		
6,613	5,000	4,955	5,000	4,895	4,850	4,837	4,800	4,668	3,800	2,743	4,700	4,708	4,536	4,546		
24,887	27,077	26,726	27,270	26,487	27,257	26,407	25,899	25,474	22,900	21,600	22,526	21,820	21,570	22,336		
-	-	-	-	-	-	-	-	-	5,070	1,869	5,563	6,051	6,398	6,692		
-	-	-	-	-	-	-	-	-	5,070	1,074	-	-	-	-		
97,640	51,852	50,659	79,515	64,371	76,126	69,459	87,783	74,243	77,973	67,320	71,599	66,986	66,445	61,440		
99,111	112,840	117,285	118,860	113,660	124,800	132,637	130,700	147,536	151,297	193,045	171,500	196,936	209,150	215,900		
16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000		
49,880	29,135	9,095	67,010	42,188	72,860	-	1,000	171	3,508	430	624	2,085	4,224	4,242		
42,416	772,500	772,495	772,500	772,495	815,000	991,495	1,010,500	1,010,494	995,500	995,494	1,026,252	1,026,245	1,043,252	1,043,252		
35,106	3,060,441	2,987,776	3,281,289	3,114,912	3,344,231	3,076,885	3,213,908	3,725,248	3,184,004	3,094,833	3,164,262	3,121,045	3,211,003	3,197,783		
-	-	-	-	-	-	-	-	-	-	-	-	-	-	-		
35,106	3,060,441	2,987,776	3,281,289	3,114,912	3,344,231	3,076,885	3,213,908	3,725,248	3,184,004	3,094,833	3,164,262	3,121,045	3,211,003	3,197,783		

Notes regarding Statement of Estimated and Actual Expenditure for the years 1928 to 1936.

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Actual.	1928		1929		1930		1931		1932		1933		1934		1935		1936	
	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.
830,560	962,774	915,232	927,412	949,725	963,357	815,286	953,239	9,594	761,179	997,268	601,780	581,770	627,500	611,606	632,500	670,000	661,000	
1,332	1,233	1,273	1,300	1,030	1,350	1,308	1,300	4,596	19,590	14,169	16,000	18,437	20,000	19,904	20,000	20,000	21,300	
831,892	963,971	916,560	928,712	950,755	964,707	816,794	954,539	10,180	780,679	1,011,437	617,780	600,417	647,500	631,510	652,500	690,000	682,500	
571,763	552,028	564,405	575,229	539,641	607,946	591,424	609,318	7,877	586,176	518,277	356,000	57,791	571,257	514,480	62,979	630,000	540,000	
40,59	36,364	43,483	38,349	42,814	45,000	43,702	46,000	2,571	46,000	61,866	30,000	64,243	66,000	68,307	60,000	69,000	69,000	
28,740	35,000	36,773	24,000	25,555	26,500	31,693	40,000	7,260	31,500	32,200	37,000	63,082	47,000	55,631	37,000	57,000	57,000	
19,354	18,000	21,914	19,700	22,791	23,000	22,765	25,000	1,571	22,000	19,594	19,400	26,349	40,000	33,113	50,000	35,000	38,000	
837,400	829,703	829,786	823,839	872,735	871,950	857,682	890,700	42,899	844,820	1,011,763	179,400	1,000,857	1,077,225	1,012,277	1,077,800	1,200,448	1,206,800	
866,834	871,991	906,361	911,117	901,536	974,300	947,266	1,011,018	68,118	980,190	964,580	872,600	940,469	958,482	931,996	980,279	937,948	954,800	
10,14	18,500	21,069	20,000	23,359	21,500	25,029	24,000	25,200	25,000	24,413	23,500	24,377	23,500	24,022	24,000	24,000	24,000	
110,360	117,251	107,297	98,791	109,484	108,034	115,857	121,228	8,114	99,400	98,913	91,446	92,890	88,015	89,972	91,997	89,240	87,530	
120,700	135,752	128,356	118,791	123,843	129,534	140,886	145,228	50,362	124,450	123,326	114,948	117,868	111,515	113,994	115,990	113,240	111,530	
130,100	172,950	171,646	185,829	182,158	182,021	173,525	189,677	68,132	177,075	160,575	165,295	170,024	174,090	176,036	184,525	190,600	187,093	
54,022	70,038	79,586	80,613	96,988	94,223	96,750	98,482	97,621	94,448	68,376	58,200	67,651	65,240	73,844	75,026	73,363	77,900	
44	57,170	79,081	78,254	74,657	79,625	72,241	81,059	71,347	74,739	78,988	73,170	78,408	80,440	83,040	88,696	83,864	85,547	
30,75	37,960	32,763	19,517	60,046	51,000	33,959	23,600	14,577	11,843	15,625	12,700	17,342	13,375	17,992	16,375	16,375	16,570	
12,570	7,080	10,244	9,150	11,767	10,150	17,042	10,450	16,192	11,916	43,610	1,950	11,342	10,485	30,086	9,330	9,330	9,395	
30,199	42,000	37,329	43,000	39,461	45,200	38,704	44,000	30,901	34,360	26,698	30,000	28,158	9,000	28,058	28,450	28,450	28,600	
145,631	165,567	40,197	33,012	66,400	70,162	55,324	64,784	29,494	24,360	39,346	19,187	31,377	33,964	35,484	31,556	29,556	29,630	
397,390	396,050	570,616	610,389	770,843	807,600	788,435	839,646	91,140	959,632	948,696	1,044,625	1,037,836	1,046,690	1,038,815	1,061,731	1,052,556	1,061,244	
48,387	30,000	57,955	47,000	58,294	53,000	42,587	53,500	39,823	31,000	16,482	19,000	18,776	23,500	17,058	16,500	13,779	15,500	
845,512	2,859,400	3,020,694	3,265,174	3,333,742	3,461,712	3,225,513	3,515,983	3,36,007	3,298,095	3,006,611	3,038,445	3,116,065	3,194,187	3,177,908	3,248,958	3,239,061	3,260,309	
598	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
846,110	2,859,400	3,020,694	3,265,174	3,333,742	3,461,712	3,225,513	3,515,983	3,36,007	3,298,095	3,006,611	3,038,445	3,116,065	3,194,187	3,177,908	3,248,958	3,239,061	3,260,309	
-	-	-	-	-	-	16,087	-	30,923	319	3,603	7,070	5,431	4,706	5,034	4,478	15,911	20,561	
846,110	2,859,400	3,020,694	3,265,174	3,333,742	3,461,712	3,241,600	3,515,983	3,36,930	3,298,414	3,010,114	3,046,115	3,121,496	3,198,973	3,182,939	3,253,436	3,265,096	3,327,926	

lands.

HEADS AND PRINCIPAL SUB-HEADS.	1920/21		1921/22		1922/23		1923/24		1924/25		1925/26		1926/27		1935
	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	Est.	Actual.	
<b>Customs and Excise.</b>															
Customs	268,335	403,769	516,972	387,530	427,050	492,122	558,750	607,380	680,000	679,727	700,000	741,373	781,250	830,550	862,700
Excise	-	-	-	-	-	-	-	426	-	734	700	1,115	900	1,332	1,200
<b>Total Customs &amp; Excise.</b>	<b>268,335</b>	<b>403,769</b>	<b>516,972</b>	<b>387,530</b>	<b>427,050</b>	<b>492,122</b>	<b>558,750</b>	<b>607,776</b>	<b>680,000</b>	<b>680,461</b>	<b>700,700</b>	<b>742,488</b>	<b>782,150</b>	<b>831,882</b>	<b>863,900</b>
<b>Licences, Duties, Taxes &amp;c.</b>															
Native Hut & Poll Tax	656,070	658,413	656,070	506,414	514,365	575,099	508,850	561,629	517,901	537,478	522,950	558,044	541,505	570,763	552,700
Non-Native Poll Tax	21,000	25,542	28,000	25,391	25,000	24,953	25,000	24,004	21,000	28,548	30,000	38,104	32,005	40,067	36,000
Petrol Tax	-	-	-	2,306	4,500	5,509	5,000	3,710	7,000	14,806	10,000	20,917	21,600	25,740	25,000
Levy on Official Salaries	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Traders & Professional Licences	18,000	18,943	18,000	12,693	14,000	12,518	12,000	13,659	1,000	16,038	13,500	17,808	15,199	19,354	19,000
All other Sub-Heads	250,971	140,719	261,992	123,079	143,300	94,192	125,500	141,579	102,475	148,027	123,995	206,599	193,273	237,400	229,000
<b>Total Licences, Duties and Taxes.</b>	<b>946,041</b>	<b>843,613</b>	<b>964,062</b>	<b>669,883</b>	<b>640,165</b>	<b>712,261</b>	<b>676,350</b>	<b>740,581</b>	<b>677,376</b>	<b>744,897</b>	<b>700,345</b>	<b>841,472</b>	<b>803,582</b>	<b>896,834</b>	<b>871,000</b>
<b>Fees &amp; Payments for Specific Services.</b>															
Widows & Orphans Pensions Contributions	-	-	3,250	10,006	3,000	10,497	9,750	11,272	1,400	14,518	12,000	18,128	17,000	19,174	18,000
All other Sub-Heads	98,677	86,347	97,188	61,550	73,660	61,625	59,364	56,365	69,435	103,422	87,285	107,606	97,062	110,566	117,000
<b>Total Fees &amp; Payments for Services.</b>	<b>98,677</b>	<b>86,347</b>	<b>90,438</b>	<b>71,556</b>	<b>81,660</b>	<b>72,122</b>	<b>69,114</b>	<b>67,637</b>	<b>70,835</b>	<b>118,946</b>	<b>99,285</b>	<b>125,734</b>	<b>114,062</b>	<b>129,670</b>	<b>135,000</b>
<b>Posts &amp; Telegraphs.</b>	144,743	139,349	166,397	120,227	145,402	123,897	127,338	139,181	119,161	138,413	136,818	148,258	149,844	165,100	172,000
<b>Earnings of Government Departments.</b>	33,000	40,484	30,950	27,315	23,630	27,076	31,975	39,615	34,375	45,247	45,306	48,713	43,980	54,022	70,000
<b>Revenue from Government Property and Royalties.</b>	54,180	40,723	80,820	42,343	78,970	76,177	64,260	59,253	6,061	58,173	55,580	74,921	63,360	90,044	67,000
<b>Sale of Govt. Property</b>	25,920	24,221	18,000	29,447	17,650	12,360	36,465	46,341	44,200	21,747	34,320	26,774	20,353	35,075	16,000
<b>Miscellaneous Receipts.</b>	6,000	89,651	6,000	21,758	10,000	37,963	7,450	9,572	350	113,959	3,850	11,646	3,162	12,276	7,000
<b>Forest Dept. Revenue.</b>	27,675	19,710	28,300	13,962	11,700	19,971	21,800	21,608	2,000	24,445	27,800	31,987	35,950	39,199	42,000
<b>Interest.</b>	15,000	15,512	560	55,525	42,413	26,305	28,980	31,445	6,931	72,007	133,525	128,952	149,975	145,631	185,000
<b>Reimbursements.</b>	36,434	34,167	45,659	198,232	267,796	216,251	296,460	285,591	379,920	378,180	363,456	385,558	401,837	397,390	396,000
<b>Land Sales.</b>	7,650	60,939	28	5,459	17,526	12,308	8,030	19,034	7,116	18,596	38,010	39,363	20,000	48,327	30,000
<b>Totals excluding Port &amp; Railway Revenue &amp; Colonial Development Fund.</b>	<b>1,693,656</b>	<b>1,799,485</b>	<b>1,948,176</b>	<b>1,643,237</b>	<b>1,778,962</b>	<b>1,826,809</b>	<b>1,922,972</b>	<b>2,096,634</b>	<b>2,145,825</b>	<b>2,412,121</b>	<b>2,355,994</b>	<b>2,605,866</b>	<b>2,598,255</b>	<b>2,845,512</b>	<b>2,859,000</b>
<b>Port, Harbour &amp; Light Dues</b>	3,375	4,361	4,700	5,795	5,700	10,638	12,700	14,931	14,500	18,398	18,000	21,357	-	598	-
<b>Railway Revenue.</b>	<b>1,495,227</b>	<b>1,177,940</b>	-	-	-	-	-	-	-	-	-	-	-	-	-
<b>Totals, excluding Colonial Development Fund Receipts.</b>	<b>3,192,327</b>	<b>2,978,786</b>	<b>1,952,876</b>	<b>1,649,032</b>	<b>1,784,662</b>	<b>1,837,447</b>	<b>1,935,672</b>	<b>2,111,565</b>	<b>2,160,325</b>	<b>2,430,509</b>	<b>2,373,994</b>	<b>2,627,223</b>	<b>2,598,255</b>	<b>2,846,110</b>	<b>2,859,000</b>
<b>Colonial Development Fund.</b>	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
<b>TOTAL REVENUE :-</b>	<b>3,192,327</b>	<b>2,978,786</b>	<b>1,952,876</b>	<b>1,649,032</b>	<b>1,784,662</b>	<b>1,837,447</b>	<b>1,935,672</b>	<b>2,111,565</b>	<b>2,160,325</b>	<b>2,430,509</b>	<b>2,373,994</b>	<b>2,627,223</b>	<b>2,598,255</b>	<b>2,846,110</b>	<b>2,859,000</b>

NOTE. As in the case of the statements relating to revenue and expenditure from 1925 onwards, these revenue figures have been re-grouped so as to conform, as far as possible, to the present classification of the various items, e.g. Forest Department revenue was not shown separately prior to 1927 but was embedded under other heads such as "Earnings of Government Departments" and "Revenue from Government Property and Royalties."

NOTES:-

- x = Provided for under "Licences, Duties, Taxes, Etc.", up to and including 1931.
- y = A flat rate "Additional" Poll Tax was imposed in 1932 and a Graduated Poll Tax in September, 1933.
- z = Tax increased by Cts. 20 per gallon as from 26th July, 1932.
- a = New licensing laws and fees, including licences for certain professional businesses, introduced in September, 1933.
- b = Port Department transferred to Railway Administration from 1st January, 1927.
- P = Parliamentary Grant (of 250,000) towards cost of implementing Kenya Land Commission's recommendations re development of native lands.

The following Comparative Table shows the <sup>British</sup> 1927 and 1935 retail prices for the same articles:-

	Unit.	1927.	1930.	1935.
		Shs.	Shs.	Shs.
White Bread	1 lb.	.47	.36	.35
Local Flour	1 "	.36	.23	.25
Rice	1 "	.35	.35	.25
Sugar	1 "	.25	.25	.16
Coffee (loose)	1 "	1.56	1.49	.97
(tinned)	1 "	2.12	2.08	1.50
Butter (Creamery)	1 "	2.30	1.75	1.44
Cheese	1 "	1.58	1.29	1.20
Bacon (average)	1 "	2.55	1.65	1.50
Lard	1 "	1.80	1.29	1.00
Beef (average)	1 "	1.10	1.30	.72
Mutton (leg)	1 "	1.30	1.40	.80
Pork (leg)	1 "	1.50	1.30	.98
Fish (lake)	1 "	.90	1.00	.60
Eggs (European)	1 doz.	2.42	2.47	1.50
Milk (European)	1 pint	.32	.40	.25

APPENDIX II  
 DISTRIBUTION OF TOTAL MARKET VALUE

Commodity	1927	1930	1935
Wheat	1.50	1.50	1.50
Barley	1.50	1.50	1.50
Oats	1.50	1.50	1.50
Rice	1.50	1.50	1.50
Beans	1.50	1.50	1.50
Peas	1.50	1.50	1.50
Flour	1.50	1.50	1.50
Sugar	1.50	1.50	1.50
Coffee	1.50	1.50	1.50
Tea	1.50	1.50	1.50
Butter	1.50	1.50	1.50
Cheese	1.50	1.50	1.50
Bacon	1.50	1.50	1.50
Lard	1.50	1.50	1.50
Beef	1.50	1.50	1.50
Mutton	1.50	1.50	1.50
Pork	1.50	1.50	1.50
Fish	1.50	1.50	1.50
Eggs	1.50	1.50	1.50
Milk	1.50	1.50	1.50

APPENDIX III

The following Comparative Table shows the  
 1927 and 1935 retail prices for the same articles.

	Unit.	1927.	1930.	1935.
White Bread	1 lb.	.47	.36	.35
Local Flour	1 -	.36	.23	.25
Rice	1 -	.35	.35	.25
Sugar	1 -	.25	.25	.16
Coffee (loose)	1 -	1.56	1.49	.97
(tinned)	1 -	2.12	2.08	1.50
Butter (Creamery)	1 -	2.30	1.75	1.44
Cheese	1 -	1.58	1.29	1.20
Bacon (average)	1 -	2.55	1.65	1.50
Lard	1 -	1.80	1.29	1.00
Beef (average)	1 -	1.10	1.30	.72
Mutton (leg)	1 -	1.30	1.40	.80
Pork (leg)	1 -	1.50	1.30	.95
Fish (lake)	1 -	.90	1.00	.60
Eggs (European)	1 doz.	2.42	2.47	1.50
Milk (European)	1 pint	.32	.40	.25



APPENDIX VI

DISTRIBUTION OF TOTAL IMPORT TRADE OF KENYA & UGANDA

	Total imports/		Re-exports		Goods retained.	
	Kenya & Uganda	Kenya	Kenya	Uganda	Kenya	Uganda
	£	£	£	£	£	£
1923	5,196,864	904,950	9,641		2,886,831	1,395,442
1924	7,491,675	1,221,087	9,387		4,111,397	2,149,804
1925	10,145,641	1,456,608	21,841		5,621,123	3,046,060
1926	8,945,985	1,549,185	42,801		5,086,279	2,267,720
1927	8,809,481	1,423,223	4,613		5,641,689	1,703,956
1928	10,326,782	1,726,407	103,116		6,506,149	1,991,116
1929	10,092,823	1,772,665	111,338		6,023,970	2,184,250
1930	7,990,521	1,286,418	14,348		5,017,835	1,581,020
1931	5,676,064	1,056,548	79,763		3,283,036	1,256,717
1932	4,819,294	1,185,732	66,673		2,356,247	1,210,642
1933	4,834,915	1,312,769	58,091		2,210,047	1,254,008
1934	5,613,180	1,447,424	78,846		2,499,815	1,587,095

(all above figures exclude specie)

	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
	Total Kenya and Uganda Imports (excluding specie).	Net Kenya and Uganda Imports (excluding re-exports).	Kenya Domestic Exports.	Uganda Domestic Exports.	Kenya and Uganda Domestic Exports.	Kenya and Uganda Re-exports.	Kenya and Uganda Transit & Transhipment.	Total Kenya and Uganda Imports and Exports.
1905	584,718	584,718	123,052	61,147	184,199		37,067	825,984
1906	742,651	742,651	124,851	107,282	232,133		131,751	1,116,835
1907	940,128	892,862	163,749	126,491	290,240	47,266	172,216	1,449,850
1908	937,380	897,230	157,097	141,277	297,374	40,15	189,647	1,464,551
1909	964,574	937,484	141,418	141,370	282,788	27,90	157,620	1,427,472
1910	880,836	847,236	191,660	211,726	402,464	33,600	228,702	1,544,362
1911	1,132,303	1,023,351	276,48	371,513	647,993	70,002	264,498	2,114,846
1912	1,657,754	1,522,329	333,670	377,074	711,744	135,425	236,458	2,740,411
1913	2,317,488	2,167,526	421,84	427,228	848,312	149,962	240,650	3,556,412
1914	2,332,345	2,742,032	443,604	564,244	1,007,868	197,313	202,723	4,347,249
1915	1,954,144	1,841,591	314,804	506,378	821,682	112,553	92,044	2,980,423
1916	1,863,977	1,848,190	339,519	366,642	686,161	35,767	71,693	2,677,618
1917	3,147,486	2,914,646	587,044	699,324	1,286,868	242,840	176,960	4,854,154
1918	2,784,621	2,436,442	758,411	764,693	1,543,104	548,179	556,869	5,632,773
1919	3,820,769	3,094,489	984,370	1,247,457	2,231,827	726,280	425,583	7,204,459
1920	3,597,552	2,842,704	1,178,460	1,828,537	3,006,997	754,848	801,180	8,160,577
1921	7,838,724	7,153,557	1,832,805	2,866,693	4,699,498	685,167	670,650	13,894,039
1922	3,666,059	3,352,060	1,084,590	1,696,408	2,780,988	314,899	1,613,906	8,376,752
1923	5,192,744	4,278,553	1,564,965	2,431,477	3,996,432	914,391	241,498	11,345,265
1924	7,485,295	6,284,914	2,229,614	3,697,398	6,137,009	1,230,381	294,518	15,147,203
1925	10,145,641	8,668,065	2,724,639	5,097,215	7,821,844	1,477,876	306,848	19,751,909
1926	8,945,985	7,354,314	2,414,341	3,596,945	6,010,386	1,591,671	292,465	16,840,527
1927	8,809,481	7,347,275	3,086,916	2,314,300	5,397,216	1,462,206	344,261	16,013,164
1928	10,326,782	8,497,265	3,266,403	3,395,270	6,661,673	1,829,517	385,397	19,203,369
1929	10,092,823	8,208,220	2,745,910	4,274,758	7,020,668	1,884,603	361,805	19,359,899
1930	7,990,521	6,599,755	3,422,571	2,060,453	5,483,024	1,390,766	363,209	15,227,520
1931	5,676,064	4,539,753	2,343,874	1,978,262	4,322,136	1,136,311	289,824	11,424,335
1932	4,812,294	3,566,889	2,280,982	2,224,878	4,505,860	1,252,405	214,661	10,792,220
1933	4,834,915	3,464,115	2,246,999	3,464,610	5,711,609	1,370,800	265,521	12,182,845
1934	5,613,180	4,086,910	1,909,871	3,773,766	5,683,637	1,526,270	269,912	13,022,999
1935	6,549,936	4,377,247	2,978,307	3,630,529	6,608,636	1,976,589	476,268	15,605,729

X N.B. 1921 figures are inflated by conversion at Rs.10/- per £ instead of Rs.15/-  
 Column 8 is total of Columns 1 and 5/7.

*Sup. B of ...*  
*Ch*

ANNEX IV  
INTER-TERRITORIAL TRADE

~~ANNEX IV~~

Year.	Imports of produce from Tanganyika Territory to Kenya and Uganda. £	Re-exports from Kenya and Uganda to Tanganyika Territory. £	Kenya and Uganda Domestic Exports to Tanganyika Territory. £	Domestic Exports from Kenya to Uganda. £	Domestic Exports from Uganda to Kenya. £
1927	929,650	522,864	146,617	130,118	-
1928	1,120,419	642,191	129,709	236,255	-
1929	757,724	678,143	192,353	189,938	-
1930	599,193	592,977	191,368	182,026	-
1931	377,109	384,921	182,878	146,166	-
1932	597,719	385,116	165,317	144,979	98,605
1933	642,824	413,127	200,083	121,291	74,692
1934	832,626	480,237	266,012	151,648	88,666
1935	833,061	641,842	276,321	167,356	96,274

X Reliable figures not available.

APPENDIX III (Part 2)  
NATIVE DOMESTIC EXPORTS — QUANTITIES

	Unit.	1928.	1929.	1930.	1931.	1932.	1933.
Copra and Coco-nuts ..	Cwt.	2,168	2,740	2,680	3,28	1,000	6,000
Cotton .. ..	-	4,432	7,104	5,421	2,790	4,032	9,600
Cotton seed .. ..	-	-	15,503	4,627	-	3,400	2,060
Groundnuts .. ..	-	23,45	35,455	30,040	13,28	2,450	7,940
Hides .. ..	-	51,735	61,369	43,033	31,84	53,000	30,200
Maize .. ..	-	142,500	112,000	293,000	-	54,700	190,000
ulse and Beans .. ..	-	18,154	16,460	27,300	18,460	13,000	7,600
Sesame .. ..	-	16,645	29,690	22,600	9,72	45,400	65,240
Ghee .. ..	-	-	-	-	-	-	2,309
Skins .. ..	Thousand	1,669	1,457	1,664	887	523	940
Oils, Various .. ..	Gallon	28,083	45,831	37,502	23,280	43,129	35,237
otatoes .. ..	Cwt.	57,296	62,755	45,018	49,723	43,835	35,679
attle and Extract (as Dry Bark)	Ton.	7,323	6,154	8,466	9,67	12,106	13,300

APPENDIX III (Part I)  
NATIVE DOMESTIC EXPORTS - VALUES.

	1929.	1929.	1930.	1931.	1932.	1933.
	£	£	£	£	£	£
Animals .. .. .	11,000	10,300	8,600	8,000	8,600	2,300
Beeswax .. . . .	-	3,000	2,000	4,800	4,000	4,000
Copra and Coco-nuts ..	23,000	2,500	2,250	1,200	500	1,000
Cotton .. . . .	24,000	24,800	17,200	8,500	8,600	23,600
Cotton seed .. . . .	-	5,400	5,000	-	500	300
Groundnuts .. . . .	19,659	29,500	16,500	6,000	1,200	3,200
Hides .. . . .	200,000	220,000	108,000	60,000	86,500	130,000
Maize .. . . .	50,000	45,000	75,000	-	12,500	36,000
Millets .. . . .	423	240	2,800	20	100	300
Mustard and Beans .. .	13,000	12,800	14,000	6,000	6,000	6,000
Sesame .. . . .	17,558	27,500	15,200	5,000	28,500	36,700
Wheat .. . . .	-	4,500	4,900	3,800	6,700	7,100
Skins .. . . .	100,000	37,000	73,000	35,000	15,700	20,000
Oils, Various .. . . .	5,000	10,000	6,700	3,200	5,600	6,000
Potatoes .. . . .	7,000	24,000	10,800	13,000	9,300	8,000
Quinine Bark and Extract ..	-	36,000	42,000	71,000	79,500	66,000
Miscellaneous .. . . .	2,000	2,000	2,000	2,000	4,000	5,000
TOTAL	£ 472,437	543,240	402,680	222,220	272,800	355,500

*As per info of the informant*  
*cc*  
*1/13*



**STATISTICAL REPORTS - KENYA - 1925 TO 1934.**

*(Figures prior to 1925 should be accepted with reserve).*

Year	COFFEE			SUGAR			RUBBER AND BEANS			SODIUM CARBONATE			MAIZE		TEA		K. BATTLE BARK AND EXTRACT						
	Quantity Cwt.	Value £	%	Quantity Tons.	Value £	%	Quantity Cwt.	Value £	%	Quantity Tons.	Value £	%	Quantity Cwt.	Value £	Quantity Cwt.	Value £	Quantity Cwt.	Value £					
1908	..	..	..	..	..	..	..	27,512	18	..	..	..	..	..	..	..	..	..					
1909	169	236	..	..	..	..	..	15,261	11	..	..	..	11,899	8	..	..	..	..					
1910	630	1,068	1	..	..	..	..	44,724	23	..	36	596	35,621	5,995	3	..	..	..					
1911	1,220	2,995	1	..	..	..	..	63,258	23	..	65	1,016	119,372	21,297	8	..	..	290	47				
1912	2,089	5,765	2	..	..	..	..	73,250	22	..	21	361	181,788	43,270	13	..	..	960	333				
1913	3,032	11,071	3	..	..	..	..	87,673	21	..	15	803	226,438	53,920	13	..	..	1,036	509				
1914	5,501	18,502	4	..	..	..	..	147,474	33	..	16	1,200	189,855	34,715	8	..	..	4,444	1,317				
1915	7,784	21,738	7	1,662	35,537	11	..	106,292	34	..	266	13,712	59,843	13,660	4	..	..	540	237				
1916	6,028	17,227	5	2,329	74,669	23	..	104,764	32	..	77	1,724	8,421	1,855	..	..	..	..	..				
1917	16,562	46,028	8	3,106	126,258	22	..	156,056	26	..	2,163	45,056	10,672	2,748	..	..	..	..	..				
1918	..	..	..	4,517	197,473	26	..	..	..	..	4,688	111,322	15	1,339	417	..	..	..	10				
1919	71,545	244,468	28	5,600	24,025	23	..	156,547	16	..	12,007	269,258	27	55,776	21,437	2	..	..	120	31			
1920	106,386	332,507	33	4,136	122,558	10	..	141,086	12	..	10,544	146,709	12	145,554	51,491	4	..	..	9,425	6,780	1		
1921	98,987	372,190	21	5,782	183,683	15	..	41,552	2	..	12,829	107,166	6	270,555	117,300	7	..	..	..	..	..		
1922	27,302	279,722	26	8,970	259,344	24	..	49,429	5	..	48,710	260,410	24	393,769	148,910	14	..	..	9,414	2,708	..		
1923	139,028	491,181	32	8,820	236,044	15	..	118,413	8	..	31,762	142,917	9	874,701	249,545	16	..	..	19,794	5,386	..		
1924	158,411	638,618	28	11,416	399,277	18	..	215,160	10	..	34,326	164,306	7	1,164,051	381,144	17	..	..	71,843	18,023	1		
1925	147,257	883,901	30	14,363	531,129	20	..	325,145	12	..	48,306	213,680	8	1,219,076	416,964	15	..	..	72,020	24,832	1		
1926	140,920	747,195	31	14,928	572,499	24	..	239,795	10	..	19,427	87,426	4	929,178	280,596	12	..	..	48,933	24,858	1		
1927	209,805	1,140,293	37	15,859	468,974	15	..	246,228	8	..	56,675	263,129	9	1,787,665	505,893	16	..	8	71	65,313	36,526	1	
1928	211,608	1,119,448	34	16,516	495,958	16	..	347,825	11	..	78,255	403,131	12	892,660	306,078	9	..	90	728	121,903	61,590	2	
1929	133,091	102,760	26	15,647	555,572	20	..	353,448	13	..	55,137	277,294	10	764,769	308,892	11	..	71	738	85,118	53,647	2	
1930	310,088	1,426,869	42	15,947	437,269	13	..	188,104	5	..	49,270	222,305	7	2,222,528	565,517	17	..	1,434	8,193	147,871	63,480	2	
1931	245,903	986,429	42	15,994	232,564	10	..	109,458	5	..	44,171	199,369	8	1,859,517	419,599	18	..	3,156	16,795	1	198,441	72,231	3
1932	275,916	1,213,715	53	15,386	186,574	8	..	117,124	5	..	37,263	169,972	8	514,917	117,677	5	..	6,252	29,261	1	246,354	85,866	4
1933	256,972	831,197	37	19,850	249,868	11	..	159,324	7	..	43,051	194,193	9	1,131,549	212,699	9	..	17,462	76,667	3	244,84	66,764	3
1934	186,759	491,759	26	24,016	311,371	16	..	195,915	10	..	30,832	140,564	7	439,958	104,754	5	..	22,115	112,062	6	308,311	80,369	4
1935	358,072	929,796	31	32,136	423,112	14	..	180,915	6	..	38,723	175,899	6	1,198,605	184,965	6	..	45,108	217,047	7	325,226	1,3562	4

X includes Mangrove Bark to 1924

*Not also before  
C.*

REPORT OF THE COMMISSION APPOINTED TO  
ENQUIRE INTO AND REPORT ON THE  
FINANCIAL POSITION AND SYSTEM  
OF TAXATION OF KENYA.

APPENDICES.



to the Colony. There is also an additional obstacle in the contingent liability on account of the original cost of construction of the Kenya-Uganda Railway, which is considered by His Majesty's Treasury to be a liability of the Territories concerned. (Paragraphs 387 to 403). The only immediately practicable method of giving temporary relief appears to be by raising an annual loan of such an amount as would remove anxiety with regard to the uncertainties mentioned above, and would permit of a commencement being made towards the accumulation of a reserve fund. This would not imply any fundamental unsoundness in the financial position although the present cash position is unsatisfactory. It would be a safeguard in tiding over a difficult period of transition. The loan would not affect the position of the Railway or any obligations to His Majesty's Government arising from the original cost of construction.

recommended that the graduated non-Native Poll Tax and the Education Taxes should be abolished, that the Trades and Professional Licenses should be modified, and that the levy on official salaries should be reduced by at least half. In their place an Income Tax should be imposed, including a basic minimum tax. The rate of taxation on extra huts under the Hut and Poll Tax Ordinance should also be reduced by half. (Paragraphs 379 to 385).

XXIII. Conversion of the Kenya loans on terms advantageous to the Colony will be difficult. It cannot in any case be considered at present because of the liability of the Colony for £5½ million spent on the original construction of the Uganda Railway.

It is recommended that the Colony should be relieved from this liability. (Paragraphs 387 to 407).

XXIV. To guard against the uncertainty of the yield from the proposed Income Tax in its early years, and from Native Hut and Poll tax, also to allow of the gradual introduction of the proposed economies, and to provide for certain inevitable increases in expenditure in the next few years, the Colony requires temporary relief in the form of reduction of the present heavy loan charges. This cannot however be effected at the present time by conversion of the existing loans or by a reduction of the sinking funds. Previous enquiries from 1923 onwards have not found any prospects of conversion being possible on terms which would be advantageous to the

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353 to 360). As regards the European District Councils the decision of Government to widen the scope of these Councils must be accepted, although their defects as local government organisations which have no responsibility for raising any part of their funds are recognised (paragraphs 361 to 364). The possibility of economies in the department is considered, and certain recommendations are made which would result in a saving of £6,100 (paragraph 365 to 369 and paragraph 373). On completion of the present programme of loan works the strength of the staff will have to be reconsidered (paragraph 370). A large permanent saving on personal emoluments can only be effected by an increased employment of Africans or by extending the system of working through Contractors for the purposes of road construction and maintenance; the latter should be preceded by enquiries as to the success of the system of contracts in countries with similar problems. The transfer of responsibility/roads to European District Councils or to District Officers can only be made to a limited extent. (Paragraphs 371 and 372).

XXI. The total reduction in Expenditure proposed amounts to £48,581 per annum, almost entirely under personal emoluments. This can only be gradually effected if a wasteful increase in pension charges is to be avoided (paragraphs 377 and 378).

XXII. With reference to the present position of Kenya Government finance and the desirability of modification in the system of taxation, it is

recommended

proportion of highly paid European officers. The main possibilities of economy lie in the progressive training and employment of an African service. (Paragraphs 320 to 328).

The coordination of medical research, and of some other branches of research or education, on an East African basis, is recommended (paragraph 330).

XVIII. In connection with Police it is stated that the strength of the Force is not excessive but its cost is relatively heavy as the result of the special local conditions (paragraphs 334 to 338). The possibilities of economy are discussed. The giving of additional responsibility to Inspectors and Assistant Inspectors is recommended, also an improvement in the training of the subordinate staff more especially the African staff (paragraph 339).

XIX. The organisation of the Prisons is in various respects defective, more especially as regards the character of the buildings, and the separation of different types of prisoners. Economy is possible to the amount of about £2,000, but, unless the prison population remains at a low level, the saving may be only temporary. The organisation of the detention camps is also defective. (Paragraphs 348 to 352).

XX. The Public Works Department has been the subject of much criticism arising chiefly out of its relations with the European District Councils. The organisation of the department and the various branches of its work are described (paragraphs

XIII. The systems of education for the four communities European, Asian, Arab, and African are discussed and the reasons for their relatively heavy cost are explained (paragraphs 277 to 289).

The organisation of certain types of cooperative societies is recommended (paragraphs 292 to 296).

XIV. Under the Game Department the abolition of the post of Fish Warden is recommended, the resulting saving being £600; (paragraph 305).

XV. In connection with the Judicial Department it is suggested that the Resident Magistrates at Eldoret and Kisumu should be permitted to undertake some administrative work for purposes of economy (paragraph 308). Some possible economies on the Clerical staff have also been suggested (paragraph 311).

XVI. Under the head Local Government, Lands, and Settlement it is proposed to reduce the post of Commissioner (paragraph 313); of Local Government Inspector (paragraph 314); of Surveyor General; and two superior posts and one clerical post in Mombasa (paragraph 315). It is also suggested that the contributions to local bodies require examination (paragraph 317).

XVII. In the Medical Department, as in the Educational, definite reductions in expenditure are not proposed, as an extension of their activities is very desirable. The Medical organisation is however an expensive one, mainly as the result of a large proportion

(paragraphs 225 to 229). The system of registration of domestic servants is more questionable (paragraphs 232 to 234).

XI. The position of the agricultural and pastoral industries is described with reference to the duties of the agricultural department in the European Settled Areas and in the Native Reserves (paragraphs 237 to 244). In the former the essential requirement is an adequate scientific advisory staff, in the latter a basic investigation and supervisory staff with practical agriculturalists of lower scientific qualifications for executive duties. This applies both to the Plant and the Animal industries. (paragraph 246). In the Native Reserves the fundamental problems include the maintenance of the fertility of the soils and the checking of erosion. (paragraph 254). It is recommended that the headquarters organisations and the Research staffs of both divisions of the department should be reorganized; the field organisations should also be changed, and be reduced to some extent, either by the reduction of posts, or by the substitution of locally recruited officers for officers recruited from overseas (paragraphs 249 to 252). The effects on the staff list of the department are analysed (paragraph 253) and the resulting savings are estimated at £6,967.

XII. The existing Customs and Excise organisation and its relation to the Territories of Tanganyika and Uganda are described (paragraphs 266 to 275) and the possibilities of economy are discussed (paragraph 276).

XIII. The

Officers should be reduced by 9, mainly by combining existing districts (paragraphs 181 to 193). Ten other posts of District Officer should be reduced by the substitution of special Tax Officers locally recruited for District Officers. The total resulting savings would amount £12,760 per annum (paragraphs 193 to 196).

VII. The existing system of Native Administration is explained and is compared with that in Tanganyika Territory (paragraphs 199 to 206). It is proposed that Local Native Councils should be relieved of expenditure in connection with Native Tribunals (paragraph 207) and of a share of expenditure on Famine (paragraphs 207 and 208). Chiefs or headmen should receive some increase of pay in recognition of their increased responsibilities (paragraph 209).

VIII. The number of transfers of District Officers should be reduced as far as possible (paragraph 213).

IX. In addition to the reductions proposed above in the number of officers posted to districts the Administrative cadre may be further reduced by 15 posts to 87 as compared with 121 at present; the resulting saving would be approximately £12,220 (paragraph 217). Of these 87 posts 9 should be selection posts on higher scales of pay (paragraph 217).

X. The abolition of the system of Native registration is suggested as a possible economy. Its retention is considered as essential by a large majority both of official and of non-official opinion (paragraphs

IV. The central organisation of Government should be changed by substituting for the present arrangement, which concentrates all responsibility including financial responsibility in the Colonial Secretary, a system more analogous to that followed in England and in India. Under the proposed system the Treasury will be given more adequate status and power as the financial adviser of Government, and departments will be grouped under three Secretaries to Government, the Financial Secretary being also the Treasurer. The posts of Chief Native Commissioner and of the Commissioner for Local Government, Lands, and Settlement will be absorbed in this organisation. Native affairs will be the special charge of one Secretary, the executive responsibilities being largely delegated to Provincial Commissioners. The resulting economy will be £2,252. (Paragraphs 114 to 153).

V. The number of Extra-Provincial Areas in charge of Senior District Commissioners should be reduced by including Turkana and the Masai Reserve in neighbouring provinces. The posts of Provincial Commissioner should be retained, but the Officers should be given work and responsibilities commensurate with their capacity and experience (paragraphs 169 to 179). The post of Provincial Commissioner of the Coast Province should be combined with that of District Commissioner Mombasa (paragraph 173).

VI. The general district organisation should remain as at present, but the number of District

Officers



CHAPTER X.

CONCLUSIONS AND RECOMMENDATIONS.

408. The report will conclude with a summary of the main conclusions arrived at and of the recommendations made in this report.. They are as follows:-

I. The system of Native taxation requires amendment by an extension of the system of grading (paragraph 73), the reduction of the payment on account of extra huts (paragraph 76), and the raising of the taxable age (paragraph 75), the last being the least essential. These suggestions are only preparatory to the introduction of an improved system of Native taxation to replace the present Hut and Poll Tax (paragraphs 78 to 86).

II. As regards the Administrative Service the Secretary of State has recently given decisions on the main proposals affecting the terms of service, and attention is therefore specially directed in this report to the reduction of the numbers of officers to such an extent as is safely possible, and to the restriction of recruitment from overseas to posts which cannot at present be adequately filled locally (paragraphs 100 to 103).

III. Special attention should be paid to the training of Arab and African staff to fit them for a wider range of posts than is now open to them (paragraphs 110 to 112).

IV. The central

407. The loan for the first year would presumably require interest to be fixed at approximately 3%; in future years the rate might have to be higher in response to market changes. On the other hand a higher rate of interest should tend to coincide with an increase in world trade and with a rise in prices which should result in improved conditions in Kenya and therefore in a less urgent necessity for budget relief. Loans could be discontinued at any time if the conditions either no longer required them or if they ceased to be advantageous.

For the reasons previously stated the loans should be considered as intended to meet a temporary emergency and not as indicating financial instability on the part of the Colony. They would not affect the assets represented by the Railway rates the reduction of which is at present not approved of by His Majesty's Treasury, as the Railway would still have to provide for the normal payments on interest and sinking fund. The transactions would be simple and straightforward, and would not involve any of the difficult problems connected with conversion or with alteration of the sinking fund. There would also be no transfer of capital. The only uncertainty as to the results would be with reference to the rates of the annual borrowings, and, as the money would be borrowed for a long term with a wide margin for redemption, there need be no anxiety with regard to possible difficulties at the time of maturity of the loans.

that relief is no longer required. It is understood that the Crown Agents would be able to borrow the sums required annually without recourse to public issue; the rate of interest would be that current at the time of issue and a sinking fund at the normal minimum rate of 1% would be required. These annual loans should not be repayable until after the earliest redemption date of the more onerous of the present loans, and as wide a margin as possible should be allowed in the period for redemption. The Ordinance might empower the Government to borrow on a resolution of the Legislative Council if the need for so doing became apparent. The sum to be borrowed each year would be decided by the Government with reference to the financial position at the time, but it should not exceed £100,000 in any year. The sum should be so calculated as to allow sufficient protection against the necessary delay in effecting the proposed economies, the uncertainties in the receipts from Income Tax and from the Native Hut and Poll Tax, with a small margin towards building up a much needed reserve. The relief resulting would be to the full amount of the loan in the first year, but would be reduced gradually as the interest and sinking fund obligations began to accrue; the additional capital liability at the end of the period during which the loans were taken would be represented by the total amount of the loans less the accumulated sinking fund.

would invite the same criticism as a guarantee of the loan itself.

405. The necessity of a temporary alleviation of the burden is none the less pressing. This is not to say that the Colony is in danger of bankruptcy. Owing to the conditions of world trade and to a succession of local misfortunes it has had a series of deficit budgets but equilibrium was reached in 1934 and is still maintained. The country has agricultural industries of a very valuable type including more especially, coffee, tea, cotton, and sisal, and a small but increasing production of gold. Moreover Native production and the Native market, the possibilities of which have been shown in Tanganyika, have been little developed up to the present. Like other agricultural countries, and as illustrated in Kenya after 1924, Kenya has powers of rapid recuperation even with a very moderate degree of improvement in the conditions of prices and of world trade.

406. Even if relief on these lines has to be ruled out as impracticable at present there remains one method of giving the relief necessary for tiding over the uncertainties of the next few years which does not appear to be open to serious objection on grounds of principle, and would present no special difficulties in practice. It consists in borrowing annually the sum required to assist the Colony, either until either one or more of the loans become due for conversion, or until the finances are in such a position that relief

the greatest ultimate advantage would accrue from looking rather to the increased trade which would result from the growing prosperity of the Colony (which with Uganda took 36.8% of its imports in 1934 from the United Kingdom) than from attempting to recover a sum which would represent a serious handicap to its advance.

The absence of a direct return would be compensated by greater indirect advantages.

404. Until this contingent liability has been disposed of it would be useless to consider proposals designed to relieve the Railway of part of the annual loan charges which it has to pay, because no such action can be of advantage to the Kenya community unless the savings so effected can be applied to the reduction of rates. To such reduction His Majesty's Treasury cannot under the present circumstances, and more especially in view of the liability having been emphasized by the Select Committee on Public Accounts, be expected to consent.

Relief through the conversion of the existing loans does not therefore appear to be practicable at present, and the position is much the same as regards the alternative course of replacing one or more of the sinking funds by an Imperial guarantee, this being the only way in which the holders of the stock might be induced to accept the setting free of the sinking fund. A sinking fund is as much a statutory obligation as the rate of interest on a loan. Such a course would moreover raise the same difficulties with regard to the contingent liability to the Imperial Government as have been explained in connection with the proposals for conversion. A guarantee by the Imperial Government would also require a special Act of Parliament, and  
would invite

connection with the Railway and the Port, its service has to be mainly provided for by heavy railway rates.

High railway rates are one of the most serious handicaps to the agricultural prosperity and to the trade of Kenya. They are partly, as in most parts of Central Africa, a result of the long haul through barren country from the productive areas of the Colony to the coast, but they are accentuated by the necessity of providing for very heavy annual payments on account of the existing loans. If these payments are to be increased in the future by adding contributions on account of the original cost of construction the result will be to suspend-development, both directly on the Railway itself, and indirectly on the other industries of the Colony which are so largely dependent on transport rates. Even if the liability to additional payments is postponed to the date of maturity of one or more of the existing loans, the result of such an addition will be to prevent the accrual of the benefits which should then arise from conversion, and again to postpone the substantial reduction in railway rates which, if carried out on judicious lines, is one of the greatest needs of the Colony. Apart from other advantages it should make it possible largely to dispense with the recurring grants and loans for the assistance of special agricultural industries which a country without large mineral and industrial resources cannot afford.

Taking into account the history of the Railway and the present financial and economic position of the Colony, the case appears to be one in which  
the greatest

later, if the country was to be developed, though possibly this might have been carried out on more economical lines.

Further it has to be remembered that the mile zone on each side of the line which was to have been sold or leased for the purpose of repaying a part of the capital cost has been allowed to be included in the remaining Crown Lands, the proceeds from which accrue to the Colony. This is, however, a fact of small importance, as such a large proportion of the line passes through country of no agricultural value and of very little value for any purpose.

408. There are, however, wider considerations which would appear to justify a generous policy in regard to this liability. Although the Colony has succeeded in balancing its budget and, given moderately favourable conditions, it should continue to do so, it has nevertheless suffered very severely during the last few years, and its taxable capacity is small, more especially that of the preponderating Native community. At its present stage of development it requires expenditure in many directions if either European agriculture is to be able to compete on fair terms in the markets of the world, or if the remaining communities, and more especially the three millions of the Native population, are to advance in economic prosperity, in education, or in health. They labour already under a burden of debt which is very heavy in comparison with their resources and, as much the greater part of this debt has been incurred in connection

been definitely accepted by the Secretary of State, although it has been pointed out that the transport system on which this burden is to be imposed is far more extensive than that originally constructed at Imperial cost, and that these extensions already impose a heavy burden of debt on Kenya, and to a much less extent on Uganda. As now arranged the whole question will come under review in the year 1938.

402. In view of the present financial and economic position of the Colony as set out in this report I trust that it may be found possible to relieve the Colony of the prospect of this heavy additional burden.

It has been shown that the considerations which led to the construction of the Railway have practically no connection with the development of the present Colony of Kenya. They were mainly of a political character arising out of the desire to abolish the slave trade and to make possible the effective occupation of Uganda then threatened both from the Sudan and from the French possessions in Africa. Some stress was laid on the extension of trade with Uganda, but a great deal more on the substantial saving in unavoidable costs of transport which would result from its construction.

It must be acknowledged however that although considerations in connection with Kenya played no part in the construction of the line its existence has nevertheless been essential to the progress of the Colony. It would have had to be made sooner or later



400. A minor, but nevertheless important, connected issue is that with reference to the Uganda Railway zone account. Under the original railway scheme a strip one mile wide on each side of the line was to be reserved for sale by the Railway, and the receipts from these sales were to be set against the capital cost of construction.

When the financial position was, as stated above, under discussion in the year 1906 and it was decided to suspend the payment of the annuity of £319,112 as long as a grant in aid continued, the Treasury recognized that the retention of this zone as a separate estate was anomalous when the Railway had become a branch of the Protectorate Administration. So long as the Protectorate was not self-supporting the appropriation by Great Britain of the profits on the zone did not secure any real repayment to the British Exchequer.

The Treasury therefore suggested that, in addition to postponing consideration of the question of repayments on account of the capital cost of the Railway until the Protectorate could dispense with an Imperial grant-in-aid, the Railway zone should also cease to be treated as a separate estate. The revenue derived from it should be treated in the same way as the receipts accruing from other lands in the Protectorate.

401. The formal liability of the Colony for the repayment of £5½ million on account of the original cost of construction of the Railway has therefore  
been

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by the assumption that the entire revenue of a transport system, far more extensive than that originally supplied at Imperial cost, should automatically be applied to payment of that cost and that, as a result, further development of the system should for an indefinite time be rendered impossible."

The question was again taken up in 1924 by the Select Committee on Public Accounts who in their second report recorded the view that: "The traffic receipts of the Railway are now more than sufficient to cover the working expenses and it appears that the surplus receipts have, to a considerable extent, to be used for the development of the Railway, the total capital cost of which, at 31st December 1932, was estimated at some £7½ millions. The Colony so far, has made no contribution towards the original cost of construction, and indeed it appears that it has not been in a position to do so ..... Your Committee would, however, like to be assured that it is formally recognized, beyond the possibility of question, that the Colony is indebted to His Majesty's Government in respect of the sum originally expended on the Railway, which is obviously one of its most valuable assets".

In reply it was eventually stated by the Colonial Office in a letter dated April 30 1925 that:-

"The liability for the repayment to His Majesty's Government of the sum originally expended on the Uganda Railway is definitely recognized."

discussions began with the Treasury first in regard to the loan of £5 millions raised in 1921, and later, the assisted loan voted by Parliament in 1924.

By that time it had become clear that the system of absorbing the profits on the railway into the finances of Kenya was both unfair to Uganda, and also led to a neglect of the adequate maintenance of the line. It was therefore decided that the finances of the Railway must be separated from those of Kenya, and that surplus earnings must be devoted in the first instance to the debt charges on loans, then the provision for renewals, and lastly to the reduction of rates as far as possible.

399. The Treasury in 1924 again placed on record the fact that the net revenue of the Railway was due to the Exchequer, but they agreed that for the first ten years the net revenue might be applied to Railway purposes and that no interest would be charged on the original advances. The whole question was to be reviewed in 1934, but in 1933, in view of the precarious financial situation of the East African Colonies and especially of Kenya, the Treasury agreed to defer consideration to 1936. The attention of the Treasury was drawn by the Colonial Office to the fact that, when the development scheme was completed, the whole transport system would have been constructed very largely (i.e. £13½ millions out of £18 millions) at the expense of Kenya and Uganda. The memorandum on this subject concludes as follows:- " .... the question ..... should not be prejudiced in advance  
by the

...the possibility of increasing trade with Uganda was mentioned and it has to be remembered that up to a considerably later date Uganda included a considerable proportion of what are now the highlands of Kenya.

398. The ultimate total cost of the railway was £25,502,592. This sum was borrowed by His Majesty's Government from the National Debt Commissioners, it was to be repaid by annual annuities up to 1925 of £219,000 charged against the Colonial Services vote and there provided by the British taxpayer. During its construction, and up to the year 1905, Uganda and the present Kenya were under the control of the Foreign Office, from that year the East Africa Protectorate, as Kenya was then called, was transferred to the Colonial Office. It had to be assisted by an annual grant in aid and in 1906 it was recognized that the idea of repayment currently with the receipt of a grant in aid was impracticable. This arrangement was therefore given Mr. Churchill however as Under Secretary of State informed the House of Commons on August 6 1907 that the Railway would belong to the Imperial Government when the debt was paid off, the debt referred to being the terminating annuities borne on the Colonial Services Vote and repayable to the Consolidated Fund which had advanced the original capital.

By the year 1913 the Protectorate was paying its way and the Treasury agreed to its being released from their financial control. No mention was made of the capital liability on account of the construction of the railway. The question remained dormant until the discussion

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in those considerations. The possibility of increased trade with Uganda was mentioned and it has to be remembered that up to a considerably later date Uganda included a considerable proportion of what are now the highlands of Kenya.

326. The ultimate total cost of the railway was £5,502,592. This sum was borrowed by His Majesty's Government from the National Debt Commissioners, it was to be repaid by annual annuities up to 1925 of £319,112 charged against the Colonial Services vote and therefore provided by the British taxpayer. During its construction, and up to the year 1905, Uganda and the present Kenya were under the control of the Foreign Office, but from that year the East Africa Protectorate, as Kenya was then called, was transferred to the Colonial Office. It had to be assisted by an annual grant in aid and in 1906 it was recognized that the idea of repayment concurrently with the receipt of a grant in aid was impracticable. This arrangement was therefore given up. Mr. Churchill however as Under Secretary of State informed the House of Commons on August 6 1907 that the Railway would belong to the Imperial Government when the debt was paid off, the debt referred to being the terminating annuities borne on the Colonial Services Vote and repayable to the Consolidated Fund which had advanced the original capital.

By the year 1913 the Protectorate was paying its way and the Treasury agreed to its being released from their financial control. No mention was made of the capital liability on account of the construction of the railway. The question remained dormant until the discussions

aware that the Government entered upon that construction with the view not of any purely commercial interests, but also with political objects."

Sir E. Grey (later Viscount Grey) criticised the phrase "the policy of the railway" because in his opinion the real question of policy was one of staying in Uganda or not. "If Uganda is to be held it could not be held permanently without a railway" ..... "therefore let us start the debate from the point that the railway is an absolute necessity."

In the House of Lords the Marquess of Salisbury explained the necessity of the additional expenditure as caused by the need for speed and the political condition of Uganda at the time. He laid special stress on the facts that Omdurman had not been fought, nor Fashoda occupied, on any agreement arrived at with France. Military access was therefore essential. When the railway was completed it would be an enormous engine for the civilisation of the country. The Earl of Kimberley on behalf of the Opposition accepted the arguments put forward by the Prime Minister.

397. This historical summary may seem out of place in a report of this character, but it appears to me to be necessary in order to show the circumstances which led to the construction of the railway, and the considerations which influenced the British Government at that time. The commercial prospects of the line, or the possibility of developing what is now Kenya Colony, played practically no part in those



conducted to the coast in caravans, and the railway would dry up the supply of caravans and the trade required to support them. They would thus cease to be profitable. He pointed out further that the then recent events in Matabeleland showed that it was a position "not exempt from danger when the assertion of authority was very far in advance of the power of moving up supplies and reinforcements so that the authority might be challenged." The only reference made by the Prime Minister to commercial possibilities was that the railway would have a most beneficial effect in fostering British trade and establishing the new dominion.

Lord Rosebery in reply accepted the reasoning of the Prime Minister and described the proposed railway as one of those "rare but none the less grateful questions on which both sides of the House are united."

396. Construction proceeded and by 1900 it had become evident that the ultimate cost would greatly exceed the original estimate, and a second Bill was introduced authorising the expenditure of an additional sum of £2,000,000.

On its second reading in the House of Commons on May 14, 1900 criticism was mainly confined to details relating to the expenditure and to general assertions that the commercial prospects of the line were hopeless and that it would be a permanent burden on the Exchequer. To the latter Mr. Brodrick (later Lord Midleton) replied "the House is fully aware that

for Foreign and Colonial Services, or if these proved insufficient out of the Consolidated Fund.

The Bill met with severe criticism on its second reading on the grounds of the absence of satisfactory estimates and of any hope of an adequate return. European colonization was said to be impossible. On behalf of the Government Mr. (later Marquess) Curzon stated that some colonists were already going to the Highlands, and that there were prospects of being able to grow cotton, rubber, cereals, and coffee.

It was however not on commercial grounds that he maintained the necessity of constructing the railway but on the ground that it was "a necessary corollary of the dominion we have established that we should have railway communication between the interior and the seaboard. If you do not establish that communication Germany will do so."

He pointed out further that stores and supplies had to be sent inland at a cost of £40,000 a year, a cost which would be reduced to £6,000 by the construction of a railway, and gave as a special instance the transport of the materials for a steamer at a cost of £12,000 which with a railway would have cost £1,100.

In the House of Lords the second reading of the Bill took place on August 10, 1896 and the Prime Minister (The Marquess of Salisbury) advocated the construction of the railway on the ground that it would be the most fatal blow to the Slave trade which could possibly be delivered, as all slaves were conducted

After the British activities in Uganda from 1889 onwards which followed on the conquest of the Sudan by the Mahdi the British Cabinet decided to abandon that country. This decision was reversed as the result of a popular protest against the abandonment of long established Missionary work and of our obligations to Egypt in regard to the Nile reservoirs in the great lakes.

The first alternative adopted was the declaration of a sphere of influence, but this at once came into conflict with the traditional anti-slavery policy of England, as Uganda was one of the main centres of that trade. The adoption of a policy of effective occupation was ultimately found to be unavoidable, and the construction of a railway connecting the Coast with Lake Victoria Nyanza was recognized to be essential to carrying that policy into effect.

The urgency of the project made it necessary to commence the work without adequate preliminary surveys, and without any estimates of the commercial prospects of the line. On June 3 1896 a motion was introduced in the House of Commons approving of the provision of the necessary preliminary expenditure from the Consolidated Fund.

On July 2 this was followed by the introduction of a Bill for the construction of the railway, and for the issue out of the Consolidated Fund of any sums not exceeding £3,000,000 for that purpose. The Treasury was authorized to borrow by means of terminable annuities to be charged to money provided for Foreign

trusts or were debarred from reducing the income of the present beneficiaries for the benefit of a future generation. Large holders such as banks and insurance companies were considered to be unlikely to agree to a change in their portfolios.

394. There is however an additional serious <sup>to</sup> obstacle/pursuing the question further at the present time, and that consists in the contingent liability mentioned in paragraph 44 on account of the 5½ millions representing the original cost of construction of the Kenya-Uganda Railway. This 5½ millions is still considered by His Majesty's Treasury, and has been admitted by the Colonial Office, to be a liability of Kenya, and it appears as an asset ultimately realizable in the reports of the Select Committee on Public Accounts of the House of Commons. Under the present arrangements, the question of the liability of the Colony in respect of this sum will come up for consideration in 1938, and, until it has been decided, His Majesty's Treasury can hardly agree to such reductions in the Railway rates as would affect the ability of the Colony to meet the full payments in account of the interests and sinking funds on the various loans. The same considerations apply to the question of the rate of levy for the Renewals fund. The additional liability on account of the original cost of construction of the railway remains as a liability of the future to be reduced to concrete figures as and when circumstances permit.

395. The history of this demand may be summarised as follows:-

After

and that the stock was at first quoted at a discount, indicates that the terms had not been too generous.

393. As the Kenya loans have not yet matured conversion could only be carried out by the consent of the stock-holders, and the possibilities of voluntary conversion have been repeatedly considered by the Government of Kenya and by the Colonial office from 1923 onwards. An Imperial guarantee was not considered, as this would require a special Act of Parliament, and, as forming a precedent, such a Bill would be likely to meet with serious opposition. It is true that the precedent of Newfoundland is now available but the circumstances in that case differ so widely from those of an ordinary Colony that the precedent is of no real value. The repeated examinations did not show any prospect of a voluntary conversion on terms which would be advantageous to the Colony. A short term loan, even with some flexibility in the date of redemption, is open to the objection that the Colonial Government might be obliged to raise a loan to pay it off at a time when conditions were unfavourable. The prospects of a long-term loan at a low rate of interest being taken up on any large scale by the present holders in exchange for their existing stock were believed to be small, even if it were issued at a somewhat more favourable rate than the market price at the time. Small investors who were estimated to hold nearly 50% of the loans would not be disposed to accept a reduction in the rate of interest, especially if as trustees, they were administrators of educational trusts

considerable sums for the development of agriculture and of trade.

392. Before discussing the possibilities in these directions it may be useful to describe briefly the circumstances under which the 6% loan was raised in November, 1921, as the terms of this loan have been the subject of a great deal of criticism. At that time long dated 6% loans had been raised for Nigeria (6%  $\frac{49}{79}$ ) in November 1919, and for the Gold Coast (6%  $\frac{45}{70}$ ) in January 1920. The Governor of Kenya first asked for a loan in September 1920, but its issue was postponed pending consideration of various financial difficulties. The Governor had suggested a loan of as short a period as possible, and, in fact, loans with an option of redemption in 1936 were issued in June 1921 (Ceylon), October 1921 (Nigeria), and December 1921 (Straits). But the position of Kenya at the time made it impracticable to float a loan on such favourable terms as those obtained for these other Colonies. The impossibility of securing for Kenya better terms than those which were actually secured was attributed to the fact that Kenya was then a new name in the market, that there had been much Press criticism of Kenya's financial position, that Kenya was in fact in very serious financial difficulties so that large financial houses in the City which supported other loans by applying for large amounts would not take up the loan for Kenya. The fact that only £2,100,000 was taken up by the public, leaving £2,900,000 to be taken up by the underwriters, and that

resources for meeting the loans merely lays down a special method of providing the necessary funds.

391. Apart from proposals for a direct Imperial subsidy, the main suggestions locally put forward in connection with the Public Debt may be summarised under the following heads:

(I) The conversion of the existing loans into a loan guaranteed by the Imperial Government and at the current rate of interest, with or without a sinking fund. This might be either a long-term loan, or an offer of cash, with the alternative of a short loan with the same approximate period as the minimum periods of the present loans. The precedent of the action taken in respect of the Newfoundland loans is quoted in this connection.

(II) The release and liquefaction of the accumulated sinking funds (and possibly of the Betterment Fund of the Kenya-Uganda Railway) so as to make them available for the purposes of the Colony. This is coupled with the suggestion that the sinking funds should be replaced by an Imperial guarantee. The accumulated sinking funds amount at the present time to £1,429,726 as shown in paragraph 42. It is pointed out that action on these lines would not involve any expenditure by the Imperial Government, and that it would result in the freeing of considerable

paragraph 40 showing the loans, and the liabilities on account of interest and sinking fund, may be reproduced so as to set out the position clearly.

Loan	Amount £	Re-payable	Interest per cent.	Floated at: £. s.	Colony		Transport.
					£	£	£
1921	5,000,000	1946-56	6	95. 0.	754,614		4,245,386
1927	5,000,000	1948-58	5	99.10.	-		5,000,000
1928	3,500,000	1950	4½	95. 0.	659,669		2,840,331
1930	3,400,000	1961-71	4½	98.10.	2,233,909		1,166,091
1933	305,600	1957-67	3½	98.10.	305,600		-
					£17,205,600	£23,953,792	£13,251,808

Loan	Colony.		Railways and Harbours.				Total Annual Charges £
	Interest £	Sink- ing Fund £	Total £	Interest £	Sink- ing Fund £	Total £	
1921	45,277	7,546	52,823	254,723	42,454	297,177	350,000
1927	-	-	-	250,000	50,000	300,000	300,000
1928	29,685	6,596	36,281	127,815	26,404	156,219	192,500
1930	100,526	22,339	122,865	52,474	11,661	64,135	187,000
1933	10,696	3,056	13,752	-	-	-	13,752
	186,184	39,537	225,721	685,012	132,519	817,531	1,043,252

390. It has to be remembered that whether the loans were applied to meet expenditure on the Railway or to other purposes, the liability for all the loans rests on the Colony. From this point of view the provision by the Railway of a large part of the

resources



of expenditure of about £32,000 under the head of Pensions, an increase not in itself of great importance in a budget of £2,000,000, but one which cannot be left out of account.

Against these increases may be set the proposed reduction in expenditure totalling £48,521. But, as shown in paragraph 378, these reductions can only be gradually effected if a wasteful increase in pension charges is to be avoided.

388. The yield from Income Tax for the first few years of its operation cannot be estimated with any accuracy and, although the financial position of the Colony is not fundamentally unsound, anxiety for the next few years can only be removed by the giving of some temporary assistance sufficient to cover the uncertainties in the yield from Income Tax and the Native Hut and Poll tax, to provide for the gradual introduction of the proposed economies, for the abolition or modification of the emergency taxes and levies, and for making a small beginning towards the accumulation of a much needed cash reserve.

This subject has received a great deal of attention during recent years, and many proposals have been put forward for the alleviation of the heavy burden of debt now resting on the Colony, either by a direct grant, or by passing on a part of the burden to a future generation.

389. The present position of the Colony as regards indebtedness has been dealt with in paragraphs 40 to 44 of this report; the tables given in

REDUCTION IN ANNUAL CHARGES ON ACCOUNT OF  
PUBLIC DEBT.

387. It has been shown that, although Kenya has succeeded in balancing its budget and there appear to be prospects of improvement in the finances, the present cash position is unsatisfactory, and there is no reserve such as is essential to real stability. It has to be recommended that the present somewhat haphazard system of direct non-Native taxation should be replaced by an Income Tax. The yield of the taxes to be replaced aggregates £109,000. It has also been recommended that the levy on official salaries yielding £47,000 should be reduced by at least half. A further reduction in taxation which appears to be essential is the change recommended in paragraph 76 of this report of the present levy of the full rate of taxation on additional huts under the Hut and Poll Tax Ordinance for a levy at half rate on the Tanganyika model. This reduction is proposed as a preliminary to the radical revision of the present system of Native taxation, which is generally agreed to be essential, but which will take a considerable time to work out. The proposed change in the rate on additional huts is important as mitigating the main hardships of the present system and so meeting justifiable complaints. The resulting loss of income is estimated at £25,000.

Looking to the future provision has also to be made within the next five years for an increase of expenditure

greatly facilitated if a similar tax were imposed in the two adjacent Territories but this is a question for decision by their Governments. The tax should not be incapable of operation even if Kenya stood alone in introducing it.

386. It seems however necessary to lay stress on one point with reference to the introduction of this form of taxation. The Colony cannot afford another Income Tax fiasco. Apart from the confusion and uncertainty which it would leave in connection with non-Native taxation, a repetition of the events of 1921 and of 1933 would be likely to have serious repercussions in the field of Native taxation. The Native community can no longer be regarded as living in a sphere of their own, unaffected by occurrences in the other sections of the community. The more advanced of their members are diligent students of the newspapers and might apply to their own case lessons learned from such controversies.

385. The statistics in connection with the collection of the graduated non-Native Poll Tax show that of 8,165 European payers of the tax 2,420 declared incomes of not over £100, 6,680 of not over £500, 1,240 between £500 and £1,000, and 245 over £1,000. Companies of course are not included in these figures. Of 12,270 Asian payers of the tax 8,651 declared incomes not exceeding £100, 12,209 of not over £500, 40 of between £500 and £1,000, and only 21 over £1,000. Goans, Arabs and other non-Natives show/insignificant proportion of incomes over £500. Obviously therefore it would be necessary to retain a basic minimum tax but this should not exceed the combined Poll Tax minimum plus European Education Tax totalling £3. It would be preferable to have a minimum of Sh.50/- because this is the sum paid at present by Indians on account of the combined taxes, and because Goans who have hitherto paid no Education Tax will come within the scope of the new ordinance. With this minimum it should be possible to frame a scale of taxation so moderate as compared with the corresponding taxes in other countries as would meet the fear which has been repeatedly expressed that the imposition of an Income Tax would discourage the import of the fresh capital which is so badly needed. A continuance of the present uncertainty would indeed be more likely to have that effect, than the placing of the system of taxation on a logical and permanent basis by the imposition of an Income Tax.

The working of the tax would obviously be  
 greatly

stability and making a commencement towards the accumulation of a reserve. There appears to be no reason to suppose that the difficulties of assessment and collection would be insuperable, though the framing of the ordinance would require the most careful consideration so as to meet the special local conditions of production and of financing. As regards the cost of collection it would be necessary to get an expert from England for a time, and also an officer from the Indian Income Tax Department to deal with the special difficulties arising from the Indian methods of accounting or from their racial customs. Some extra expenditure would be involved, but as the Education Taxes and the Non-Native Graduated Poll Tax would disappear, and the Trades Licensing Ordinance be greatly simplified, the Central Revenue Office should be able to provide most of the necessary staff. The form and provisions of the ordinance would be a matter for local consideration, but some conditions may be suggested which would prima facie have to be fulfilled. The income required for the replacement of the Graduated Non-Native Poll Tax and the Education Taxes would be £69,000 and £24,000 respectively, and for the modification of the Trades and Professional Licences 1934 to the standard of the former Trades Licences about £16,000. The income from the levy on official salaries is estimated at £47,000. The reduction in the rate of tax on extra huts under the Hut and Poll Tax Ordinance would reduce the yield of the tax by about £25,000.

unusual forms, but if it were a case of superimposing Income Tax on an existing system they would require the most serious consideration. In the present case however it is not a matter of superimposing an additional tax but of introducing a more equitable alternative to an admittedly inequitable and haphazard system of direct taxation. An Income Tax, if introduced, should replace the Graduated Poll Tax and the Education Taxes, and should enable substantial modifications to be made in the Trades Licensing Ordinance so as to reduce these licences to an equitable basis. It should if possible provide for the abolition of the levy on official salaries and should at least reduce this by half. Another essential change would be the reduction of the rate of tax on extra huts under the Hut and Poll Tax Ordinance to half the present rate as recommended in paragraph 76. It has been further contended that one of the most urgent needs in the interests of producers is a reduction in the tax on petrol. This is however essentially a grievance of the up-country area and could be better dealt with by approaching the Railway Administration for a reduction in the rate charges for the carriage of petrol. Mombasa has no grievance in this respect.

384. An Income Tax which would produce these results appears to be a definitely preferable alternative to the present unsatisfactory system of direct taxation. It is moreover not possible to anticipate such an improvement in the receipts from indirect taxation as would permit of the abolition of any of these taxes consistently with securing financial stability

but at the same time, if the present taxes are to be abolished or modified, some substitute is essential in the interests of financial stability.

383. The only practical alternative which has been suggested is that of income tax. It is unnecessary to discuss in detail the stormy history of this tax in Kenya. The experience of 1921 cannot be taken as any guide to its probable working, but it must be recognized that there are real difficulties in its application to Kenya. There is in the first place the difficulty experienced in all countries of primary producers of framing the law in such a way as to make it applicable to the circumstances of farmers more especially if they are still engaged in the building up of their industry. The resources of a farmer are often non-liquid, the expenditure essential to his industry difficult to define, and his profit is not easy to ascertain. An Income Tax cannot be allowed to become a tax on capital, or a serious obstacle to development. Other difficulties are probable from the mixed character of the population in Kenya and from the methods of accounting of the Indian traders, while further problems may arise in connection with the method of rating in municipal areas, the definition of residence and personal liability, and the transformation of many businesses and farms into limited liability companies. The expense of collection has also been represented as a serious obstacle.

Such difficulties and problems are not peculiar to Kenya though they may there take somewhat

unusual

raise additional revenue, while the proposed re-introduction of Income Tax met with strong opposition, the uniform Poll Tax was transformed into the Graduated Non-Native Poll Tax, and Trade Licences were considerably increased and were extended to the professions. The levy on official salaries was imposed at the same time. It cannot be said that these taxes have worked satisfactorily in practice.

The Graduated Poll Tax gives wide scope for evasion, and, as it cannot touch either companies or residents overseas, it leaves out of its net a large proportion of the taxable incomes derived from the Colony including the pensions which form no inconsiderable item in its public expenditure. Apart from those fundamental drawbacks the ordinance has shown itself defective in various ways and if retained would have to undergo considerable modifications. The Education Tax again represents a theoretical account which has ceased to balance, and has to be collected at a different time, and by different methods from the Poll Tax. The Trade and Professional Licences again in their present form have been strongly criticized as inequitable in their incidence, and there appears to be much substance in that complaint. The levy on official salaries finally, though essential in the circumstances of the time, has been abolished both in the neighbouring territories and in the Kenya - Uganda Railway. Its retention <sup>in Kenya</sup> is anomalous and is felt as a hardship. The present system of taxation can therefore not be regarded as satisfactory for permanent retention,

but at the



of the fluctuating receipts from Customs and of the unstable foundation on which the financial stability of the country is therefore based. A balanced budget and the building up of a reserve are essential to any assurance of stability. The actual form assumed by the system of direct taxation in Kenya has been the result not so much of the application of any definite principles as of the necessities of meeting immediate emergencies. The records show that every possible form of new taxation has been considered, and most of them rejected, as impracticable or inadvisable in the circumstances of the country. Land Tax for instance, and more especially a tax on undeveloped land, has received some support but has been finally given up as impossible. It is equally impossible to-day, though it may be necessary to consider it again when development has reached a further stage. A tax on buildings or on inhabited houses only has been similarly considered and rejected. As Lord Moyne has remarked an overwhelming objection to taxes of this type in a community where agriculture is of such great importance as in Kenya is that they would fall with heavy incidence upon that industry and upon many individuals who are making no income and from whom no tax could justly be raised. Ultimately therefore the direct taxation imposed on non-Natives took the form of a Poll Tax plus an Education Tax of the same type, and of licences of various descriptions. The first Poll Tax was at a uniform rate and the licences were also at fairly low rates. When however the recent necessities made it imperative to raise

have however been subjected to direct taxation in the shape of various licences, graduated Poll Tax yielding £69,000, Education Taxes yielding £24,000 and a Levy on Official Salaries yielding 47,000.

382. It is frequently contended that in a pioneer country of primary production taxation should be levied on consumption and not on production or the means of production, that it should therefore be indirect and not direct. Direct taxation is, it is contended, in effect a tax on capital. If the Customs tariff in Kenya had been drawn up purely from the revenue-yielding point of view the necessity for any substantial direct taxation of non-Natives might not have arisen, though it has not been suggested that the same principle should be applied to Native direct taxation. In fact however the Customs tariff has been largely governed by the policy of assisting producers by the free import of articles necessary to their industries, and of making it possible to establish local industries by restricting the import of, and therefore of the Customs yield from, competing products. An increase in the present import duties is clearly inadvisable more especially in those applied to articles largely required by the poorer classes of the community. Export duties are impossible on commodities sold in the competitive markets of the world although the cotton cess in Kenya and Uganda approaches this character. Some form of direct taxation, for non-Natives as well as for Natives, has become essential. It is the more necessary because  
of the

the standard of administration or a weakening of the agencies which are essential to building up the agricultural and economic position on which the future prosperity of the country must depend. The economies proposed represent in any case only a small fraction of the total expenditure. No substantial reduction in the burden of taxation can therefore be recommended and it is necessary to consider the alternative possibility of such modifications in the existing system as would make it of a more equitable and satisfactory character.

381. As already stated the revenue falls under three main heads:-

- (1) Taxation proper including Customs and Excise, Licences, Duties, and Taxes, amounting to £1,434,400.
- (2) Returns for services rendered amounting to £112,530.
- (3) Income from departments including the Post Office and Telegraphs, and from Government property and mining royalties, totalling £413,905.

The two main items of revenue are still indirect taxation, chiefly in the form of Customs duties yielding £682,500 in the aggregate; and Native Hut and Poll Tax estimated to yield £540,000. The Customs duties are paid mainly though not entirely by non-Natives, and Lord Moyne estimated that Europeans contributed 42.86%, Indians 19.75%, other non-Natives 8.82%, and Natives 28.55%. Non-Natives have

CHAPTER IX.MODIFICATIONS IN THE EXISTING SYSTEM OF TAXATION.

379. It remains to deal with the second term of reference which is to examine into the present position of Kenya Government finance, having regard to the revenue and expenditure of the present and recent years and the prospective revenue for 1936, and to advise whether any, and if so what, modifications in the existing system of taxation in Kenya should be effected consistently with preserving the financial stability of the Government.

380. The history of the revenue and the expenditure of the Colony has been given in Chapter II. of this report. It shows how after a series of deficit budgets equilibrium has at last been reached as the result of decreased expenditure and of increased taxation. The estimated surplus for the year 1935 is £50,000 and the budget estimates for 1936 anticipate a surplus of £10,000. It shows also however that the cash position is far from satisfactory; there is a cash deficit of £120,598 because the bulk of the assets constituting the surplus are not realisable in the near future, while a considerable proportion may never be realised.

The margin of stability is a narrow one and there is no reserve such as is essential to any country with a fluctuating income and no sources of revenue capable of ready expansion. The possible economies can also only be gradually realised without waste unless there is to be a dangerous decline of  
the standard

no immediate reductions of expenditure have been suggested under Medical or Education, because although the expenditure under these heads is heavy as compared with the present scope of their work, they are both departments in which a wider extension of activity is certainly desirable. There are grounds for hoping that the economic position is at last showing signs of improvement but should this expectation not prove well founded it may become essential to reduce expenditure even on these departments. This can probably only be done by reductions of staff, though the ultimate aim should be the increased employment of cheaper agencies, more especially of Africans. The desirability of spreading these economies over a period of some years will, however, make it more essential to consider the possibility of temporary assistance to the finances of the Colony such as would be given by a reduction in the heavy loan obligations. This will be considered later.

378. Much the greater part of these economies are however under the head of personal emoluments and involve either a reduction of the present staffs or the substitution of a locally recruited staff for officers recruited from overseas. The necessary local staffs could only be gradually recruited and trained for the duties which they are to undertake while the discharge of officers with the necessary resulting increase in pension charges is unwasteful method of economy, as was illustrated during the economy campaign from 1922 to 1924 and to a lesser extent from 1931 onwards. It is therefore advisable to work gradually towards the more economical administrative organization which has been suggested and as far as possible to effect the economies by restricting recruiting and arranging for the transfer of officers who have become superfluous rather than by the compulsory retirement of efficient officers. This does not prevent the retirement of inefficient officers who are a burden to any administration. The general line which has been followed in proposing economies has been to reduce the strength of the main administrative departments to such an extent as is compatible with the maintenance of the present standard of efficiency, and to substitute locally recruited agencies for those recruited from overseas so far as this can safely be done. As has been already stated, I consider that the changes proposed in the Administrative Service should tend to increase, not to diminish, efficiency. Only small economies have been suggested under Agriculture and  
no immediate

SUMMARY OF PROPOSED ECONOMIES:

377. The examination of all the branches of government expenditure has now been concluded as acquired by the first term of reference to the Commission. It will be convenient to summarise in the following statement the economies suggested under the different heads of the Estimates.

	Paragraph of Report	Estimated Savings £.
Reorganisation of the Secretariat	150	2,252
Reorganisation of District Staffs	197	12,462
Additional Savings on Administrative Cadre	218	12,220
Agricultural Department	253	6,967
Game Department	305	600
Local Government, Lands and Settlement	319	4,880
Printing and Stationery	347	1,040
Prisons Department	352	2,000
Public Works Department	374	6,100
	Total	48,521

The total reduction in Expenditure suggested amounts to £48,521. This is apart from the possible reduction of £1,250 which would result from abolishing the privilege of free furniture (see paragraph 365), and from any decrease in the heavy burden of loan charges.

TRADE AND INFORMATION OFFICE.

376. This office works under the Conference of East African Governors and is supported by the six East African Territories including Nyasaland and Northern Rhodesia. The Kenya and Uganda Railway also makes a contribution.

Besides the central section working under the Conference there is a Railway section with a separate representative, a separate Kenya section deals with settlement and publicity. The arrangement appears to be somewhat anomalous and suggests overlapping. A special enquiry is however about to be held into the working of this office and any decision with reference to it may await the results of that enquiry.



cooperative societies, bills of sale  
(including chattel mortgages and transfers)  
etc.

- (6) Assessments of duty under the Estate Duty Ordinance.

He also has nominal duties in connection with the Marriage Ordinance and the registration of births and deaths. He will be fully occupied more especially as the post of Assistant Registrar General has been abolished. No further decreases in staff can be recommended. A reduction in the salary of the Registrar General has been suggested and might be considered when the post is about to become vacant. It has, however, to be remembered that both capacity and experience are required, and the pay of the post is on the same scale in Tanganyika.

The Expenditure Advisory Committee expressed themselves as satisfied that the combination of the Legal Department and the Registrar General's Department would result in material savings and increased efficiency. The proposal was not approved by the Government and considering the very different character of the work done by the two departments it is not apparent how the amalgamation would secure substantial economy.

under the heads of personal emoluments and other charges as the result of the closing down of the Eldoret division, with consequential savings of £406 under the Public Works Recurrent head in respect of rents and house allowances and tools and plant. The greater part of the saving of £979 would be included in the £5,780 estimated above.

374. The total savings suggested under the head Public Works Department amount therefore to either £5,190 or £6,010 according as the first or second alternative in paragraph 368 is accepted. This excludes the possible savings of £1,250 which would result from the abolition of the privilege of free furniture.

REGISTRAR GENERAL'S DEPARTMENT.

375. The Registrar General, Public Trustee, and Official Receiver, has a great variety of duties, but his principal branches of work are:

- (1) The administration of the estates/<sup>of</sup> deceased persons and of trust estates under the Public Trustees Ordinance 1925.
- (2) As Official Receiver under the Bankruptcy Ordinance and rules thereunder, including the realisation and winding up of bankrupt estates.
- (3) As Official Receiver in companies liquidation under the Companies Ordinance.
- (4) Registration of deeds of arrangement.
- (5) Registration of companies, business names, cooperative

and character of the leave reserve. A reserve is essential, more especially as in the not infrequent cases of illness among officers sent out for special work, such as the construction of roads in unhealthy areas, it is essential that the vacancy should be filled without delay. It is, however, not equally essential that the officer filling the place should be of the same rank, and in fact Senior Assistant Engineers do regularly act for Executive Engineers as one post of Executive Engineer is in abeyance. Taking into account the reduction of the Eldoret division and the numbers now on leave, it seems probable that, as a permanent cadre, and apart from large loan or Colonial Development Fund works, the number of Assistant Engineers could, without serious loss of efficiency be reduced by one, in addition to one proposed either as personal assistant to the Director or to replace an Executive Engineer, the number of overseers by one, and that of foremen by three, with at least two Asian clerks. The resulting saving would be approximately £3,780 including concealed emoluments. This assumes that about 1,000 miles of roads could be transferred to the control of District Officers. It also assumes that there will be a large diminution in investigations, surveys, designs, and estimates for new schemes. A merely temporary reduction, if it were succeeded by a fresh period of considerable activity with the engagement of a new staff, would be as wasteful as the economies carried out in 1922 and 1923.

The Director anticipates a saving of £979

under the

and the 2,831 miles of trunk roads shown in the departmental annual report. This too would be subject to considerable qualifications, as a large proportion of the difference between these figures appears to be due to roads in the North, Central, and South Kavirondo districts which were taken over by the department at the request of the Administrative Officers. Large and populous districts with considerable possibilities of development in mining and other directions require a standard of maintenance on their principal roads for which the services of a technically trained staff is essential. Some diminution of the departmental responsibilities is possible but it would require careful consideration before being adopted. A practical system of cooperation between the Public Works Department and Administrative Officers has been worked out and a change might not lead to economy, more especially if it required District Officers to divert much of their attention from other branches of work.

Another method of reducing the departmental work to some extent would be by making over the responsibility for ordinary maintenance and minor repairs of public buildings to Provincial Commissioners with funds provided in whatever way may seem most appropriate. In the areas under European District Councils such repairs could probably be carried out by arrangement with them.

375. Apart from these suggestions the possibilities of economy appear to depend mainly on the strength  
and

a suitable type are also hard to find. An experiment in carrying out repairs by contract is said to have been made on the Kericho Kedowa road with very unsatisfactory results, and before making any further experiments it would be advisable to ascertain the results in countries with similar conditions as regards roads, such as Australia and South Africa. Economy as well as efficiency will have to be taken into consideration.

572. Apart from these methods of reducing the cost of the permanent staff the main suggestion for securing economy which has been put forward is that all roads should either be made over to District Councils or be placed in charge of District Commissioners. District Councils can only operate within the areas in which they have jurisdiction, and though District Commissioners have done much good work on roads they have neither the time nor the necessary technical knowledge to deal with those roads which have to be kept up to a motor standard nor with the design and construction of bridges. The strength of the district staffs which has been discussed in earlier sections of this report also makes no provision for a large extension of their responsibilities in this direction. A rough indication of the extent to which the direct responsibilities of the Public Works Department with regard to roads could be reduced by a transfer to District Officers is given by the difference between the 4,764 miles of roads shown in paragraph as the direct responsibility of the Public Works Department and

expenditure on the personal emoluments of the department. The first and most certain is by the extension of the system of employing Africans in posts now filled by much more expensive agencies. A beginning has in fact been made in that direction; the tractors and graders, which up to a few years ago were in the charge of Australian drivers, are now manned by Africans, and steps are being taken to train African supervisors to work as gangers. At a later stage it may be hoped that some of them will be able to act as foremen, though a proportion of European foremen will be necessary for a long time because of the many miscellaneous types of work which they are obliged to deal with in addition to work on roads.

The second possible method would be by the extension of the system of contracts to the repairs of the more important roads requiring considerable expenditure. It would not be applicable to roads for the maintenance of which only small sums are allowed. As regards roads the Colony is in a stage midway between the tracks which once were adequate and the built up roads characteristic of a developed country. The maintenance of tracks can be entrusted to persons without technical knowledge, and roads of a built up type can be carried on satisfactorily by contract. For the intermediate stage when the roads must be adequate for motor traffic, but the repairs must be largely carried out by graders and other road machinery, it is very difficult to contrive a form of contract covering all the contingencies likely to occur, or even legally enforceable. Contractors of  
 a suitable

370. As regards the projects now being designed or surveyed the buildings will be let out to contract; the collection of materials and the earthwork for roads will also probably be carried out by contract, the bridges only being constructed by departmental agency; the surfacing and rolling may be carried out by either method. Therefore so far as the present programme is concerned there is no reluctance on the part of the Public Works Department to employ contractors, in fact between 1929 and 1934 811 contracts were let out to the total value of £405,315. In such cases the main work of the department lies in the preparation of the necessary plans and estimates, and quantity surveying is necessary owing to the accepted policy of constructing buildings by contract. Until these projects are completed the present staff including the Architect and Quantity Surveyor will be required, but the expense to the Colony will be reduced by the salaries charged to the loan or grant works. On the completion of these projects the strength of the permanent staff of the Department should, unless a new programme of large works is then undertaken, be based on the assumption that it is in the main one for care and maintenance and not one for large expansion. It will then be necessary to consider the question of retaining the posts of the officers now charged to loan works, including the Architect and the Quantity Surveyor.

371. There appear to be two methods by which it is possible to effect a large permanent saving in the expenditure

concealed emoluments. The personal allowance of the present Superintending Engineer would not come into the question. Both proposals assume that an Assistant Engineer would be available for transfer either to the head office or to the Coast.

369. As regards savings on the staff employed on the various branches of departmental work the present position is that a considerable amount of work is being undertaken from Loan funds and from money provided by the Colonial Development Fund. Until this work is finished several Assistant Engineers will be employed wholly or partly on these works and will be paid wholly or partly from these funds. When the works are finished it seems unlikely that any further considerable projects will be undertaken, unless the financial position improves materially. A possible exception is the project which has been in suspense for many years, that for Central Government Offices to take the place of the present large number of scattered offices. A number of successive plans have been drawn up commencing with one for £250,000 and ending with one for £110,000. I understand that a much cheaper project is possible which would provide the necessary accommodation. If that is so the concentration of offices would both secure direct economies by making it possible to give up rented buildings, and should also yield some ultimate economy in clerical staff, apart from the gain in efficiency which should result from concentration.



Engineer was, however, replaced by an Assistant Director in 1925, and a Superintending Engineer was added in 1926. The activities of the department are now on a considerably larger scale than they were in 1925 and 1926, though reduced below those of 1927 to 1930 so far as capital works of magnitude are concerned. There were also in 1926 a Road Engineer, a Hydraulic Engineer, an Assistant Hydraulic Engineer, a Mechanical Plant Superintendent and an Office Superintendent. These posts, together with that of Assistant-Director, have been retrenched, so throwing additional responsibilities on to the Director and Superintending Engineer, as well as on the divisional staff owing to devolution to them of some of the responsibilities formerly resting on the head office. A necessary corollary to the suppression of the post of Superintending Engineer would be the delegation of greater responsibilities to Executive Engineers as the work of the head office is certainly heavy at the present time. It might also be necessary to provide sub-draughtsmen for the offices of the two Executive Engineers who are now without such assistance but this could probably be arranged for either by substitution for other posts in their offices, or by transfer from the head office.

A possibly preferable alternative to the reduction of the post of Superintending Engineer would be the reduction of another post of Executive Engineer making the Light Coast division definitely the charge of a Senior Assistant Engineer. The saving in the first case would be about £1,450 and in the latter about £1,270, including

concealed

conveying no rights should be changed into a proper allocation of water rights. In some parts of the Colony the existing system of permits has led to serious difficulties from competing claims, and in the north the question of water rights on the Uase Nyiro river is a vital one for a considerable population in the Northern Frontier Area. The present Director has made a careful study of water control and legislation, and is naturally anxious to push this work on and to establish the whole system of rights on a proper basis. About 1,500 permits for water have been issued under the repealed law. If the application of the new Ordinance is to be pushed on throughout the Colony as rapidly as possible, and this is in the first instance largely a matter of the available survey staff and secondly of the head office staff, it will probably be necessary to strengthen the Survey section of the department as suggested by the Director. If however slower progress is admissible, and if the Director can be relieved to some extent of his present burden of committees and other extra-departmental work, it might be possible to leave unfilled the post of Superintending Engineer when the present Director retires shortly and to replace it by a post of personal assistant as was suggested by the Expenditure Advisory Committee. An Assistant Engineer might be able to deal with the routine work leaving the Director free for his other duties. It is true that an attempt was made in this direction in 1922 when the post of Deputy Director was abolished, an Assistant Engineer as personal assistant being substituted. The Assistant  
Engineer

coordination of the work of the accounts and stores sections. This question could with advantage be enquired into by the special officer who has been recommended in paragraph 159 above for the proposed combined Establishment Section of the Secretariat. Additional economies could also be secured in the stores department by the gradual replacement of part of the European staff by cheaper agencies but this would not be of immediate application.

368. Of the other miscellaneous activities of the department, apart from its main functions, such the most important at the present time are the administration of the water law, advice to Government on technical questions, and the work connected with the Legislative Council, and with the very large number of Committees, both permanent and for special purposes. All of these are primarily the duty of the Director himself, and they take up a large proportion of his time.

As regards water law a Water Ordinance has been recently brought into force with the purpose of regulating the previously chaotic position as regards rights to a share in water supplies, so far as anything connected with rights to water can be permanent. The Ordinance is of a comprehensive character and will involve a great deal of work falling mainly on the Director and Hydrographic Surveyor working with the Water Board. It will not so greatly affect the divisional staff. The Select Committee which reported on this subject in 1929 considered it a matter of great urgency that the existing system of water permits conveying

representing an increase of 19.7%. The issue notes increased from 14,875 in 1934 to 18,652 in 1935, and the items issued from 26,316 to 31,999. The percentage represented by overhead charges on the value of the issues was 9.78% in 1934 and 8.64% in 1935, including personal and all concealed emoluments and the cost of inferior establishment and miscellaneous charges. These figures relate only to the principal stores activity, the supply of stores to the Public Works and to other departments on payment. The increase in work is partly due to the department having taken over the duty of supplying analogous stores to other departments on the lines recommended by the Expenditure Advisory Committee.

Other branches of work include the record and control of tools and plant, small activities in connection with water boring and instruments, packing and despatching, furniture, custody and storage of personal effects of officers on leave, and transport of all kinds. The last of these entails a large amount of work for various departments but, as already stated, its abolition would not be an economy. The work in connection with the supply of domestic furniture to officials entails the preparation of about 400 receipts and issue notes covering about 1800 items. The annual number of actual checks of furniture is about 90.

The Director agrees to the reduction of the post of Deputy Chief Accountant yielding a saving of £960 including concealed emoluments, and further economies could probably be effected by a better coordination

is however that the services would be deprived of an amenity which is enjoyed in all the other African territories and service in Kenya would to this extent be made less attractive.

No change need be proposed in the organisation dealing with the water supplies of various towns as a transfer to local bodies would not represent an economy.

366. The Director has suggested as a further possible economy the abolition of the Government transport in Nairobi which carries out various duties for a large number of departments, more especially for the Public Works, Post Office, Prisons, Medical and Education Departments. An examination of the question appears to show that the result would probably be an increase in expenditure so that this cannot be recommended.

367. There is no separate provision under the head of Central Workshops and Timber Seasoning Branch but some examination is necessary of the establishment in the Stores branch of the head office. As already stated it includes besides the Chief Storekeeper, three Assistant Storekeepers, two Storemen, three Asian and three African clerks, with a typist and record keeper, and an Asian meter mechanic. The value of the stock was £25,986 in December 1934, and £24,928 in December 1935, a decrease of 4%. The decrease is ascribed to more frequent indenting, and the avoidance of lines apt to become dormant. The value of the issues was £67,523 in 1934 and £80,627 in 1935

representing

but the enquiry has shown so many complications in the system as worked in Kenya that transfer to departments would probably result in considerable confusion, and possibly in extra expense. So long as the system remains it will be best administered by one authority, and the Public Works Department is probably in a better position to deal with it than the Treasury.

Similarly No.(12) includes the administration of the furniture regulations. The Director of Public Works suggested to the Select Committee on Economy that this duty should be transferred to Administrative Officers, and that he might be relieved of all store-keeper's work for other departments. This proposal was not accepted by the Committee though they suggested certain economies. A mere transfer of the work to Administrative Officers would probably not be advantageous, and the only way in which economy could be assured would be by abolishing the privilege of the supply of essential furniture by Government. Apart from the saving of about £350 on clerical staff this would yield a direct economy of £900. In the early stages of the Colony the supply of furniture by Government was probably essential, but with the great improvement in communications it has become less necessary except in backward areas such as Turkana and the Northern Frontier Area. In most other districts, more especially those near the Railway line, it would be possible either to transport furniture or to make mutual arrangements between the officers concerned, though the former course might lead to some expense to Government. The main objection put forward

expenditure on travelling allowance, together with the loss in local interest. The long distances and the scattered character of the European population are factors of importance, more especially with the high price of petrol in Kenya, but local interest can be maintained by the adoption of a system of sub-committees. Economy can also be secured if the Councils are prepared to cooperate in a joint staff without maintaining in addition complete separate staffs, and if administrative and general overhead charges are kept as low as is practicable. It is not possible to estimate at present the economies attainable in this way but they should exceed £1,000. This assumes, of course, that the Councils themselves will agree to fusion with a smaller staff than before combination, and that the extension of their activities will not result in a proportionate increase in their administrative charges. In considering any further extensions of the activities of the Councils it will be essential to avoid any duplication between the work of the Councils and that of the Public Works Department.

365. Turning again to the Public Works Department the supplementary duties detailed in paragraph 357 above may first be considered. No.(7) of these duties is the valuation of premises for various purposes and the administration of the Government housing and house allowance regulations. The possibility of making over the administration of housing and of house allowances to the various departments has been considered,

but

substantial economies could be secured by this course. It is also true that the District Councils are, as has been already stated, somewhat anomalous bodies, and that it appears to be very difficult for them to combine for the purposes of road maintenance. At the same time it must be recognized that the alternative policies have been fully considered by Government, and that they have decided in favour of carrying further the development of this form of Local Government, even though it is on very unusual lines. The reasons for this decision are partly political and partly of principle. They have been held by Government to outweigh any economies attainable by a contrary decision.

It does not appear to be within the province of this Commission to suggest a reversal of policy on a major issue of this type, and it is therefore necessary to consider possible economies in consistence with the accepted policy. A possible line of advance towards a sounder system of Local Government would be by carrying further the principle of a gradual reduction of the basic grants, coupled possibly with making over to the District Councils some definite local sources of revenue such as motor licenses. Petrol taxes would however not come under this head.

364. So far as the District Councils are concerned, economy should lie in fusion, or cooperation in a joint staff. The main difficulties put forward are the long distances which would have to be travelled for meetings or for supervision and the resulting expenditure



Further, since 1,715 miles of roads are distributed between six District Councils, the units are too small for economical administration if a competent staff is to be employed.

363. When in 1935 the Select Committee on Economy considered the possibility of securing economies in connection with Public Works two of its members advocated the repeal of the Local Government Ordinance of 1928, and the replacing of the roads in the Council areas under the control of the Public Works Department. They held that by doing so a saving of £15,000 could be secured. Two other members of the Committee disagreed fundamentally with the proposal, and suggested as an alternative the making over of more roads to District Councils and the fusion of certain units, the savings so made to be retained by Government. When the proposal came under the consideration of Government they also were unwilling to take what appeared to them a retrograde step in a policy for the development of Local Government adopted after mature deliberation eight years before. They preferred the alternative course, and decided to make over to the District Councils the extra 360 miles of main trunk roads mentioned in paragraph above.

The proposal for the repeal of the Ordinance of 1928 and for returning all roads in the areas concerned to the Public Works Department, has been again put forward on grounds of economy for consideration by this Commission. It is probable that

substantial

recourse to the exercise of their powers of local taxation until the representatives of the district concerned themselves decide that the time has come to exercise these powers for the purpose of the improvement or extension of local services. Such an arrangement can, we think, be justified as a temporary measure at the initial stages of Local Government, for the purpose of enabling the new system to take root."

362. The District Councils were fortunate in that the provision for the maintenance and improvement of the roads in the areas committed to their charge was on a liberal scale in the estimates for 1927 on which the grants made to them were based. They were, therefore, in no need of raising additional funds for roads, and they have made no attempt to raise additional funds by taxation, nor is there any prospect of their doing so. Under the existing economic conditions it would in fact be very difficult for them to do so, although the Local Native Councils do collect rates notwithstanding similar difficulties. It must be recognised, however, that they have greatly improved the roads in their charge (as indeed has the Public Works Department in other parts of the Colony during the same period), and that a great deal of local interest and cooperation has been evident. At the same time, tried by the ordinary canons of Local Government as set out by the South African Financial Relations Commission, they are anomalous bodies, and, so far as roads are concerned, they are merely agents for spending the money derived from the central funds.

Further

entrusted with the expenditure of public money should also be charged with the direct liability for raising either the whole, or a substantial portion, of the revenue required to meet such expenditure. When funds are raised by one authority and disposed of by another, the sense of responsibility by which the latter should be guided, and which constitutes a most valuable protection for the taxpayer, is almost invariably weakened. It is only when the power to spend is controlled by the liability to provide the necessary funds that efficient and economical administration can be secured. The reciprocal action of these two influences tends to discourage extravagance, and to ensure that good value is obtained for all the expenditure incurred."

In view of these considerations the Feetham Commission did not feel justified in recommending that District Councils should be established, and given executive authority, without also being given the power of raising revenue by local taxation. They continued however as follows: "For the purpose of bringing into operation the proposed system of Local Government in rural areas, annual grants should, in the first instance, be made to District Councils on such a basis as to enable these proposed bodies to carry on the work entrusted to them upon the same scale as that on which such work is carried on to-day, without their being obliged, in the case of any district, to have recourse

Surveyor and Chief Accountant. Cases of importance are referred to the Director. He also issues instructions to the Divisional Officers on behalf of the Director on matters falling within his sphere, and corresponds with Government and others on them. The Director is more concerned with Boards and Committees, estimates, new proposals, reports to Government, and staff questions, as well as all matters relating to irrigation, water works, and water law, on which he deals directly with the Hydrographic Surveyor and others. The Director and the Superintending Engineer keep in touch with one another's work so that when one is absent on inspection in the divisions the other can deal with all urgent matters. The duties of the Superintending Engineer are, in fact, those of an Assistant Director.

361. Before dealing with the possibilities of effecting economies in the department it is necessary to deal briefly with the contentious subject of the European District Councils. As already stated six such councils were established on the recommendation of the Feetham Commission of 1927. The report of the Commission quotes with approval the following passage from the report of the South African Financial Relations Commission of 1911 dealing with the general question of the financial responsibility of local authorities.

"One of the most salutary principles for the creation of a sound system of public finance is that any authority which is entrusted

Executive Engineer, with two clerks, a foreman, a water supply sub-foreman and an Asian clerk for Kitale, an Asian clerk for stores, three foremen for roads of whom two are for Suk and Turkana roads, and a foreman, sub-foreman, and mechanic for Eldoret. With the closing down of the division the two foremen for Suk and Turkana will be replaced by one at Kapenguria. The foreman at Kitale will remain. Nyeri division has a Senior Assistant Engineer in charge with four clerks, an African clerk for Nyeri water supply, five road foremen, and a motor mechanic. There are on leave three Assistant Engineers, the Quantity Surveyor, the Senior Storekeeper, an Assistant Accountant, a European Accounts Clerk, a Water Supply Inspector, two Overseers, and six foremen. In addition to the staff detailed above there are some fifteen European or Indian gangers who are charged to works.

Of the total European staff of 95 sixteen are on leave, of 56 Asians six are on leave, and of fourteen Africans one are on leave.

The allocation of the staff is of course subject to change and, at the time of writing three Assistant Engineers are engaged respectively on loan work, Colonial Development Fund work, and on a project financed from the Parliamentary Grant. While engaged on the two former classes of work they will be paid from these sources.

360. At the head office the Superintending Engineer deals directly with the Architect, Quantity Surveyor,

mechanic.

In the divisions the Executive Engineer Nairobi has an Assistant Engineer, an Assistant Accountant, two Asian and one African Clerk, an Asian sub-draughtsman, and an Engineer learner. For buildings and general purposes he has a senior overseer, a foreman and timekeeper, and three Asian sub-foremen. For workshops he has a foreman, a mechanic, and an Asian Clerk. For roads, buildings, water, and general purposes he has four foremen, one at Naivasha, one at Machakos, one for Kikuyu Limuru roads, and one for water supplies in the Native Reserves, with three Native mechanics at the Gilgil, Machakos, and Kiambu water works. The Executive Engineer Mombasa has no Assistant Engineer but a similar office staff, also a special staff under an Inspector for the Mombasa Water Supply, a storekeeper with one Asian and two African clerks, an overseer for buildings with an Asian sub-foreman and an African clerk, and two foremen for roads etc., in the northern and southern sections of the division. The Executive Engineer Kisumu, a heavy division, has the usual office clerks, an Assistant storekeeper with three African clerks, an Inspector and clerks for Kisumu water supply, an Assistant Engineer and three foremen for the North Kavirondo sub-division, a Surveyor (acting as Assistant Engineer) and three foremen for South Kavirondo and the Kericho district, one foreman for other roads, and an overseer and foreman for Kisumu township. Eldoret division (now closed down) is shown with a Senior Assistant Engineer acting as

Executive

Colonial Development Fund Grant. A proposal has been put forward that the pay of the Superintending Engineer should also be charged to loan funds. A draughtsman, an assistant quantity surveyer and a sub-draughtsman are charged direct to loan. There has been a good deal of discussion on the subject of the allocation of salaries of the staff to loan funds, and the present allocation appears to be fair at the moment, but the question will have to be reconsidered in connection with the design and construction of the central hospital, the secondary school for girls, and the projects financed from the Colonial Development Fund. One post of Executive Engineer and one of Assistant Engineer are in abeyance.

359. The distribution of the staff is as follows. The headquarters staff includes, besides the Director of Public Works and the Superintending Engineer, four sections under the Architect, the Hydrographic Surveyer, the Chief Storekeeper and the Chief Accountant. Under the Architect there are a draughtsman, an Assistant Engineer and two Asian draughtsmen. There is also a Quantity Surveyer. Under the Hydrographic Surveyer is one Assistant Engineer. Under the Chief Accountant, who also controls the correspondence and records as well as accounts, are a Deputy Chief Accountant and two Assistant Accountants (one charged to loan), six European and nine Asian Clerks. Under the Chief Storekeeper are three Assistant Storekeepers, two storemen, three Asian and three African clerks, one typist and record keeper, and one Asian motor mechanic.

are as follows:-

Public Works Department	...	£ 68,583
Water Supplies	...	10,586
Public Works Recurrent	...	110,900
Public Works Extraordinary	...	20,960
Loan Works	...	54,800
Colonial Development Fund Works		72,500
Parliamentary Grant	...	3,500
Extra-Departmental Sources	...	37,000
		<u>£358,629</u>

Under Loan Works the only two projects of importance are the Central Hospital and the Secondary School for girls. The proposed Central Offices for Government are not likely to mature for some time to come. As regards the works financed from the Colonial Development Fund the most important are £52,000 for roads, £10,000 for the Eldalat meat factory, and £6,000 for the drainage of swamps at Kisumu. The extra-departmental requirements are of a very varied character.

358. To deal with these various duties the strength and organisation of the department is as follows. Its total strength consists of 95 Europeans, 56 Asians, and 19 Africans, excluding menials charged to inferior establishment and work charge employees. Of these the Architect, the Quantity Surveyor, one Assistant Engineer, and half the time of the Draughtsman are charged to loan works, and one Assistant Engineer will probably be charged to the Colonial



aerodromes and aviation, together with the maintenance of the principal aerodromes:

- (12) the administration of the furniture regulations of Government, and the supply of stores to other departments:
- (13) advice to Government on important matters of an engineering or building nature as they arise, including the necessary surveys, designs, estimates and reports:
- (14) surveys of roads for future construction either by Government or by Local Native Councils.

These various services are obviously of very varying degrees of importance. Some, such as (6), (7), (10) and (12) are primarily the concern of the office staffs or of subordinates; others such as number (9) are of a rather vague type. The most important are probably Nos. (1), (2), (8) and (15), while (11) is of growing importance. Taken together they are, however, a substantial addition to the main functions of the Department which are indicated by the following figures which show the services provided for under Loan, Colonial Development Fund, and extra Departmental sources such as Local Native Councils, Miscellaneous Services, etc., in addition to those under the three Public Works heads of the Estimates. The sums provided are

- (3) the administration of engineering matters in towns not under Local Government:
- (4) advice on engineering projects in towns under Local Government, scrutinizing proposed bye laws for Municipalities, and examining works on which Government grants have been expended:
- (5) surveys and estimates etc., for projects which are either not proceeded with, or are carried out by other agencies:
- (6) the collection of a revenue of about £57,000:
- (7) valuation of premises for various purposes and general administration of Government housing and the house allowance regulations:
- (8) service on and technical advice to Boards and Committees by various officers:
- (9) advice to members of the public on engineering matters:
- (10) Government transport in Nairobi, Kisumu and elsewhere:
- (11) surveys and advice connected with

maintain the road surfaces etc., as agents for the Executive Engineers, charging their expenditure to Divisional Expenditure Warrants. On such roads the upkeep of bridges, and the supply of material or tools, are the only direct responsibilities of the department as far as maintenance is concerned. There are about 2,000 miles of such roads. With the remaining roads, including those in the Northern Frontier Area, the department is practically not concerned directly, except in the case of important bridge construction, surveys for new alignments or realignments, the supply of material, and advice to Administrative Officers.

In addition the department is responsible for the maintenance of buildings with an estimated total value of about £2,000,000. In the Nairobi division their value is £1,018,000, Mombasa £330,000, Kisumu £208,000, Nyeri £136,000, Eldoret £186,000, though the values do not represent the relative responsibilities involved in maintenance. The provision for maintenance and minor improvements is £15,000.

357. Further the department has a number of miscellaneous functions which have been summarized as follows by the Select Committee on Economy.

- (1) The administration of the Water Law of the Colony, including hydrographic survey:
- (2) the administration of various technical laws and advice on proposed Bills and rules under Ordinances:

and overheads on its estimates. To obtain the total expenditure on roads it is necessary to add the contributions made by Local Native Councils which provided £8,128 for roads and bridges in 1935 and had provided similar sums in earlier years. The larger part of this was for roads and bridges with which the Public Works Department is concerned. These contributions made by Local Native Councils are, as Lord Moyne has observed in his report, in somewhat striking contrast to the principles followed in connection with the provision for roads in the Settled Areas.

The relative importance of the various types of roads may be fairly gauged by the expenditure per mile. The classification of the roads in the annual report is, however, not altogether suitable for showing the extent of the departmental responsibilities, and the Director has supplied the following figures as representing the mileage of roads on which all work involved, including the maintenance of the surface, drains, culverts, etc., as well as bridge repairs and renewals, is carried out directly by the Public Works Department.

	<u>Miles.</u>	<u>Maintenance costs.</u> £
Nairobi Division	778	9,088
Mombasa Division	451	5,475
Kisumu Division	1,898	14,328
Nyeri Division	1,006	10,488
Eldoret Division	631	6,334
	<u>4,764</u>	<u>45,713</u>

This excludes the roads on which District Commissioners maintain

	Miles	Expenditure on mainten- ance and improvement.	Average rate per mile.
Trunk Roads Class I	1,249	£ 30,375	24.32
Class II	1,582	7,045	4.48
District Roads			
European areas	523	4,122	7.92
Native Areas	4,851	10,902	2.25
Northern Frontier District Roads	2,306	1,860	0.8
Township Roads and Streets.	88	1,821	20.69
<b>Total</b>	<b>10,519</b>	<b>56,125</b>	

The recent arrangement with the District Councils for the maintenance of certain trunk roads within their areas is to be a contract between the Director of Public Works and the four District Councils concerned for a period of three years. Under the contracts the Director of Public works pays to the District Councils each year the sums set forth in the agreements, partly out of the Public Works Recurrent head and partly out of the Public Works Department head to cover the Councils' direct charges, overheads, and administration charges in respect of these roads. The Director of Public Works (or his representative) is required to inspect and to satisfy himself that the work is done properly. The figures in the departmental estimates are therefore not affected by the arrangement. A similar contract for three years has been in operation with the Nakuru District Council for some time in respect of 103 miles of trunk road, and in this case also the Department carries the Council's direct charges and

between 1926 and 1934 has been about 1½ million pounds and on water supplies about half a million pounds. As a result of the financial depression commencing in 1930 the activities of the department on new works began to decline but there was no reduction in the recurrent responsibilities either for maintenance or for other services. Some services have in fact increased, such as those for Local Native Council projects, for aerodromes, for the administration of technical laws (more especially water laws), and for some revenue earning undertakings. Maintenance responsibilities have necessarily increased.

355. To meet the financial difficulties of the time there have been several reviews of the organisation of the department, including the examinations made by the Expenditure Advisory Committee in 1932, and by the Select Committee on Economy in 1935. Between 1931 and 1934 the revenue staff was reduced by 129 (about 46%) including 80 Europeans and 49 Asians, and the temporary staff charged to loan has been almost entirely retrenched, the reductions amounting to 52 Europeans and 16 Asians during the same period. So far as its cost is concerned the expenditure on personal emoluments has decreased from £97,225 in 1930 to £65,001 in 1934, and other charges from £52,131 in 1930 to £17,652 in 1934.

356. The latest published report of the Department, that for 1934, shows the following classification of roads:

Miles

increased from 3,000 miles in 1922 to 10,300 miles at the end of 1934, with 522 bridges with an aggregate span of 16,223 feet. In addition 1,713 miles were in that year maintained by six District Councils out of Government grants provided for in the Local Government head of the estimates. These grants were originally fixed at £36,650 on the basis of the provision in the 1927 estimates for the maintenance and improvement of roads and bridges (other than main trunk roads or bridges on such roads) within the area of jurisdiction of a District Council, plus 25 per cent for overhead charges of all kinds. These basic grants could be increased on certain conditions. By successive agreements between Government and the District Councils these grants were reduced to £31,071 in 1935, and to £30,718 in the estimates for 1936. By a recent arrangement about 320 additional miles of main roads are being made over to District Councils with an additional grant of £6,245, of which £918 represents administrative charges. In consequence of the reduction in capital expenditure during the last few years the Eldoret division has been closed down, and the activities which remain under the department in that area have been combined with those of the Kisumu division under the Executive Engineer, Kisumu. These activities now consist primarily of the upkeep of 450 miles of road, most of which are in Sak-Turkana, the maintenance of public buildings, township matters including water works at Kitale, and occasional small capital works.

The expenditure on new public buildings

between

In 1925 and the succeeding years a number of these projects were sanctioned and were carried out partly from revenue but largely from loan funds. The loan expenditure has been dealt with in paragraph and amounted to £274,431 on roads and bridges, £334,827 on water works, and £1,301,291 on buildings. For the principal buildings the services of the distinguished architect, Sir Herbert Baker, R.A. were employed from 1926 as consulting architect with the assistance of Mr. Hoogterp. Under the terms of their contract they will be employed in connection with the proposed central offices for Government, but all other buildings will in the future be constructed independently. The post of Government Architect was abolished in 1922 but was re-established in 1925, so that the Colony has to pay both the pension of the former architect and the salary of the new officer. The dual arrangement with Sir Herbert Baker and Mr. Hoogterp was bound to be expensive. After 1925 to cope with the requirements of survey, design, and execution, a considerable increase of staff took place in replacement and extension of those retrenched in 1922 and 1923, to many of whom (in addition to the architect) the Colony was paying pensions. Stores which had been sold at heavy loss by auction in 1922 had to be replaced. Retrenchments are sometimes a cause of considerable waste.

354. With the improvement in the financial position new areas in the Colony and Protectorate were brought under administration with a resulting expansion of responsibilities. The mileage of public roads for which the department is technically road authority increased



PUBLIC WORKS DEPARTMENT.

353. The Public Works Department has been the subject of a great deal of controversy in Kenya, largely on account of its relations with the European District Councils established in 1927 on the recommendation of the Feetham Committee. The Department has a fairly long history. It was first established in 1896 but until 1901 its activities were confined to Mombasa. Executive Engineers' offices were opened in Nairobi in 1902, at Kisumu in 1903, at Naivasha and Nyeri in 1906, and at Eldoret in 1910. The head offices were transferred to Nairobi in 1908. In 1926 the Executive Engineers' offices, stores, workshops etc., at Naivasha were transferred to Nakuru, and in 1931 the Nakuru division was absorbed in the division of the Executive Engineer, Nairobi. The history of the department reflects the progress of the Colony as well as the tendency to concentrate administration in Nairobi. Its activities increased steadily up to the outbreak of War in 1914 but were relaxed during the next four years, as a number of its European staff were on military service.

After the War a large number of projects were set on foot, but the economic depression caused a set back, and retrenchments had to be carried out on a considerable scale. In 1924 the conditions commenced to improve, and various proposals for development were taken on hand including roads, bridges, buildings, water and irrigation projects.

In

agricultural community. The Commissioner of Prisons has advanced proposals on these lines on more than one occasion.

(3) A scheme put forward by the Commissioner of Prisons appears to deserve careful consideration. Under this scheme the Prisons Department would concentrate more closely on the major (I and II class) prisons. The 21 minor (III class) prisons would be styled District Prisons, and would be placed under the officers of the Administration, with staffs of district prison warders recruited, paid, and supervised on the lines of the tribal police. These district warders would be distinct from the warders of the regular prison service.

It is estimated that an organisation of these lines would result in a saving of £1,600, against which the Commissioner wishes to set £480 for two more European officers for Kakamega and Nyeri prisons. These additional officers are, however, not essential to carrying out the general scheme of reorganisation. Many considerations have to be taken into account in connection with this scheme, and no definite opinion can be given by a temporary visitor, except that it appears to be worth the attention of Government.

352. The economies possible in this department may be estimated at about £2,000 but unless the prison population falls to a considerably lower level the saving may be only temporary as improvements are required in many directions.

be increased by the introduction of other industries, but this would probably involve competition with private industries.

351. As regards possible economies the suggestions so far made are as follows. The Expenditure Advisory Committee made several recommendations with regard to staff, which were accepted. They also suggested that the rations appeared to be unduly generous and could be changed without detriment to health; this has been done. They considered further that the prison population was unduly swollen by magistrates not making sufficient use of fines.

The Select Committee on Economy accepted the basic principle that the real road to economy is a reduction in the prison population, but made certain recommendations with regard to the scheme for Approved Schools which have been accepted.

At the present time economies which appear to be practicable are:-

(1) If the prison population keeps at its present standard a number of warders can be reduced; there appear to be 25 over strength at present.

(2) Consideration might be given to the extension of the farming activities of the department in order to reduce the cost of food purchased for prisoners and detainees. This measure would combine an extension of the scope of prison activities with effective segregation of first offenders from recidivists. It would be put into practice by means of farm camps for first offenders; the training in these camps would be of practical use for an

agricultural

is made in Nairobi prison. An average of 250 convicts from Nairobi was also employed during 1955 at a Railway quarry camp for medium and long term prisoners, and the establishment of this camp is considered to have contributed to the fall in the number of prisoners. At eleven prisons there are farms for growing food for the prisoners. A farm camp was provided for in the estimates for 1955 and warders were actually engaged and trained, but the scheme fell through.

The 42 Detention Camps are under the control of District Commissioners with one or two African overseers. Discipline is necessarily somewhat lax, and little work is done except clearing and similar easy tasks in the stations.

The other expenditure included in the Prisons budget is that for a depot for the training of recruits, and an Approved School for the application of Borstal methods to juveniles. This is estimated to cost £3,794 <sup>now</sup> and has 92 inmates but is expected to rise to 150.

350. This short summary of conditions in the Kenya prisons indicates that there are many defects in the existing system. They lie in the character of the buildings themselves; in the association between old offenders and first offenders, which is likely to produce criminals; in the methods of dealing with prisoners; and in the industries or other labour provided. These are, however, matters not of economy but of additional expenditure, and this report is concerned with possible economies. The income could

with sentences up to six months. First and second class prisons are gazetted as Lunatic Asylums and Houses of Detention for vagrants. European officers are concentrated in the three first class and in two of the second class prisons. Apart from the separation of females and juveniles all classes of prisoners from long term convicts and recidivists to first offenders are in the same prisons. Short, medium, and long term prisoners sleep separately, but otherwise are not separated. The proportion of recidivists has gone up steadily from 11.2 in 1928 to 24.4 in 1934. Bad cases of recidivism are practically confined to the towns

In 1934 the congestion in the Prisons was very great, the daily average in Nairobi was 1047 and in Kisumu 494, though neither of them was intended to take anything approaching that number. For short periods the numbers were even greater, and in June, 1934, Mombasa had 400 with accommodation for only 332. The general death rate, which had been 14.1 per thousand in 1933, rose to 27 per thousand in 1934, and the medical report for that year expresses such anxiety on this account. The congestion would have been greater but for the establishment of temporary prison camps. Recent numbers have, however, been much lower, Nairobi having 713, Kisumu 350, and Mombasa 164, though the numbers are again showing a tendency to rise.

The main industries taught in the prisons are those of masons, carpenters, and tailors, for each of which there is a European instructor. A considerable proportion of the clothing for Government departments

£9,129 from prison industries. The expenditure on food rose in the same period from £9,979 in 1931 to £12,597 in 1934. Actual economies were impossible in consequence of the increase in the prison population, but relative economy was aimed at by closer supervision by European officers, and there was a steady reduction in the gross cost per head per annum of prisoners and detainees. This cost was as follows:-

Year	<u>Cost per head</u>		
	£	s	Cts.
1931	12	13	0
1932	11	1	0
1933	9	2	0
1934	8	13	45

The Commissioner of Prisons lays special stress on maintaining the present number of European officers and their emoluments, as he holds that only in this way is it possible to combine efficiency with economy.

349. The development of the prison population and expenditure has not been accompanied by any corresponding development in the methods of treatment and of training of the prisoners. Both the accommodation and the scope of prison activities are very limited. There are 28 prisons in the Colony and 42 detention camps. The prisons are divided into three classes, with Nairobi, Kisumu and Mombasa in the first class, taking all types of prisoners; four second class, taking those with sentences up to three years; and twentyone third class, taking those with

year and 1934, as is shown in the following statement:

	<u>1931</u>	<u>1934</u>
Committals to Prison	13,928	18,651
Committals to Detention Camps	<u>12,977</u>	<u>22,201</u>
<b>Total Committals</b>	<b><u>26,905</u></b>	<b><u>40,852</u></b>
Daily average in Prisons	2,508	3,439
Daily average in Detention Camps	<u>798</u>	<u>1,902</u>
<b>Total Daily Average</b>	<b><u>3,306</u></b>	<b><u>5,341</u></b>
European Staff	20	20
African Warder Staff	396	395
Clerks	10	9
Asian Technical Instructors	4	2
<u>Actual expenditure</u> (less raw material for prison industries)	<u>£41,817</u>	<u>£46,319</u>
<u>Actual Revenue</u> including	<u>£8,532</u>	<u>£7,406</u>
Hire of convict labour	2,849	635
Industries	5,683	6,771

In 1935 the number of prisoners decreased largely and the average was only 2752 as compared with 3439 in 1934.

In 1931 the revenue shown included that obtained by the hire of convict labour to Government. In 1934 this labour was supplied free in order to enable departments to economize in their votes for labour. In 1935 the actual revenue was £9,517, of which £388 was from the hire of convict labour, and

PRISONS.

348. The Prisons Service was first instituted in 1911 under the control of a Central Prisons Board. The total vote was for £10,441. The daily average of prisoners was then 1346. In 1917 control was transferred to a Commissioner of Prisons. The total vote was then £19,528, the average number of prisoners was 1358, and the estimated income from prison industries was £200. By 1925 the average prison population had risen to 2006, and the estimates totalled £37,002, including £18,482 for personal emoluments. The estimated revenue from industries was £450.

In 1925 a Bill was introduced embodying the principle of detention in special camps for technical offences involving no moral turpitude. By the end of 1927 twentyseven Detention Camps had been established with a total daily average for the year of 114. The total number of committals was 11,752 to prisons, and 1,421 to detention camps. During the same year Asian Chief Warders were abolished and their places were taken by European Officers. Five European technical instructors were engaged for the training of convict artisans for work on loan fund buildings. Their pay was at first met from the works, but in 1929 they were placed on the strength of the Prisons Department. Four of them were subsequently retrenched, only one now remaining.

The prison population showed little change until 1931 but a rapid rise occurred between that  
year



those required for the Railway, Customs and Post Office departments. 425 ledgers and registers of 39 different types were manufactured in addition to 14 types normally stocked. Thirty annual reports and other publications were printed and distributed by the press. As regards the forms it seems probable that more standardisation could be effected and this possibility should be examined. As regards the annual departmental reports the majority have been reduced to a reasonable length but some include a good deal of propoganda and accounts of scientific investigations. Annual reports are hardly the place for either of these activities. Scientific enquiries more especially are better dealt with in bulletins. There is also some apparently unnecessary duplication such as the repetition in the Government Bluebook of a large proportion of the Annual Trade Report. Further, adequate care is clearly not taken by departments in scrutinizing indents, and several instances were shown of excessive requisitions from three of the major departments which had to be questioned by the press.

347. If it proves to be possible to dispense permanently with an Assistant Government Printer the saving will be £1,040 approximately, including concealed emoluments, but this may be partly offset by some strengthening of the office staff.

One criticism made was in fact that the actual printing was too good. It is also clear that the purchases of paper and of other requirements are made with judgment and economy.

As regards the reimbursements from the Railway commented on by the Expenditure Advisory Committee a careful enquiry was made into the method of calculating all reimbursements and it was found to be satisfactory.

The staff employed is also not excessive for the work done, more especially as for the present at any rate, an Assistant Government Printer is not being appointed. In fact, as remarked by one member of the Select Committee on Economy, Government gets good value for its money.

The main question is therefore whether further economy could be secured by giving part of the work out to contract. It appears that in a number of instances quotations have been obtained from outside firms for printing, and that in each case the quotation of the Government Printer has been considerably less, though it is true that the Select Committee mention instances to the contrary on quotations received in the course of their enquiry. On the whole it does not appear that economy would be secured by action on these lines. There are, however, some minor matters in which economy seems possible.

During 1935 the Press printed over 27 million forms, 15 millions being for Railway use. The different varieties of forms ordered and stocked by Government departments total over 800, apart from these

adopted.

345. The Government Press was originally the Railway press and Government had a separate press. The two presses were amalgamated and the Colony spent £12,650 on purchasing the plant and buildings of the Railway press. £13,215 was spent on new buildings and machinery, some of it specially required for Railway work. The valuation of the plant was £10,170 on January 1st, 1927, and its present value may be estimated at £9,060. The newest machine was purchased in 1931.

The press also prints for the Customs of Uganda and Kenya, the joint Post and Telegraph Office, the East African Governors' Conference, Local Native Councils and the East African Agricultural Journal. For these branches of work it is reimbursed.

It also carries out a good deal of work in connection with the butter levy, including collecting the cess and stamping some 600,000 wrappers. The only charge made is the actual cost of printing with no addition for the time of the staff employed.

The budget estimates amount to £29,091 and the reimbursements are estimated at £16,500, reducing the net cost of the press to £12,591. This includes the total Government expenditure on stationery amounting to £3,400 reducing the net cost of the press to £9,191.

346. The Government Printer, an officer of great experience, has just retired, and there can be no doubt that the work has been carried on with great efficiency.

appears to be run efficiently and in the main economically. In some respects the service is limited as for example there is no delivery of letters.

As in other departments the possibilities of economy lie mainly in the substitution of cheaper for more expensive agencies, but in order to yield any substantial reduction of expenditure this would involve the replacement of Europeans by Asian or African staff. Otherwise no special comment is necessary.

#### PRINTING AND STATIONERY.

344. This department has been the subject of consideration by the Expenditure Advisory Committee and by the Select Committee on Economy. The former made certain suggestions which were incorporated in the budget of 1955, following them up by other proposals intended to reduce the cost of the department to £26,634. Only some of these were accepted. They also advised an examination of the arrangements with the Railway for payment in respect of printing carried out for it. Two members of the Select Committee on Economy proposed a lump reduction of £5,000, and the giving out of a small amount of work to contract as an experiment. If the experiment proved successful it could be gradually extended, and the Government Press decreased in proportion. They also questioned the system of costing which had been adopted

The free services rendered by the department are valued at £55,500, and those received (buildings, quarters, medical, etc.) at £30,000. So far as Kenya is concerned the provisional estimates for 1936 are as follows:-

Cash Revenue	£ 189,093
Recurrent Expenditure	132,792
Excess of Cash Revenue	56,301
Special Expenditure	4,180.

If, however, pensions and other concealed expenditure are taken into account the balance of income over expenditure is reduced to £23,029. Of the total recurring cost of the Department viz. £270,962, 49% is borne by Kenya, and it receives 58% of the combined revenue. This percentage is the basis for sharing common expenditure.

343. Of the various departmental rates and charges the only one on which special comment has been made is the letter rate of postage which is fixed at 20 cents (2.4d) for the first oz. Prior to 1930 the rate was 15 cents (1.8d), but a return to this rate would involve a loss to Kenya estimated at £8,700 per annum which can hardly be foregone under existing conditions. The telephone rates have also been the subject of some criticism and they are certainly high. Whether they could be reduced without a substantial loss of revenue is however uncertain. Neither the Expenditure Advisory Committee nor the Select Committee on Economy proposed any reductions in this department, which in fact appears

POST OFFICE AND TELEGRAPHS.

341. The Postal and Telegraphs service of Kenya forms part, with those of Tanganyika and Uganda, of an amalgamated service under the control of one Postmaster General who has his headquarters at Nairobi.

Each Territory is credited with its own revenue, and each retains full legislative and budgetary control over its own services and expenditure, and may therefore expand or restrict its services according to circumstances without involving the other Territories, except for minor repercussions on the common expenditure.

The latter expenditure includes headquarters staff, leave pay, passage costs, and charges for "common" supplies such as printing of stamps, stationery etc. This expenditure is shared by the three Territories in proportion to revenue. Kenya and Uganda were amalgamated on these lines in 1925 and Tanganyika was included in 1933. The latter extension led to economies in the first year of working estimated at £9025 in Tanganyika, £3620 in Kenya, and £960 in Uganda. The total staff of the department includes 141 Europeans, 684 non-Europeans (graded and learner clerical establishment), with 1167 unskilled non-Europeans. It is unnecessary to discuss its details.

342. The financial results of the whole department were in 1934

Cash Revenue	£
	300,000
Recurrent Expenditure	245,000
Capital Expenditure	11,000

proportion of European non-commissioned officers is taken into account, more especially as the ranks of gazetted officers are in the main recruited from the subordinate European staff. Economics might possibly be effected by some reduction in the number of gazetted officers, coupled with giving some increase of responsibility to Inspectors and Assistant Inspectors. A part of the savings could be employed with advantage in improving the training of the subordinate staff, more especially in the direction of so developing the African staff as to fit them for more responsible posts.

340. The Commissioner of Police expresses considerable anxiety with regard to the position in the Native Reserves which in his opinion are increasingly used as centres for the organisation of crime outside these Reserves, while the Tribal Police are as yet not sufficiently organised and trained to deal with activities of this type. This is however a question of Government policy on which I am not qualified to give an opinion.

Working under these conditions it is difficult to place Natives in positions of any responsibility. The declared policy has been to educate and train the African non-commissioned officers of the force so as to make them capable of filling the posts hitherto occupied by Asiatics. Progress has however been slow, as it was difficult for them to assimilate the necessary training owing to their low standard of education. So far one African has been appointed as Assistant Sub-Inspector, and four others are on probation in similar posts.

An attempt has been made recently to obtain candidates from youths leaving the African schools with a higher degree of education. Two such enlistments were made early in 1935, but the main difficulty in their case is the strong disinclination on the part of otherwise promising candidates to submit to the essential preliminary training on the barrack square, owing to an imagined superiority to their less educated comrades who are undergoing the same training.

339. As regards the possibility of economies, the most obvious avenue for substantial economy would be by the substitution of cheaper agencies, a change which would not be welcomed by local European opinion. Regarded from the point of view of India or of the Eastern Colonies, the proportion of gazetted officers is very high as each gazetted officer is in charge of not more than four or five Police stations, and the average total population in such charges is small. The position is the more striking when the considerable proportion



338. A great deal of the time of the Police in the Settled Areas is occupied in patrolling farms for the purpose of enquiry into illegal squatting, as it is considered that a large proportion of the crime, and more especially of stock theft, is committed by illegal, or even legitimate, squatters on farms who are removed from tribal control but not brought under any other adequate control. In some areas again past confiscations have left a legacy of trouble in the shape of trespassing from the adjacent Native Reserves. Similarly in the towns the Police are largely engaged in prosecutions of Natives for not carrying their registration certificates (kipandis), or for infringing regulations restricting visits to towns by unemployed Natives. Here again the purpose is preventive so as to keep out the masterless Native who is believed to be responsible for much of the crime.

Further, as in the Settled Areas the persons to be dealt with on the farms are the European farmers, it is necessary to maintain a considerable proportion of European commissioned and non-commissioned officers, and objections are sure to be raised if a European post is removed. This all makes for expense, and, as a method of dealing with the detribalised native, can hardly be considered as a constructive solution of the problem. If, as seems likely in some areas, the squatters are removed from the European farms the problem will be intensified, as there will be a growing pressure towards the towns.

working

The Supreme Court returns show that Stock and Produce thefts went up from 820 in 1931 to 1441 in 1932, declining to 1118 in 1934.

The above returns illustrate the effect of the recent economic distress in the direction of increasing crime, but except as regards the recent increase in burglary the changes are not specially striking. There is however a tendency towards more organised crime which was previously practically non-existent. Another aspect of this question will be dealt with in connection with Prisons.

The most striking feature of these returns is however the number and character of the prosecutions under Local and Special Ordinances. These are partly analysed in the following table:-

Year	Township regulations & Municipal Corporation Rules	Native Registration Ordinance	Diseases of Animals Ordinance.	Vagrancy Ordinance.	Resident Natives Ordinance.
1927	3594	-	632	281	696
1928	3710	3306	720	160	678
1929	4149	5166	1279	942	822
1930	7386	5699	1098	1674	1016
1931	8354	5562	1444	1713	1107
1932	8332	4833	1376	2682	1244
1933	7026	2729	1462	1212	1011
1934	9504	3571	2053	1855	1092

These returns include the cases in which bail was taken and forfeited.

different aspect when the limited character of the area and population with which it deals directly is taken into account. The Settled Areas include some 12,663 square miles, and their population including the towns of Nairobi and Mombasa is about 285,500. For this area and population the expenditure is not small, but the strength of the force, and still more its composition, is mainly governed by the special character of its work in the Colony. Broadly speaking the Police problem in Kenya is that of the detribalised Native and this is a growing problem, the solution of which is not yet in sight.

The following statement summarises the position in recent years as regards crime in the settled and urban areas:-

Year	Total true cognizable offenses under the I.P.C. and P.C.	Total true cognizable offenses against property.	House breaking and burglary.	Thefts excluding stock thefts.	Total prosecutions under local and special Ordinances.
1924	3898	3181	492	2066	6795
1925	3926	3409	580	2181	6055
1926	3942	3074	475	2241	9944
1927	3594	3005	373	2000	13706
1928	3010	2488	317	1722	14,289
1929	3769	3199	530	2105	19,770
1930	3982	3114	510	2124	26,343
1931	4977	3808	725	2539	28,590
1932	5370	4364	974	2836	27,402
1933	4601	3765	866	2288	22,574
1934	5281	4361	1068	2757	29,300

does, however, maintain 167 rank and file at fifteen stations in the reserves. The Tribal Police are a very recent organisation with little training or discipline, but they perform useful services in the maintenance of law and order.

336. In addition to their duties in the Settled Areas the Kenya Police carry out various functions outside their ordinary scope, including the Police service for the Kenya Uganda Railways and Harbours. As noted above the cost of these services is refunded to the Colony, but this does not include any contribution on account of pensions, gratuities, provident funds, the cost of training the personnel, and overhead charges. A recent enquiry into the fairness of this allocation of charges led to the conclusion that on the whole the agreement with the Railway and Harbours' Administration was a fair one, and this conclusion may be accepted. Police detachments are maintained in the gold mining areas, and the force is also charged with the verification of weights and measures, the control of immigration and of passports, and the discovery and registration of firearms.

337. The Commissioner of Police considers that a limit has been reached beyond which further economies will not only gravely impair a reasonable standard of efficiency but will actually endanger public security.

While the strength of the force and its cost are not high if it is considered as operating over the whole of the Colony, the matter assumes a

different

economics and the force was again reduced during 1931, 1932 and 1933, partly on recommendations made by the Expenditure Advisory Committee. It now consists of a Commissioner, an Assistant Commissioner, 102 European commissioned and non-commissioned officers, 59 Indian subordinate officers, and 1,625 rank and file, for which a provision of £134,773 was made in 1935 and of £135,622 in the estimates for 1936. Of this sum £7,373 is refunded by the Railway and Port Authorities, reducing the net cost to £128,249.

335. The Select Committee on Economy made no recommendations with reference to the Police force, and the main suggestions received by the Commission were in the direction of increasing the strength of the European element in the force. Considerable disquietude was for example aroused by the recent Samburu spear-blooding murders.

There has been a substantial reduction in its cost since 1931, but it has to be remembered that it was made possible by practically withdrawing the force from the Native Reserves, and confining its responsibilities to policing the European Settled Areas (including the towns of Nairobi and Mombasa) together with the Northern Frontier Area and Turkana. In general the Native Reserves, including the mass of the population, are controlled by Tribal Police working under the Administrative Officers, and the assistance of the Kenya Police is only required in cases of specially serious crime. The department  
does

seconded for service with the police and were known as European Police Constables. By 1910 the force consisted of an Inspector General, a Commissioner, and 52 other commissioned and non-commissioned officers, 18 Indian subordinate officers, and 1,923 Indian and African rank and file. The cost of the force amounted to £49,000.

During the next ten years, and more especially after the War when the European population increased considerably, there was a substantial enlargement of the force, which in 1920 consisted of an Inspector General, a Commissioner, an Assistant Commissioner, 101 other European commissioned and non-commissioned officers, 40 Indian subordinate officers, and 2,339 rank and file. The cost was approximately £129,000.

In 1925 the economic depression made economies imperative; the appointment of Inspector General was abolished, and the force was reduced to 80 European commissioned and non-commissioned officers, 33 Indian subordinate officers, and 1865 rank and file, while the expenditure was reduced to £107,000. This reduction was followed by an alarming increase in crime, with the result that between 1925 and 1930 substantial increases were made, until in 1930 the establishment included a Commissioner and a Deputy Commissioner of Police, one Assistant Commissioner, 132 European commissioned and non-commissioned officers, 47 Indian subordinate officers and 2,044 rank and file. The cost of this force was £172,000.

In 1931 a new economic crisis enforced

economies

Governors Conference. If the scheme that has been drawn up is approved, and if the increased cost is shared by all participating countries, except Egypt and the Sudan, in the same ratio as present contributions are made, an additional provision of £4,668 will have to be made in the Kenya Estimates for 1937 under this head.

POLICE.

334. The Police force in Kenya has had a somewhat varied history. When in 1895 the Foreign Office took over the administration of the East African Protectorate such police duties as existed were carried out by "station askaris" under administrative officers. With the commencement of the construction of the Kenya Uganda Railway a nondescript body was brought into existence for purposes of protection and was called the "camp police" working under the control of the Railway engineers, and in 1902 it had reached a strength of about 400. In 1898 the first police force deserving such a name was enrolled in Mombasa and given the name of "Mombasa Police Force". It consisted of approximately 150 rank and file with one European officer, and when later it absorbed the "camp police" and "station askaris", was known as the "East African Police".

By the year 1906 it numbered 12 European officers and 1821 subordinate ranks. In 1907 a number of private soldiers from the British Army were seconded

MISCELLANEOUS SERVICES.

333. The main items under this head are £15,000, the subsidy to Imperial Airways, and the payments totalling £21,524 representing the guarantees in respect of Railway Branch Lines. The former is a fixed payment which will shortly come under review, and the latter are the results of an agreement with the Railway which does not come within the terms of reference to this Commission.

The sum of £1,400 shown under the head Meteorological Services (a) Contribution to Central Fund, represents Kenya's agreed share of the annual cost of the British East African Meteorological Service, which was brought into operation by the Secretary of State for the Colonies in 1929, and the costs of which are met by Egypt, the Sudan, Uganda, Kenya, Tanganyika Territory, Zanzibar, and Northern Rhodesia as follows:

Egypt	£2,400
Sudan	500
Uganda	1,000
Kenya	1,400
Tanganyika	1,300
Zanzibar	500
Northern Rhodesia	1,000

The service is not yet on a permanent basis, the staff being paid consolidated and non-pensionable salaries. Some extension of the service will, moreover, be necessary in connection with the proposed Empire Air Mail scheme. A proposal to place the service on a permanent basis and to develop it so that it may take its part in the network of Imperial Meteorological Services will be considered by the

Governors



the Commissioner's Office and two on the Field Staff. Their duties besides registration are also executive and consist to a great extent in acting as arbitrators in field disputes. With the large number of small undertakings scattered over a very wide area their services have been valuable and very few cases have come into the Warden's court held by Administrative Officers. Field headquarters are being transferred to Kisumu and unless there is a considerable recrudescence of mining activities, it is anticipated that it may be possible to terminate the services of one of the Inspectors of Mines. Further economies are clearly not practicable at present.

Having regard to the fact that the mining developments are in the Native Reserves, and that the relations between the Native residents and the mining community are of great importance, there are very definite advantages in having a senior officer of the Administration as Commissioner of Mines if a suitable officer is available.

Inspector of Mines, an Inspector of Mines, two Assistant Wardens, and a part time Inspector of Machinery. There is at present only one Inspector of Mines.

There is certainly ample work in prospect for all these officers although development has been hindered by the difficulty of floating companies at the present time. A recent successful flotation has, however, already led to a recrudescence of activity.

Both the Geologist and the Assistant Geologist are at present employed in making a geological survey of the known goldfields so that reliable information may be available for intending prospectors. The concessionaires also employ their own geologists who are doing a considerable amount of work; as a condition of their licences the results of that work are communicated to the Department. Both Geologists are liable to be called away to report on any discoveries and, as many areas are known to be mineralised in Turkana, the Northern Frontier Area and on the Coast, the field for reconnaissance is a wide one. The Mining Engineer is Technical Adviser to the Commissioner of Mines and also assists in and supervises the work of the Inspectors of Mines who are responsible for the safety of workers underground. He is also a geologist and in that capacity advises miners on mining development.

The Budget provides for four European Clerks (2 men learners, 2 women typists), and three Assistant Wardens of Mines all included in the Local Civil Service. Of the three Assistant Wardens one is in

£11,826 and the receipts from Royalties and Fees at £25,500.

For mining purposes there are two Mining Districts only; one district includes Nyanza Province with a Mines Office at Kisumu; a second or General district includes (all areas outside Nyanza Province) with a Mines Office in the Commissioner of Mines Office in Nairobi. Nyanza, which embraces all the proved goldfields, over an area of some 6,000 sq. miles, with the exception of the Lolgorien field in the Masai Reserve, is divided into six areas, all of which are being thrown open to general prospecting. Within these areas some 1,320 sq. miles are held under Exclusive Prospecting Licences. Up to the present six fair sized mines are known and there may be fifty to sixty small mines. No further difficulties are anticipated as regards land, and the relations between the miners and the Natives are satisfactory.

332. As a result of the changes in the Secretariat made in 1934 Mining was included in the new department of Local Government, Lands, Settlements, and Mines, under a Senior Officer of the Administrative Service as Acting Commissioner. In June of the same year it was made a separate department.

The approved headquarters establishment includes besides the Commissioner of Mines, a Mining Engineer, a Chemist and Assayer, and an Assistant Warden of Mines. The approved field staff includes a Geologist and Assistant Geologist, a Senior Inspector

concerned be developed so as to deal with these branches of work on an East African basis. If this principle could be established by agreements between the three Governments it should be possible both to increase their efficiency materially and also to effect substantial economies. The geographical situation of their activities in relation to the advantages to be obtained from them by the three Governments principally interested may involve difficulties in arriving at an agreed working arrangement but should not make it impossible to conclude a mutually beneficial settlement.

MINING AND GEOLOGICAL DEPARTMENT.

331. As Military expenditure is not within the terms of reference to this Commission the next department to be considered is the Mining and Geological, the newest of the Kenya departments.

Mining was of little importance until the discovery of the Kakamega goldfield at the end of 1930. Such mining as existed was controlled by the Commissioner of Lands as Acting Commissioner of Mines with the Principal Registrar of Titles as Warden of Mines. The industry began to assume importance from 1931 and a stimulus was given by the report of Sir Albert Kitson. The expansion has been traced in paragraph 25 of this report. The expenditure during 1934 was £10,000 and the direct receipts were £17,400; for 1935 the expenditure is estimated at £11,326

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367.

and labour and considerable expenditure have been devoted. No large reduction of staff could in any case be proposed without, in the opinion of the Director, imposing such a strain on the remaining staff as might affect the quality of the sera and vaccines, the production of which is of such value to the country both from the medical and even from the financial point of view. No recommendation is therefore made in this regard.

#### The Coordination of Research in East Africa.

330. The medical research laboratory furnishes a good example of a question of general importance to the whole of East Africa, that is the coordination of scientific research. In some branches of work, more especially those in connection with agriculture, the problems are largely dependant on special local conditions and research may therefore have to be carried out locally. Even in those cases, however, many of the fundamental problems can be dealt with in a central research station, and Amani in Tanganyika territory is already on an East African footing. Similarly, Makerere in Uganda is generally recognised as the centre for the higher education of the East African Natives. In the cases of medical and veterinary research there is no such recognised centre of East African research although the main problems to be dealt with are very similar throughout the whole of East Africa. It should be considered whether the medical and veterinary research laboratories in Kenya could not by agreements between the Governments concerned

could in any case be levied at the out-dispensaries. This question has in fact been recently considered, not for the first time, and, at a meeting of Provincial Commissioners, a resolution was passed that the present was not a time for any such proposals. The system is undoubtedly difficult <sup>to</sup> work satisfactorily and is disliked by nearly all Medical Officers, but, if economic conditions improve, its introduction will deserve further consideration in the interests of extending medical facilities.

329. It remains to consider the possibility of economies in the Medical Research Laboratory, the cost of which is some £16,000. As regards the day to day medical work of the Colony it plays a valuable and indeed an essential part in the provision of vaccines and sera. Part of its work has, however, a much wider scope and is of less direct application to the ordinary activities of the department.

If there was a prospect of developing the laboratory into an East African Institute of Medical Research that aim is one which would deserve the fullest consideration. It is, however, recognised by the Director of Medical Services that the burden of carrying out all the long range research which is required is not one which a single Colony, or even a combination of African Colonies, can bear, and that any considerable extension of this class of work will only be possible if large funds become available from extra-colonial sources. Even as it is now the Laboratory is a working organisation which has produced valuable results, and to which much thought and labour

necessarily be an economy. The Director does not, however, at present see any possibilities in this direction. A minor proposal which might be considered is the reduction of one Medical Officer in Kisumu, possibly by the substitution of private medical agency. Another suggestion which has been made is for the replacement of the Senior Medical Officer at headquarters by a non-technical officer, either lent by the Administration or specially trained for the purpose. Such an arrangement has worked satisfactorily in other Colonies, and it would still leave two officers for inspection work. The Director points out, however, that in Kenya there is no such volume of non-technical work at headquarters as prevail in one Colony at any rate where this system has been applied, and he is convinced that three officers are essential for adequate inspection. A short acquaintance with the country is not sufficient to justify a definite recommendation. Another change which might be considered would be the imposition of small fees both for inpatients and outpatients at the headquarters hospitals and dispensaries, in addition to the charges now made from employers on account of inpatients in their employment. Such fees are now levied at all the Mission hospitals. The main difficulty would be that of discrimination, as really necessitous patients could not be turned away; the missions, however, do not find this difficulty insuperable. There is, in fact, evidence that Native patients sometimes prefer to go to an institution where they pay because they imagine that the treatment will be better. No fees could in

Sudanese to replace the Syrians who then constituted the subordinate medical service. The training given is approximately up to the standard of subordinate assistant surgeons and up to the present time 53 Medical Officers of this type have completed their course and joined the service. Most of them serve as assistants to European doctors but some are in charge of small stations. All of these 53 are however from the northern Sudan and none belong to the Negro tribes of the Southern provinces of that vast territory.

Although therefore an earlier attempt should have been made to train Kenya Natives for medical work, the Colony is educationally in a less favourable position than the Sudan for attempting to develop a Native subordinate medical service. It is only now that candidates of a suitable type are becoming available in any numbers. A course of medical training has been begun at Makerere College, Uganda, and should ultimately make it possible to carry out a considerable part of the medical work of the Colony through a Native medical staff.

328. The expensive staff is, however, in existence and a reduction in numbers can hardly be proposed unless the financial pressure becomes even more serious than it is at present, while it may be expected that the present excess of highly paid senior officers will diminish gradually. The available resources would go further if greater use could be made of private practitioners, more especially in the larger centres, though this would not necessarily



depend, learn to appreciate the necessity of efficiency. This argument certainly applies to all those parts of the organisation directly connected with the training of Africans, and to the main centres of Medical activity. When, however, it is applied to the service throughout the country, it comes into conflict with the consideration that the African has to pay for it, and that he cannot at present provide more in taxation. The Director is himself of opinion that substantial expansion is not feasible at present, and that agricultural or other economic advance which would raise the standard of living and of the food supply of the Africans to some extent, would in fact do more for his health than an extension of medical facilities.

327. The absence of a Native subordinate medical service is in Kenya, as in most parts of Africa, one of the main causes of a medical expenditure relatively much higher than in the Eastern Colonies. As has been said above strenuous efforts have been made since 1930 in training men up to the standard of hospital assistants and up to the present time 37 Hospital assistants have completed their training. As compared with most of the African colonies the advance in this direction made by Kenya is substantial, but it is very much below the standard reached in the Sudan. In the Sudan apart from a large number of Assistant Medical Officers trained to approximately the Kenya standard for hospital assistants, a course of medical training was instituted in 1924 for the purpose of training

high, and, on the basis of patients treated the cost of Shs. 3/22cts is below that of most of the neighbouring Territories. The number of patients treated includes however the very large number at out-dispensaries, the organisation of which differs considerably in the various Territories. It is nevertheless more expensive than it need have been because, although the old scale of pay was £600 x 30 - £840 x 40 - £920 x 40 - £1,000, reduced in 1926 to £600 rising to £920, with a small proportion of Senior Medical Officers on a scale of £1,000 x 50 - £1,100, yet, at the present time, out of 48 medical officers 19 are drawing £1,000 and 7 more than £1,000. The main reason for this disproportion is said to be the decision of the Secretary of State made in 1926 that all officers then in the service might proceed to £1,000 on passing the efficiency bar. The most senior of these officers now has 16 years service and the most junior 10 years.

326. Any substantial extension on these lines is at present financially impossible. The present policy of the Department with regard to the training of Africans is indeed an indication that it recognises that any wide expansion in the future must be by means of an African personnel. The argument in favour of largely increasing the European staff is therefore that the highest possible standard must be maintained because only in this way will the Africans, on whom ultimately any large extension will depend

proposed Nairobi hospital is completed. Several small European hospitals have been constructed and are maintained by private effort with the assistance of Government. For example £1,500 lately collected for a new cottage hospital in Kitale represents a very creditable effort on the part of the local European community. In a country of long distances and a scattered population one of the main difficulties lies in getting patients to hospital, and a very useful sphere for private effort would lie in organising a method of using the facilities which can now be provided for air transport. In some places complaints have been made that the requirements of the European non-official population have not been sufficiently provided for, and that the scale of hospital charges is too high. The fees actually collected are however very much below the nominal demand as reductions of rates are freely given in the case of persons in poor circumstances.

In the Native Reserves the crux of the problem lies in the poverty of the people and the inadequate resources available, even though these are supplemented so far as is possible by the Local Native Councils. The existing medical organisation is in the main an efficient one and it is competently directed and controlled, but it entails large expenditure based as it is almost entirely on European Medical Officers, and with an extension scheme based on doubling their numbers. Tried by the tests of the proportion to the next expenditure of the Colony the percentage of 9% is not however high, and,

has been to some extent secured. The change in the outlook of the African peasant has been extraordinarily rapid, and, among the many agencies official and non-official which have contributed to widening his outlook, the Medical Department must take a high place. Five districts of the Native Reserves with large population have two European Medical Officers each, eight have a Medical Officer and one or two Nursing Sisters, and three have a Medical Officer and a Sub-Assistant Surgeon, while eight Native reserve posts are in charge of Sub-Assistant Surgeons. An extension scheme which has been approved and adopted by Government in 1936 to be carried out as circumstances permit contemplates increasing the number of hospitals to 29 with 1911 beds, 43 Medical and Health Officers instead of 21, 44 Nursing Sisters instead of 13, and 14, Sanitary Inspectors instead of 8. 16 Motor lorries are proposed instead of 4. It is based on the provision of one bed per 1,000 of the population.

325. The department is therefore one with clear aims and a definite policy, including the development of African capacities to the extent permitted by the conditions and the educational position of today. It has to deal with a population which has begun to appreciate the advantages of European Medical science, and fills the existing hospitals to overflowing. Maternity and child welfare work could also be largely extended, and the scope for sanitary improvement is unbounded.

So far as European requirements are concerned the position will be fairly satisfactory when the proposed

Surgeons, four Assistant and twenty-four Sub-Assistant Surgeons, with the necessary nursing staff. Nineteen Medical Officers are in the Native Reserves or in Turkana and the Northern Frontier Area, with twelve Nursing Sisters and six Sanitary Inspectors. The remainder are in the townships and Settled Areas in which however the great bulk of the work undertaken is in connexion with Native services.

324. The aim in the districts of the Reserves is to have a medical centre with a hospital of from 50 to 100 beds at the headquarters of each district, with a varying number of dispensaries throughout the district constructed and maintained by the Local Native Council, but with a dresser paid by Government. These dressers are supplied with the most necessary medicines and are also able to give simple injections.

In 1934 there were 22 Government hospitals with 862 beds in the Native Reserves, with 148 beds in Mission hospitals subsidised on the scale of £25 per bed per annum. There are also various other Mission hospitals in the Reserves which take in Native patients. In all there are eight Mission Hospitals which receive subsidies, and their total number of beds is 518. There were in addition 111 Government dispensaries. Maternity and child welfare work is still in its initial stages except in Nairobi and Mombasa but the demand is steadily growing. Health and Welfare activities are still in an early stage, but it is much that a beginning has been made in a society where the opposition to any change was so great a short time ago, and that a willing advance has been

laboratory assistants for all district hospitals. The vaccines and sera prepared would, it is stated, cost £22,000 to purchase. The total cost of the division is about £16,000.

The other main Nairobi activities include those connected with the European and Native hospitals with an Indian section, the excellent Mental Hospital with a visiting physician, the Infectious Diseases Hospital, the Prison, the Military and Air Forces, the work of Police surgeon, eye-clinics, the training of compounders and welfare workers, and inspection of schools. These employ six Medical Officers.

A new combined hospital will be constructed adjoining the Research Laboratory, as the existing hospitals are scattered and somewhat dilapidated.

From 1930 onwards a great deal of attention has been given to the training of Africans to a standard very much in advance of that of the previous dressers. Three types of training have been carried on so as to provide hospital assistants, compounders, and welfare workers. Up to the present 37 hospital assistants have been trained and 55 are under training; 11 compounders have been trained and 6 are under training; and 27 welfare workers have been trained partly at the Jeanes School.

In addition to the three Medical Officers and four Bacteriologists at headquarters there are 41 Senior Medical Officers and Medical Officers giving a total of 48 whole time Medical Officers. Of this total however an average of seven are, as a rule, on leave. The staff on local duties including Nairobi and the townships also includes three District Surgeons,

to spend that sum on medical stores by Special Warrant towards the end of 1935. The provision under personal emoluments is slightly in excess of that for 1935.

323. The present organisation is as follows. At the Nairobi headquarters the Administrative division includes the Director and Deputy Director of Medical Services, with one Senior Medical Officer and a Chief Sanitary Inspector. Three Senior Medical Officers are said to be required at headquarters because they share the duties of inspection, and the Director attaches great importance to these duties being carried out in such a way as to go carefully into every detail of the medical work in districts, suggesting whatever improvements appear possible. The medical stores are in charge of a capable storekeeper, and appear to be carried on both with efficiency and economy.

The Medical Research Laboratory has a staff of four bacteriologists, one biochemist, and two entomologists, with a laboratory superintendent and eight laboratory assistants six of them Europeans and two Asians. One of the European laboratory assistants is posted at Kisumu and one at Mombasa. Besides carrying on ordinary tests the Laboratory manufactures serum and vaccines of various kinds on a large scale. In addition they are carrying out valuable research work to some extent of a long range character. It is the ambition of the Director to develop it into a Medical Research Institute for East Africa. The laboratory also trains African  
laboratory

The Central Kavirondo district with a population of 343,205 was left with one Medical Officer. Since 1932 further retrenchments have been made but the total expenditure has not been reduced, as the maintenance of the hospitals has required additional provision.

322. The course of events is summarised in the following table:-

Year	Sanctioned Estimates	Actual Expenditure	Medical Staff	European In-Patients	European Out-Patients	Asiatic and African In-Patients	Asiatic and African Out-Patients	Out-dispensary Patients
1925	139,051	132,718	40	1,793	1,278	25,618	163,278	153,618
1926	178,964	161,043	48	2,162	1,072	29,051	185,448	-
1927	198,265	180,206	50	2,147	1,252	26,039	173,949	-
1928	204,801	194,814	61	2,556	1,239	26,915	189,420	-
1929	233,506	222,185	70	2,656	1,070	29,086	194,686	-
1930	250,834	236,934	72	2,956	2,272	35,691	220,973	-
1931	252,061	221,202	66	2,626	1,777	35,551	252,610	534,709
1932	219,357	197,260	54	2,375	1,595	31,382	261,795	646,033
1933	215,116	199,566	55	2,182	1,327	36,443	300,277	774,302
1934	201,286	197,967	52	2,271	1,264	42,936	331,979	851,370
1935	199,817	-	50	-	-	-	-	-

The budget provision for 1936 is £195,562 with a special provision of £1,500 for a cottage hospital. It is £4,255 less than £199,817 budgeted for in 1935 but the reduction is mainly under Medical and Surgical Stores and Equipment, and is therefore of a temporary character. The provision would, in fact, have been £5,000 more had it not been found convenient to spend



Lamu, Kisumu, and Fort Hall. There were also a few small independent mission hospitals.

In 1919-1920 two medical centres were established in Nyanza Province, and further proposals were drawn up, but before they could be carried into effect the economic depression blocked all progress.

Only in 1925 was it possible again to consider expansion. The need had become acute and expenditure was rapidly increased each year until 1930. The bulk of the increase was devoted to medical services in the Native Reserves. In 1931 there was a slight further increase in the estimates, but the financial difficulties enforced a reduction of expenditure of £15,000, and the expenditure for 1932 entailed a further reduction of 284,000. Expansion in this as in the other services had outstripped the resources of the country. Since 1932 the expenditure has not varied to any large extent.

381. Expansion had mainly taken the form of additional medical staff. In 1925 the Medical Officers numbered 35 and 25 posts were maintained. Nyanza Province with a population of one million had three Medical Officers; the Central Kikuyu Province with a population of 623,000 only two. The Coast, apart from Mombasa, had none, and the Kerio, Masai, Jubaland, Turkana, and the Northern Frontier Provinces had one between them for a population of 378,000 scattered over a vast area. By 1930 there were 72 Medical Officers, but in 1932 this had to be reduced to 54, and a number of services had to be discontinued.

The Central

State for Professor Sir William Simpson to visit the Protectorate and to report and advise on sanitary questions. On his report considerable increases of staff were made in the Medical Department with a view to building up a "Sanitation Division", and from this time onwards it was clearly recognised that it was a function of the state Medical Department to give close attention to the sanitary development of townships and to the promotion of the public health of the urban populations. It was not, however, until after the War that there was any general appreciation of the fact that there was a great field for public health work among the rural communities in the Native Reserves, and that the prosecution of such work was entirely feasible in these areas. During the years of war many thousands of medical examinations of Africans proved beyond doubt that the state of health in the Native Reserves was very poor, and as a result, in Africa as in England, there was a general broadening in the conception of the duties and responsibilities of public health departments. The Natives themselves had also become less shy and unsophisticated and more accessible. Shortly after the end of the War proposals were submitted by the Department for establishing Government medical centres in the Reserves, and these received ready support both from official and from non-official opinion. At that time the medical services rendered by Government were for the most part limited to African and European hospitals at Nairobi, Mombasa, and Kisumu, with small African hospitals under European Medical Officers at Nakuru,

and need not be taken up in this place. The general principle involved, however, that the local authority is merely a spending agency for funds provided by the central Government and raises no money by local taxation, is one which requires consideration in connection with the small townships.

319. The total of savings actually proposed in this department amounts to £4,880.

#### MEDICAL DEPARTMENT.

320. The Medical Department in Kenya presents a very difficult problem in the disparity between the steadily growing demands and the resources available to meet those demands. Its history may be briefly summarized.

Up to 1913 the primary functions of the Department were the medical care of Government servants, including the troops and police, and the control of epidemic disease in centres of trade or administration. At the same time such measure of medical relief <sup>was possible</sup> as ~~was~~ provided for the African public at the hospitals and dispensaries which had been established at administrative centres. The establishment of hospitals primarily for the relief of the general public was not undertaken by Government until much later. Even for these limited purposes the staff and funds at the disposal of the Department were far from adequate.

In 1913, owing to an outbreak of plague in Mombasa, arrangements were made by the Secretary of State

the salaries of the staff to be paid by Government is laid down in the Local Government Ordinance 1928, but the proportion of the cost of services is fixed by the Governor in Council. Child Welfare and some other Public Health services which had been performed by the Government were transferred to the Nairobi Municipal Council in 1935 and involved the Council in a net liability of some £800 p.a., after taking into account the Government contribution to the Council in respect of these transferred services. The Government contribution is at present half the cost of the service as indicated above. The contributions on account of Municipal Staff represent one third of the salaries of the Town Clerk, Town Treasurer, and Municipal Engineer. This is a statutory obligation, but the Expenditure Advisory Committee recommended that the law on the subject should be changed, and that these payments should cease. This is largely a question of policy and no recommendation is called for.

The other contributions on account of main roads and traffic revenue require no special comment, except that the Expenditure Advisory Committee thought it necessary to suggest that the Road Board should scrutinise closely the estimates of road expenditure submitted by the municipalities so as to reduce the commitment of Government as far as possible.

318. The remaining items under this head representing the basic road grants and other contributions to District Councils will come under consideration in connection with the Public Works Department,  
and

interests being the freehold value of the land. The Crown having exempted itself from rating, and giving instead a contribution in lieu of rates, is legally unable to recover this contribution from its lessees in the case of leases granted under the Ordinance of 1902 which comprise the bulk of the leases granted. If the Crown had accepted liability for the payment of rates this situation would not have arisen. In the case of leases under other Ordinances the liability has not been passed on although this would be legally possible, as it was considered that all should be on the same footing. The loss to Government, and gain to the lessees (on the basis of the present rates), is about £1,600 in Nairobi and Mombasa together. Legal complications are involved, but there seems to be no adequate reason for delaying to rectify the position, more especially as the same situation will arise in connection with the three other Municipal Boards. It is more necessary to adjust the position because, as a result of the method of rating, the assessment of the Crown's residuary freehold interest in plots will increase as the date of termination of the leases comes nearer. The ratio of interest between lessee and lesser is however not likely to change materially until the balance of the term of the lease is reduced to some twenty years.

The contributions on account of Public Health staff are also normal, but it is not clear why Government should pay half of the cost of the Public Health services in Nairobi, though in Mombasa and Eldoret this is reasonable. The proportion of  
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whom are learners, and three Asian clerks. This staff is probably not excessive.

317. The remaining subhead of the budget with which this department is concerned is that of contributions to local authorities, including the Municipal Council (Nairobi), three Municipal Boards (Mombasa, Nakuru and Eldoret), and six District Councils. The distinction between the Municipal Council and the Municipal Boards is that the annual estimates of the latter have to be approved by the Governor in Council, and that they are not automatically Public Health Authorities. In fact the Municipal Boards have been declared Public Health Authorities but they do not engage their own senior public health staff.

The question of Government contributions to local bodies was examined in detail by the Expenditure Advisory Committee. Those to Municipalities include:-

- (1) contributions in lieu of rates;
- (2) contributions on account of Public Health staff;
- (3) contributions on account of Public Health services;
- (4) contributions on account of Municipal staff;
- (5) contributions on account of roads.

The contribution in lieu of rates given to Nairobi, Mombasa, and Eldoret, is of a normal type except in one important respect. Under the Local Government Ordinance 1928 every interest in land has to be rated separately, the sum of the values of the individual interests

to do, but this is now carried out by the Municipality though the department is consulted. There are also occasional claims of other kinds to be dealt with. Unless the general question of Land Titles is to be taken up on Sir Ernest Dowson's report one at least of the three superior officers now at Mombasa should be retrenched and probably one Asian and one African clerk. The resulting saving will be £1,170. Some rearrangement of work with headquarters might even make it possible to reduce the three superior officers to one.

The reduced staff of computers and draughtsmen is probably required because the Surveyor General finds that much of the private work sent in for check has been badly done. The posts of Junior Staff Surveyor and Junior Draughtsmen are not of the same necessity. They are posts in the European Local Civil Service created in the year 1936 for two cadets who were engaged six or seven years ago with a view to training them to succeed the present survey staff. It should now be possible to judge of the capacities of these officers. If they are capable of filling the more responsible Surveyors' posts later on, and in the meantime of filling leave vacancies so far as the more routine work is concerned, they may be kept on. Failing this, the abolition of the posts may be considered.

316. In the Registration Division the staff at Nairobi includes the Principal Registrar of Titles and one Registrar, with four European clerks, two of whom

consideration. The titles to land on the Coast are in a state of great confusion. In the year 1908 the Land Titles Ordinance was enacted, and from that date until 1922 enquiries into Coast titles were carried on by a special Recorder of Titles assisted by an Arbitration Board. About 217,000 claims were enquired into, and 10,000 titles were issued giving an indefeasible title subject to an appeal to the Judge of the Supreme Court. Some 4000 of these titles were never taken up, either because identification was not possible, or because the cost of doing so would have been more than the claims were worth. In 1922 as a measure of economy the post of Recorder of Titles was abolished, and since then the whole question has been in abeyance. The Land Commission recommended that the adjudication of titles should be resumed, but in view of the expense entailed in resuming the previous system Sir E. Dowson was lately employed on an enquiry into the whole subject. His report has not yet been received. If on his report it is decided again to take up the general problem of coast titles the necessary staff will have to be employed, but if this is not done the staff in Mombasa is capable of substantial reduction. It consists at present of a District Surveyor (who is also Assistant Land Officer), a Staff Surveyor, and a Registrar of Titles, with three clerks and two African Learners in the Registration Office and one Asian clerk in the Survey Office. In the earlier stages of carrying out the town planning scheme at Mombasa the survey staff had a fair amount of work



European clerks (one female), two Asian, and two African clerks; also three District Surveyors, and three Staff Surveyors. Two posts of Forest Surveyor have been abolished. The Office Superintendent is responsible for collecting some £42,000 revenue from Stamp Duties, and Registration and Conveyancing fees; he should remain. The three male European clerks are stationed in Nairobi; two should certainly be adequate, and it may even be possible to reduce the number to one later. Assuming a reduction of one post the saving would be approximately £340 per annum, including concealed emoluments.

The Survey staff provided in the Estimates includes the Surveyor General and six Surveyors but in fact there are only five Surveyors; if one of them is transferred, as is possible, the post will not be filled, leaving four Surveyors in all. The Surveyor General retires in December 1936 and this post also need not be filled. A Chief Surveyor should be appointed from among the Surveyors and a salary of £920 seems suitable. The resulting saving will be approximately £3,370, including concealed emoluments. There is at present little survey work in connection with settlement, and the survey work arising from the recommendations of the Land Commission is being dealt with by two special officers paid from the Parliamentary Grant of £50,000. A certain amount of work is required in connection with town planning in Nairobi but there appears to be no reason why the Municipality should not pay for it.

The position at Mombasa requires special  
consideration

in whose place a temporary appointment has been made. Reimbursements by local bodies reduce the net cost to Government to about £100 per annum. It may be advisable to retain the post for a time until the new organisation which has been proposed is in full working order, but it does not appear to be necessary to maintain it after that time. So long as it is retained the officer could perhaps conveniently combine inspection on behalf of the Treasury with the Local Government inspection. As regards the department of Lands the Lands Secretary will remain, and the clerical staff. There are in addition three Land Assistants, two of whom are in Nairobi and Nakuru, the third being on leave at the time of writing. The Nakuru post is not a full time post; the occupant also acts as secretarial assistant to the Provincial Commissioner, and, as it has been proposed to give additional duties to the latter officer, the post may remain. When the third Land Assistant is available he is brought in to help in headquarters. When the work in connection with the Land Commission has been disposed of the necessity for this post may be considered.

315. Taking next the Survey and Registration division a series of proposals was made by the Select Committee on Economy; most of them have been carried into effect, including the abolition of one post of District Surveyor, and the creation of a post of Chief Computer to be filled by the promotion of a Computer, so reducing the number of Computers from five to four.

The estimates provide for a Surveyor General, an Office Superintendent and Accountant with four European

LOCAL GOVERNMENT, LANDS AND SETTLEMENT.

313. The history of this composite department has been dealt with in connection with the Secretariat organisation and need not be repeated. The main change there proposed was the absorption of the post of Commissioner of Local Government Lands and Settlement into that of a Secretary to Government, with the transfer of a part of the work now done by him to the Provincial Commissioners, more especially the Local Government work, and to some extent the land work.

314. Taking the organisation as it now exists the Administrative and General section deals with all local government correspondence and control of local authorities, and with the administration of Crown land. It is also closely connected with questions of land administration in Native Reserves, and in that connection the Commissioner has been entrusted with the work of carrying out the recommendations of the Kenya Land Commission, including the preparation of new legislation for the administration of Native lands. In any reorganisation provision would have to be made for carrying out this special work, which is however of a temporary character. Publicity and settlement is also dealt with in this section.

As regards the existing posts it has already been suggested that the post of Local Government Inspector seems to be now of doubtful necessity. Its abolition was suggested by the Select Committee on Economy. It is no longer a full time post, the work being carried out by an officer lent by the Treasury in

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244.  
without a very close scrutiny of the necessity for the additions.

#### LEGAL DEPARTMENT.

312. The work of this Department is closely connected with that of the Judiciary. It includes besides the Attorney General, a Solicitor General, and three Crown Counsel.

The Attorney General, apart from his work in connection with the Courts, has very important duties as the legal adviser to Government and as a member of the Executive and Legislative Councils. In particular the large amount of new legislation which has been such a marked feature of the recent history of Kenya must absorb a great deal of his time and attention.

A proposal has been made in a previous paragraph that the work of supervision of the Native Tribunals should be transferred to Provincial Commissioners, so relieving the Attorney General to a small extent. If further local arrangements could be made for conducting prosecutions during the circuits of the Supreme Court, it might be possible to make some reduction in the staff of the department. This change would not necessarily result in economy; it must be remembered, however, that pensions, travelling allowances and other hidden emoluments would have to be taken into account in comparing the cost of the present system with that of employing private legal practitioners for circuit work.

Court, and, as litigants would still be entitled to institute their cases in the Supreme Court if they wished to do so, they would probably either bring their more important cases to Nairobi or would refer them to arbitration. Arbitration plays a wide part in England, but it is doubtful that it would work satisfactorily in Mombasa, so that a feeling of grievance would be created. Further, the initial trial before a Judge of the Supreme Court has the substantial advantage that the appeal lies to a Bench of three Judges, whereas if the initial trial is before a Magistrate the appeal lies to a single Judge, and a second appeal to a Bench can only be made on specific grounds. It is pointed out also that the Judge at Mombasa was fully occupied not many years ago, and it is suggested that the present decline in litigation may be only temporary.

Taking all these considerations into account a change cannot be advocated at the present time, however desirable the resulting economy. If, however, there is no revival in litigation, either this proposal or some alternative should be seriously considered. A permanent half time post is a luxury in the present financial position of the Colony.

A minor part of the department in which some economy might be sought for is the clerical staff. It is almost entirely Asiatic and includes a considerable proportion of junior clerks on low scales of pay. When additional clerks involve little extra expenditure there is apt to be a tendency to yield to the pressure for increases of staff

without

would probably not result in any substantial decrease of work in the Supreme Court. The monthly lists would in any case afford an opportunity for revision.

310. As regards Civil Cases again the powers of Resident Magistrates are limited to cases of a value not exceeding £75, and as has been previously noted the number of Civil cases valued at over £100 was only 203 in 1934. In Tanganyika the limit of jurisdiction for first class magistrates (including again officers in charge of districts) is £200, and for the professionally qualified Magistrate in Mwanza it is £500.

311. From the point of view of economy it is not necessary to go into the general question of the limits of jurisdiction, but the great decrease in the work of the Supreme Court at Mombasa has suggested that if the limit of jurisdiction of the Resident Magistrate at Mombasa were raised to £200 it might be possible to dispense with the Judge of the Supreme Court at that place. Strong objections have, however, been put forward to the proposal. In the first place, it is pointed out that notwithstanding the decrease in civil litigation the Magistrate at Mombasa is already fully employed, and could not deal with the additional work which would result from an extension of his jurisdiction. In the second place both the legal profession and the litigants would resent being deprived of their accustomed direct access to a Judge of the Supreme Court,

district in the Central Kavirondo and Kericho districts. Magistrates of some executive experience would be required. The main objection put forward to this course is that any connection with administrative functions might affect public opinion as regards the absolute impartiality of the Magistrates. The independence and impartiality of the Judiciary is certainly a matter of cardinal importance, but, if the administrative work to be undertaken is of a suitable character, it should not be impossible to avoid that difficulty. Further, as far as I am aware, the impartiality of Administrative Officers in Kenya has never been seriously questioned although they are all magistrates of some kind.

309. As regards the work of the Supreme Court it will be observed that this includes a large number of criminal confirmation cases. In Kenya all cases tried either by Resident Magistrates or by District Officers must be submitted for confirmation if the sentence is over six months. The corresponding limit for first class Magistrates (including Officers in charge of districts ex officio) is one year in Tanganyika and Zanzibar, and it is not clear why there should be a lower limit in Kenya, provided that the additional powers are limited to District Commissioners and experienced Magistrates approved in this regard both by the Administration and by the Supreme Court. It would seem desirable to adopt the Tanganyika system, though the change would

Taking the return as a whole it does not suggest any substantial increase in serious crime. Organised crime practically does not exist. Native criminals have, however, learned some lessons. Burglars for example are beginning to wear gloves in order to avoid leaving finger prints. In 17,969 cases the sentence was to a detention camp, of which 14,106 were in default of payment of fine or security.

307. Apart from the Judicial work included in these returns His Majesty's Court of Appeal for East Africa held three Ordinary and four special sessions during the year. In 1935 the Court held 4 ordinary and 3 special sessions.

308. In considering the possibility of effecting economies in the Judicial Department the only proposal hitherto put forward is that of the Expenditure Advisory Committee who recommended that the Resident Magistrates at Nakuru, Eldoret, and Kisumu, should be required to undertake administrative work in addition to their judicial functions. In the present report the suggestion has also been made that the Resident Magistrate at Eldoret should be permitted to undertake the administrative work now carried out by the District Commissioner, a large part of which arises from membership of local bodies and committees. Similarly, if the Resident Magistrate in Kisumu could be permitted to undertake the administrative work of the Township this would greatly facilitate the absorption of the present Kisumu-Londiani district



	1930	1931	1932	1933	1934
Against the person	1,231	1,130	1,049	1,046	1,034
Malicious Injury to property and cruelty to animals	208	220	152	125	144
Offences under Stock and Produce Theft Ordinance	787	820	1,441	1,141	1,118
Offences against property	2,783	3,175	3,192	3,178	3,846
Highway, Revenue and Social Economy	10,948	13,742	15,004	13,576	16,476
Offences against Township and Municipal Corpora- tion Rules	8,275	9,991	8,927	6,860	9,231
Offences against Native Registration Ordinance	5,069	5,682	5,289	3,532	4,003
Offences against Hut & Poll Tax Ordinance	4,417	4,637	7,583	11,837	10,616
Offences against Employment of Natives Ordinance	1,614	2,434	1,626	1,417	4,095
Offences against Resident Native Labourers Ordinance	903	1,260	1,363	1,095	1,280
Other Offences	488	820	425	546	622
Total Convictions	X 36,723	43,911	46,051	44,353	50,465

X Includes Supreme Court.

Of the total number of convictions in 1934 2,858 were against Europeans, 2,172 against Asiatics, and 45,435 against Africans. Of the European convictions 984 were under the Traffic Ordinance. Of the Asiatic convictions 858 were under the Traffic Ordinance, and 121 under the Traders Licensing Ordinance. The increase of 6,112 convictions includes an increase of 668 cases in respect of offences against property, but the remaining 5,444 cases is in respect of Statutory Offences, mainly minor.

Taking

Resident Magistrates.

	1930	1931	1932	1933	1934	1935
<u>Nairobi</u>						
Civil Cases	5,156	5,328	4,848	4,397	4,641	6,263
Criminal Cases	8,358	6,152	6,323	4,292	4,932	4,827
<u>Mombasa.</u>						
Civil Cases	2,107	2,418	2,770	1,329	1,097	1,072
Criminal Cases	3,587	3,601	3,292	2,552	3,573	3,496
<u>Makuru.</u>						
Civil Cases	905	1,038	774	586	642	697
Criminal Cases	4,052	3,675	3,931	2,424	3,794	4,323
<u>Kisumu.</u>						
Civil Cases	737	727	638	521	499	756
Criminal Cases	2,100	3,166	2,457	2,862	2,493	2,561
<u>Eldoret.</u>						
Civil Cases	707	810	718	414	305	401
Criminal Cases	3,954	4,648	3,973	2,872	3,013	3,541
<b>Total</b>	<b>31,663</b>	<b>31,563</b>	<b>29,724</b>	<b>22,249</b>	<b>24,989</b>	<b>27,937</b>

The Civil cases valued over £100 fell from 493 in 1930 to 203 in 1934. Civil litigation has therefore been greatly affected by the economic depression both in the Supreme Court and in the Courts of Resident Magistrates. It is almost entirely supplied by the small European and Indian population numbering little more than 50,000.

As regards Criminal cases a general view is given by the following table showing the number of convictions for various crimes and offences in subordinate courts over the same period:-

Table.

Supreme Court.

	1930	1931	1932	1933	1934	1935
<u>Original Civil Cases.</u>						
Filed at Nairobi	440	470	363	312	268	236
Filed at Mombasa	184	162	146	93	79	68
Filed Other District Registries	133	129	76	68	71	74
Divorce causes	-	32	35	24	12	13
Probate and Administration	173	176	173	174	150	172
Bankruptcy	141	128	72	68	44	42
Trust Causes	3	8	5	3	5	2
Civil appeals from subordinate courts	44	50	49	48	43	44
<u>Original Criminal Cases.</u>						
(Mombasa)	(16)	(24)	(23)	(16)	(24)	(19)
Criminal Appeals from subordinate courts	69	65	35	57	85	80
Criminal confirmation Cases	626	680	812	821	873	867
Criminal Revision cases	46	89	181	259	311	364
<b>Total Cases</b>	<b>2,037</b>	<b>2,164</b>	<b>2,118</b>	<b>2,092</b>	<b>2,122</b>	<b>2,336</b>

The major part of the work is represented by the original Civil and Criminal cases and these show a progressive decline from 1930 and 1931. In Mombasa the original Criminal cases numbered 16 in 1930 and again in 1933, 24 in 1931 and again in 1934, and 19 in 1935. The work in the Mombasa Court is therefore light. The revision cases arise for the most part from the scrutiny of monthly returns.

Resident

Association. It would have to be considered whether this arrangement would lead to further evasion of fishing licences, but it might result in an improvement in that respect. The fishing in Kenya is good and is an amenity much valued by the local residents but for visitors from abroad, though it is an additional attraction, it cannot be compared in this respect with the game which it is the main duty of this Department to preserve.

The reduction of the post of Fish Warden would result in a saving of approximately £600, including concealed emoluments.

#### JUDICIAL DEPARTMENT.

306. The Judicial Department includes the Chief Justice, three Puisne Judges, and seven Resident Magistrates. One Puisne Judge remains at Mombasa. The Resident Magistrates are stationed at Nairobi (2), Mombasa, Nakuru, Kisumu, and Eldoret. The seventh Resident Magistrate is practically a leave reserve. The following tables summarize the work of the Supreme Court and of the Resident Magistrates respectively from the year 1930:-

Table.

the Rift Valley, and Lumbwa. The third deals with the whole coastal area, and the fourth at Meru deals with the northern game reserve, and the Tana River, Lamu, and Marsabit areas up to the Abyssinian border. It is no easy matter dealing with these large areas, more especially with the northern reserve including the Matthews range of mountains. Information is obtained through scouts, but there are also 75 honorary Game Wardens, and the public generally are as a rule willing to assist in supplying information.

The income from game licences is estimated at £8,500 but there seems some reason for thinking that both fishing and shooting licences are evaded to some extent.

305. Adequate local knowledge is essential to forming an opinion of any value on the strength of the department, and this I do not possess. An alternative may, however, be suggested to the proposals of the Select Committee on Economy in the shape of the abolition of the post of Fish Warden. The officer holding this post at present is recognised as very competent and with a wide knowledge of his subject. The good fishing rivers are, however, for the most part privately owned, and there are a number of local fishing associations whose members have acquired considerable experience in their respective areas. On this basis it should be possible to organise a combined Association to control the fishing generally in so far as it is privately owned, while District Commissioners could deal with the remaining rivers. The fish hatcheries would be controlled by the Association.

Warden, a Senior Assistant Warden, four Assistant Wardens, and two Game and Vermin Control Officers. The Expenditure Advisory Committee recommended the abolition of the Game and Vermin Control Officers and only one temporary officer of this type is provided for in the estimates for 1936. The Select Committee on Economy of 1935 advised the abolition of the post of this temporary officer, with an increase in the lump allotment for game and vermin control from £250 to £500. They also recommended the abolition of one Assistant Game Warden. Those proposals have not been accepted by Government.

304. The work of the Department is stated to be as follows. The Game Warden is in general supervision, but he has to spend much of his time in Nairobi so as to deal promptly with applications for permits and information for shooting "safaris", as well as to deal with office routine.

Apart from this the work consists in

- (1) the supervision of white hunting parties;
- (2) The collection of ivory, the receipts from which are estimated at £10,000; and
- (3) the checking of poaching, more especially Native poaching.

Of the four Assistant Wardens, one is a Fish Warden who deals with the taking out of fishing licenses, the supervision of stocking rivers with fish, and with fish hatcheries at Naiyasha which is his headquarters. The second Warden deals with the Masai reserve including the Kisii district, South Kavirondo, the Rift Valley,

in Kenya, and recommending suitable types of trees and methods of planting, would be of much assistance in such cases, and would contribute towards a recognition of the value of the Forest Department. A pamphlet on these lines is understood to be in course of publication, but this line of action might be pursued further with advantage.

GAME DEPARTMENT

302. The game in Kenya is perhaps the greatest of its many attractions for visitors from abroad whose expenditure in the country is of considerable importance. With the extraordinarily rapid destruction of game which has occurred in other parts of Africa the importance of preserving this asset in the Kenya Game Reserves is continually increasing, and poaching both by Europeans and by Natives is not easy to check. Outside the Reserves, however, where the interests of the farmer come into conflict with those of game preservation the latter must give way, and this also requires the supervision and aid of a competent authority. A Game Department is therefore a necessity, and, considering the very large area to be covered, and the necessity of having a suitable representative in Nairobi to deal with visitors from abroad, it is doubtful whether a combined department for more than one Territory would be a satisfactory expedient.

303. The department consisted formerly of a

Warden

and has only been made possible by restricting development, by leaving large areas inadequately protected, and as a result of the reduction in trade. As trade improves and population grows it will be necessary to increase the numbers of Assistant Foresters and of Forest Guards. Also to make additional provision for reafforestation and nurseries if the department is to take its due share in controlling erosion. It should not, however, be necessary to increase the superior staff. The scale of salaries has been commented on by the Conservator but this is a question for consideration by the Government.

301. It may, however, be well to lay stress on one point. There are few departments of Government which can receive as much help from members of the general public as that connected with the administration of the forests. Replanting in particular can be widely promoted by enlisting private enterprise and assisting any efforts made in that direction. In Kenya there are certainly many farmers who both could, and probably would, do more in that direction if they were certain of the best methods to be applied in their special conditions; the Arbor Society is evidence of this interest. Forest Officers are, I am aware, always willing to give what help they can in this direction, but the areas which they have to cover are large and the officers are therefore not always accessible. Small pamphlets dealing with the conditions of the very varied areas

in



occur they have not been frequent.

On the other hand very little is being done in reafforestation in such areas as Machakos where it is badly needed. 3,000 acres have been set apart for afforestation by the Department but only 1,100 acres have been planted as yet. Further nothing has been done as regards the Masai forests though they contain a good deal of cedar, and, as some of the Kikuyu are filtering into this area, demarcation is becoming essential. There has been some consideration of a bamboo concession in the Kikuyu escarpment forest, and there is also a large bamboo area in the Mau and Masai forests which may be considered if the proposed concession proves a success.

In the Kamasia area reafforestation should be undertaken as a supplement to the reclamation which is in progress. Further the South Kavirondo and Kisii Native Reserves are practically treeless through deforestation. So far there is little erosion, but afforestation is needed both to prevent erosion, and for the supply of timber to the large population and to the mines.

I see no reason to think that the existing staff is not used to the best advantage, and, considering the vital importance to the future of the country of a consistent and far-seeing forest policy, I do not recommend any further reduction of staff, either superior or subordinate.

The conservator of Forests points out that the sanctioned expenditure is the lowest since 1926,  
and

- (3) Londiana division, area 758,000 acres with many saw mills; an Assistant Conservator.
- (4) Eldoret area including Kakamega, area 575,000 acres; an Assistant Conservator.
- (5) Laikipia, area 500,000 acres; an Assistant Conservator.
- (6) Nyeri division, 990,000 acres including the Mt. Kenya forests; an Assistant Conservator.
- (7) One Assistant Conservator is Research Officer, he was trained as an exploitation officer but does silvicultural work for the most part. One Assistant Conservator is on leave.

The Foresters are all Europeans. They formerly came from England, chiefly from the Forest of Dean school, but they are now in the European Local Civil Service; several were recruited in Kenya including two learners who came from the Prince of Wales School. One of these learners has not yet been appointed but will be during the year. The Assistant Foresters are no longer Europeans, and include Indians, Seychellois, and five Africans.

It may be said that the staff is adequate for the protection of the main catchment areas, and for supervising the exploitation of the forests which are being worked. Additional subordinate staff will be required when the remaining 1,000 square miles of forest are demarcated and brought under control. Fire protection is difficult but assistance is given by local residents, and though bad fires do

occur

120 years, it is not being planted except to a small extent in mixture in the cedar plantations. Cedar is being planted to a considerable extent in the less fungus ridden areas. Very little planting is being done in the minor catchment areas such as those in Machakos and Kwasia where denudation is very serious. Apart from timber and fuel the remaining income is mainly from grazing fees and from poles. The sale of plants and seeds brings in £2,000 in an ordinary year and will probably increase. In recent years the income from fuel has approached that from timber. The total revenue exceeded the expenditure from 1925 to 1930, and in 1935 again there was a small profit.

300. While forests may ultimately yield a large profit, as they do in India, the test to be applied to the strength of the department is not mainly, or even primarily, that of profit, but of the staff required for the work which is essential in the interests of the country, both the present interests and those of the future.

The divisions are as follows:-

- (1) The Coast including 100,000 acres of mangroves and 120,000 acres of dry land forests; an Assistant conservator is stationed on the Coast except when he is required elsewhere as a leave reserve, or for special work such as working plans.
- (2) The Nairobi division including the South Aberdare Forests, area 248,000 acres; a Senior Assistant Conservator.

(3) Londiani

per acre up to complete establishment. This cannot be considered excessive.

The type of trees varies with the altitude and the rainfall. Cedar (juniper), podocarpus, and olive (musharagi) grow together at a height of from 6,500 to 9,000 feet; the wetter forests of the eastern Aberdares and of south and east Kenya produce another type of podocarpus and camphor. 'Mvule, the most valuable timber in East Africa, as a whole is rare. The cedar forests in the dryer areas are very badly affected with fungus and it is often difficult to find a sound tree. Up to the present the market has been in the main a local one, but there has been a small regular export of cedar slats for pencils for some years; it is believed that this can be greatly increased. Podocarpus, olive, and camphor, also appear to have possibilities in this direction. The total cost per cubic foot to England is from Sh.5/- to Sh.6/- according to the species and the locality where it is cut.

The planting which is being carried on is of different types in the various areas. Near Nairobi and also in the Rift Valley it consists mainly of gums and wattle for firewood of which the Railway is a large purchaser. For the more distant future and in other areas the planting of soft woods is of cypress (*macrocarpa* and *lusitanica*) which it is estimated will produce sawable timber in forty years. Podocarpus, at present the main soft wood of the Colony, is not considered such a satisfactory timber, and, as it requires a rotation of at least 120 years,

eastern slopes of Mt. Kenya are of this type. Only about 1,700 square miles are at present merchantable and accessible, including parts of Mt. Elgon, the forests on the western slopes of Mt. Kenya, the north and south Aberdares, and the Elgeyo forests, with those of the Mau shading off into the Masai forests. There is one large forest concession of 200,000 acres finally issued in 1912, and a number of small saw-milling licences have been granted at various times. A royalty of 6 cents per cubic foot is paid on the output with a minimum payment of £600. The forest area in Nyanza Province has assumed a new importance with the development of mining, and the net receipts in Kakamega are credited to the Local Native Council which received £1,400 in 1935. The Elgeyo Local Native Council also received £725 in the same year. In the Native Reserves the Forest Department manages the main forests on behalf of the Natives. The net proceeds are made over to the Local Native Council, but overhead charges, including pensions, passages, and expenses of supervision, are borne by Government. Working plans have been drawn up for the Nairobi district and Kikuyu escarpment forests, and for those of the Londiani division; wherever cutting is going on replanting is being carried on simultaneously. The actual area being planted is less than that on which felling is being carried on, but it is believed that the yield of timber will be more than that which has been felled. Replanting is mainly carried out by the aid of Kikuyu squatters and the cost is from Sh.3/- to Sh.10/- per acre, or adding nursery and all other costs including overheads, not more than Sh.30/-

per acre

however, affected seriously the main forest areas, and has been chiefly confined to forest alienated on farms and small patches scattered in Native Reserves. Many agencies have contributed but the fuel requirements of the Kenya Uganda Railway have probably been the most important factor in the bush area between Nairobi and the coast, and on a limited number of farms near the railway. The areas out in the actual Forest Reserves have been replanted. The demands of the Railway have now diminished. The disappearance of forests, for the most part prior to the British occupation, has been an important factor in causing erosion and in reducing the period of flow of the rivers and streams on which the country so largely depends. The most important areas as catchment areas for the rivers are the forests on the eastern and western slopes of the escarpments bounding the Rift Valley, including the Aberdare mountains; other important areas are the forests on Mount Kenya and Mt. Elgon, and there are many minor catchment areas.

299. The total area under the nominal control of the Forest Department is 5,600 square miles, but of this 1,000 square miles has not yet been demarcated. This latter area is mainly in the Native Reserves including the Masai and Suk Reserves with the forest in the north east of Meru district. Of the 4,711 square miles which have been proclaimed a considerable proportion has good stands of timber, but much of it is inaccessible as it is too far from the railway and has no means of water transport. The forests on the eastern

FOREST DEPARTMENT.

297. The Forest Department has been the subject of some controversy. On the recommendation of the Expenditure Advisory Committee the number of Foresters and of clerks was reduced in 1933, and on a further recommendation by the Select Committee on Economy one Assistant Conservator has been reduced in 1936. The same Committee recommended a reduction of the departmental estimates to £27,290 by cutting down the allotments for reafforestation and nurseries. They accepted the principle that reafforestation was both necessary and desirable, apart from the vital importance of preserving existing forests, but considered that the areas being planted were so disproportionate to the areas which are being destroyed that the new plantations were of little effect in preventing denudation or conserving water. How far these economies would assist in remedying the situation is not clear. They also referred to the smaller expenditure in Tanganyika, Uganda, and Southern Rhodesia.

298. In the first place a comparison with other countries as regards forest expenditure is not of much assistance. The requirements of Kenya must be considered with reference to the local conditions. Of the importance of the forests to Kenya there can be no question. Even those whose memory does not go back very many years are unanimous in considering that the destruction of forests and of smaller trees has been on a large scale. This destruction has not, however,

in this connection, and the Director of Education has been obliged to issue orders that no such shops should be opened without the previous approval of the District Commissioner, and then only if proper supervision can be guaranteed. Even with these limitations it does not seem desirable for Government to promote advances in this direction. The first stages should be those suggested above, in which the administrative and agricultural officers must play the chief part. The Education Department can give material assistance by propaganda in the direction both of economic, social, and hygienic advance, in co-operation with the administrative and technical officers. In this Jeanes teachers can play a valuable part. Conversely Administrative officers can do work of great value in promoting Education, and this has been recognised by the establishment of District Boards of Education. The close connection of education with all forms of advance might be better recognised if the Boards were constituted as District Development Boards with the District Commissioner as Chairmen. Their work would however have to be co-ordinated with that of the local Native Councils. Their general policy would be laid down by the Provincial Commissioner under the Government. An essential aim would be to secure the full co-operation of all the departments concerned, and to prevent the overlapping of departmental activities.



last and not the first stage of development. When that time comes they will require a skilled organising staff trained in co-operative methods, with Government assistance and control. Even in the earlier stages it would be advisable to train one of the administrative officers in co-operative methods of working. Progress cannot be hurried, and if co-operation is expanded beyond the capacities of the members of the associations the result will be, as has been illustrated in many countries, a severe set-back to the movement. Thrift societies can be developed with great advantage in the towns and the figures of the Post Office savings bank given previously show that a good deal has already been done in that direction.

296. Up to the present practically nothing has been done in Kenya in developing Native Co-operative organisations, and what little has been attempted appears to be on doubtful lines. In the Jeanes School a co-operative store is carried on for the purpose of training Jeanes teachers in co-operative methods. The store may have some value for purposes of training when carried on under the close supervision of the School authorities. If considered however to be a form of co-operative activity which Jeanes teachers should be encouraged to imitate throughout the country the position is very different. The promotion of shops on these lines by inexperienced and untrained persons is definitely dangerous as has been shown in many places. Even in Kenya one or two regrettable incidents have in fact already occurred

in this

it easier for the scientific departments of Government to get into touch with the mass of the people. By combining the produce of a number of cultivators they would make it possible to dispose of their products in the markets of the world, and a good example of successful work in this direction is furnished by the Kilimanjaro Coffee Growers' Association with its 22,000 members. Such associations and similar organisations for various forms of agricultural, social, and hygienic progress, such as are found in various parts of India, would also provide a sphere for the more educated sections of the community who find little scope for their energies in the tribal organisations. This is the more necessary owing to the growing tendency towards the break-down of the family system.

295. The first stage in the rural areas will thus be that of concentrating on the creation of the idea of progress, and of securing economic or social advantages by the adoption of new methods and new aims. The African has the great advantages that he cannot waste much money on litigation, and that he is not in bondage to any money-lender. The freedom from this bondage is not due to his strength of character, but to the fact that he cannot pledge his land or give security of any kind. For a considerable time to come it will not be advisable to create under Government auspices organisations introducing the principle of any serious individual or collective financial responsibility. Co-operative credit organisations and co-operative stores should be the last and

promoting this advance. Though originally confined to the economic sphere it is now recognised as having a much wider scope in re-making rural life, and in assisting and guiding the peasant peoples of the world during the difficult transition period from the old to the new social economies. In Africa there is no hope that advance may be promoted, as in China and to a lesser extent in India, by the voluntary settlement in the villages of groups of educated persons from the towns. The task must for a long time be undertaken by Government. In one sense the Native family in the larger meaning of the word is a ready-made co-operative unit, and, unlike the European who finds a main obstacle in his unwillingness to lose his individuality in the group, for the African Native the difficulties lie the other way so long as the family system retains its force.

The instinctive structure of the Native family is however very different from a co-operative society for the realisation of definite aims of a progressive character, whether economic or social.

294. The first essential is to create the conception of progress as the essential preliminary to its realisation in practice. This can be best secured by the development of associations for the sale of produce, the purchase of agricultural requirements, and the improvement of agricultural methods, which have been recommended in dealing with the Agricultural Department. Co-operative groups of this kind would provide the necessary support and stimulus to the individual of more advanced views, and would make

it easier

taken up.

In Africa, even more than in countries like India and China, Education must include a great deal more than school teaching, and it is for this reason that the Education Department in Southern Rhodesia has been re-named the Native Development Department. The Royal Commission on Agriculture in India described the essence of the rural problem as psychological rather than technical, spiritual rather than material. They held that "no substantial improvement can be effected unless the cultivator has the will to achieve a better standard of living, and the capacity in terms of mental equipment and of physical health to take advantage of the opportunities which science, wise laws, and good administration, may place at his disposal. Of all the factors making for prosperous agriculture by far the most important is the outlook of the peasant himself." This in the main is determined by his environment, and it follows therefore that the success of all measures for the advancement of agriculture must depend upon the establishment of conditions favourable to progress. Village life must be improved in all directions, and not only the agricultural but many other departments, including more especially the medical and the educational, are concerned in this all-embracing work. Good health is quite as necessary to the cultivator as knowledge of his craft.

293. The Co-operative movement, taking the word in its widest sense, can be an essential factor in promoting

Europeans per section. This change can however only be gradually effected. The other change which should be considered is that of reducing or abolishing pocket money. In all the Government training schools, Agricultural, Veterinary, and Medical, as well as in the Jeanes School, the practice still continues of giving not only free boarding, lodging, teaching, and clothing, but also pocket money, the amount varying from one institution to another. In this training depot it was formerly Shs.4/- rising to Shs.9/- per mensem, and it is now Shs.5/- rising to Shs.6/-

While all these schools were in their early stages this practice was necessary for the purpose of attracting pupils, but now that the advantages of training are realized the time seems to have come for a reconsideration of the whole question, and the change of system which is being introduced in this depot provides an opportunity for reconsideration. The same question should be considered in other schools. Teachers receiving Jeanes training are in a special position as they have wives and families; on the other hand their training does in due course qualify them for a higher salary.

#### CO-OPERATION.

292. In dealing with Agriculture it was said that the general problem of the development of cooperative organisations would be dealt with under the head of Education and this subject may now be taken

the supervision of instructors. The average number of pupils is about 350. About 950 boys have passed through the school, and in 1933 it was reported that the smiths and painters had 100% employed, carpenters 75%, and tailors and masons 50%. These figures are possibly not reliable, but the school has filled a useful purpose; it supplies Native artisans for work in the European areas on wages considerably lower than those paid to Indian artisans; and if mining develops the demand for craftsmen should increase. There appears, however, to be no scope for them at present in the Native Reserves.

It is somewhat striking that the school appears to have no connection with the Public Works Department as regards opportunities for employment, though some of its former pupils have been employed by the Department. A scheme is under consideration for bringing them into more definite relation with each other.

The staff is a large one, including a Principal on a salary of £840, sixteen other Europeans of whom twelve receive £340, besides twelve Native instructors drawing from Shs.50/- to Shs.100/- per month. One receives Shs.140/- per mensem. The average cost per boy is £38.10s. per annum, or £46 including boarding and overhead charges.

Economies appear to be possible in two directions. In the first place it should now be feasible to make an advance in the direction of replacing European by Native instructors, until ultimately there are not more than one or two

training varying between 44 and 54. In addition £1,750 was paid in salaries to teachers in the field, the average cost being £20 per man.

Much importance is attached by the educational authorities to the maintenance of the school and the provision of a European staff adequate to preserving the necessary personal touch with the teachers under training. If the results approach the ideal which is aimed at they will be such as would justify considerable expenditure. Whether, however, adequate results can be secured at a somewhat lower cost is for the Government to consider in the light of actual experience, but some reduction in expenditure would appear to be possible.

291. The Native Industrial Training Depot was founded in 1924 and largely increased in 1926-27 when African artisans were required for the buildings to be constructed from loans. The number of pupils in 1927 was 570. It was then a five years course and no educational qualifications were required for admission. The system was changed in 1927 to a course including three years half time at a Government or Mission primary school and two years at the training depot. During 1935 one hundred boys were taken in on the later and 60 on the earlier system. It is now proposed to make a further change by as far as possible only taking in boys who have reached Standard VI; they will be given a four years course and they will sign an indenture for four years. At the time that the institution was visited there were 147 boys, in the depot and 120 in six gangs out on various works under the

standard for admission to the school mentioned in a later paragraph is a step in the direction of turning out boys better trained in this direction.

Both institutions are very expensive to maintain and both are now in a state of transition. The Jeanes School was opened in 1925 and the buildings cost £7,700 paid from loan funds. The Carnegie Foundation gave a grant of £7,700 towards the salaries of the staff, and this continued for six years. During the same period Government spent some £27,300 as a result there are now about one hundred Jeanes teachers in the field; and courses of training have also been given to thirty health workers and twelve agricultural instructors. Government pays two thirds of the salaries of Jeanes teachers in the field, the balance of their pay being met either by Missions or by Local Native Councils.

The results have naturally varied considerably, but a number of these teachers and health workers are reported to have done excellent work. Difficulties have, however, been experienced because those trained in the earlier years had character and experience but inadequate academic qualifications as visiting teachers, while those trained later had academic qualifications but inadequate experience. It is now proposed to organise the training on the lines laid down by the recent Salisbury Conference so as to comprise all the qualifications necessary for a fully trained Jeanes teacher.

During the last year the expenditure on the school was £4,000 for a number of teachers under training



education is concerned the problem is being gradually solved by the replacement of masters recruited from overseas by others on Local Civil Service terms. A similar problem on a smaller scale is presented by the clerical staff in the head-office. The scale of their pay appears to be high even in comparison with the teaching staff, and a reduction should be possible by the gradual substitution of cheaper agencies.

290. The action taken on the reports of the Expenditure Advisory Committee and of the Economy Committee appears to include all the minor economies possible at the present time, but it remains to consider very briefly the Jeanes School and the Native Industrial Training Depot. Both of these were opened in 1924/1925 largely as the result of non-official suggestion and support. The Jeanes School received liberal assistance from the Carnegie Corporation. The former was intended to train teachers with the wide conception of their duties and possibilities which is the basis of the Jeanes system. The main purpose of the latter was to train Africans to fill the places of Indian artisans. It has been largely successful in this aim, but it appears to equip the pupils only with purely technical qualifications; they are thus suited for working directly under supervision; there is, however, nothing in the nature of an "improver" class designed to fit the artisan for setting up a business on his own account. The ordinary African is especially deficient in the capacities needed <sup>to</sup> form an estimate of the cost of a proposed job. The raising of the educational standard

of appointing teachers of a somewhat different type on lower standards of pay and allowances. The argument in support of the present policy is that it is necessary to give the African of the best that Europe can produce, because it is not a question merely of teaching him, but also of affecting his whole outlook on life; and it is urged that only teachers with a wide educational background, and the broad sympathies which should result from this background, can be expected to fulfil this difficult role. An attempt to develop education through teachers of somewhat lower calibre is said to have had unfortunate results in one Colony. While it must be fully accepted that special qualifications are required to develop an African school in such a way as to extend its influence not only among its pupils but in the wider circles of the tribe, it is hard to believe that these qualities are only to be found in those who have had a special kind and degree of educational training. They may be developed by such training, and may therefore be more easily found among those who have received it; but there are certainly examples of teachers who have not received this type of training, but who are nevertheless conspicuously successful in their difficult task. Selection becomes more difficult, but it should not be impossible if a sufficiently wide search is made.

To some extent the same considerations apply to Indian education, but the problem in this case is not of much importance as the number of teachers concerned is very small. So far as European education

So far as Native Education is concerned, the fundamental defect of the present position is that the facilities for training teachers are utterly inadequate in most parts of the Colony, though the province of Nyanza is better off in this respect. Better training of teachers is the first essential in Kenya at the present time, and the cost of the organisation necessary is put at £3,600.

289. The second cause of heavy expenditure, the high salaries paid to European teachers, applies equally to the educational system of all four communities. In Kenya the general principle has been that the standard of pay of all the main services have been based on those of the Administrative Service, because it was held that officers of the same general standard were required in all services.

So far as the Education Department is concerned there can be no doubt that the supervising and inspecting staff must be of the best type that can be obtained, and the same criterion might be applied to the senior staff in secondary schools. When, however, the same principle is applied to primary schools, and it is laid down that the heads of all primary schools must be of the same university standard, the principle is of more doubtful application in a poor country with a very low taxable capacity. The position which then arises, and which has arisen in Kenya, is that it is a choice between restricting the extension of education by maintaining the present high standards of pay (already modified to some extent on the report of the Biss Committee), and of appointing

boarding schools, as it was only by keeping the boys permanently under the influence of the teachers that their standards of conduct and of life could be raised. There has been in recent years a certain divergence between the aims of the Government and of the Mission primary schools. Some of the Government schools have concentrated attention either on agriculture or on technical training of some kind, and in several cases they clearly fill a very useful place in the life of the tribe. In other cases this is not so clear.

The Mission schools used formerly to attempt technical training, but since 1933 this has been given up, and their aim is now stated to be the development of a broad course including some agriculture and technical training but not of a vocational type.

288. The stage has, however, now been reached when financial limitations make it impossible to develop much further on the old lines, and the extension of education will depend on the training of African teachers at Makerere or elsewhere to a stage when they will be capable of being placed in charge of those elementary schools which it is proposed to develop into primary day schools. In the direction of producing teachers capable of this training boarding primary schools can serve a useful purpose, and they can also be of value in training boys to a standard qualifying them for the various courses, educational, medical, and veterinary, which are intended to fit Africans for filling posts in the various departments of Government.

schools and are up to the elementary standard. Below them are the "bush" schools in which the teacher is usually a catechist, and the purpose is a dual one.

The cost to the Colony of each pupil in one of the two Mission Secondary Schools is about £30 and in the second it is £16. In the Government primary schools it varies from £20 in one school, and £18 in two schools to £12 at Harok. These figures exclude boarding expenses amounting to about £4, which are met by the Local Native Councils. In addition at three schools the Local Native Councils contribute a portion of the tuition expenses amounting to £3.10.0. per pupil in 1935. Even in the Mission primary schools the cost per pupil to Government varies generally from £16 to £12. In some cases it is lower. The average grant per pupil in aided mission elementary schools is Shs.5/80 including the grants for salaries of Jeanes teachers.

Obviously there can be no wide extension of education on these lines. Apart from the cost to Government the Local Native Councils cannot spend large sums on the boarding charges for the pupils in Government primary schools.

The two main reasons for the heavy expenditure are (1) that all the primary schools are boarding schools; and (2) the high rates of salary of the European teachers. These considerations apply not only to African schools but also to European schools, and to a lesser extent to Indian schools.

It was probably essential in the early stages that the African primary schools should be

boarding

The increasing difficulty of finding employment for Indians is likely to affect the assistance from private sources which has been of much value in the past.

286. Arab education is in some respects more difficult than that of any other community, as the desire for secular education has first to be created. Even allowing for these special difficulties, however, it seems out of proportion that, taking loan expenditure and pensions into account the average annual cost per pupil at the Shimo la Tewa secondary school is approximately £60. This more especially when 80% of the pupils are not Arabs, but Coast Africans and Swahilis. The cost of the Malindi school is met mainly by Sir Ali bin Salim.

287. Turning next to African education the same problem of costs presents itself. As has been already stated there are eleven Government primary schools; one of them at Kisii being a purely elementary school and was entirely premature as a primary school. In 1934 they contained 1,225 pupils. In addition there are two secondary schools and 50 primary schools carried on by Missions, raising the total number of pupils to about 10,000 including those who are in elementary classes. In addition there are 17 aided girls boarding schools which undertake a special girls school syllabus. The total number of boarders is about 800. The standard of education in the remaining schools is very low, though 300 schools with some 50,000 pupils are classed as sector schools

be devoted is the realisation of a larger proportion of the fees. While much can be said in favour of free primary education provided that the country can afford it, the principle is not one which can be confined to one community, and, so long as fees are imposed, it is hard to believe that, except in special areas, the low fees obtaining in Kenya cannot be more fully collected than they are at present.

285. As regards Indian education the position differs only in degree, mainly because the majority of Indian children in the primary stage attend community or public schools financed by donations and by grants in aid from Government. The grants to Indian schools are in general based on £3 per annum per pupil in average attendance. This is far more economical than the provision of schools by Government, as in such schools the gross cost per head was £9.5s. in 1934, and the net cost £6.19s. The rate of fee in the secondary schools had been raised from £3.12s to £6.15s., and the total fees amounted to 24.8% of the expenditure, as compared with 13.3 per cent in European primary schools, and 15.3 per cent in secondary schools. Here again it would not be easy to raise the fees in primary schools. The total remissions of fees were insignificant, but it has to be remembered that Indian schools are day schools. The problem of Indian education is a growing one, and if Government accepts its responsibilities in this regard the cost will be considerable, even on the comparatively economical lines of grants in aid.

The increasing

expenditure on buildings which cannot now be changed.

An economy could be effected by closing the Government European Secondary school for girls in Nairobi and subsidising the two denominational secondary schools for girls, while maintaining the Nairobi Government European primary school. This proposal has, however, been rejected both by the European Education Advisory Council and by the Select Committee on Economy. The latter considered that the saving would be extremely small, and out of all proportion to the harm which would be caused by closing an institution which has proved its value. Taking into account only salaries of the staff required for standards IV and V with the immediate loan expenditure, and excluding the other capital expenditure which seems likely to be required to make an adequate secondary school, the probable savings do not appear to be negligible in the present circumstances of the Colony. This more especially considering the proportion of fees likely to be paid. Girls of a type able to profit by secondary education, but genuinely unable to pay the fees at the denominational schools, could be assisted by bursaries.

Another proposal for the closing of the school at Kilimani has not been accepted by Government. The maintenance of small scattered schools at the expense of Government is certainly far from economical, and, if the school meets a genuine want, the possibility of transferring it to private agency might be considered.

A matter to which serious attention should  
be devoted



had to be remitted last year, equivalent to 40% of the total amount due. In secondary education there is a larger percentage of remissions in the girls school than in the boys school. In the mixed primary schools the percentage differs largely from place to place. At Manyuki and Rumuruti, and to a less extent on the Eldoret plateau, there are impoverished groups of Europeans who pay practically no fees, and, if a proposed combined school is constructed at Manyuki, the losses will be greater.

The necessity of meeting educational expenditure as far as possible was recognised in 1927 when the Elected Members of the Legislative Council agreed that the cost of European and Indian education should be met from special taxation, excluding, however, loan charges and those on account of administration and pensions. The special taxation took the form of education poll taxes and a wines and spirits consumption tax.

Even on this artificial basis the receipts do not cover the expenditure, and in 1933 the European deficit was £12,000, and the Indian £16,000. In 1934 the corresponding figures were £14,400 and £15,000. If pensions were taken into account the deficits for the two communities would be approximately the same.

284. It is difficult to suggest a remedy for this state of affairs apart from the general question of salaries which will be dealt with later. A large part of the deficit is the result of the heavy expenditure

total cost per pupil in the three primary schools at Nakuru, Eldoret, and Kitale, is approximately £49. For a community as scattered as the European community in Kenya it is inevitable that the schools should be boarding schools, but even allowing for these conditions the cost to the Colony is very heavy.

Even with this expenditure there are no post secondary training institutions for boys, though learners are accepted in some Government departments and in some branches of the Kenya Uganda Railway. There is also no farm school to which boys who are unlikely to profit by secondary education could be sent from the primary schools. An experiment on these lines was at one time made by Government, but proved a failure as no candidates were forthcoming. The question is again under consideration in connection with the proposed memorial to Lord Delamere.

For girls there are two business training colleges in Nairobi preparing for the Pitman examinations, and a scheme for training as teachers has been initiated.

The most obvious remedy for these financial difficulties would be an increase in the present scale of fees, which include boarding fees of £45 in all schools, and tuition fees up to £15 per annum in Secondary Schools with lower rates in Primary Schools. It was on the recommendation of the Expenditure Advisory Committee that the tuition fees in Secondary Schools were raised to £15. For primary schools the remedy would be difficult to apply, as even with the present fees over £10,000

had to

The net expenditure has therefore fallen considerably since 1928. The number of pupils has, however, increased during the same period from 89,013 to 111,862 in 1934. The decrease in the recent figures is almost entirely due to a fall in the numbers in African aided and unaided schools.

283. The situation may then be summed up as follows for the three communities in relation to the financial position.

So far as the European community is concerned, it is of vital importance to the future of the Colony that European education should be of such a standard as to fit their children for the part which they must play in the development of the country. The lines on which it has been carried on have however involved very heavy expenditure. The educational report for 1934 estimates the gross cost per pupil receiving secondary education at £51/12s. and the net cost at £43/13s. This, however, only represents the cost of tuition, and, taking into account the overhead charges including pensions and interest on loan expenditure, the net cost per pupil to the Colony at the Prince of Wales School is approximately £100. At the Girls' Secondary School the cost to the Colony is similarly about £64 per pupil, and, adding the interest on the loan expenditure proposed for increased boarding accommodation, it will be over £70. The same report for 1934 gives the net cost per pupil in primary schools at £19. This again is for tuition, and the total cost

The Present Position as regards Education.

282. The approximate total number of children in the schools is now as follows:-

	Government Schools	Aided Schools	Unaided Schools	Total
European	1,136	49	605	1,790
Indian & Goan	2,830	3,213	322	6,365
Arab	528	-	-	528
African	3,911	22,615	61,451	87,977

This is not a large proportion of the children of school going age who may be estimated at 600,000. Further, only about 10,000 of these children are in schools teaching up to the primary standard.

The budget provision for Education in 1936 is £178,438 as against £177,855 for 1935.

The following statement shows the educational expenditure and revenue for the seven years up to 1934:-

	Gross Expenditure.	Educational Revenue.	Net Expenditure
	£	£	£
1928	162,385	16,302	146,083
1929	180,726	19,463	161,263
1930	190,482	20,984	169,498
1931	184,809	24,021	160,848
1932	174,605	28,667	145,938
1933	166,791	26,563	140,128
1934	170,271	25,667	144,604

The net

Funds, the staffs are paid by Government, but the boarding costs, and in a few cases also part of the tuition costs, are met by Local Native Council grants. The Local Native Councils have hitherto contributed £41,000 for buildings. For the year 1933 they have allotted £15,119 for educational purposes. In 1934 they allotted £19,077, of which £9,909 was for recurring expenditure and £9,169 for non-recurring. Apart from the 33 village schools mentioned above elementary education is entirely in the hands of the Missions, excluding a certain number of independent schools in the Kikuyu Reserve. Some 300 recognised schools are supported by grants from Government, from the Local Native Councils, and from fees, with some aid from missionary funds. The only two secondary schools are carried on by Missions, and post secondary education, including courses in Agriculture, Medical Veterinary science, and Pedagogy, is carried on at Makerere in Uganda. In Kenya there are post secondary courses for clerks at the Alliance High School, and for technical training at the Kenya and Uganda Railway. There are also a number of post-primary training courses in different subjects.

grants of land.

The Education Department began work in 1911 when the first Director was appointed; from that time Government has increasingly subsidized approved mission schools, and has also built up its own system of Government African schools. The first Government subsidies were per caput grants earned on test of pupils; but from 1918 a system of inspection was brought progressively into operation. It was codified by the Education Ordinance of 1924 and the Grant in Aid rules of 1925. In these two years the Native Industrial Training Depot and the Jeanes School were opened, followed in 1926 by the Alliance High School.

During this time in the Local Native Councils of the Native Reserves a keen interest in education has grown up; for this reason amongst others a new Education Ordinance was passed in 1931 embodying the Government policy of co-operation with Missions and Local Native Councils in all branches of African education.

Besides the Jeanes School, the Native Industrial Training Depot, and two Agricultural schools, there are now eleven Government African primary plus elementary boarding schools with an average attendance of 1225 in 1934. One of these schools (at Naa) is being made over to a mission, but another has been newly opened. There are also 33 village schools with an average attendance of 2360 pupils in 1934. All of the primary schools have been built wholly or largely from Local Native Council Funds,

Arab Education.

280. The history of Arab Education on the Coast is of a struggle between those who desire nothing more than traditional teaching based on the Koran, and the more enlightened section of the community who have pressed Government to provide schools of the western type. The Arab School at Mombasa was opened in 1912, and that at Malindi in 1919 with the aid of substantial financial help by Sir Ali bin Salim, K.B.M., C.M.G. In 1929 a school was opened at Lamu and in 1931 the Coast Secondary Boarding School was opened at Shimola Tewa.

There are now five Arab elementary and primary schools with an average attendance of 446 pupils; the secondary school has 82 pupils. In fact, however, some 80% of the pupils in the latter cannot be classed as Arabs.

African Education.

281. The development of education for Africans has been by three stages:-

- (a) before the British occupation 1846-1890;
- (b) from the beginning of the British occupation till the setting up of the Education Department 1891-1911;
- (c) from 1911 onwards.

During the first and second stages a few Christian missions were the only educating agents; indirect help being given in the later stages by grants of

Indian and Goan Education.

279. The Indian School in Nairobi was founded by the Railway in 1906. It was taken over by the Education Department in 1912 and soon became overcrowded. Development since that time has been so rapid and continuous as to be embarrassing to a small country, but it has been helped by the traditional zeal and generosity of the Indian community in the education of their children. Government schools have been provided in the more important centres including Nairobi, Mombasa, Kisumu, Eldoret, and Nakuru, and assistance has been given to private schools by grants in aid. The sum of £56,472 was spent from loan funds on the Indian school at Nairobi. The Allidina Visram High School at Mombasa was presented by an Indian and named after the donor. It cost about the same amount to build. The two secondary schools at Mombasa and Nairobi are among the largest schools in the Colony.

There are eleven Government primary and elementary schools with an average attendance of 1629 in 1934, and two secondary schools with an attendance of 1201; the educational requirements are growing steadily.



### European Education.

278. European education in Kenya was first seriously taken up in 1904 when the Kenya and Uganda Railway opened a school in Nairobi. It became a boarding school in 1910 under Government control. The formation of an Education Department in 1911 was followed by development in the Settled Areas. Two small day schools were opened, one at Nakuru, the other a farm school on the Usin Gishâ plateau. In 1915 a school for boarders was opened at Eldoret with a connected group of farm schools, and in 1918 Nakuru also became a boarding school. Since the war many other schools, Government and private, have been opened. During the period from 1927 onwards the older Government schools were rebuilt from loan funds and new buildings were provided at other centres. The loan expenditure on these schools amounted to £236,692 including £70,199 on the Prince of Wales School at Kabete. The details have been given in an earlier paragraph. There are now in the Colony twelve Government primary schools, four of which contain Government boarding houses, and two of which have aided hostels attached to them. The average number of pupils on the roll was 909 in 1934. Two Government schools, the Prince of Wales School and the Girls' Secondary School at Nairobi, with 227 pupils in 1934, are of proved secondary status. There are also two excellent private preparatory schools for boys with about 100 pupils, besides a number of private day schools.

Indian

a question of Government policy in this regard. The proportion of Europeans in the Customs Service is lower than that in most other services.

It is not possible to make any reliable estimate of the saving which can ultimately be effected by working on these lines over a considerable period. The course of action which holds out a prospect of really substantial economies is that of simplifying the procedure for allocating the total Customs receipts to the three Territories concerned, and this, as history has shown, would not be an easy task.

#### EDUCATION.

277. The problem of Education in Kenya is an exceedingly difficult one owing to the existence of four distinct communities, European, Indian, Arab, and African, at very different stages of development, and, so far as the African, and to some extent the Arab, communities are concerned, with very different requirements. The history of the development of education for the four communities is as follows.

European

- (1) The overhauling and reorganisation of the Preventive branch; and in this connexion it might be considered whether the work at small outposts such as Malindi and Lamu, and outstations such as M'ajir, could not be carried out by the clerical or other staff of the district.
- (2) The replacement of higher by lower grade posts, i.e., of overseas European officers by Local European Civil Service officers; of European Officers by Asian Officers; and of Asian Officers by Arabs or Africans. Some replacement of Asian Clerical officers by Arabs and Africans has in fact already taken place in the course of normal wastage, as the number of African posts has been raised from three in 1934 to ten in the Estimates for 1936. The extent to which it can be carried depends largely on the number of recruits with the necessary educational qualifications, but the process will have to be carefully regulated. The replacement of European from overseas by those locally recruited can only be economically effected by normal wastage; here also caution is necessary, as recruits must be fully tested before they are given positions of responsibility.

The remaining possible exchange, that of Asians for Europeans, would produce substantial economies, but is largely a question

cost for 1936 in fact approximates very closely to that proposed by the Expenditure Advisory Committee.

275. A comparison of the staff distribution list with the total staff shown in Appendix XXIII does not suggest that there is any excess in the superior staff, allowing some margin for sickness and leave requirements, even if the main branches are made inter-changeable as far as possible. The position as regards the clerical staff is similar. The leave moratorium of 1932-33 reduced the difficulty of staffing, but this was only temporary, and the department does not appear to be overstaffed at present if its efficiency is to be maintained and the new duties now devolving on them through recent legislation properly performed.

Recent audit reports suggest a doubt whether the economy effected by the relaxation of internal checks, and more especially by the discontinuance of the "jerquing" of manifests, is not more than offset "by the loss occasioned by an understaffed and overworked Customs Department".

There appears to be no definite evidence of any such deterioration at present, but the position will have to be carefully watched, having regard not only to the interests of Kenya itself, but to the importance of meeting the responsibilities undertaken in regard to the adjacent Territories.

276. The possibilities of economy appear to lie in the following directions, as suggested by the Collector of Customs:-

(1) The

keeping the administrative practice up to date both as regards Customs and Excise.

The general administration is centred in the Mombasa Customs House, executive business being transacted by the following branches: - (1) the Long Room Custom House, (2) Kilindini, (3) Nairobi, (4) Kampala, (5) the Accounting and Statistical branch, and (6) the Preventive Service. There are also a number of smaller units including outposts and frontier stations. As may be seen from the Appendices the European staff is approximately the same as in 1931, but the Asian Staff has been partly reduced and partly replaced by Africans. Miscellaneous expenditure has also been reduced.

274. The Expenditure Advisory Committee felt that there was considerable room for reduction in the expenditure of the department, and advised a joint enquiry with Uganda for the purpose of effecting such reductions. They also proposed the abolition of one post of Collector of Customs, eight posts of clerks (six of which were in absence), and one post of junior clerk, so reducing the provision to £47,377.

The Select Committee on Economy of 1935 followed this up by proposing that the Nairobi bonded warehouse should only be opened on two mornings each week so abolishing one examining officer; they also proposed the abolition of two Asian clerkships and the substitution of Arabs or Africans, and a reduction of £500 in the cost of the Preventive Service. The total reduction proposed was £1,382. The estimated cost

extent a class of revenue which was easily assessed and collected. The more complex the tariff structure and the character of the trade, the greater must be the relative cost of collection, a cost moreover which cannot be reduced in proportion to diminishing receipts in periods of reduced trade.

Further complications have been introduced by the development of an Excise Department which has to cover both Kenya and Uganda, and includes the administration of the Industrial Alcohol Ordinance in Uganda. The development of road traffic and then of air traffic has widened the area of Customs supervision without adding to the receipts. New duties are being added in connection with the regulation of ships stores and the administration of a Merchandise Mark Act.

Last but perhaps not least the Customs Department has to deal with a growing public demand for information and assistance, more especially in connection with statistical data which it may require a good deal of time and labour to collect.

275. The staff history of the department is set out in Appendix XXIII. The expenditure is almost entirely in respect of personal emoluments, the scales of which are not regulated departmentally but are of much wider scope. The general organisation is modelled on the lines of the United Kingdom, and is governed by the Customs Management Ordinance of 1926, which adapts the British Customs Consolidation Laws to local conditions. The senior staff has also been largely recruited from the Imperial Service, so

Keeping

271. The customs relations with Uganda have been dealt with above; those with Tanganyika may now be summarised. When during the war that Territory came under the Colonial Office a fiscal barrier between it and Kenya-Uganda was maintained, but uniformity of tariff policy, and a large measure of uniformity in administrative procedure, were established. The principle of a common tariff for both Customs and Excise has been maintained throughout, and in 1926 a uniform customs procedure was arranged.

The fiscal barrier was partially broken down in 1925 by an agreement which allowed reciprocal free trade in articles the growth, produce, or manufacture, of the three Territories. In 1927 a further agreement was entered into under which free exchange was allowed by the application of the Transfer Form procedure previously referred to. Appendix IV has shown the considerable and expanding trade which has developed largely as the result of the measures explained above. This trade development has placed on the Kenya Customs Department, as the agent in this regard of the Tanganyika Government, a responsibility which must be adequately met if the policy so established is to be accepted as regulating the trade relationships of the future.

272. The history of the development of Tariff policy and of the introduction of Excise has been dealt with in Chapter III of this report. These developments have added to the work of the department, while at the same time sacrificing to a considerable extent

actual quantity of dutiable goods consumed within its frontiers. It is almost equally essential that each Territory must be in a position to compile adequate trade statistics and this is only possible if a detailed check is kept over the trans-frontier movement of goods within the area covered by the Customs agreement. The present system of Transfer Form records imposes on traders the observance of formalities which are often irksome. It is probably not altogether fool proof, but, if competently operated, it ensures fair treatment to each of the participating territories, and, what is equally important, each of them can satisfy itself that this result is attained.

The operation of the system is a vital responsibility resting on the joint Customs Department of Kenya and Uganda. It involves the collection and analysis of over 300,000 transfer forms yearly, and the number is increasing. This activity, together with the preparation of general trade and revenue statistics, is said to absorb about 25% of departmental expenditure, and is therefore an important factor in regulating the cost of collection. It certainly involves a more complex organisation than would be required if there was a closer union between the Territories, or some form of percentage allocation such as obtains in the Union of South Africa, but, as history has shown, it would not be easy to evolve any simple system which would be accepted as permanently fair to each of the parties concerned.



basis. In 1917 the two customs services were amalgamated, and an agreement concluded that the two territories should form one administrative unit for purposes of Customs, and that Uganda should receive 33% of the common customs revenue. That percentage was maintained up to 1921, but was increased to 34% for 1922. In the following year an investigation was made, and as a result the system of allocation was altered, the principle adopted being that each territory should be credited with the net duty collected on goods consumed within its area, and the cost of collection shared proportionately to the net duty credits. This system was elaborated in 1927 by the Customs Allocation Ordinance, and the application of a procedure under which all goods transferred between the two Territories are subject to traders declarations of value, submitted on transfer forms which are analysed and tabulated at the Customs House.

The importance of the transfer form system, both in relation to the stability of the Kenya Uganda Customs Union, and that of the Customs agreements with Tanganyika, requires to be stressed. The port of Kilindini controls practically the whole external trade of Kenya and Uganda and a material proportion of that of Tanganyika. In the absence of a federal Government, and the federal use of the Customs revenue going into a common pool at first collection, it is clearly a matter of vital importance to each territory that it should receive an equitable share of the customs revenue based on the actual

duties. None of these figures take into account "hidden emoluments".

26). Appendix XXII classifies the expenditure on Customs at various stages from 1914 onwards. Appendices II, III, IV, V and VI have illustrated the trade history of Kenya and Uganda, and Appendix XVI has given the history of the revenue collections and allocations made through the agency of the Customs Department. Its main functions are the safeguarding of Customs and Excise Revenue, the compilation of external and internal trade statistics, and the control of prohibited and restricted imports and exports. In addition it undertakes a considerable range of subsidiary duties such as the sale of Government Ivory, the collection of Government royalties and export levies. It is in the nature of these functions that the history of the department has been largely shaped by the development of trade and the evolution of fiscal policy. As, moreover, there exists the closest commercial relationship with Uganda and Tanganyika, with customs and excise agreements which have established a virtually free trade zone operated under a common tariff, it follows that it is East African trade and fiscal policy which has regulated the growth and organisation of the department.

270. Before the outbreak of war in 1914 Uganda had a separate Customs Administration, and the duty leviable on goods passing through Kenya to Uganda was assessed on a somewhat arbitrary percentage basis.

CUSTOMS AND EXCISE.

268. The earlier sections of this report have shown the importance of an efficient Customs Department to the finances not only of Kenya but of the two adjacent Territories. It has, however, been attacked as unduly expensive in proportion to the income derived from it.

The total budget estimate for 1936 is £47,740 or £863 less than the estimate for 1935. Against this has to be set a reimbursement of £19,488 received from Uganda, reducing the net cost to £28,252. The highest net cost was in 1931 when it amounted to £33,863, so that there has been a substantial reduction since that time. The net cost depends partly on the proportion borne by Kenya receipts to the joint receipts for both Territories.

Taking the estimated revenue from Customs and Excise of £682,500 the estimated net cost of £28,252 represents 4.1 per cent. Comparisons with the great ports of the world are of little value, but the corresponding percentage for the Tanganyika Customs in 1936 is 5.5 per cent. The comparison is not altogether fair because of the more scattered character of the Tanganyika system, and the fact that a material proportion of the external trade of Tanganyika passes through Kilindini. The percentage for Zanzibar in 1932 was 2.88, but here again the comparison is defective because of the large proportion of the income represented by clove duties

The duties are multifarious but the most important is to deal with imports and exports on Government account. These have been as high as 20,000 tons in 1927-28 but are now about 6,000 tons. The Passages branch deals with some 2,000 applications annually, and in both of these classes of work the question of rebates brings in complications which would cause difficulties if private agencies were employed. A fee of Sh.5/- is paid by every officer on arrival at Mombasa for services which may, or may not, be rendered.

The work of the local Treasury has been made over to the Coast Agent, and the Assistant Agent engaged in this connection replaces a senior Asiatic clerk and two others. The budgeted cost of the department in 1936 is £5,231, against which has to be set £2,000 received from the Government of Uganda, £70 from the Government of Tanganyika, and £180 received from fees, leaving the net cost at £2,981.

The organisation in its present form appears to be efficient and economical, except that it seems doubtful whether it is necessary to maintain two lories for its work in addition to six lories of the Public Works Department. It should be considered whether the transport for both Departments could not be coordinated under one control with the view of reducing one lorry.

(there used to be five), and three European clerks. Tanganyika has no Examiners of Accounts and no European clerks. In the Asian staff Kenya has at present one Special Grade and fourteen First Grade (nearly all of whom are on their maximum pay) out of a total Asian staff of 42, as against two Special Grade and three First Grade clerks out of twenty four Asian-clerks in Tanganyika. All these factors taken together are sufficient to explain a considerably higher scale of Audit Charges in Kenya. The Director of Colonial Audit went carefully into the whole question of staff in 1955, and was satisfied that the strength of the department was not too great for the work which has to be done. While therefore the total cost does appear to be somewhat heavy, there do not appear to be sufficient grounds for recommending any reduction of staff, though some economy should be possible by gradually reducing the proportion of very senior officers. Establishment decreases could only be effected by radical changes of system, such as finding a substitute for the present method of allocating Customs receipts. This would only be possible with the assent of the three Territories concerned.

COAST AGENT.

267. This Department has come in for considerable criticism, but the Expenditure Advisory Committee was of opinion that any possible alternative arrangement through private agencies would lead to greater expense

The

It is somewhat surprising in the first place that the Railway contribution should be £3,905 in Tanganyika as compared with £3,525 in Kenya. The Kenya contribution exclude an allowance paid to the Auditor and it also does not take into account house allowances, pensions or passages. I understand however that the fairness of the contribution has been recently enquired into and accepted. Further, apart from the special circumstances already alluded to, the Kenya Audit has a number of special types of work which either do not exist, or are on a smaller scale, in Tanganyika. In Kenya the accounts of the Local Native Councils and of the Native Tribunals give a large amount of work, which is understood to be carried out by other agencies than the Audit Department in Tanganyika. The Land Bank and Agricultural Advances represent another considerable addition, and large centres of accounts such as Kisumu, Eldoret, Nakuru, and Kitale, are more developed in Kenya. Meteorology and Currency again give more work in Kenya, as do the accounts for the Ministry of Pensions. These requirements, together with the Customs complications previously referred to, are sufficient to account for a considerable disparity in the audit charges of the two countries.

Other factors in increasing audit expenditure in Kenya are the number of self-accounting departments with their special requirements alluded to above, and the large proportion of European staff. Kenya has two Senior Assistant Auditors as compared with one in Tanganyika, two Examiners of Accounts (there

self-accounting, and also requires that the staff should be more experienced, that is to say in general of higher grade.

266. In considering the question of possible economies it may be said generally that all the branches of work undertaken by the department appear to be necessary, and that, having regard to its responsibilities to the other two Territories, the methods of work do not appear to be unduly meticulous.

On the other hand it is a somewhat striking fact that the provision for Audit in Tanganyika is £11,786, to which has to be added £600 for passages and £450 for contributions to Audit, raising the total to £12,836. Deducting a contribution of £3,905 from the Railway the net cost is reduced to £8,931, £1,264 more than the provision in Uganda which was £7,667 in the estimates for 1935.

The total net Government income in Kenya for 1936 is estimated at £2,168,355 and the net expenditure after deduction of £178,725 on account of Public Debt Funded at £1,979,880. This deduction is made because the expenditure on Public Debt Funded involves practically no work in Audit. The Audit expenditure represents a percentage of .35 on the total sum audited, including both income and expenditure. The corresponding figures for income in Tanganyika is £1,946,231 and for expenditure £1,732,427, after deducting from expenditure the charges on account of Public Debt and the Railway deficit; the Audit costs represent .24% on the total sum audited.

fees charged to the importer are the correct ones, and that they have been duly received and brought to credit. The Audit at present normally checks four manifests a month, or probably under 10% of the total number of manifests. The purpose of these checks is to make certain that each item in the manifest pays the correct duty or is rightly admitted free, or is warehoused, including warehousing in Uganda. A separate check is necessary of the total weight of cargo on which agents charges are collected, and also of the values on which wharfage charges are based. When the Customs check is made in the offices of the agents (at present the Kenya Landing and Shipping Co.) lists of these dues are not available. When the contract of this company expires the Railway may take over this work through their Port and Harbours department, which will simplify the work to some extent, but will not reduce the cost.

A recent change which has affected the Audit to some extent is the abolition of the examination division in the Treasury and the resulting necessity of a more meticulous examination by the Audit Department. In the three largest self-accounting departments, the Public Works, the Post Office, and the Customs, the internal checks have been similarly either abandoned or greatly relaxed as the result of reductions in staff. The result has been largely to increase the number of Audit queries and of recoveries. Further the existence of so many self-accounting departments necessitates more Audit staff than if these departments were not self-



fulfilled in the case of some of these departments.

265. There are certain special features which increase the complexity of audit work in Kenya. There is in the first place the attempt to distinguish between Native and non-Native services in connection with the proposed Native Betterment Fund. This causes some increase of work but it is not very material.

The main complications are in connection with the method of allocation of Customs receipts to meet the requirements of Uganda. This is further explained in connection with the Customs Department. Two years ago the Uganda Government asked for a 100% check of their allocations instead of the 50% previously required, and this was agreed to. The audit report for 1934 shows that 192 queries were raised resulting in direct recoveries of £237.2s.0d. There were also overcredits to Uganda and Tanganyika of £1,835 and £75 respectively and under credits of £4,644 to Uganda, and £135 to Tanganyika. The increase in queries was put down to the discontinuance of the previous internal customs check. This check consisted partly of the "jerquing" of manifests, that is to say checking each item in the manifests against the bills of entry or the warehousing entries so as to see that nothing landed at the port has evaded the Customs. This is the smaller part of the internal check in the Customs Department. The larger consists of checking the bills of entry or warehousing entries themselves to make sure that the duties

General. One clerk deals with pensions and with matters affecting the Ministry of Pensions. One deals with the accounts of the Local Native Councils. These two are in the general office. A senior Assistant Auditor and an Assistant Auditor with seven clerks deal with the customs and other local accounts at Mombasa. At the time of writing the Deputy Auditor, an Assistant Auditor, and an Examiner of Accounts, were on leave.

In addition to this work at headquarters and at Mombasa the Auditor and Deputy Auditor try to inspect every district headquarters once a year, and the more important twice a year, including Kisumu, Nyeri, Nakuru, and Eldoret. Other senior officers assist in this work.

The majority of the Government departments are audited on the usual lines, but there are six self accounting departments, the Customs, Post Office, Public Works, Forests, Military, and Police. This arrangement implies an audit staff actually working in the department who send up a monthly statement of account after checking with the vouchers. These monthly statements are accepted by the Treasury. The vouchers remain at the branch audit office and those which raise any point of difficulty are examined by the Auditor or Deputy Auditor when he visits the branch office. The number of self accounting departments is larger than is usual.

Certain requirements<sup>are</sup> laid down by the Secretary of State for a self accounting department, but it seems doubtful whether they are completely fulfilled

Governments of the other two Territories as well as to the Kenya Uganda Railway. Care must therefore be taken that the reductions carried out should not affect the check in respect of joint departments, as this might lead to a reduction in reimbursements. Two members of the Committee disagreed with this proviso. The final proposal of the Committee was that a reduction of £1,000 should be made in the estimates, leaving it to the Auditor to distribute this reduction, and merely calling his attention to the proposals of the Expenditure Advisory Committee.

264. The distribution of the audit staff is as follows. In Nairobi the staff includes the Deputy Auditor, one Senior Assistant in charge of the Railway audit, with one Assistant Auditor, and eleven Asian clerks, including two clerks in the Railway Stores. In Mombasa one clerk is engaged on Port and Harbour Accounts. Twelve clerks are in the general office including the head clerk. They deal with the accounts of the Colony. Seven are in the Post Office under an Examiner of Accounts. One man is employed on Police and Forestry accounts, and one is continuously employed at the K.A.R. headquarters. One Assistant Auditor and three clerks are employed on the accounts of the Public Works Department, and two Assistant Auditors are in the Central Revenue Department. The Land Bank and Agricultural Advances Board employ one Assistant Auditor who is also engaged on other work; an Assistant Auditor or European Examiner is employed on judicial accounts and on those of the Registrar General.

The net cost to Government on account of Audit is therefore £14,498.

263. The Expenditure Advisory Committee were of opinion that the cost of audit is too heavy in the present circumstances, and recommended the abolition of the posts of Deputy Auditor, and of five clerkships, even if this should entail some diminution in the intensity of the check applied. They were satisfied that in some departments, particularly self accounting departments, a satisfactory system of check is maintained, and that therefore the intensity of the audit check could be safely relaxed, though other Administrations might have to be consulted so far as joint services are concerned. They proposed to limit the cost of the department to £19,347 and, in fact, the present estimate approaches this figure fairly closely.

They reached the further conclusion that the degree of check, to which the allocations of Customs receipts between Kenya and Uganda are subjected, is unduly meticulous in view of the comparatively small adjustments which have had to be made in the past as the result of that check. They recommended therefore that the Government of Uganda should be approached with a view to relaxing the severity of that check.

The Economy Committee of 1935 realised that the position was complicated by the fact that the Auditor is, in certain respects, answerable to the Director of Colonial Audit, and that in respect of joint services he is also responsible to the

regard. Individual tenure is no panacea in itself, as experience in the Transkei in South Africa has shown. It may operate so as to hasten the production of a large landless class, and to provide no place for the family dependents. If only the arable land is held in individual tenure, the grazing areas remaining common, it will do nothing to diminish, and may even accentuate, an improvident increase in the numbers of stock, with the inevitable results in the shape of the destruction of pasture, denudation, and erosion.

#### AUDIT.

262. The Audit staff includes an Auditor, a Deputy Auditor, two Senior Assistant Auditors, seven Assistant Auditors, and two Examiners of Accounts, with three European clerks (one only being a man), and 42 Asian clerks. Two Europeans are women clerks dealing with typing and registration. The total budget provision is £19,732. Against this has to be set the following refunds:-

- (1) £3,525 from the Kenya Uganda Railways and Harbours;
- (2) £800 from the Uganda Government on account of Customs Audit;
- (3) £559 from Uganda and Tanganyika on account of audit Posts and Telegraphs;
- (4) £350 from Uganda on account of the audit of K.A.R. Northern Brigade Accounts.

The net

of working. It will moreover provide a field for the activities of the educated section of the tribes, who are tending to drift away from the general tribal organisation. It will be for the Administrative and Agricultural officers to develop and control these activities.

The realisation that there are other ways of employing money than using it to purchase largely useless, and possibly destructive, stock may also help indirectly in effecting the reduction in the total number of stock which will have to be taken in hand sooner or later in many areas.

#### Land Tenure.

261. In any consideration of the main factors in agricultural advance it is impossible to exclude the question of Land Tenure. An adequate degree of security of tenure, and the diminution of sub-division and of fragmentation, are as essential to Native agricultural progress in Kenya as they are in any other country of small holders. Native custom appears to be in a state of flux in relation to these questions, and there are wide differences in such matters as the tendency to individual tenure, as against family tenure, both among different tribes and even in different areas occupied by the same tribe. This is especially marked among the Kikuyu. A good deal of consideration has been given to this subject in connection with the valuable Report on Land Tenure among the Kikuyu, but it still remains to work out a definite policy in this regard.

he has to deal. On the Veterinary side the change would lead to increased responsibility and a more intimate touch with the Administrative point of view, both of which are necessary in a department whose policy has a direct effect on large sections of the community.

The final anticipated savings £6,967 on estimates amounting to £123,643 may seem small, but Agriculture is not only the main occupation of the people, both European and African, but also the mainstay of the Colony, and more substantial economies would have led to the abandonment of many lines of work directly affecting the welfare of the industry.

It remains to consider two subsidiary, but nevertheless essential questions closely connected with agriculture. They are cooperative sale and purchase and land tenure.

#### Co-operative Sale and Purchase.

260. The general question of the development of Co-operation will be dealt with under the head of Education, but in the early stages at any rate the main field of advance will be in the development of co-operative marketing and co-operative purchase of agricultural requirements. All the main products of the Native areas including maize, cotton, hides and skins, and ghee, should provide a field for development on these lines. If properly organised and carried on such a movement will help to inspire the Natives with the idea of progress, and the advantages to be obtained from more scientific methods of working.

probably also contributed to the absence of any real policy for the development of large areas in the Native Reserves. The Masai Reserve is an outstanding example, and, although it cannot be laid down as a general principle that the expenditure in any district should be proportionate to its contributions in taxation, other areas appear to have some ground for complaint in this respect. Financial difficulties are doubtless responsible for this position. The Veterinary Division appears also to suffer from a want of policy with regard to disease control, more especially in its effects on the areas directly concerned. The whole question of quarantine, and other forms of restriction of movement, requires investigation, also the constructive development of animal husbandry in certain areas such as the Masai Reserve. There appears little chance of much improvement so long as the head of the Division is merely a Deputy Director and not directly responsible to Government.

259. The present organization will always tend towards producing results similar to the above, and the only real solution appears to be as has been already suggested to have two Departments, Agricultural and Veterinary, with a Director at the head of each, independent of each other, but linked together through the same Secretary to Government. This would bring the Director of Agriculture into real touch with the working of his Department as he is in other Colonies, and result in better coordination and in closer acquaintance with the important questions with which

he has



As regards (2) it is clear that the subject of Animal Industry belongs exclusively neither to the Plant nor to the animal Industry Division, although the name of the latter would appear to indicate otherwise. The suggested via media, namely through the allocation of development work according to the character of the area concerned, whether arable or pastoral would seem to offer a way out of the difficulty.

With regard to the proposal to abandon the existing organization in favour of that which held good before the time of the Hall Commission there is a strong case for doing this from the point of view of the Agricultural side. The proposal, however, does not go far enough as it would still leave the Veterinary Division under the Director of Agriculture with, if anything, reduced status.

258. Reference has been made to the tendency of the present system to separate the Director of agricultural from direct contact with the working of the section of his Department, the co-ordination of whose activities is in other Colonies by far and away the most important of the duties of the Director of Agriculture. Evidence of such lack of coordination in Kenya is to be seen in the absence of any definite policy with regard to soil erosion, in the haste to increase crop areas in the Native Reserves without corresponding measures to counteract soil deterioration, and, in the special case of cotton in the Central Provinces, without a sufficiently long experience of a crop new to the area. It has probably

been therefore taken into consideration when estimating the total scientific staff necessary to carry on the work of the Department. In doing so the requirements as regards other crops, more especially the cereals, and as regards mixed farming have been borne in mind.

257. It remains to make some mention of a scheme of reorganization brought forward by the Director in the interests of economy. The proposals in brief amount to:-

- (1) The abolition of the two Divisions and a reversion to the old Agricultural and Veterinary Departments, the latter to be administered by the Director of Agriculture.
- (2) The transfer of "Animal Husbandry" to the Department of Agriculture.
- (3) The placing of the Veterinary Department under the Chief Research Officer at Kabete, and the transfer of its headquarters to that Institute.

Dealing with these in reverse order, there appears to be no difficulty in the Chief Research Officer being placed at the head of the Veterinary Department as a temporary measure. There is indeed much to be said for it in the present instance, but as a permanent arrangement it is open to objection on account of possible difficulties in the future in obtaining a first class Research Officer possessing the dual qualifications necessary for a post of the kind.

As regards

The proper training of the Native staff to work under the District Agricultural Officers is another matter of great importance as it is upon this agency that success in the introduction of improvements will ultimately depend. The necessity of an increasing use of the African in his own areas should not be lost sight of.

255. The proper grading and marketing of crops produced in the Native areas is also a question of much importance. A great deal has been done in this direction with regard to cotton, and the results are to be seen in the fact that Kenya cotton is no longer placed on a lower level as regards grade than that of Uganda. Other crops are now receiving attention. The work is perfectly straight-forward and can be supervised by the existing District Agricultural Staff. The proposal to appoint a special officer for the organization of grading and marketing in Native areas does not thus appear to be justified.

256. As regards the European areas the recently formed Coffee Board of Kenya on which all sections of the industry are represented has recently made representations to the Director for whole time, instead of part time, workers from his scientific staff in order to secure greater concentration on the more important problems connected with the crop. Although the matter has not been finally decided the scheme has met with general approval and is likely to be accepted. The requirements of this section have been

254. It is advisable to emphasize again certain aspects of the present position. The maintenance of the fertility of soils, and the prevention of soil erosion, are fundamentally the most important of all agricultural problems in East Africa, alike to the European and Native agriculturists. The former are now fully alive to the danger of soil exhaustion both by over-cropping and surface wash, and it may be said that, so far as Kenya is concerned, the subject is receiving increasing attention in the European farming areas. It is far otherwise in the Native areas where, through want of knowledge and lack of interest, rapid deterioration is to be seen over large stretches of country. Measures will sooner or later have to be taken to deal with this serious state of affairs, but any real advance must rest on the secure foundation obtained only through experiment and investigation. It is hoped that the subject will be given the first consideration at the new Provincial experimental stations and that it will be adequately dealt with. The policy of exerting pressure for the extension of cultivation in the Native areas, more especially of cash crops such as cotton, for the purpose of increasing Native resources and taxable capacity, involves dangers of its own. Not only is there a risk of denudation and of erosion but where the maintenance of fertility depends on periodical fallowing for considerable periods cultivation may be expanded to such a degree as to reduce the period of fallow below that which is essential for the maintenance of fertility.

The proper

The ultimate savings will be as follows:-

a. Plant Industry Division

(1)	Reduction of post of Senior Coffee Officer, average pay	2720	
	Hidden emoluments .....	<u>320</u>	21,040
(2)	1 Post of Entomologist		
	Average Pay .....	2600	
	Hidden Emoluments .....	<u>270</u>	870
(3)	<sup>x</sup> Reduction of one post of Agricultural Officer and Experimentalist, average pay	2546	
	Hidden emoluments .....	<u>245</u>	
		2791	
	Less substitution of 1 post of Assistant Agricultural Officer, average pay .....	2450	
	Hidden emoluments .....	<u>110</u>	
		2560	2231
(4)	Reduction of one post of Agric. Officer, average pay	2546	
	Hidden emoluments .....	<u>245</u>	2791
(5)	Reduction of one post of Plant Inspector, average pay	2450	
	Hidden emoluments .....	<u>110</u>	2560
(6)	Office reductions through Amalgamations		
	(a) Head Clerk & accountant	2440	
	(b) Library and Despatch (say)	<u>2350</u>	
		2790	2790
			<u>24,282</u>
	Less additional pay of 3 Senior Agricultural Officers say 2145 p.a. each		<u>435</u>
			net saving 23,847

<sup>x</sup> refers to Officer acting temporarily in the grade, engaged in Native areas.

(b) Animal Industry Division.

3	posts of Veterinary Officers		
	Average pay .....	2720	
	Hidden emoluments .....	<u>320</u>	
		21,040 x 3	23,120
2	Instructors in Stock transferred to Plant Industry Division	<u>nil</u>	
		23,120	

Estimated total savings in the Department 28,967

Nature of Post Headquarters.	Numbers at present	Numbers Proposed	Reductions	Remarks.
Director	1	1	-	
Deputy Director	2	2	-	
Agricultural Economist	1	1	-	
Clerical Staff	To be reduced by two through amalgamations already referred to.			
Agricultural Officers & Agricultural Officer & Experimentalist.	20	18 (including 3 Senior Agric. Officers)	2	
Assistant Agricultural Officers	4	8	increase 4 (3 by transfers)	
Senior Coffee Officer	1	-	1	
Plant Breeders	2	2	-	
Plant Pathologists	2	2	-	
Agricultural Chemists	2	2	-	
Entomologists	3	2	1	After 3 years
Plant Inspectors	5	4	1 (transfer to Assistant Agricultural Officers)	
Junior Laboratory Assistants	6	6	-	

Animal Industry Division.

I. <u>Veterinary Research</u>	- no reductions on provision for 1936-37.			
II. <u>Field Services</u>				
Deputy Director of Animal Industry & Chief Veterinary Officer.	1	1	-	
Senior Vety. Officer	1	1	-	
Vety. Officers	10	7	3	
Part time Vety. Officer	1	1	-	
	<b>13</b>	<b>10</b>	<b>3</b>	

involving reductions of 3 posts of Veterinary Officers. These should not, however, come into effect in (1) the Nyanza Province before the amalgamation of the schools, (2) at Nairobi until the retirement of the present Deputy Director of Animal Industry. The third reduction is contingent on the first two being brought about.

#### Grain Conditioning and Cool Store Services.

252. This Section is administered by the Director of Agriculture and exists mainly for grading and conditioning export products. It is, in fact, a necessary adjunct to grain export, especially the export of maize and wheat from a country possessing a more or less humid climate. Charges for services have normally been based on a scale estimated to render the operations self-supporting. The Estimates for the year 1936 show that this principle is no longer being adhered to.

The staff can be considered more or less a specialized one, and has to be retained at full strength throughout the year in order to meet the demand for services during the busy seasons. No economies can be suggested.

#### Summary of Proposals.

253. In the foregoing paragraphs the numbers of posts necessary to carry out the work of the Department in an efficient manner in accordance with the principles indicated have been set out in detail. The effects on the Staff List will be as follows:-

Table.

necessity. The reduction of two posts makes it possible to do with one leave reserve, the part time officer at Nakuru not counting in this connection. I do not consider that the field work would suffer to any considerable extent by these economies.

Stock Inspectors and Instructors in Stock (16)

Assistant Stock Inspectors (2). The numbers of the former have been recently reduced from 20 to 16, and of the latter from 3 to 2. This Section is now standing at less than one half of its strength in 1928. No further reduction is recommended, except in the case of two Instructors in Stock to be transferred, as previously mentioned, to the Agricultural Schools.

Veterinary Inspector (1) and 3 Veterinary Assistants. This staff is employed entirely in the Coast Provinces. It is proposed to reduce the numbers of the Veterinary Assistants to 2 on the retirement of one of these in the immediate future. This may be accepted.

The strength of the Veterinary Field Services would thus be:-

- 1 Chief Veterinary Officer,
- 8 Veterinary Officers (1 Senior),
- 1 Part Time Veterinary Officer,
- 14 Stock Inspectors & Instructors in Stock
- 2 Assistant Inspectors,
- 1 Veterinary Inspector,
- 2 Veterinary Assistants.



## Deputy Director Animal Industry

1 Senior Veterinary Officer	at Nairobi
1 Veterinary Officer	" Manyuki
1 Veterinary Officer	" Eldoret
1 Veterinary Officer	" Lumbwa
1 Veterinary Officer	" Eldama Ravine
1 Veterinary Officer	" Sangalo
1 Veterinary Officer	" Maseno
1 Veterinary Officer	" Machakos
1 Veterinary Officer	" Masai Reserve
1 Veterinary Officer (part time)	" Nakuru.

As already stated the strength of the field services is intended to be based on the staff required for the prevention and control of outbreaks of disease. A scheme for the eradication of disease in any area should be carried out by recruiting temporary additional staff. It is further proposed that the Veterinary Staff will continue to deal with Animal Husbandry in the pastoral areas and they will thus continue in control of the training centres in Ngong and Baraton. The training centres at Sangalo and Machakos will be absorbed in the proposed provincial agricultural schools. On this basis the staff required is as follows. The Nairobi post at headquarters is more or less personal to the present Deputy Director Animal Industry, and should be unnecessary after his retirement. Further two posts, one in North and the other in Central Kavirondo ought not to be necessary. They should be reduced to one at either Maseno or Sangalo. The retention of an officer at Eldoret also appears to be of doubtful necessity.

employed in certain areas should be coordinated with the proposed organisation wherever this is possible.

For the whole of the Plant Industry Branch of the service a leave reserve of three Agricultural Officers will be required, giving a total strength of eighteen Agricultural Officers.

(b) Animal Industry.

The field strength of the Division for the years 1920, 1928, 1931 and 1935 is to be found in the Director's note. The following extract is given for the sake of clarity:-

Veterinary Field Services (sanctioned posts).

Year	Chief Vety. Officer.	Vety. Officer.	Stock Inspector & Instructor in stock	Vety. Asst.	Asst. Stock Inspectors.	Veterinary Inspectors.	Totals
1920	1	13	19	3	-	-	36
1928	1	19	36	6	-	-	62
1931	1	15	30	-	4	-	50
1935	1	14	20	3	3	1	42
1936	1	15 <sup>x</sup>	16	3	2	1	36

<sup>x</sup> One post unfilled.

The present postings are as follows:-

Deputy

destruction of the soil by surface and by gully erosion. For these purposes Assistant Agricultural Officers are entirely suitable. The higher scale of salaries of the Local Civil Service should secure men of the required type.

On this basis the staff which appears to be required is as follows; it is assumed that the Central Farm and School in each Province will deal with the district in which it is situated. In the Coast Province in addition to the staff at the experimental station only one Assistant Agricultural Officer is required mainly for Digo district. In the Central Province either Machakos or Embu district will have the experimental farm and the additional staff required is 2 Agricultural Officers, and 3 Assistant Agricultural Officers. This assumes the combination of districts as proposed in an earlier chapter.

The Nyanza Province, in addition to the staff at Maseno, will require 1 Agricultural Officer and one Assistant Agricultural Officer. The total field staff will thus be three Chief Agricultural Officers, eight Agricultural Officers, and eight Assistant Agricultural Officers. It is possible that special work may be required in areas such as the Tana River valley and the Masai Reserve. This should in the first place be arranged for by recruiting temporary Assistant Agricultural Officers, who can, if necessary, be finally placed on the permanent staff if continuation of the work for a prolonged period appears necessary. The Development Officers already employed

for executive duties in the Districts. Each such station will require an Agricultural Officer in charge, another for plant breeding and experiments, with an Assistant Agricultural Officer possessing experience of stock capable of giving instruction in the school. In the Coast Province only one Agricultural Officer will be required at the station, because the headquarters of the Chief Agricultural Officer is at the experiment station and he will be able to deal with plant breeding. They will draw this staff from existing sources including the Scott Laboratory. The two Stock Instructors should be transferred from the veterinary training centres which will be dealt with later on. In effect it means a concentration of, not an increase of, staff.

With reference to field work in the districts, the existing organization has been described above. It is capable of economy without impairing efficiency by adopting a policy on the following lines. It is necessary to have a Chief Agricultural Officer for each Province who would frame and control policy in coordination with the Provincial Commissioner. Under him there should be a proportion of trained Agricultural Officers. The main difficulties in Native areas are however not so much scientific as what may be termed executive. They consist in the application of comparatively simple scientific principles which will be worked out at central stations, in the improvement of crops, varieties, and of methods of cultivation, and, perhaps most important of all, under existing conditions, of preventing the destruction

FIELD SERVICES.(a) Plant Industry.

251. This Section refers to services in Native areas only, field services in the European farming districts being supplied where required by the specialist staff already dealt with. The Estimates provide for 14 Agricultural Officers and 4 Assistant Agricultural Officers for the Native Areas (in addition to 9 for Non-Native Services). The existing organization provides for an Agricultural or Assistant Agricultural Officer to each District other than one purely pastoral, with an Agricultural Officer in each Province as supervisor of the district staffs. There is no proper provision, however, for experimental and plant breeding work except in the Coast Province. There are two Provincial Agricultural schools, one at the Scott Laboratories and one at Bukura dealing with agriculture only, but both are inconveniently situated, and the Director proposes to establish two new combined Agricultural and Animal Husbandry schools for the Nyanza and Central Provinces respectively, one at Maseno and one in the Embu or Machakos district, attaching them in each case to an experiment and plant breeding farm. There is already an experimental farm at Kilifi for the Coast Province. Such stations are very badly needed in both Provinces, more especially for investigating soil fertility in addition to plant breeding, and the prevention of erosion. They are a necessary preliminary to the employment of a cheaper agency

for

(b) Animal Industry.

Considering next the Research and Investigation Sections of the Veterinary Division the functions of the Asbete Laboratory are:- (a) Research, and (b) production of sera and vaccines for use in the districts. A considerable revenue accrues from the latter, the receipts from which are estimated at £5,000. The sanctioned estimates of expenditure for the year 1935 were £22,869 and for 1936 are £22,460, showing a reduction of £409.

It is difficult to suggest further economies without reducing sera production or incurring the danger of impairing the efficiency of the Laboratory. The Research Staff must obviously stand, and, unless it is supported by an adequate number of assistants, its potentialities cannot be fully utilized. Apparatus and machinery play an important part in an institute of this kind and a large number of cattle have to be used on the production side with a corresponding amount of labour. One heading in the estimates appears heavy, viz., Upkeep (£1,530) but last year's actuals amounted to £1,692 and included such items as power and lighting, £219; water supply, £97; medicines, drugs and instruments, £351; upkeep and maintenance of buildings, £752; fencing materials £125.

I have no suggestions to make as to economies in the future.

entertained until it is clear that this work cannot be finally handed over to Agricultural Officers in the Districts.

The number of posts for Agricultural Officers in the Section of Research and Investigation should thus be four.

Assistants.  
Laboratory.

Six of these appear on the Staff List, one stationed at Njoro, and 5 at the Scott Laboratories. The numbers are not excessive.

Plant Inspectors.

Five of these are employed in connection with coffee investigations, 1 as Assistant to the Chief Coffee Officer, 1 at Sotik on "berry" disease, 1 at Kiambu, and 2 at the Scott Laboratories. Three will be necessary for some time to come for the Coffee Section. It would be better to abolish the grade of Plant Inspector and bring the Inspectors under the class of Assistant Agricultural Officer. They are practically all on the same scale of pay, and doing such the same work, and should be interchangeable with Assistant Agricultural Officers. The total Investigation Staff would, therefore, ultimately be :-

Specialist Officers.

2 Entomologists  
2 Chemists  
2 Plant Pathologists.  
2 Plant Breeders  
4 Agricultural Officers

12

Assistants.

6 Laboratory  
3 Plant  
Inspectors.

9

(b) Animal

1 Chemist  
 1 Entomologist,  
 1 Plant Pathologist,  
 1 Agricultural Officer,  
 with Assistants.

An immediate economy will follow through the reduction of the post of Chief Coffee Officer. This will leave 1 Chemist, 2 Entomologists, 1 Plant Pathologist, 1 Plant Breeder, and Agricultural Officers, to deal with problems relating to other crops.

#### Entomologists.

There is now little to justify a permanent staff of 3 Entomologists. Owing to the successful work of this Section, coffee insects are no longer the menace which they formerly were; although one of the remedies, banding against mealy bug, is still expensive. Outstanding pests amongst other crops are few in number, but cotton insects are likely to be a difficult problem. After two years the Department ought to be in a position to deal with the remaining problems with 2 Entomologists, one on coffee and one general.

#### Agricultural Officers.

Of the Agricultural Officers, in addition to one for the Coffee Section, one will be required for Kitale Station, and one for Njoro. The Scott Agricultural Laboratories should have one Agricultural Officer attached to it for dealing with special problems as they arise, as for example, the question of grasses which is at present being investigated at Kabete. No appointment such as that of a special Grassland Officer should be

entertained



investigations at Naivasha are supported from the Colonial Development Fund.

(a) Plant Industry.

In considering this Section the necessity of providing a scientific staff to deal adequately with the problems already in view, especially as regards the cereals and coffee, has received first consideration.

The number of officers engaged in research and investigation under the scientific sections is 15 distributed as follows:-

3 Entomologists	}	At the Scott Laboratories.
2 Chemists		
2 Plant Pathologists	}	at Njoro, attached to Kitale, Njoro, Scott Laboratories and Kabete.
1 Chief Coffee Officer		
2 Plant Breeders .. ..		
5 Agricultural Officers		

Chief Coffee Officer.

The Coffee crop has all along occupied a major place on the Research programme of the Plant Industry Division. The Director estimates that part time of no fewer than 12 units is taken up in coffee work. A proposal, which Mr. Milligan supports, has been made to group a number of these officers under the Senior Plant Breeder so as to fill in the gaps in the investigations which have occurred through lack of coordination, paying special attention to "quality". It is proposed that the Senior Plant Breeder should have to assist him a full time representative team consisting of:-

1 Chemist

headquarters are 25 in number; of these 17 are attached to the Head Office in Nairobi, 3 to the Scott Laboratories, 1 to the Plant Breeding Services, and 5 to the Veterinary Research Laboratory.

The Director proposes an amalgamation of the posts of Head Clerk and Chief Accountant, also of that of Librarian and Despatch Clerk and, contingent on the removal of the office of the Chief Veterinary Field Officer and Deputy Director Animal Husbandry to Kabete, the reduction of the posts of one typist and of the Veterinary and the Stores Clerk. The amalgamations proposed can, however, be carried out in any case. In the case of the Head Clerk and Chief Accountant, the scheme provides for a salary of £600 - £720 for the holder of the two posts in place of the salaries of £600 and £500 respectively. This may be accepted. The possibility of further reductions in the clerical staff should be considered, but no definite recommendation can be made at present. It will partly depend on the type of headquarters organization finally decided on.

RESEARCH AND INVESTIGATION.

250. This group does not refer to posts connected with work carried on by Agricultural Officers in the Native Reserves. On the Plant Industry side it includes the posts at the Scott Agricultural Laboratories, at the Njoro and Kitale Stations, and those connected with Animal Industry at the Kabete Laboratory. The nutrition

investigations

better to have two Directors rather than one Director and two Deputies. If the grouping of departments under three Secretaries to Government as proposed in this report is carried into effect, and the principle of allocating Animal Husbandry work in arable areas to the Agricultural Section is accepted, the two main objections of the Hall Commission to having separate departments would be fully met. The possibilities of economy will depend on the type of headquarters Organisation ultimately decided on, a question which will receive further consideration later.

#### Agricultural Economist.

This post is attached to Headquarters. The appointment was strongly supported by the Hall Commission from the point of view of having an officer well qualified in costings, marketing and co-operative subjects. His services have, it is informed, been most useful in many directions, but he has been given many outside duties which, although more or less connected with agriculture, have interfered with important work such as agricultural surveys. At present with his duties as secretary of the Standing Committee on Economic Development etc., he cannot be considered a full time Agricultural Officer. The present holder of the post has qualified in Agriculture and specialised in Economics. He has several years of useful work ahead, but should be allowed to get on with it.

#### Clerical Staff.

In the estimates the sanctioned posts at  
headquarters

248. These groups of officers may be conveniently divided into:-

Administrative including Head Office

Organization.

Research and Investigation including  
Plant Breeding.

Field including Veterinary Field Services  
generally and Agricultural Native Services.

Grading.

#### ORGANISATION.

249. The Department is now divided into two main branches: (1) Plant Industry, and (2) Animal Industry, with a Deputy Director in charge of each. Prior to 1930 the Director was administrative head of the Veterinary Department, the executive control being vested in the Chief Veterinary Officer. The reorganization effected by the Hall Commission thus did not immediately affect the Veterinary Department except through a change of designation, although the suggestion that the Deputy Director of Animal Industry might be either the Chief Veterinary Officer or the Director of Veterinary Research raised the possibility of a reorganization of that Division in the future. The Agricultural Section was, however, directly affected through the raising of the status of the Deputy Director to that of a "co-ordinating" officer, with the inevitable result that the Director has become more and more a purely administrative head. In Mr. Milligan's opinion it would be

better

Temporary Grader, 1 Superintendent  
Maize Conditioning Plant and Cool  
Stores, 5 Mechanics, and 1 Clerk.

(6) Native Services.

14 Agricultural Officers,  
4 Assistant Agricultural Officers,  
1 Agricultural Assistant, and  
Native Agricultural Instructors.

(7) Animal Industry.

1 Deputy Director and Chief Veterinary  
Officer,  
1 Senior Veterinary Officer,  
11 Veterinary Officers (One part time),  
10 Stock Inspectors,  
2 Assistant Stock Inspectors,  
6 Instructors in Stock,  
1 Veterinary Inspector,  
3 Veterinary Assistants,  
2 Asian and 10 African clerks.

This staff deals with both the Settled and  
the Native areas.

(8) Veterinary Research.

1 Chief Veterinary Research Officer,  
4 Veterinary Research Officers,  
1 Entomologist,  
1 Laboratory Superintendent,  
8 Laboratory Assistants,  
1 Overseer and a ministerial establishment  
of 4 clerks and 1 Clerk Librarian, 1  
Mechanic, 1 Storekeeper and 4 Laboratory  
students.

the Division has initiated and carried on valuable work in connection with ghee making and hide drying in the Native areas, but this would be more conveniently dealt with by the Agricultural Section in districts other than pastoral, and in such areas a centralization of Agricultural and Veterinary Training Centres is necessary.

247. In the estimates of the Agricultural Department for 1956 are found the following groups:-

- (1) Administrative and General, in which are placed the Director, the Agricultural Economist, and a clerical staff of seventeen.
- (2) Plant Industry, including the Deputy Director of Plant Industry, the Senior Coffee Officer, 4 Agricultural Officers and Experimentalists, and 5 Plant Inspectors.
- (3) Soil Laboratories 3 Entomologists, 2 Mycologists, 2 Chemists, 1 Agricultural Officer and Experimentalist, 5 Junior Laboratory Assistants, and 3 clerks (1 senior).
- (4) Plant Breeding Services consisting of 2 Plant Breeders, 1 Agricultural Officer, 1 Junior Laboratory Assistant, and 1 clerk (Asian).
- (5) Grain Conditioning and Plant Breeding Services 1 Chief Grader, 1 Grader, 1 Assistant Grader and Inspector, 1

Temporary

246. In considering the strength and character of the Agricultural and Veterinary staffs required to assist the progress of the fundamental industries of the Colony, it is necessary to commence by setting out what appear to be the essential requirements of the European and Native areas respectively. These requirements may be summarized as follows:-

A. Plant Industry.

- (1) For the European areas an adequate scientific and advisory staff, with a proportion of field Agricultural Officers to be employed only in connection with scientific enquiries.
- (2) For the Native areas a basic investigation and supervisory staff of the Agricultural Officer class, with, as far as possible, practical agriculturists of lower scientific qualifications for executive duties. The main difficulty in these areas lies not so much in the direction of suggesting improvements as in having them carried out.

B. Animal Industry.

- (1) The provision of an adequate headquarters Veterinary Research Staff; and
- (2) in the absence of a policy of disease eradication, a field staff for prevention and control of outbreaks of disease.

It is recognized that the field staff of  
the

DEPARTMENT OF AGRICULTURE ESTABLISHMENT 1935.DIRECTOR OF AGRICULTUREDeputy Director of Agriculture (P.I.)Deputy Director of Agriculture (A.I.)Administrative and  
General

1 Agric. Economist  
1 Accountant  
5 Clerks  
1 Learner

Sub-Division of  
Native Agriculture

14 Agric. Officers  
4 Asst. Agric.  
Officers

Plant Breeding  
Services

1 Senior Plant Breeder  
and Experimentalist  
1 Plant Breeder  
1 Agric. Officer  
1 Junior Laby. Asst.

Division of Animal  
Industry.

2 Senior Veterinary Officers  
11 Veterinary Officers  
14 Stock Inspectors  
3 Asst. Stock Inspectors  
6 Instructors in Stock

Division of Plant Industry

1 Senior Coffee Officer  
4 Agricultural Officers  
& Experimentalists  
5 Plant Inspectors

Soil Agricultural  
Laboratories.

3 Entomologists  
1 Senior Mycologist  
1 Mycologist  
1 Senior Agric. Chemist  
1 Soil Chemist  
1 Agric. Officer  
& Experimentalist  
2 Clerks  
6 Jnr. Laby. Assts.

Grain Conditioning &  
Cool Stores Services.

1 Chief Grader and  
Inspector  
1 Grader & Inspector  
1 Asst. Grader &  
Inspector  
1 Supt. Maize condi-  
tioning Plant  
1 Mechanic  
1 Clerk

Veterinary Research

1 Chief Vety. Research Officer.  
1 Asst. Chief Vety. Research Officer  
3 Vety. Research Officers  
1 Entomologist  
1 Laby. Superintendent  
8 Laby. Assistants  
1 Overseer  
3 Clerks  
1 Clerk-Librarian  
1 Mechanic  
1 Storekeeper  
4 Laby. Students

TOTAL Agricultural Staff = 52  
plus Clerical Staff = 21  
(17 Head Office).  
TOTAL Veterinary Staff = 56  
plus Clerical Staff = 7



DEPARTMENT OF AGRICULTURE ESTABLISHMENT 1931.DIRECTOR OF AGRICULTURE

Deputy Director (Plant Industry)

Deputy Director (Animal Industry)

Administrative and  
General

- 1 Assistant to Director
- 1 Agric. Economist
- 1 Accountant
- 1 Office Superintendent
- 8 Clerks Grade A.
- 2 Clerks Grade B.
- 7 Clerks Grade C.

Division of Plant Industry

- 1 Senior Coffee Officer

TOTAL Agricultural Staff = 46  
plus non-technical = 9

TOTAL Veterinary and  
Animal Husbandry Staff = 63  
plus non-technical = 10

Sub-Division of Native  
Agriculture

- 9 Agricultural Officers

Scott Agricultural  
Laboratories

- 1 Senior Entomologist
- 4 Entomologists
- 1 Insectaries Manager
- 1 Senior Mycologist
- 1 Mycologist
- 1 Senior Agricultural Chemist
- 1 Soil Chemist
- 1 Agricultural Officer
- 1 Clerk Grade B
- 4 Junior Laby. Assts.
- 4 Learner Laby. Assts.

Plant Breeder Services

- 1 Senior Plant Breeder
- 1 Plant Breeder
- 1 Agricultural Officer
- 1 Laboratory Assistant

Grading Services

- 1 Chief Grader and Inspector
- 1 Asst. Grader and Inspector
- 1 Clerk
- 1 Mechanic

Veterinary Services  
(Executive)

- 3 Senior Veterinary Officers
- 13 Veterinary Officers
- 24 Stock Inspectors

Veterinary Research

- 1 Chief Veterinary Research Officer.
- 1 Asst. Chief Vety. Research Officer
- 2 Veterinary Research Officers
- 1 Entomologist
- 1 Laboratory Superintendent.
- 8 Laboratory Assts.
- 1 Yard Foreman
- 1 Stockman
- 3 Clerks, Grade A
- 2 Clerks, Grade C and Learner
- 1 Librarian
- 1 Mechanic
- 1 Storekeeper
- 1 Asst. Storekeeper
- 2 Laboratory Students

Animal Husbandry

- 1 Livestock Officer
- 4 Instructors in Stock

## Diagram (1).

STAFF AT MANOH 31st. 1920.DIRECTOR OF AGRICULTURE.ADMINISTRATIVEPersonal Assistant  
& Tobacco Officer

Flax Instructor

Mycologist

Adviser on Coffee

Agricultural Super-  
intendent3 Agricultural  
Instructors

Horticulturist

Dairy Officer

Cerealist

Accountant, Clerks,  
Draughtsmen, Telephone  
Operator - 8.ECONOMIC PLANTS

Chief of Division

Tropical Agricul-  
tural InstructorForeman Plant  
InstructorMAIVASMA STOCK

Manager

Asst. Manager

Stockman

TOTAL Agricultural Staff = 24  
plus Clerical Staff = 9TOTAL Veterinary Staff = 39  
plus Clerical Staff = 8KARITE EXPERI-  
MENTAL FARM

Manager

Station  
AssistantStorekeeper-  
ClerkENTOMOLOGICAL  
DIVISION

Entomologist

Asst. do.

Plant Import  
Inspector

Clerk

VETERINARY DIVISION

Chief Veterinary Officer

Deputy Chief Veterinary  
Officer

14 Veterinary Officers

Permit Officer

19 Stock Inspectors

3 Veterinary Assistants

Office Superintendent

Registrar of Brands

Storekeeper &amp; Clerks - 2.

Previously the work of the Chemical Section was done at the general chemical laboratory.

- (7) The establishment of a temporary organization to deal with locusts.

1929-1935.

An Agricultural Commission, under the chairmanship of Sir Daniel Hall, sat in 1929. In its report, published in October 1929, the Commission recommended that the delegation of responsibility within the Department should be secured by the two Deputy Directors, one dealing with crop husbandry and the other with animal industry. The Department was accordingly divided into two Divisions of Plant Industry and Animal Industry, administered by Deputy Directors under the Director of Agriculture; this has remained the structure of the Department up to the present.

The organization and personnel of the Department since the War are perhaps best indicated by the following diagrams which show the staff in 1920, at the period of maximum development in 1931, and in 1935 respectively. The diagram relating to 1935 gives its present strength and organization.

Diagram

- (1) The inauguration of a service for the improvement of Native Agriculture, including Agricultural Education. Up to this time practically nothing had been done by the Department for Native agriculture.
- (2) The establishment at the old Scott Sanatorium of the headquarters of the laboratories of the Agricultural, Chemical, Entomological, and Mycological sections, of the experimental work in connection with variety trials and imported plants, and of the headquarters of Native agriculture in the Kikuyu Reserve, with a Native school; this followed on the giving up of the Kabete experimental farm.
- (3) The establishment of a grading service, first for maize and later for potatoes and wheat, and of a grain conditioning plant, all situated at Mombasa.
- (4) The development of the plant breeding section from a single unit, with headquarters at the Scott Agricultural Laboratories, to 3 units with a complete station for the purpose at Njoro.
- (5) Extension of advisory services through Agricultural Officers, including experimental work on farms.
- (6) The establishment of a chemical Section under the Agricultural Department.

Previously

1918-1929.

After the War, on the return of more settled conditions, the late Director Mr. A. C. McDonald, retired and his place was taken by Mr. Alex. Hoim. During 1918 and the following three years the staff was further increased, and by 1921 the Agricultural Division consisted of the Director, Deputy Director, 3 Entomologists, a Mycologist, a Plant Breeder, a Foreman Plant Instructor, 3 Flax Officers, Tobacco and Coffee Officers, a Plant Import Inspector, and the managers of the departmental farms at Kabete, Naivasha, Mazaras, and Kibos. The Veterinary Division consisted at this time of the Chief Veterinary Officer, Deputy Chief Veterinary Officer, 11 Veterinary Officers, 13 Stock Inspectors, a Chief Veterinary Research Officer, 3 Veterinary Research Officers, with a total clerical and laboratory staff of 17. In 1921 and 1922 the financial position of the Colony was such that a drastic cutting down in the expenditure of all Government departments took place, in which the Agricultural Department shared, and a large number of officers were retrenched. The farms at Kibos and Mazaras and the Naivasha Stock Farm were closed, and the Department was left without any experimental stations with the exception of the Scott Laboratory, which was a sanatorium handed over for Native agriculture and research.

During the period from 1923 to 1929 the following developments took place:-

(1) The

Veterinary Research Division was started by the appointment of a Veterinary Pathologist. In 1910 the building of the Veterinary Research Laboratory at Kabete was begun, funds being obtained from the proceeds of large sales of anti-rinderpest serum to other African Colonies, and in 1911 an Assistant Veterinary Pathologist was appointed, while a Tobacco Assistant was added to the Agricultural side. In 1913 the Entomological Laboratory was established as a separate unit on the Kabete Farm, and an Assistant Entomologist and a Coffee Inspector added to the staff, also a Mycologist, and two more Veterinary Officers. During the War period no new posts were created, and the Department carried out its functions under great difficulties, more than half of the staff being on active service.

The Veterinary Department had been established about 1897 when Veterinary Officers' services were required for the maintenance and disease control of animals used for transport of food supplies during the construction of the Uganda Railway, and in the following years the staff was organized into a civil department under the East African Protectorate Government for the control of animal diseases generally. From 1904 the Veterinary Department was administered at various times as an independent branch, as a branch under the Director of Agriculture, and as a branch under the Commissioner of Lands, until in 1917 the complete control of the Veterinary Division was again vested in the Director of Agriculture.

1918-1928.

has, in general, been little admixture with imported breeds, and the absence of this complication makes it easier to proceed with selection for milk qualities. This is being done at the Veterinary Training Centres, but the difficulty of obtaining a sufficient number of good milking animals as foundation stock converts a normally slow process into one of interminable length. A much speedier and just as effective method would be for the people themselves to retain as bulls, males from good milking cows only,

#### Departmental Staff.

245. These are the conditions which have to be dealt with and which have governed the development of the Department. Its history has been summarised as follows by the Director:-

1903-1917.

"The Department of Agriculture was established towards the end of 1903, and its duties in the first period of its existence were mainly devoted to experimental work in connection with economic plants. By 1907 experimental farms under the Department had been established at Malindi, Mazaras, Kibos, Naivasha, and Kabete. At the two latter places stock, both pure bred and half bred, were kept. In 1908 the staff was increased by the appointment of an Entomologist and a Plant Import Inspector, the Veterinary Staff by this time consisting of six Veterinary Officers, eight Stock Inspectors, and four Indian Veterinary Assistants. In the following year a Plant Breeder was added to the staff, and the

Veterinary

is being used for "grading" with the native sheep. There does not appear to be much "natural" country in the highlands for a wool breed, but they might do on some of the lower tracts <sup>in places</sup> where water is available.

Cattle: The cattle owned by Europeans are mainly "grades" e.g., the first or subsequent cross between the native cow and the European bull. There are, in addition, some herds of pure bred stock, generally of high quality, and for these there exists a good demand for grading purposes. The British dairy breeds are nearly all represented. There is the usual divergence of opinion as to what is the best for the country; each breed has its strong supporters. The extent to which grading can profitably be carried can be settled only by experience, and here again there is a wide difference of opinion. As regards the Native areas the indigenous cattle compare very favourably with those to be met with as far south as the Union of South Africa. They belong to the Zebu class and although there may be said to be different breeds such as the Boran, Masai, and Nandi, as seen at the Veterinary Training Schools, their general characteristics are much the same. Some very fine types are to be seen in the Reserves, and if these were isolated and kept pure, the establishment of excellent breeds would be possible. They appear, however, to mix well enough, and the intermediates are themselves of a good stamp. The Kenya native cattle are small in size but none the worse of that for meeting the local conditions. There has, in



Division through the establishment of separating and churning depots. The movement has made considerable progress, especially in Nyanza Province, but may be checked through competition with imports from Tanganyika which have, I am told, recently had the effect of lowering prices considerably. Kenya ghee when made under proper supervision is of a very high class, and, if produced in sufficient quantity, is likely to meet a ready market abroad. India is indicated as a buyer on account of the difficulty of obtaining a really pure product in that country.

Hides and Skins: Hides and skins occupy a prominent place on the list of exports. The improvement of the former through shade drying has for some time past been given considerable attention by the Animal Industry Division, with excellent results more especially in Nyanza Province, where the higher price obtained for shade dried hides has led to the erection of a large number of drying sheds. An extension of the system would undoubtedly lead to a marked increase in revenue from this source.

Wool: The wool trade is mainly, if not entirely, of an export character. The only "wool" sheep in the Colony are those belonging to Europeans, and are mostly to be found on the large sheep farms in the drier areas such as Naivasha, which are more suited to "merinos" than those of higher rainfall. There they have been found to do well and to give quite a satisfactory clip. For the wetter tracts, the favourite breed at present is the Romney Marsh, which is being

contribute. Few cattle are specially reared for beef purposes, there being only a limited demand for meat of the first class as supplied by the Europeans, while the Native trade consists of surplus stock from their own herds. That this is capable of considerable expansion has been demonstrated during the past year, during which a marked increase in beef consumption has taken place in Nyanza Province to the benefit of neighbouring cattle owners, and to the relief of considerable stretches of over-grazed lands. Exchange of products between the pastoral and agricultural areas, which appears to offer some mitigation of the overstocking problem, is severely handicapped by the restrictions on movement imposed by the Veterinary authorities in the interests of disease prevention. Great stock breeding areas such as the Northern Frontier Area and the Masai Reserve are in a position differing little from a permanent blockade.

Dairy produce may, however, be considered the chief animal product of the country. In addition to the home consumption of milk (which must be large) in the Native areas, dairying forms the main activity on the European cattle farms. The supply of milk for butter making has outstripped local demand, and the latter product is now exported in considerable quantities. Creameries have been established at suitable centres and, so far as the European producers are concerned, no assistance is required from the Department.

In the Native areas ghee making has been encouraged and organized by the Animal Industry

Division

of area under Native grown crops.

243. To summarize the position, the Plant Industry Section is engaged in the Native Reserves in introducing new crops and extending the area under existing crops, in the introduction of new varieties of maize, millets, sorghums, and beans and in the marketing of agricultural produce generally; but the question of conservation and improvement of the soil has yet to be taken up seriously. In the European farming areas it is mainly concerned with problems affecting coffee, maize, and wheat, and with new crops such as pyrethrum and essential oils."

#### Animal Industries.

244. Turning next to the other main branch of Agriculture, that connected with Animal Industries, the position is as follows.

Although domestic stock do well in Kenya when kept free from disease, the Colony is in many respects unfavourably situated for a live-stock industry. On the one hand, the limited local demand for meat and dairy produce makes the flooding of the markets an easy matter, while the cost of transport to Europe, and absence of other foreign markets of any importance, constitute a serious handicap on export.

There is normally no export of meat, and the internal trade consists of supplies for local markets to which both European and Native stock owners contribute.

up to some 6,500 feet.

### Soil Conservation.

242. The above are the main crops in the Native Reserves in the development and improvement of which the Department is actively engaged, but it is acknowledged on all sides that the real problem for the future lies in the preservation and maintenance of soil fertility alike in the pastoral and agricultural areas. In the former the question is mainly one of reconditioning eroded lands and the prevention of further damage from that source. It is a problem common to most parts of East Africa, and ultimately resolves itself into control of grazing. But before any wholesale operations are advisable, much careful investigation must be undertaken as to the best methods of reconditioning, and as to the real carrying capacity of the land. Experiments are already in progress in the Kamasia and Kamba Reserves, but these will require to be continued and expanded before reliable results can be hoped for.

The position in some of the arable areas is scarcely less serious. Owing mainly to the shape of the fields, and to the almost entire absence of protective banks, "sheet" erosion is all too prevalent and will tend to increase rather than diminish. Remedial measures are being taken in some areas, but there exists a danger of the question being relegated to one of secondary importance owing to the efforts at present being made towards an increase of area

in the neighbouring Eastern Province of Uganda, which has been decided upon after very careful field tests over a wide area, demands similar work in Kenya. The crop may still be said to be on trial in the Central Province, where boll disease and seasonal difficulties present a serious obstacle to its extension, and the position with regard to both factors requires clearing up.

Wattle:

Wattle-growing is mainly in the hands of Native agriculturists in Kiambu, Fort Hall and Nyeri districts. The trees require fairly cool and moist conditions, and plantations are thus generally to be found on the higher altitudes. The crop is one of great importance providing both revenue in the shape of bark for sale and wood for domestic purposes, and is capable of considerable expansion, there still being extensive areas over which it can be grown. The main difficulties appear to be in getting the growers to cut and market the bark in proper condition, but these are being gradually overcome through the establishment of inspection posts, and the posting of inspectors at the buying stations under the supervision of the Agricultural Department.

Cotton is the chief cash crop of the Native for altitudes up to about 4,000 feet and wattle above about 6,500 feet. For altitudes between about 5,500 and 6,500 feet no special cash crop has yet been developed. The most obvious crop for this zone, coffee, is as yet only permitted to be grown in the two small experimental areas mentioned previously. Apart from these special crops maize has a wide range up to

conditions of the Colony.

Beans and pulses form an important group mainly consumed in the country, but showing a small though steady export. Efforts are being made to introduce varieties suitable to the South African market. These mark a considerable advance on existing types so far as appearance is concerned, and are said to give higher yields. An effort is also being made at certain centres to secure a higher degree of purity in the samples offered for sale.

Sesamum:

Sesamum is mainly exported. It is most prominent mainly in Nyanza Province and there is a tendency towards increase in area. It grows readily in certain areas and, apart from its well known irregularity of ripening, which is not so great a drawback where labour is plentiful, appears to give little trouble of any kind.

Cotton:

Cotton is grown chiefly in Nyanza Province and along the Coastal belt. The crop has had a chequered career in Kenya, but the fall in prices of competitive crops, and the energetic efforts of Administrative and Agricultural Officers alike, have contributed to a large increase in acreage and output. It may be said to have now become established in the two areas mentioned, but a great deal more knowledge of local conditions is required before it can be safely extended in the Lake Shore area. An attempt has been made to keep abreast with Uganda as regards "grade" and "class" of lint. This has been quite successful, but an impending change of variety in the

Essential Oils:

The essential oil industry is also being assisted through investigation. Kenya appears to be well suited to the growing of a variety of essential oil plants, and it is hoped that the industry, properly controlled, will become of real importance to the Colony. It is of the type that is wanted to mix with the more extensive operations of wheat and maize farming, and is suited to the smaller holdings.

Crops Grown in the Native Areas.

Maize:

241. Maize has already been mentioned as one of the crops grown by Europeans and Natives. It yields well under suitable conditions and in the case of the latter has the additional advantage of providing a useful food crop, both for the grower and for sale to some of the pastoral tribes who are not self supporting as regards grain. There has been a marked tendency towards expansion, but it seems doubtful if this will continue under the prevailing low prices obtainable for the product. "Grade" has been considerably improved through the efforts of the Agricultural Department by the introduction of more marketable varieties and through control of marketing.

The most important food stuffs are, however, the millets and sorghums, which are to be seen growing everywhere in great variety. In this field too the Agricultural Department is in evidence, more especially with regard to the production of earlier maturing types to suit the peculiar two-season rainfall conditions

The growing of Arabia coffee by Natives is at present permitted only in two experimental areas in the Meru and South Kavirondo districts. The maximum for each area is 100 acres but up to the present only about 35 to 40 acres have been planted in each area. There is also one small plantation in the Teita hills.

Tea: Tea is also an important European industry, growing exceptionally well in the Kericho area, and capable of considerable expansion. Development is, however, at a standstill owing to international acreage control measures. No serious trouble with the crop has yet been encountered. The industry is well conducted and is likely to be able to look after itself.

Sugar: Sugar is also important, but its troubles are economic, and it makes few demands on the Agricultural Department. The tendency in some of the Native areas to use sugar cane almost exclusively for the manufacture of liquor makes it difficult to encourage its cultivation.

Pyrethrum: The future of pyrethrum growing, a new industry, and of such importance in the higher altitudes, will depend mainly on markets, although Kenya is said to produce a higher percentage of pyrethrin than its chief rival, Japan. It has had considerable support from the research officers who are in a position to give help both from the Scott Laboratories and from Njoro.



areas where it can only be grown with special precautions. Coffee grows well within well defined limits of altitude, but climatic factors have introduced special problems. In the lower areas for example, the mealy bug is a dangerous enemy and special precautions have to be taken against the pest, while at higher and colder altitudes "berry" disease is a real menace, and will have to be combatted through "resistant" varieties.

The crop has suffered badly during the last few years through shortage of rainfall which has affected both yield and quality. The general fall in world prices has, however, called attention to the importance of the latter as a supreme factor in profitable production. Owing to a variety of causes, mainly economic, many coffee estates have been allowed to deteriorate through inadequate maintenance on the part of their owners, but there is an observable movement towards "reconditioning", and as the principles involved appear to be now thoroughly well understood by the great majority of planters, this may be considered as being mainly a matter of finance. Remedies for insect pests have been worked out by the Agricultural Department, but there appears to be still a good deal to be learned regarding "shading" and its effects on yield, and there still remains the question of varieties. The most important problems remaining to be tackled are, however, those referring to quality, more especially with regard to the influence thereon of agricultural and horticultural operations.

per acre on the best lands, and in the absence of disease, but unless resisting varieties can be obtained its future is uncertain.

Sisal:

Sisal has been grown in the Colony from its early days. It has a wide range of altitude from sea level upwards. The coastal crop is a heavier yield than that up-country, owing partly to a longer producing period. One great advantage possessed by sisal is that it can be grown on the less fertile soils, and it is thus a most useful crop for the Colony in more ways than one. So far it has given little or no trouble, growing well and remaining relatively free from both disease and insects. The industry has thus made few demands on the Department and it does not appear likely to do so to any large extent.

The Kenya Sisal Growers' Association, a representative body possessing funds of its own, to which its members and Government contribute equally, is gradually building up reserves with which it hopes to found an experimental station. This scheme is to be commended as an example of self help on the part of a planting industry dealing with a highly specialised crop.

Coffee:

Coffee is claimed by its growers to be the premier crop of Kenya, and there is no gainsaying its supreme importance to the Colony. It was first grown at Kiambu, but owing to the initial success in producing both yield and quality, the crop has spread throughout the highlands; in some cases to

areas

of both railway and ocean freights, it is only when world prices are reasonably good that export is profitable. Although average outturns per acre grown by Europeans, as shown by the crop statistics, appear to be maintained, this must be at least partly due to the considerable reduction in acreage which has taken place during the last few years. The crop has in the past received considerable attention from the Agricultural Department mainly with regard to varieties, manuring, and cultivation. An attempt is now being made to check Fusarium and White Blight diseases through plant breeding and selection of seed. The work has been done mainly at Njoro and its outstations, and at the Scott Laboratories.

Wheat:

Wheat is grown mainly at the higher altitudes in Nakuru and Uasin Gishu districts, but is also to be found at lower levels and as far south as Machakos. The crop grows well, but is subject to severe attacks of rust which are mainly responsible for the low average yields recorded. The Department has for long been engaged in attempting to breed rust resisting varieties, but great difficulty has been experienced in obtaining strains resistant to the four different forms of rust encountered. The problem is further complicated by the varying altitudes, and by considerations of "quality". The plant breeders, however, feel confident that they are within measurable distance of success. This is greatly to be hoped for as the crop is capable of yielding up to 40 bushels per acre

seasons (called the long and short rains), with comparatively long dry intervals between, makes a well regulated cropping programme a more difficult matter than might appear. There being no definite winter, growth is accordingly governed more by rainfall than by season. Droughts do occur, as has unfortunately been the case during the last two years, but these cannot be compared in intensity to those experienced in places like South Africa.

#### Plant Industries.

240. The principal crops of the Colony are coffee, sisal, tea, and wattle, with the annual crops of maize, wheat, sesamum, millets, and cotton. Of these coffee, sisal, and wheat, are grown in the European areas, maize and wattle are common to both, while sesamum, the millets, and cotton belong almost exclusively to Native agriculture.

#### Maize:

Maize is probably the most widely grown crop in the country. It grows readily from the coastal belt up to almost any altitude, provided that the rainfall is adequate; it is easily handled, and can be farmed on a large scale by Europeans. It is, moreover, becoming increasingly popular amongst the Native cultivators. Kenya is outstanding as far as maize growing is concerned, both as regards yield and cost of production on the farm. A large proportion of the crop has, however, to be sold outside the Colony, and, owing to the distance from markets and the high cost of both

they are, with some exceptions fairly easily accessible. The Native Reserves lie mainly in North, Central, and South Kavirondo, Kericho, Samburu, Mandi, Elgeyo, Baringo, West Suk, Nera, Embu, South Nyeri, Machakos and Kitui districts, and the Masai Reserve. The Northern Frontier Area and Turkana are also in Native occupation. The greatest concentrations of population in the Reserves lie in the Nyanza Province, in the Central Province occupied by the Kikuyu and related tribes, and it is in these tracts that the most intensive cultivation is to be found. Examples of extensive non-agricultural areas are in the Masai Reserve, the Mandi, Taikopia Samburu, Elgeyo, and Baringo districts, and in Turkana and the Northern Frontier Areas. Agriculture looks insignificant on the crop map appended to this report but, relatively to stock, it is, for the present at any rate, of much greater economic importance.

The distribution of the population follows the rainfall very closely, as may be seen from the maps appended to this report.

Although metamorphic rocks are exposed over more than one half of the Colony, volcanic eruptions have covered a large tract of the Rift Valley zone and of the adjacent highlands, resulting in soils which, although poor in lime and magnesia, are capable of yielding good crops under proper treatment. Such soils require a considerable rainfall owing to their physical properties, but this is normally forthcoming, although its concentration into two main seasons

recommendations.

239. The proposals which we are required to make are for the reorganization of the Agricultural and Veterinary services so as to deal with the great variety of conditions in Kenya. Before entering on this subject it is advisable to give a brief description of the agricultural conditions with which they have to deal and of the major problems on which the Department of Agriculture has been engaged. Mr. Milligan has summarized them in the following paragraphs.

The country may be divided into rainfall zones with a corresponding response in vegetation running more or less parallel with the sea-board, passing from the fertile coastal strip of about 20 miles in depth through a diminishing rainfall area to conditions again improving with increased altitude, finally reaching the Kenya highlands and Lake shore tracts where good land and abundant moisture are the rule rather than the exception. The principal agricultural and stock areas are thus to the west, but are bounded on the north by the sudden drop in the rainfall beyond, roughly, the line Mt. Elgon to Mt. Kenya; bounded to the south by Tanganyika, and to the west by Uganda, they form on the map a fairly compact block. European settlement is to be found mainly along the Kenya-Uganda Railway and in the sub-montane tracts of Kenya and Elgon. Lying mainly in the districts of Nairobi, Machakos, Thika, North Nyeri, Laikipia-Samburu, Nakuru, Uasin Gishu, Trans Nzoia, Kericho,

they

living and of production for the markets are raised. In both areas, but more especially in the Native area, there is the pressing problem of the gradual destruction of the fertility of the soil by unsound methods of cultivation and by overgrazing.

In one sense, therefore, the problems are of a dual character, but in another the sharp distinction which is drawn between European and Native production is misleading. The whole of European production rests ultimately on the basis of Native labour, though the production either would not exist, or would have had a very different character, without the stimulus of European energy and organising capacity. The Native on the other hand, though his own production is mainly in the Reserves, owes much to the lessons which he has learned on European farms, and depends largely on the wages for his labour paid by farmers, by industries, and by the transport and marketing organisations, both for his own subsistence, for the payment of his taxes, and for the satisfaction of his ever increasing wants. The ultimate interests of both communities, and also of the resident Asian community, are closely intertwined.

258. In dealing with the many aspects of these fundamental problems the assistance of expert advice has been essential and I am indeed fortunate in having had the advice of Mr. Milligan. All the recommendations in this section of the report are based on his wide knowledge and experience, and are for the most part in his own words. I agree with all his  
 Recommendations.

CHAPTER VIII.DEPARTMENTAL ESTIMATES.

236. This concludes the sections of the estimates which come under the general head of Administration. It remains to deal with the expenditure of the various departments, and the first of these is the Department of Agriculture including Veterinary.

AGRICULTURAL DEPARTMENT.

237. Kenya Colony and Protectorate is at present, and, so far as can be seen, will always be, a predominantly agricultural country. It is on the basis of Agriculture taken in the widest sense that the country has been developed, that the Native has been able to provide for his subsistence and to pay his taxes, and that European enterprise, capital, and direction, have produced the specialised agricultural industries which are the predominant feature in the exports of the Colony. The problem is a dual one, that of providing the conditions necessary for a prosperous agriculture, both in the European areas with their specialised crops and many requirements for scientific assistance, and in the Native areas in which the scientific problems are more limited, and the main needs are to see that scientific principles are put into practice, and that their standards of living



REPORT OF THE COMMISSION APPOINTED TO  
ENQUIRE INTO AND REPORT ON THE  
FINANCIAL POSITION AND SYSTEM  
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VOLUME II.

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FISHERIES PROTECTION.

235. A minor section appearing under administration is that connected with the fisheries in Lake Victoria Nyanza. This is an industry of considerable potential value but requiring regulation and development. The estimated recurrent expenditure of 4975 under Head II, Administration, and the non-recurrent expenditure of 11,000 for the purchase of a new boat under Head III, Administration Extraordinary, need no comment.

other hand the compulsory entry may be a real difficulty to a conscientious employer, and, as noted above, it is proposed to make these entries voluntary. Unfortunately it is also true that the opportunity of making entries is sometimes unfairly misused to the prejudice of the servant. If the kipandi system is retained a mere stamp or entry on it would fulfil the main purpose of the pocket register.

254. The sum involved is so small that no strong recommendation is called for on the ground of economy, and it is for Government to consider whether the advantages of the system are sufficiently great to justify its retention. Its abolition might apparently even lead to extra immediate expense to Government, because unless the Deputy Registrar who manages the department could be transferred to some other post he would be entitled to a pension exceeding the net cost of the Department.

carried out by the Police.

The reason for its introduction in Kenya is the danger of assaults by Native servants on European women and girls. That this fear is not groundless is unfortunately only too true, as there have been various cases of this type. The representatives of the East Africa Women's League feel very strongly on the question and their feeling is one to be respected. If the system of registration gave effective protection against such offences the argument in its favour would be strong, even though the system does involve bringing up a man's criminal record against him. In fact, however, the protection given is very partial. The Ordinance only operates in a few districts, and although this could be cured by its application to the remainder of the Colony, the extension would be against the wish of a large proportion of the European residents, while in any case on the more lonely farms the servants could generally be men resident on the farm or in the neighbourhood. Further, the possession of a register is no real guarantee of security, since in several of the cases of assault which have occurred the offender was in possession of a register. The provisions of the Ordinance can be evaded by signing on applicants as shamba boys, or in the towns as shop boys.

The possession of a register with good entries is said to be highly valued by Native servants, and this is no doubt true though a good "chit" would probably be equally valued. On the

other

disuse, and was repealed in 1924.

231. There are now in circulation 26,872 books and 1,055 have been either refused initially or withdrawn. The Ordinance is in operation in the districts of Nairobi, Uasin Gishu, Trans Nzoia, and in the Municipality of Nakuru. It does not operate in the rest of the Colony including the town of Mombasa. Even in the areas to which it has been extended it does not operate without difficulty as many employers try to evade the fees, and have to be prosecuted. In the year 1934 fiftyfour prosecutions were instituted, and the Chief Registrar states in his report for 1934 that "it is greatly to be regretted that the financial success of this measure appears possible only at the cost of constant inspections and frequent prosecutions."

232. The abolition of the system was proposed in the report of the Expenditure Advisory Committee of 1933, but it was subsequently decided, with the assent of the Finance Committee on estimates, to continue it for 1934, provided that it could be made self supporting. The actual loss was £185 on the year's working, and the Select Committee on Economy of 1935 renewed the proposal for its abolition.

233. It is somewhat unusual for a government to undertake the registration of Domestic Servants, but Kenya is not unique in this respect, as Ceylon has a similar arrangement in certain of its towns,  
carried

Under this system a man who wishes to enter domestic service applies for a pocket register, either personally or through his employer. His finger prints are taken and are sent to the Police for examination. If he has been convicted the Police report the character of the offense and the sentence. If there has been no conviction within three years the register is usually given unless the offense was of a very serious type. If there is a bad criminal record a conditional registration may be given to a special employer who desires to take the man in spite of his record. The duty of the employer in either case is to enter his own name in the register. When the employment ceases the employer is bound to enter a character in the register. A bad entry can be appealed against and an enquiry is then made into its fairness. An amendment of the Ordinance is under consideration which will make the entry of a character permissive. If this amendment is adopted it will be possible to prosecute an employer who has recorded a bad character if there is reason to suspect malice on his part.

Before the present Ordinance was brought into force an executive order laid down that any person who wished to ascertain the character of an applicant for employment could apply to the finger print bureau and be told whether the applicant was suitable for employment or not. In fact very few people availed themselves of this opportunity. In 1910 an ordinance on the subject was passed, but it fell into disuse

for in the 1936 Estimates is £8,012, less receipts of £1,350 plus £450 for kipandi containers, or £6,212. The real cost is however considerably greater, as this estimate makes no provision for the pensions of some of the officers directly employed, nor for the time of many other officers indirectly connected with this work.

229. Some sections of employers are strongly of opinion that the advantages of the system both to the employer, and to the steady labourer, have been largely nullified by the abolition of the system of renewal of the original document. The cost of its reintroduction is put at £750.

The abolition of the system would be a possible economy, but is opposed by the large majority of European opinion both official and non-official. There is no such system in Tanganyika, and the result is said to be that employers are obliged to engage a large surplus of labour to allow for disappearances. A passport system is however being introduced. In Kenya some modifications of the ordinance are under consideration, and the system of exemptions could also be extended with advantage.

#### Registration of Domestic Servants.

230. The Registration of Births, Deaths, and Marriages requires no special attention, and the next provision requiring consideration is that for the Registration of Domestic Servants.



normal scheme of things. Whether this acquiescence will be permanent remains to be seen, but the very large majority of European opinion is in favour of the maintenance of the system as advantageous both to Government, to employers, and to Natives of good character.

227. So far as Government is concerned the necessary identity could be given by some form of passport attested by finger prints, (photographs would be of little use in this regard), and this is in fact the practice in the Northern Frontier Area where the tribesmen require a certificate of identity when they go outside the Area for trade or other purposes. They do not however engage themselves as labourers. It is noticeable that the Ordinances for this area use the term "Tribesmen" instead of Natives, and the difference is not merely a verbal one.

For the employer the main advantage of the kipandi lies in the record of service, and the advantages are not all on one side, as the Chief Labour Officer states that he finds this record essential when he has to prosecute employers for withholding wages or for other unfair dealings. He also depends on the record when he has to find the persons entitled to unpaid wages. The general, though not the universal, view is that the Native of good character sets great value on the record of service contained in the kipandi.

228. The cost of working the system as provided  
for

the advantages of the "kipandis" are that the entries give some idea of the character of the applicant for work, and that the identity given enables them to find and prosecute any labourer who breaks his labour contract. So long as a renewal certificate was a copy of the old certificate, with the same name and the full record of service, it gave the employer a definite hold on the labourer until he had completed his contract. Under the new arrangement made in 1934 a Native who wishes to break his contract, and go to a new employer, or who considers that the entries on his "kipandi" may go against him, need only destroy his old "kipandi" and apply for a new one under another name. The bad character and the good thus start level again.

The number of renewals during 1935 was 25,851 during a year of slack employment. In 1930 there were 23,981 renewals, in 1931 20,875, in 1932 16,913, and in 1933 15,336. The actual number of renewals has therefore not increased.

226. Where employers have to engage labour from other areas, and on the payment of advances, this possibility of breaking the contract and simply disappearing is felt as a severe handicap. At one time there was considerable agitation among some sections of Native opinion, (more especially among the Kikuyu), against the whole system of kipandis, but this appears to have died down, and it is now accepted as a part of the normal

and was given a temporary certificate, followed later by a copy of the original certificate when the necessary details had been ascertained with the aid of the clue given by the finger prints. When the original registration number was known the record of service could be completed from the monthly labour statements given in by employers. These returns do not however give the rates of wages, so that the renewed "kipandi" were defective in this respect. The cost of renewal was Sh.2/- with Sh.1/- for the case. The central organisation necessary for the completing the renewed certificate was abolished in 1934 on the recommendation of the Expenditure Advisory Committee.

225. The present position is therefore that a Native who applies for renewal is given a completely fresh certificate without the record of service. This is very probably issued under another name as Natives constantly change their names if this can be done with impunity.

From the point of view of Government the advantage of the "kipandi" system is that it gives the Native an identity which it is otherwise impossible to assure as there are probably a number of people of the same name in any location and it is not unusual for a Native to have several names by which he is known in different places or in different capacities.

From the point of view of the employer

the

NATIVE REGISTRATION.

224 The next section under Administration to be taken up is that of Native Registration with its subsections dealing with (1) Births, Deaths, Marriages, and Immigration; and (2) the Registration of Domestic Servants. The system of Native registration in Kenya is a very elaborate one. Every male Native of the age of 16 is obliged to take out a certificate (called a "kipandi") attested with his finger prints; if he leaves his Reserve he is obliged by law to carry his "kipandi" with him. When he enters into an agreement as a labourer the employer is obliged to enter on this certificate the dates of commencement and termination of his employment, whether rations are given, and the rate of wage paid. When outside his Reserve he is obliged to carry his "kipandi", as explained above, and it is an offence to be found without it for which he can be summarily arrested by any police officer. In recent practice the latter provision has been modified by executive orders, and it is only applied at night.

The system was first started in 1919, and by 31st December 1920 180,537 registrations had been made, on 31st December 1931 this had risen to 1,019,912, and it is now 1,191,467, but it is not possible to say how many holders of "kipandis" have died.

Under a system introduced in 1920 a Native who had lost his "kipandi" could apply for renewal,

and

This form of employment has practically disappeared in the more advanced districts.

As has been said by Lord Moyne in paragraph 90 of his "Report on Certain Questions in Kenya" this form of labour does not appear to conflict with the International Convention concerning Forced and Compulsory Labour if the work is of a kind which can "be considered as normal civic obligations incumbent on the members of the community provided that the members of the community or their direct representatives shall have the right to be consulted in regard to the need for such services." In Kenya the representatives consulted are the members of the Local Native Council, and the essential matter is to make certain that the type of work carried out, such as petty repairs to purely local roads, is for the special benefit of the Native community.

Year	Claimed £	Recovered £	Outstanding £
1931	3,892	3,212	680
1932	5,065	3,759	1,306
1933	2,753	2,337	416
1934	4,188	2,081	2,107
1935	4,299	2,821	1,478

The retention of four Labour Officers appears to be necessary but the post of Principal Labour Officer may remain in abeyance.

223. It has been mentioned in connection with the work of the Native authorities that a certain amount of compulsory tribal labour has been employed on roads. There has however been a great reduction in the amount of labour of this type, as may be seen from the following statement drawn up by the Chief Native Commissioner giving the figures for nine years:-

Year	Number of men ordered out.	Number of Men - days	Average No. of days worked by each man called out.
1927	12,809	95,975	7.49
1928	12,897	86,587	6.71
1929	9,663	64,657	6.69
1930	9,098	37,465	4.12
1931	5,682	12,265	2.16
1932	7,381	13,779	1.86
1933	4,507	11,270	2.50
1934	3,854	5,950	1.68
1935	3,814	7,112	1.83

This

has hitherto been mainly carried out by contract labour engaged from the Nyanza province on the payment of advances. There has been a recent tendency on the part of labourers to break these agreements and to disappear. This tendency has been promoted by the willingness of other employers to engage labour offering locally without asking any questions, and possibly to offer somewhat higher wages because they have not to bear the expense of transporting the labourers from Nyanza Province, or of fitting them out with blankets, etc. An increase in the rates of wages will be the only real solution of this difficulty, but another aspect of the question will be dealt with in connection with the Native Registration Ordinance.

222. A Labour Section of the Government organisation plays a useful part both from the point of view of the employers and from that of the natives. In other colonies this work is carried out by District Officers, and to some extent this is also done in Kenya. Their many other preoccupations would however make it very difficult for them to give the necessary time to work which must be gone into in detail, or to deal with some forms of labour, more especially that under contractors. Labour Officers have been instrumental in recovering a considerable sum of unpaid wages, and the figures under this head for the last five years are as follows:-

Table.

has hitherto been mainly carried out by contract labour engaged from the Nyanza province on the payment of advances. There has been a recent tendency on the part of labourers to break these agreements and to disappear. This tendency has been promoted by the willingness of other employers to engage labour offering locally without asking any questions, and possibly to offer somewhat higher wages because they have not to bear the expense of transporting the labourers from Nyanza Province, or of fitting them out with blankets, etc. An increase in the rates of wages will be the only real solution of this difficulty, but another aspect of the question will be dealt with in connection with the Native Registration Ordinance.

222. A Labour Section of the Government organisation plays a useful part both from the point of view of the employers and from that of the natives. In other colonies this work is carried out by District Officers, and to some extent this is also done in Kenya. Their many other preoccupations would however make it very difficult for them to give the necessary time to work which must be gone into in detail, or to deal with some forms of labour, more especially that under contractors. Labour Officers have been instrumental in recovering a considerable sum of unpaid wages, and the figures under this head for the last five years are as follows:-



squatters, also engages a good deal of their attention. The serious fall in the rates of wages has been discussed in an earlier paragraph.

221. Broadly speaking the relations between employers and labourers are good, and the newest industry, mining, has a very satisfactory record in this respect. The Colony is very fortunate in the type of miner and of manager who are engaged in these occupations; this new form of employment has also had the effect of stimulating the demand for Native artisans of various types.

The spirit in which the African labourers met the heavy fall in agricultural wages was extraordinarily good; they recognised the very serious position of their employers, and the necessity for cutting down both numbers and rates of wages. The signs of improvement in some industries have naturally led them to hope for an increase in rates of wages, but the improvement is unfortunately far from general, and the industries which show such signs, such as sisal, have very heavy losses to make up.

For a considerable time there was a surplusage of labour offered, but there has been a change in this respect during the last few months, and some areas, as well as some industries, sisal and coffee more especially, are complaining of a serious shortage. Others, such as tea, have had no such difficulties, and the personal factor plays a considerable part as is usual in such cases. Sisal work is definitely harder than most forms of agricultural work, and it  
has hitherto

recruited officers, give an added stimulus to the work of the Administrative staff.

### LABOUR SECTION.

220. The remaining sections under the head of Administration are the Labour Section, that dealing with Native Registration, and a small section dealing with Fisheries. The Labour Section of the Administration employs four Labour Officers whose duty it is to supervise generally the relations between employers and labour. The average number returned as in employment during the last six years has been as follows:-

1930	157,000
1931	141,000
1932	132,000
1933	141,000
1934	145,000
1935 (estimated)	150,000

The task of the Labour Officers is therefore not a light one considering the variety of employment in which the labourers are engaged. Apart from the labour employed by Government in its various departments, by the Railway, and in domestic service, the most important private sources of employment are (1) mining; (2) agricultural work generally, including coffee, tea, sisal, and sugar estates; (3) saw mills and other industrial occupations. The control of resident Native labour, commonly called squatters,

219. A reduction of Administrative staff on this scale is a very serious matter and, if carried out by compulsory retirements, the savings would be off-set to a large extent by additional expenditure on pensions and gratuities as was shown by the reductions of staff effected between 1922 and 1924. In any case the reduction of three posts in the Secretariat, and of ten of the nineteen posts in the District staffs can only be carried out gradually, as time would be necessary to train the Secretariat clerks and the Tax Officers for the duties which they would be required to undertake. The anxiety of the Government of Kenya in respect of the reductions proposed in the Central Provinces have been referred to in a previous paragraph, and the Government view some of the other proposed reductions with similar misgivings on account of the present difficult stage in the development of the Native population. Other difficulties would arise from the want of balance in an official cadre which must result from irregular recruitment for a considerable period. The proposed reductions of establishment cannot therefore be effected immediately but I see no reason why they should not be attained within a reasonable period without causing any lowering of the standard of administration. In fact by reducing the amount of laborious routine work carried out by Administrative Officers, and providing a wider scope for both Provincial Commissioners and District Officers, the proposed organisation should, while providing increased opportunities for locally recruited

Deducting from 87 the 7 selection posts (2 Secretaries to Government, 4 Provincial Commissioners and 1 Senior District Commissioner) the number of officers on the ordinary scale of administrative salaries would be 80. For a total strength of 80 nine selection posts in all are necessary in order to secure a reasonable flow of promotion comparable with that in corresponding Services in other Colonies. Seven posts of this type have been given above, so that in addition to these two more posts of District Officer may be graded as Senior District Commissioner and carry a salary of £1,500 per annum; one of these posts will at present be represented by the Commissioner of Mines.

218. As regards the total ultimate savings resulting from the re-organisation, paragraph 150 sets out the savings resulting from a reduction of three posts in the Secretariat, and paragraph 197 shows the saving from the reduction of 19 posts under Administration. As the total ultimate reduction in the cadre will be from 121 Officers to 87 Officers, further savings of approximately £11,280 would appear to be ultimately practicable, assuming the average pay of a District Officer to be £650, and taking concealed emoluments at 45% of salary; to this has to be added £940 as the saving from the further reduction of either a Resident Magistrate or a District Commissioner in the combined Uasin Gishu Trans Nzoia District. These figures do not take into account the savings resulting from the changes in selection posts. The total ultimate saving on the Administrative and Secretariat Staffs would thus amount to £26,950 per annum approximately.

districts, 2 Officers acting in higher posts, 9 secondments, 19 on leave, and 11 cadets who will not arrive in Kenya until August 1936. The officers on leave and the cadets must be regarded as non-effective. The number of effective District Officers was therefore 5 less than the recognized distribution of the sanctioned establishment, although the total strength of District Officers was 2 over the sanctioned establishment if the 11 cadets (then in Europe) be included.

The proposals made in this report, including those for the union of districts and the combination of the post of Provincial Commissioner Coast Province and District Commissioner Mombasa, and including the substitution of 10 Tax Officers for 10 District Officers, reduces the number of District Officers allocated to Districts from 73 to 54, as has been shown in the statement in paragraph 196. To these 54 posts it is necessary to add officers for secondment to the posts of Commissioner of Mines, of Consul for Southern Abyssinia, and of resident Magistrate (2 posts), making 58 posts in all. To complete the number of posts to be filled from the Administrative cadre it is necessary to add 5 posts of Provincial Commissioner and Senior District Commissioner, and 8 posts in the Secretariat; the post of Financial Secretary is not included as it will not necessarily be filled from the Administration. This raises the total number of posts to 71. To this must be added a leave reserve for which 16 would be a fair provision on the ordinary standards, raising the total cadre to 87 as compared with the present cadre of 121. Both of these figures include the posts on the headquarters staff which are not strictly speaking Administrative posts but are usually filled from the administrative cadre.

Deducting

Commissioners in Nyanza, Rift Valley, and Central Provinces, one is in charge of Turkana, and one is seconded as Commissioner of Mines. To get the total number of selection posts it is necessary to add the Colonial Secretary, Deputy Colonial Secretary, Senior Assistant Colonial Secretary, the Chief Native Commissioner, and the Commissioner for Local Government. The present Deputy Colonial Secretary has come from another Colony but the post is one which would normally be filled from the Local Service. The Treasurer may be excluded as this post has not ordinarily been filled from the Administrative Service. The total number of selection posts is thus fourteen. Under the proposals made in this report there will be four posts of Provincial Commissioner, one of Senior District Commissioner in charge of the Northern Frontier Area (who would be exchangeable with a Provincial Commissioner), and two posts of Secretary to Government; the Financial Secretary may be excluded as he would not necessarily be from the Administrative Service. This makes seven posts in all. It will be considered later whether there should be any additional posts of Senior District Commissioner.

217. Taking next District Officers the sanctioned cadre is now 107 plus two Consuls. Of these 73 are included in the sanctioned district establishments. The balance includes provision for 15 Officers on leave, 10 secondments, and 9 casualties including retirements, transfers etc. The actual distribution on March 9th 1936 included 68 Officers posted to districts,

are sent as is the general practice it is not advisable to keep them in those districts for more than a short period owing to the nervous strain caused by loneliness and generally trying conditions. It may however be suggested that transfers would be reduced in numbers, and in expense and trouble, if the system of posting to Provinces instead of to districts were carried further, and if less regard were paid to seniority in the case of short term postings. Provincial postings are probably as near to posting in the same language area as is practicable.

215. It will be convenient to summarize at this stage the effect of the changes proposed in the preceding sections on the strength of the administrative cadre. Considering first the Secretariat and other headquarters posts connected with it the changes proposed have been summarised in paragraph 150. They result in the reduction of the number of posts of administrative rank from 12 to 9; the resulting saving was estimated at £2,252.

216. Taking next the selection posts of Provincial Commissioners and Senior District Commissioners, there are at present four posts of Provincial Commissioner, and five posts of Senior District Commissioner. Of the four Provincial Commissioners 3 are at present on leave (one pending retirement), while the fourth is in charge of the Northern Frontier Area. Of the 5 Senior District Commissioners 3 are acting as Provincial Commissioners

as great as has been represented, but the number of transfers is nevertheless large, and it is very desirable that it should be reduced. Transfers are in general arranged by a staff committee, subject to the orders of Government in special cases.

214. As regards the connected question of knowledge of the local languages it is true that there are very few officers with an extensive knowledge of any language other than the lingua franca and coast language, Swahili, though Kenya is by no means alone in this respect. It is also true that if an officer learns the language of any district there is no certainty that he will on his next tour be sent to a district with the same or a related language. A want of familiarity with the local language does certainly leave an officer too much in the hands of his interpreter; Swahili also is not always an adequate medium for dealing with questions of local custom, more especially those relating to land. The problem is, however, not an easy one, as the four main groups of languages are not geographically contiguous, and even within the same group there are wide differences, not only of dialect. There are also difficult questions of healthy and unhealthy areas and stations, and of the suitability of officers for different types of work, as well as the special difficulties from illness, leave, and other contingencies resulting possibly in several transfers. The staffing of the Northern Frontier Area and of Turkana presents special difficulties. Married officers cannot take their wives to these stations and if any junior officers

are sent



district appellate tribunals which appear to have been generally recognised as a valuable innovation.

212. The work of the tribunals is supervised by the Administrative Officers to whom also appeals may be referred. Monthly statements of all cases decided are forwarded to the Attorney General, such submission operating as an appeal, and it has been suggested in a previous paragraph that these lists might be dealt with by Provincial Commissioners.

213. In all forms of district work, but perhaps more especially in dealing with Native organisations, it is of great importance that District Officers should be in close personal touch with the people, knowing them and their language, and, what is of quite equal importance, being known and trusted by them. This knowledge and this confidence can only be acquired gradually, and it is therefore of great importance that District Officers should remain a sufficiently long time in a district. This is of special importance in the case of District Commissioners, both from the point of view of acquiring an adequate knowledge of their districts, and also of being able to carry through as far as possible any scheme of development in which they have become interested. The frequent transfers to which a good deal of attention has been drawn lately are therefore definitely prejudicial in these directions, apart from the expense and trouble caused both to Government and to the officers themselves. An analysis of the records shows that the evil is not  
as great

Central Kavirondo five for nineteen locations. A usual arrangement in such cases is to form the tribunals from a panel of elders in each location, who sit in rotation, and receive a small remuneration when sitting. Such an arrangement has obviously no connection with Native custom, and has been introduced largely for the sake of ease of supervision, but also partly because it was considered that tribunals so formed would be less amenable to outside influence or to bribery. On the other hand, the members would be less controlled by public opinion than if they were sitting among their own people.

The members are paid out of the receipts from fees and, as has been previously noted, in a few districts these have had to be supplemented by grants from the Local Native Council, though considering the character of the work done by them more especially in connection with criminal cases the obligation was clearly one to be met by Government.

It is certainly not for an outside visitor to express an opinion as to what form of tribunal is the best in the interests of justice, but there appear to be adequate grounds for considering that on the whole the working of these tribunals has been to the definite advantage of the community.

In some districts, at any rate, a large number of disputes, more especially land disputes, are still dealt with by traditional authorities of a more local and fluctuating character.

In most districts these tribunals of original jurisdiction have been supplemented by

district

This would be a normal development from some features of the Kenya system but it would be entirely contrary to the principles of indirect rule and to the policy of the Kenya Government as hitherto laid down.

211. The connection of Native Tribunals with economy is not so direct, but it exists nevertheless, as they now dispose of many thousands of cases which would otherwise take up the time of Government officers. Under the Native Tribunals Ordinance they are required to be constituted in accordance with the Native law or custom of the area in which they have jurisdiction, but in fact they take forms which appear to have very little connection with Native custom. In some districts such as Elgeyo, North Kavirondo, and South Kavirondo, there are location tribunals, the location being the area under a chief or headman. These divisions may, or may not, be in accordance with the tribal customs of the area. In most districts the locations are grouped together to form a number of tribunals considerably smaller than the number of locations, and bearing no relation to clans or other tribal sub-divisions. For example the Nandi district has seven tribunals for twenty-four locations, Machakos has four tribunals for sixteen locations, and Kiambu three tribunals for fifteen locations, which, however, by an exceptional arrangement are combined into divisions of five groups, each being under a divisional chief. These divisional chiefs have a very definite traditional position in the tribe. Fort Hall has five tribunals for thirty-two locations, and

Central Kavirondo

and Poll Tax through Native agencies, or in other words through these headmen. If this policy is to be maintained (and this is certainly desirable both in the interests of developing a responsible Native organisation and of economising on the administrative staff) then it is necessary that Government should pay the small sum required to give the chiefs or headmen the necessary clerical assistance, and that the salaries of the chiefs should be paid on a somewhat higher scale so as to recompense them for the very considerable amount of extra work required of them. It has also been suggested that they should receive some mark of distinction such as special robes. Some addition to their status will become even more essential as the Hut and Poll Tax is gradually modified in the direction of taxation according to ability, whatever form that may ultimately take. It is unreasonable to expect honesty or absence of abuses from men entrusted with very considerable powers but with nominal rates of pay. The breakdown of the Native organisation would have very serious effects, as may already be seen in connection with the detribalised Native, and it would be disastrous in the interests of economy, apart from other effects, if the organisation is tried by unreasonable tests. Salaries on the Tanganyika scale could not be paid nor would they be expected.

210. One school of official thought is in favour of gradually transforming the Chiefs or Headmen into Native Civil Servants liable to transfer from one area to another and without any local associations.

This would

intended for specific purposes, though it is true that these purposes include the "provision, maintenance, and regulation of food and water supplies". In practice the strict application of the principle that Councils must pay for famine relief up to the limit of their resources results in the position that the more liable a district is to famine, and consequently the more it needs the development of its water supplies and agricultural resources, the less will be the proportion of those resources available for such purposes.

§ 9. As regards the chiefs or headmen it has been stated above that, in general, they derive their authority from the Ordinance and not necessarily in virtue of any traditional position. Whether an organisation more on Tanganyika lines could have been developed in Kenya is now probably beside the question. Not much attention appears to have been paid to the subject in the early days of the Colony. Executive organisations of various kinds did exist, but in the pastoral tribes they were not on a territorial basis, but were founded on age groups, and in other tribes also the position appears to have been somewhat indefinite.

Whatever the earlier possibilities may have been if the facts had been more fully known, the existing headmen have been appointed and invested with the functions set out above. The position has, however, been changed to a considerable extent by the adoption of the policy of the collection of Hut and Poll Tax

## Councils.

When, however, famine occurred in Kitui in 1935 the principle was laid down that famine relief is a first charge on Local Native Council balances and that Government could not approve of any allotment from Government funds so long as any surplus balance existed in those of the Local Native Council. All expenditure other than that which was absolutely essential was directed to be cut down. It is true that Baringo and Turkana are Councils with very small resources, and that the Councils in the Coast districts of Giriama and Digo are also badly off, while the Kitui Local Native Council was possessed of considerable balances. At the same time Kitui is a notoriously impoverished district, and with its area of 18,270 square miles, its population of 154,681, and its manifold agricultural needs, the demands on its income of under £4,000 are far more than can be met.

208. No elaborate famine code such as obtains in India is required for Kenya, but scarcity on a smaller scale has not been infrequent, and it would make both for efficiency and economy if a simple code was worked out laying down tests to be applied when famine is apprehended, though personal observations must always play a large part in such cases; the distribution of the expenditure between Government and the Local Native Council should also be prescribed. The placing of responsibility for famine relief on the Local Native Councils would be easier to justify if the Councils received a rebate of a part of the general revenues as in Tanganyika, instead of depending for their resources on a special levy intended for

expenditure of these Councils could be diverted to other uses with advantage, but there are two points which may be considered at the present stage. The first is a minor one and consists in the requirement from some Local Native Councils of a part of the expenditure in connection with Native Tribunals and chiefs' clerks who are employed on work which would otherwise have to be done by official agencies. These are clearly obligations of Government which has in fact recently been recognised. The second, and more important, is that no clear policy appears to have been laid down with regard to the shares of famine expenditure which should fall on Government and on Local Native Councils. When serious famine occurred in the South Kavirondo district in 1931 an advance of £20,000 was sanctioned to meet the necessary expenditure; the actual expenditure was £15,167, of which Government contributed £6,000 which was calculated to cover administrative expenses and all costs in connection with food issued in lieu of payment for work performed on roads and other relief services. The remainder was to be recovered from the Local Native Council, which, compared to most Councils, is in possession of relatively large funds, though its needs are great in proportion to those funds. Similarly Government met an expenditure of ~~£1,500~~ in the Coast Province in 1934, and of £1,119 in Turkana in the same year. In 1932 and 1933 £2,500 had been spent in Baringo. The expenditure in the Coast Province was partly in the Lamu and Tana River area in which there are no Native

Councils

with the actual developments in the Colony. So far as local Native Councils are concerned their evolution appears to have been on fairly consistent lines. Their members represent the locations or headmen's areas, and about half are elected by consent at location meetings, the remainder being nominated. It is not easy to say how far the elections are arranged by influence, more especially by the influence of the headmen, but it seems probable that in most cases the election is really by consent. This constitution has however no basis in Native custom, and is merely an application of European ideas to the local circumstances. It has one very definite advantage in securing the representation of the younger educated section of the Native community, for whom it is difficult to find a place in any traditional tribal organisation. In actual working the Councils appear to do all they can for the advancement of their people within the limits of their small resources. The District Officer, as president of the Council, naturally exerts much influence, and in the more backward tribes he is the Council for all practical purposes. In the more advanced tribes, however, and more especially among the Kikuyu and the Kavirondo, the members by no means always echo the views of the District Officer, more especially as regards education, on which subject their ideas are apt to be somewhat grandiose and impracticable.

207. In dealing with the departmental estimates it will be necessary to consider whether some of the expenditure



year (part of which will however cease with the present Chief), a number of Chiefs in the Lake Province receive from £300 to £1,200 per year. In the Moshi district the position is more comparable with Kenya, as the Chiefs receive from £2.10s. to £30 per month. The proportion of the total receipts paid in personal emoluments is in fact very high in Tanganyika. In the Lake Province they are estimated to amount to £52,382 out of a total expenditure of £75,126. This however provides for the tax collecting and other agencies required to carry out multifarious duties. The degree of stability and of efficiency of the Native organisations necessarily differs widely from tribe to tribe, and, where tradition has faded, it is necessary to build up the authority of the Chiefs. In parts of the Eastern Province the Native Administration Report for 1932 describes the difficulties of finding Chiefs or headmen fitted to carry out administrative duties, and the possibility of having to base authority on councils of headmen. The fact, however, that the Native Treasuries receive and control the expenditure of a considerable proportion of the Government revenue makes it much easier for the Native Authorities to feel themselves an integral part of the organisation of Government, and to develop a sense of responsibility.

206. The general principles on which the Native Administration in Kenya is stated by the Government to have been organised are set out in the foregoing paragraphs, but it is not always easy to reconcile them  
with the

proportion of the tax paid to the Chief for collection, plus the estimated value of the tribute previously levied by him. In general the proportion of the tax returned is about 25 per cent. To this has been added receipts from various miscellaneous sources, increasing the tax receipts by about 25 per cent. All these form a Native Treasury with considerable resources at its disposal. In the Lake Province of Tanganyika, for example, the estimated receipts for 1936 of the Native Treasury amount to £71,075, of which £57,960 represents their share of the Hut and Poll Tax. The balance from 1935 was £44,342. This province is, it is true, much above the general provincial average, and its income is about two fifths of the combined income of all the Native Treasuries, but, even allowing for this, the contrast with the total receipts of £83,882 of the Kenya Local Native Councils for the year 1936 (£47,573 of this coming from a special cess) is striking.

205. The Chiefs in Tanganyika receive very substantial rates of pay calculated to be adequate to enable them to fulfil all their customary obligations without levying further dues from their people in cash or in kind or in labour. Unpaid tribal labour is employed on the roads up to four days per man per annum, and also on such work as clearing bush against tsetse fly. Excluding a few exceptional cases such as that of the head Chief in Bukoba who receives approximately £2,700 per

year

perhaps logical, but if they are expected to command the authority of traditional Chiefs their position is a difficult one.

204. Such an arrangement is in striking contrast to those in the adjacent Territories. The elaborate organisation of the kingdom of Buganda cannot be taken as a parallel, with its complete and highly paid Native civil service, and a European organisation superimposed on it. Apart from other considerations the scale of taxation on which it rests would be impossible in Kenya. Tanganyika conditions are a closer parallel but the differences are very striking. In Tanganyika the aim has been to search out, and to confirm or re-establish, the traditional Native authorities for tribes or sections of tribes. These having been ascertained, all forms of authority, legislative, executive, and judicial, were vested in one authority consisting of the Chief and his counsellors sitting in the tribal assembly. Their various functions are exercised in accordance with the traditional customs under the supervision of the Administrative Officers, and with such modifications as are required by the conditions of the present time. Their authority is territorial. Further, and this is the fundamental basis of the system, their resources are derived not from a cess additional to the Government Hut & Poll Tax, but from the refund of a proportion of the Government tax, based originally on the proportion

may be members of a Native Tribunal or of the Local Native Council.

- (2) The fact that a very large proportion of the resources of the Local Native Councils are derived from special rates levied in addition to the Government Hut & Poll Tax (£47,573 as against £36,309 from all other sources in the year 1936.) The Councils receive no share of the general taxation, such as is allotted to the Native organisations in Tanganyika.
- (3) The headmen (commonly called chiefs) are nominated by Government, and do not necessarily have any family claims to the office, though the people of the location are usually consulted in order to secure the appointment of a person acceptable to them. Their status may be gauged from the fact that their appointment and dismissal has been delegated to Provincial Commissioners. They derive their authority from the Ordinance and not necessarily in virtue of any traditional rights.
- (4) The headmen receive very low salaries, calculated apparently on the basis of the work required from them, and making no allowance for any traditional obligations on them. Very few receive more than £5 per month and many receive considerably less. As Government nominees this is perhaps

The estimated opening balance of the Councils for 1936 was £86,808, and the closing balance £88,529. The opening balance for 1935 was £90,720. It will be observed that an expenditure of £1,105 is estimated for famine relief. In previous years the expenditure under this head was considerably heavier; in 1934 it was £4,380, of which Kitul district paid £1,682, South Kavirondo £955, Giriama £198, and Kajiado £672. These Councils form legislative and financial organisations for the Native Reserves.

202. Judicial functions are, according to the description given by the Government, "exercised by local Councils of Elders organised and regularised from the indeterminate bodies previously referred to. These councils were first recognised as courts of law by the Native Tribunal Rules, 1913, which were superseded by the Native Tribunals Ordinance 1930, under which, subject to the approval of the Governor, Provincial Commissioners were authorised to establish such Native Tribunals as they may think fit which shall exercise over Natives such jurisdiction, and within such limits, as may be defined by the warrant."

203. In comparing this organisation with that in the adjacent Territories the most striking features are:

- (1) The definite separation of judicial, legislative, and executive functions; though headmen, if otherwise qualified, may be

COMPARATIVE TABLES OF ESTIMATED REVENUE AND EXPENDITURE OF LOCAL NATIVE COUNCILS FOR 1936.

Provinces and Council	REVENUE.				EXPENDITURE.					
	Rates	Land (Rents, Fees, etc.)	Other	Education	Medicine	Agriculture, Veterinary and Forestry	Roads and Bridges.	Water Supplies.	Famine Relief	Other
	£	£	£	£	£	£	£	£	£	£
<b>NYANZA:-</b>										
North Kavirondo	9,700	2,660	3,034	4,701	1,355	2,660	3,000	-	-	5,067
Central Kavirondo	7,800	700	4,120	2,550	1,399	2,882	1,400	50	-	3,909
South Kavirondo	6,300	1,500	2,950	2,433	1,713	2,214	1,600	50	955	3,106
Kipsigis	900	340	349	502	161	228	50	-	-	550
<b>CENTRAL:-</b>										
Kisumu	3,343	343	1,524	704	1,030	490	590	200	-	2,078
Fort Hall	2,450	788	1,689	1,000	161	667	450	-	-	2,530
South Nyeri	1,650	320	1,279	950	158	264	100	28	-	1,218
Embu	2,100	550	1,050	575	467	621	250	98	-	1,218
Meru	500	736	429	15	90	469	150	25	-	650
Machakos	4,830	650	965	1,059	334	2,553	550	166	-	1,765
Kitui	2,000	608	1,207	455	221	807	8	260	150	1,517
<b>RIFT VALLEY:-</b>										
Nandi	600	645	109	475	194	587	50	-	-	374
Elgeyo	-	634	81	350	175	478	1,000	-	-	133
Baringo	450	120	10	-	107	157	101	59	-	126
<b>COAST:-</b>										
Giriana	1,000	681	231	50	330	537	225	155	-	370
Digo	500	260	85	35	55	306	150	89	-	207
Teita	475	53	1,656	107	80	1,474	75	-	-	263
<b>MASAI:-</b>										
Marok	600	1,200	735	331	168	543	500	300	-	860
Kajiado	475	1,025	225	741	120	240	50	275	-	199
<b>TURKANA:-</b>										
West Suk	-	117	51	40	-	45	-	-	-	80
Totals	£47,573	13,930	22,379	15,119	9,320	18,314	10,349	1,735	1,105	26,220

285,662

282,162

land, the provision and maintenance of roads and bridges, the regulation of food and water supplies, Native education, agriculture and livestock, the levying and spending of local rates, and the establishment of local Native funds from monies accruing to the Councils for rates, rents, subscriptions, and any other monies which may lawfully be paid into such fund. The Councils are empowered to make bye-laws for the welfare and good government of the Native inhabitants within their jurisdiction, and infringements of these bye-laws are punishable with fine or imprisonment in default of payment. The District Commissioner is *ex-officio* president of the Council."

Section 24 lays down as a duty of the Local Native Council "the provision, maintenance, and regulation, of food and water supplies" and the same section, read with section 8, empowers both Local Native Councils and headmen "to require able bodied men to work in the making or maintaining any watercourse or other work constructed, or to be constructed or maintained, for the benefit of the community, provided that no person shall be ordered or required to work as aforesaid for more than six days in any quarter."

21. The financial aspect of the work of Local Native Councils may be seen from the following table giving the estimated revenue and expenditure of Local Native Councils for 1936:-

Table.

of Uganda, nowhere was there any ready-made organisation which could be converted into an administrative machine.

The situation was met by dividing each Native area into locations, roughly coincident with the area over which some Native chief or council of elders exercised a precarious jurisdiction, and by appointing to each location a permanent individual recognised as official headman. The authority of these headmen was recognised by the Village Headmen Ordinance of 1902, superseded by the Native Authority Ordinance of 1912, which, with amendments, is still in force. The duties of headmen are to maintain law and order, to report crime, and to arrest criminals, and they are authorized to issue, as occasion demands, instructions for certain definite purposes to be obeyed by the inhabitants of their locations.

It is noticeable that the Native Authority Ordinance makes no mention of the collection of taxes as the duty of a headman unless the words "preventing the evasion of any tax or legal duty" are construed to cover this obligation.

200. The memorandum supplied by Government continues as follows:- "An important amendment to the 1912 Ordinance was that of 1924 by which Local Native Councils were brought into existence. These Councils are invested with certain statutory powers in respect of matters affecting purely local Native administration such as public health, the use of land, the



NATIVE ADMINISTRATION.

199. In a country in which the vast majority of the population is Native the organisation by which their administration is carried on is of fundamental importance. The principle which is stated to have been applied is set out in the following note supplied by the Government: "The organisation by which administration of the Native population is exercised has been developed on the principle that progressive changes in the social, material, and moral condition of Native life must be effected not by abrupt or violent departure from established custom or tradition, but by fostering or elaborating whatever there may be of an indigenous system of local government. By the machinery that has been established throughout the Colony, the local executive is maintained in the hands of official headmen, and the local judiciary in the hands of the elders. The headmen and elders are supervised by the District Commissioners grouped under the Provincial Commissioners.

The indigenous system of government before the British occupation was of a very nebulous character, the functions of Government were to a varying extent among different tribes, performed by irregular chieftains and indeterminate councils of elders theoretically according to customary law, but in practice not infrequently according to the tactics of a witch doctor or the ambition of a mighty man of war. Nowhere in Kenya was there any chief who could command the respect accorded to the Kabaka of Uganda

Kenya expect travelling expenses, as they might have to come considerable distances and petrol is nearly twice as expensive in the Kenya Highlands as in England. The resulting economy would therefore be small, and Benches could hardly be contemplated except possibly in a few townships.

As regards carrying out the work by Honorary Magistrates sitting singly I believe that it would be possible to find Justices of the Peace, both retired officials and others, who would carry out the work efficiently and impartially. On discussing the proposal with a few Justices of the Peace there did not, however, appear to be any desire on their part to be entrusted with this work. Some incidental expenditure might also be involved on interpreters. Such Magistrates would presumably deal with classes of cases, or individual cases, made over to them by Resident Magistrates or District Commissioners, and considering the large proportion of cases between employers and Natives their position might sometimes be difficult. Also the fact of their impartiality would not prevent their being liable to the suspicion of a bias in connection with cases of this type, and in dealing with judicial matters it is nearly as important to be recognised as impartial as to be so in reality.

NATIVE

197. Summarising the recommendations made up to the present, the number of Administrative posts suggested for reduction as the result of combining districts is 8, with 8 Asian and 6 Arab or African clerks. This is in addition to the reduction of one administrative officer in Mombasa. Taking the average pay of Administrative Officers at £650 per annum, and adding 45% for concealed emoluments, the resulting saving from the reduction of 9 posts would be £8,460. Similarly taking the average pay of Asian clerks at £150, and adding 50% for concealed emoluments the saving would be £11,800. For Arab or African clerks the average pay may be taken as £50 per annum with no addition for concealed emoluments; the saving on this account would thus be £300. The total saving would therefore be £10,560 per annum. To this has to be added the saving arising from the substitution of 10 Tax Officers for 10 Administrative Officers. On the same basis as has been taken above the cost of the 10 Administrative Officers would be £9,400 per annum. Taking for the Tax Officers a salary of £600 (the maximum of Grade I of the European Local Civil Service), and assuming 25% for concealed emoluments, the annual cost of 10 Tax Officers would be £7,500. The saving resulting from the substitution would therefore amount to £1,900 per annum. The total ultimate saving under District Administration would therefore amount to £12,460 per annum; it is hardly necessary to observe that this figure is only an approximate sum.

198. Proposals have been put forward that economies should be effected by making over a considerable proportion of minor judicial work to Benches of Magistrates, or to Honorary Magistrates sitting singly. If English precedents are to be followed the work would be entrusted to Benches of Magistrates who would require a clerk with legal qualifications and interpreters. They would also in

District.	Present sanctioned Administrative Staff (Appendix XXI)	Staff as reduced by combining Districts	Staff as further reduced by substituting special Tax Officers for Administrative Officers
Lamu ) Kipini )	3	2	2
Malindi ) Kivifi )	3	2	2
Mombasa	2	1 <sup>x</sup>	1
Digo	2	2	1
North Nyeri	1		0
Kiambu ) Thika ) Port Hall ) South Nyeri )	8	6	4
Machakos	3	3	2
Mtuni	2	3	2
Meru	3	3	2
Transzoia ) Usain Gishu )	3	2 <sup>o</sup>	2
Elgeyo ) Baringo )	3	2	2
North Kavirondo	4	4	3
Central Kavirondo	3	3	2
South Kavirondo	4	4	3
Kisumu Londiani ) Kericho )	1 3	3	2
All other Districts	24	24	24
Total Staffs	73	64	54

<sup>x</sup> As the result of combining the posts of Provincial Commissioner Coast Province with that of District Commissioner, Mombasa.

<sup>o</sup> The actual staff of the two districts combined is now 2 instead of the sanctioned scale of 3. If the Resident Magistrate is permitted to undertake administrative work only one officer will remain.

195. The system would not be applicable, at first at any rate, to districts with a small population and with only one District Commissioner, but in such districts the collection of taxes is as a rule not difficult, and does not take up a large proportion of the officer's time. It would be essential to be very careful in the selection and training of candidates for the posts of tax officer, and the change can therefore only be gradual. They would have no right to expect promotion to the regular Administrative Service, but if exceptional ability has been shown by an officer of this type he might be recommended for promotion, provided that he can qualify in Law, and that the appointment is made by the same authority as deals with other appointments to the Administrative Service.

196. The districts in which such officers could be suitably employed would be a matter for local decision, but districts which might prima facie be taken into consideration would be Digo in the Coast Province; the two proposed combined districts in the Central Province with Machakos, Kitui, and Meru; and the three Kavironde districts and Kericho in Nyanza Province, making ten in all.

The total reductions proposed in the District Administrative Staffs as compared with the sanctioned staffs set out in Appendix XII are shown in the following statement.

Table.

types of routine work. The main duties of Administrative Officers with reference to collecting the tax would become those of general supervision, including the functions of a sub-accountant, of checking the work of hut counters in connection with the tax roll, of dealing with exemptions, and of checking abuses of all kinds. They would thus be more in the position of umpires and of protectors against malpractices than of agencies for enforcing payment. This change of method will be both easier to work and of greater value as the system of collecting taxes through Native agencies is developed. This is the accepted policy of the Government, and it has made considerable progress during the last few years, though it is not yet carried out to the extent that is done in Tanganyika. It will form an important part of the development of Native authorities, but will make it even more essential for Administrative Officers to have wider opportunities of getting into touch with the people in their villages where malpractices are much more likely to be heard of than headquarters or on tax collecting tours. It has been suggested that the present tendency to default in the paying of taxes might be increased by the substitution of Tax Officers for Administrative Officers in the actual work of collection. The District Officers would however still be in a position to apply the necessary pressure, and the present difficulties may probably be only of a temporary character.

applications for exemption. Administrative Officers tend to be regarded as primarily agencies for tax collection, and this must to some extent affect the general attitude to their other activities in the direction of social or economic advance. The work is in itself of a monotonous and trying character, and, even if tax collecting tours do give opportunities for acquiring information on other matters, a long continuance of work of this type, and of all the other work of an office and routine character, must have a depressing effect on keen and energetic young officers. That it has this effect there is ample evidence. It is certainly not essential that very expensive officers should be brought from overseas for work of this type.

194. I consider therefore that the system should be changed, and that in the larger districts with several Administrative Officers the actual work of receiving taxes should be transferred to special Tax Officers of a sufficiently reliable and responsible type to be entrusted with this task. There is already an officer of this type at Naivasha, and it should be possible gradually to find and train others capable of filling similar posts. They would be engaged either as members of the Local Civil Service, or possibly on special terms including a provident fund but not a pension. Each Tax Officer would replace one District Officer, as otherwise there would be an increase in expenditure. He would not be a magistrate but could relieve Administrative Officers of other types of

of the work now carried out by Administrative Officers could not be done through some cheaper agency. This appears to be not only possible, but most desirable in the best interests of the service and of the Native inhabitants. As has been said previously a large proportion of the time of District Commissioners and of District Officers is taken up in the actual collection of Hut and Poll Tax. This was formerly a fairly easy task; the rate of tax was low, and family solidarity and the feeling of a common responsibility were so strong that the family groups paid their taxes most readily. The position has now changed to a marked degree. There is no longer the same close family organisation or feeling of a common responsibility, and the payment of the tax has become a much more individual obligation, partly possibly as the result of introducing a poll tax in addition to a hut tax. This is especially marked in the Kavirondo districts. The economic difficulties of the last five years, with the heavy fall in wages and in the value of products of all kinds, together with the growing desire for various articles which were formerly luxuries but are fast becoming necessities, has made the task of collection much more difficult. Whether the tax is collected at headquarters or on tour, collection has to be largely enforced by employing the services of the Chiefs or headmen with their various satellites. This unavoidably gives opportunities for the abuse of authority, either in the direction of using improper means to enforce payment, or in connection with applications



fourth at Lokitaung nearer the border.

The Northern Frontier Area and Turkana are a heavy charge on the limited resources of the Colony, and the real possibilities of economy appear to lie in a gradual substitution of tribal police for the regular Kenya Police, and in a reorganisation of the military arrangements. The latter question is, however, outside the terms of reference, and is in any case not practicable under the existing conditions.

192. The only remaining area to be considered is the Masai Reserve with the two districts of Marok and Kajiado. Here again it is a problem of dealing with nomadic herdsmen, some of whom are now beginning to settle down, and, more especially, of checking stock theft to which they are addicted. There has been a good deal of discussion as to the possibility of administering the whole Reserve from one centre such as Ngong, but this is not a matter on which I can give an opinion. It is however clear that up to the present there has been no consistent policy for the development of the Reserve, or for gradually persuading the Masai to change their manner of life. If any advance is to be made it will be through the personal influence of the officers in charge of the Reserve, and, if personal touch is to be maintained, the present staff of three officers is not too large. No recommendation appears therefore to be called for with reference to this area.

193. The second question set for consideration with the view of securing economy is whether a part  
of the

191. The problems of the Northern Frontier Area (and of Turkana) differ so widely from those of other parts of the Colony that the ordinary standards cannot be applied. The essential matters are

- (1) the supervision of a frontier with Abyssinia which has never been properly demarcated, and the checking of raids from that country; and
- (2) internally the keeping in touch with a purely nomadic population, and settling disputes about water rights so preventing blood feuds.

The presence of Administrative Officers is essential but of administrative work they have very little. Under present circumstances the only change which could be suggested is to abandon Isiolo as a station and combine the district with Marsabit or Wajir, possibly making over control of the Somali settlement near Isiolo to the Administrative staff of Meru district. This change would allow of some saving on office expenses, and might make it possible to reduce the administrative staff by one, though on this I am not able to give an opinion. Isiolo is an attractive but an unhealthy place, and the headquarters is actually just inside the Meru district.

In Turkana also the problems are those of the desert and of the frontier and of keeping control over purely nomadic tribes. Without local experience it is impossible to give an opinion on the strength of the necessary staff, but it might be considered whether three Administrative Officers are necessary at Lodwar, the headquarters of Turkana district, with a

scale, and an irrigation project is under consideration. The main difficulty is that of communications, but a road has been made from Tambach down into the valley and its continuation to Kabarnet should not be expensive. If that is done two Administrative Officers should be adequate, so reducing one administrative post and probably two clerks. A representative of the Agricultural Department might then possibly be stationed at Tambach.

190. In Nyanza Province each of the districts of North, Central, and South Kavirondo, provides full work for its administrative staffs, and no reduction is possible except as will be proposed later in connection with these Officers. Kisumu Londiani is a very light district and could be divided between the districts of Kericho and Central Kavirondo, all except Kisumu and its immediate neighbourhood falling to Kericho. The only difficulty would be as regards the town of Kisumu. If the Resident Magistrate could be permitted to do the administrative work of the town this would be the most convenient arrangement from the administrative point of view. Failing this the work would fall on the district staff. A Municipality or other local body would also be possible and if Kisumu develops to any considerable extent it may become necessary, but it would not be an economy.

Kericho is not a heavy district and three administrative offices do not appear to be necessary unless the Kisumu Londiani district is added. In either case one officer can be reduced from the combined staffs. Further reduction is inadvisable at present because of some difficult Native problems.

189. In the Rift Valley Province a good deal has already been done in the direction of reducing administrative staff. Trans Nzoia has become a subdivision of Uasin Gishu and Naivasha of Nakuru although the sanctioned staff for the first two districts has not yet been reduced. There is still however some surplusage as it is not necessary to have both a Resident Magistrate and a District Commissioner at Eldoret. The best arrangement would probably be to have a Resident Magistrate with administrative experience, and to allow him to do the administrative work now carried on by the District Commissioner, assigning to the District Officer at Kitale most of the work now carried out there by the District Commissioner on his periodical visits. This would permit of the reduction of the post of the District Commissioner Eldoret. If however such an arrangement is found to be impracticable the District Commissioner could remain and do the case work now carried out by the Resident Magistrate the latter post being reduced. Either arrangement should permit of the reduction of one clerk and possibly of two.

The Nandi district is a very light charge, but the Nandi are a tribe with whom it is essential to keep in personal touch, and no recommendation is therefore made with regard to this district. It has already been suggested that the district of Laikipia-Samburu should be increased by the addition of North Nyeri.

Another combination which may be possible in the future is that of the districts of Elgeyo and Baringo. Both have very small populations and little ordinary administrative work. On the other hand both require development, more especially Baringo in which reclamation work is in progress on a considerable scale,

basis. They require not only advice and guidance but continuous pressure. Socially also they are in a receptive state, and their standard of living is capable of rapid improvement if they get the right sort of assistance. Politically also they need guidance. While fully recognizing these facts it may be suggested that six Administrative Officers should be able, with the aid of the various departmental officers, to deal with these problems for a total population of about 400,000. Further reductions would depend on the provision of special tax officers who will be dealt with later. The existing office staff of 19 clerks (including registration clerks) should certainly be capable of reduction, though the information available is not adequate to suggest a definite number. *Prima facie* 14 clerks would appear to be adequate, but this would partly depend on whether subdivisions were found to be necessary.

Machakos and Kitui are full charges, and present very difficult problems in connection with periodical famines and with soil erosion which will have to be dealt with on a large scale. No reduction of staff is therefore advisable at present but the substitution of a special tax officer for one administrative officer in each district will be proposed in a later paragraph.

Meru again is a large district with a considerable population. Three administrative officers may remain for the present but the substitution of a special tax officer for one of these will be proposed later.

and it is to be hoped that the farmers would accept the change in the interests of economy. An unnecessary post should not be perpetuated.

As regards the four districts of Kiambu, Thika, Fort Hall, and South Nyeri the best method of combination would require careful local investigation, taking into account such matters as the buildings available, and the types of Natives in the different areas. All that can be said on limited information is that the four districts appear to be capable of combination into two, possibly by combining Kiambu and Thika with a small part of Fort Hall district. The remaining part of Fort Hall could be combined with South Nyeri, or, if this results in too heavy a district, a part could be attached to Embu. This suggestion is only tentative as there has been a great deal of discussion on this subject and many considerations have to be taken into account, both as regards the European and the Native areas. Sentiment also will have to be considered. All that can be said is that from an administrative point of view two districts are capable of reduction. There are at present eight Administrative Officers provided for in the cadre, though all the posts are not filled. Six should be adequate for the combined districts, involving a reduction of two posts. Some experienced officers have misgivings about this reduction because of the stage at which the Kikuyu population have arrived. They point out that the Kikuyu are now in a state of transition from living on a subsistence basis to living on an economic basis.

187. As regards the number of Arab officials in the various coastal districts it can certainly not be said that they all have full work. They are in fact a political obligation, and it would not be advisable to abolish their posts so long as the present holders survive. As the present holders retire or die the question should be considered whether it is necessary to make a new appointment.

188. In the Central Province there has been a succession of changes in the district organisation. As now arranged the districts which appear to be capable of combination with other districts are Kiambu, Thika, Fort Hall, South Nyeri, and North Nyeri. Of these North Nyeri could be conveniently combined with the Laikipia-Samburu district of the Rift Valley Province, perhaps with the exclusion of a small area round Nyeri. Arrangements would have to be made for the receipt of taxes at Manyuki, possibly on lines similar to those at Naivasha. Two Administrative Officers would be enough for the combined district, but it would be essential to maintain personal touch by some officer with the Samburu. The clerical staff could be reduced by one or possibly two, apart from the tax collecting officer at Manyuki. This change would probably be objected to by the European farmers of Marre Moru and Manyuki who have been accustomed to a Provincial Commissioner and a District Commissioner at Nyeri conveniently situated on the way to Nairobi. There would however still be a Police Officer at Nyeri,  
and

is concerned one Administrative Officer should ultimately be adequate for the combined districts with the assistance of the Arab officials in Lamu and of an Agricultural Assistant. In dealing with the Agricultural Department one Agricultural Assistant has been recommended for the northern part of the Coast Province including Lamu and Kipini. In the future an additional special officer for this area may be desirable. For the present however and as a concession to local sentiment, two administrative officers are recommended one of whom might be stationed at Kipini as a subdivision of Lamu; on this assumption the number of officers would be one less than the present sanctioned cadre of two officers in Lamu and one in Kipini. The clerical staff could probably be reduced from 13 to 10, the reduction including one Asian and two Arab or African posts. As regards the staff in the other districts Digo has at present a cadet in addition to the District Commissioner. The Native organisation in the district is very backward and without an Assistant the District Commissioner would be too much tied to tax collection. In Kilifi (including Malindi) the sanctioned staff includes three officers, one of whom is now a cadet. Two officers should be enough for the combined district and the clerical staff appears to be capable of reduction to four instead of six as at present. An objection suggested is that such a reduction would check development. This could be avoided if an Agricultural Assistant is made available, and in any case a Veterinary Officer would be at Mariakani, and would continue to deal with that branch of development.

It has already been suggested that the posts of Provincial Commissioner and of District Commissioner Mombasa should be combined, so reducing one administrative post.



the maintenance of an efficient administration.

The first is whether the number of districts, or of Administrative officers in districts, is capable of reduction on the present methods of administration; and the second is whether part of the work for which District Commissioners and District Officers are responsible could not be satisfactorily carried out by a cheaper local agency, so reducing the number of expensive officers recruited from overseas.

186. As regards the first of these two questions much greater local knowledge than can be acquired in a short visit is required for a confident opinion, but discussion with local officers appears to show that *prima facie* a few combinations of existing districts are practicable without substantial loss of efficiency. They are as follows.

In the Coast Province there seems to be no reason why the districts of Lamu and Kipini should not be combined into one district with headquarters at Lamu; in the past Kipini has not infrequently been without a District Officer, and the communications between Lamu and Kipini are nearly always passable. The area of Kipini is large, but its population is very small and scattered in the unhealthy strip along the river Tana. It has considerable agricultural possibilities in the area immediately adjoining the river, but the population, both in numbers and in physique and morale, is not capable of taking advantage of them. There is scope for medical and agricultural teaching, but, so far as administration is concerned

184. In the average district of the Native Reserves Administrative Officers tend to be tied to headquarters by a steadily increasing amount of judicial and office work, and in addition a large proportion of their time is taken up in the detailed work of tax collection, more especially in the densely populated areas of the Central and Nyanza Provinces. Occasions still arise, as recent history has shown, when swift decision and drastic action may be called for, while in the Northern Frontier Area, in Turkana, and in the Masai Reserve, the work has a character of its own, and ordinary administrative routine is not of much account. In the Northern Frontier Area for example, apart from border questions, the main work consists in preventing disputes over water rights at the few water supplies, and so avoiding the blood feuds which have caused so many murders in the past. This involves keeping in touch with a very elusive tribal population, who concentrate at a few centres in the dry season but scatter in all directions when there is a fall of rain.

185. Appendix XXI summarises the main factors affecting the amount of work in the various districts in so far as this can be reduced to statistical form, but in fact statistics are a very imperfect guide to the work of a district. Considering these figures in the light of the information which has been obtained in a tour covering to some extent 24 of the 37 districts there are two questions requiring special examination in the interests of economy combined with the

above. Apart from the ordinary statutory duties he is an ex officio representative of Government on the Municipal and District Councils or Boards established under the Local Government Ordinance of 1928, or, where these have not been applied, on the Township Committees and District Advisory Committees or Road Boards. He has the assistance of the Kenya Police, and in the more important centres a large proportion of the judicial work is carried out by Resident Magistrates. There are also usually various local committees in whose work he has to assist, and an important part of his duties consists in keeping in touch with the European residents of his district. His responsibilities in connection with the Native population are also by no means negligible, and in some cases the Native population of a Settled Area exceeds that of the smaller Native Reserves. Nairobi, for example, has a Native population of 46,000 and Mombasa 33,000. The work is complicated by the absence of tribal control on which subject more will be said in connection with the Police. The statutory work in connection with land tenure is also considerable, and the multiplicity of licences, duties, fees, and taxes, adds to the officer's work.

Administrative officers may also be seconded for work in other departments, such as for example as Resident Magistrates, Commissioner of Mines, Labour Officers, and H.B.M. Consul in Southern Abyssinia.

	Civil Cases	Criminal Cases
Central Province	7,507	7,510
Nyanza Province	12,295	6,459

182. The District Commissioners are also generally responsible under the Provincial Commissioner for Native development of all kinds in cooperation with the various departmental officers, and they are ex officio Presidents of the Local Land Board and Education Board. They are in charge of the prisons and detention camps and of the tribal police, as the regular Kenya Police have been withdrawn from the Native Reserves, and in them are only required to deal with specially serious crimes. The Kenya Police however still function in the Northern Frontier Area.

As regards public works they control the activities in this direction of the Local Native Councils, and are responsible for the maintenance and ordinary repair of certain roads and buildings from funds supplied by the Public Works Department, receiving such technical assistance as may be required for the more difficult types of work such as buildings and bridges.

They are supposed to spend a large part of their time touring in their districts, though this varies widely from one district to another.

183. The District Officer in a Settled Area has little scope in most of the directions outlined above.

CHAPTER VII.DISTRICT ORGANISATION INCLUDING NATIVE ADMINISTRATION.

181. The Colony is divided into 37 districts for administrative purposes. Of these three districts in the Central Province, four districts in the Rift Valley Province, and one in Nyanza Province, are wholly or mainly in the European Settled Area, together with Nairobi and Mombasa. Parts of four other districts are also included in the Settled Area.

The work of the Administrative staff differs widely in the Settled Areas from that which falls on them in the Native Reserves and in unallocated areas. In the Native Reserves, and in the unallocated area, their work is of the very varied character usual in African Colonies. Their primary responsibilities are in connection with law and order and the collection of taxes, together with judicial work, both criminal and civil. A very important part of their work is, however, in connection with the various branches of the Native Administration, including Local Native Councils of which there are twenty in the Colony, Native Tribunals, and the supervision of Chiefs or headmen. The amount of work which is involved by the supervision of Native Tribunals may be gathered from the number of cases decided by these tribunals during 1934 in the Central Province and in Nyanza Province in which the population is mainly concentrated. The figures are as follows:-

Civil

that adequate control over departmental expenditure on travelling should be maintained. It would be for the Finance Department of Government to secure that heads of departments realise their responsibilities in this direction.

180. The proposals outlined above are intended to secure that Provincial Commissioners should have a sphere of action adequate to their experience and to their remuneration. If it is considered impossible to delegate adequate powers and responsibilities to them the question will have to be considered whether there are sufficient reasons for maintaining the present number of these posts or even for maintaining them at all.

essential matter is that a definite policy should be decided on by discussion between the Provincial Commissioner and the Chief departmental officers for the Province, subject to any principles which may have been laid down by Government. This having been done, all the departmental and administrative officers concerned should work as a team in carrying out that policy. It will be for the Provincial Commissioner to see that the necessary coordination is secured and this is in fact laid down in the Government circulars on this subject. In order to place him in a better position for doing so he should be informed of any departmental proposals in connection with the preparation of the budget of the Colony which will affect the Province. This would not include sums required for ordinary maintenance. Should the Provincial Commissioner disagree with the proposal, or consider that the money could be better applied in some other direction, the question should be referred to Government for decision.

The Expenditure Advisory Committee has suggested that the power to control expenditure on travelling of all departmental officers stationed within the Provinces should be exercised by the Provincial Commissioner, and a similar proposal as regards District Commissioners in their own district has been put forward separately. If proper coordination has been secured between departmental officers and the administrative staff such an arrangement should not be necessary as a general rule, but it is essential that

matters in all grades of the service should be perfectly capable of dealing with illegalities, and they would be in a better position than the Attorney General to deal with questions of Native custom, differing as this is likely to do from one tribe to another or even from one to another section of the same tribe. These lists might therefore be sent to Provincial Commissioners as is the practice in Tanganyika.

178. Considering the extent and value of Crown lands in Kenya the question of their control is a very important one. Provincial Commissioners have been empowered to issue temporary occupation licences on township plots, and to postpone land rents and stand premia up to the limit of a year. They may also be safely allowed to lease town plots (possibly up to a limit of value) and to sanction subdivisions. Applications for farms should continue to be submitted to Government.

As further suggested by the Expenditure Advisory Committee the power to appoint boards of survey and to confirm their findings, unless gross irregularities are involved, may be similarly delegated to Provincial Commissioners.

179. The question of the extent to which they should control the activities of departmental officers in their Provinces is a difficult one in a country so highly departmentalised as Kenya, in which, moreover, the departmental areas do not always coincide with the Provinces or Districts. The

essential



carried to its logical conclusion should lead to an organisation more of the type of that of Southern Rhodesia which has no posts corresponding to Provincial Commissioner. The arrangement suggested above would preserve the necessary general control by Government leaving to Provincial Commissioners a general supervision of the day to day administration carried on by the Councils under the District Commissioners.

The modifications in the Native Authority Ordinance, the Native Lands Trust Ordinance, the Diseases of Animals Ordinances, the Liquor Ordinance, and the Traders Licencing Ordinance, proposed by the same committee in paragraph 132 of their report may also be approved. Their proposal for a similar delegation in the case of the Collective Punishments Ordinance is open to more doubt as such punishments are an extreme measure, and are therefore subject to a variety of restrictions including special reports to the Secretary of State.

The provisions in sections 39 and 40 of the Ordinance constituting and regulating Native Tribunals (No.39 of 1930) by which lists of all criminal proceedings decided by, or brought before, such tribunals have to be submitted every month to the Attorney General, such submission operating as an appeal, do not appear to be any longer necessary. The only points which could be taken up on the information supplied would be either plain illegalities or questions of Native law or custom. Provincial Commissioners who have had long experience in such matters

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177. Similarly as regards Local Native Councils there appears to be no reason why Provincial Commissioners should not sanction their estimates, provided that they do not involve any change in policy or in taxation, or any liability direct or indirect for increased expenditure by the Government. With similar limitations Provincial Commissioners should control the administration by these councils. Annual statements summarising the receipts and expenditure of Local Native Council funds will continue to be laid on the table of the Legislative Council under the provisions of section 31 of the Native Authority Ordinance, and, as suggested by the Expenditure Advisory Committee, these should include an explanation of the purpose to which it is proposed to apply the balances. The original draft of the bill for the establishment of Local Native Councils contained a provision that resolutions of the councils should be approved by the Governor. It was the intention that the Governor in the first instance would delegate this power to the Chief Native Commissioner and subsequently to Provincial Commissioners. At a later stage the Governor in Council was substituted for the Governor so that the Executive Council might be in a position to know what was going on in the Reserves. An alteration in the law would therefore be required for any change in procedure. The view of the Government appears to be that the present arrangement should continue. It appears to me to be a good example of the centralisation which is characteristic of Kenya, and which if

carried to

stress on the general responsibility of the Administrative Officers for the areas in their charge, and for the duty of all officers to regard the business of the Province or District as their united and joint concern. The actual delegation of powers now reserved to headquarters is, however a separate question.

176. The first and most obvious sphere for delegation is that of local government both in the Settled Areas and in the Native Reserves. As regards the Settled Areas it has been suggested that the post of Commissioner for Local Government, Lands, and Settlement should be abolished, and that the control by Government of European District Councils should be exercised through the Financial Secretary. Having regard to the very limited functions of these bodies as so far developed, an adequate check can be kept over their activities if their budgets are submitted for sanction, as also any resolutions which may affect the central finances directly or indirectly, or may involve a change of policy. The technical accuracy of their accounts is secured by an audit on commercial lines, and their accordance with the general principles of local government can be secured by the supervision of the Provincial Commissioner who should receive a copy of all resolutions passed by them. As regards Municipalities other than Nairobi and Mombasa, and as regards Townships, the principles suggested above with regard to European District Councils may apply.

177. Similarly

officers in the grade of Senior District Commissioner as distinct from those in charge of extra-provincial areas is a separate question which will be dealt with later.

175. It remains to consider whether the work and responsibilities now given to Provincial Commissioners are commensurate with their abilities and experience, or whether their scope should be widened. With regard to this question, I agree with the view of the Expenditure Advisory Committee that substantially wider powers should be delegated to Provincial Commissioners, and that they should not be, as to a very large extent they are now, merely forwarding agents, though this does not of course prevent their advice being of great value. This does not imply that there should be separate provincial budgets. The provinces of Kenya and their populations are much too small to arrange for financial devolution on these lines, while the result would probably be an increase in the local clerical staffs. What can be done is to delegate authority to Provincial Commissioners to deal directly with many matters which they are now obliged to refer to headquarters, and certain general lines can be suggested for such delegation. The Government has, it is true, devoted a good deal of attention to the subject of the co-ordination of all branches of work in a Province or District under the Provincial Commissioner or District Commissioner respectively, and instructions on this subject were issued in 1926, 1927, and again in 1930. These instructions laid stress

it should also be possible to reduce at least one clerk.

If, under the proposed arrangement, the Provincial Commissioner required some further relief, the districts of Lamu and Kipini could be added to the Northern Frontier Area, and there are in fact strong arguments in favour of that arrangement. Both of these districts are north of the Tana river and ~~communications~~ communications are so bad that it is often impossible to get through by road. There was formerly a fairly frequent steamer service but since Kismayu was made over to Italy it is no longer worth while for coasting steamers to call frequently at Lamu. Further the trade of Lamu is derived to a considerable extent from the Northern Frontier Area, and the Garissa district of that area stretches to within forty miles of the coast. Communications are bad but not so bad as those from Mombasa. On the other hand the change would be opposed by the residents of the town of Lamu, more especially the Indians and Arabs. The former have close trade relations with Mombasa and are as a rule only local agents of Mombasa firms. The Arabs would object for sentimental reasons as all their associations are with the coast and with their recollections of Zanzibar rule.

174. The reductions proposed therefore in connection with the provincial organisation include two posts of officers in charge of extra-provincial areas (Masai and Turkana), and one District Officer, and at least one clerk, in Mombasa. The number of  
officers

but the former might be preferable, more especially as a proposal will be made later to transfer one district of the Central Province (that of North Nyeri) to the Rift Valley Province.

173. The other doubtful case is that of the Coast Province which is undoubtedly a very light charge, though, as Mombasa is the one port of entry for Kenya, there is at times a considerable amount of ceremonial duties, a circumstance recognised by the grant of an entertainment allowance of £100. The administrative staff at Mombasa includes a District Commissioner and a District Officer, as well as a Resident Magistrate who deals with the bulk of the judicial work. The population of the town and small district of Mombasa (area 106 square miles) is only 52,697 all told. On the other hand, it has a Municipal Board of which the District Commissioner is at present chairman, and this involves a considerable amount of work both in connection with the meetings of the Board and of its committees. A town planning scheme is also in operation. It would not be desirable to abolish the post of Provincial Commissioner, but I see no reason why the post should not be combined with that of District Commissioner, provided that he has the assistance of a fairly senior District Officer. An arrangement on these lines obtains in Ceylon, where several Government Agents are in immediate charge of districts and in supervisory charge of larger areas. If the posts of Provincial Commissioner and District Commissioner were combined it should

of a senior officer of real advantage to the junior officers in charge. These difficulties may however be largely met in other ways, and there appears to be no case for maintaining these two extra-provincial areas as distinct administrative units.

The Turkana and West Suk districts could either be included in the Rift Valley Province; or the West Suk district could be included in that province, and the Turkana district in the Northern Frontier Area. In the latter case arrangements would have to be made for an aeroplane to be available to the officer in charge of the Northern Frontier Area when it was necessary for him to visit Turkana. The saving from the reduction of a post of Officer in Charge of the Turkana Extra-Provincial Area would therefore be less than if the Turkana district were added to the Rift Valley Province without the provision of air transport. On the other hand, travelling expenses are in any case heavy in Turkana, and the officer in charge of the Northern Frontier Area could arrive much more quickly by air at Lodwar or Lokitsung than could the Provincial Commissioner of the Rift Valley by car. Further, the administrative advantages of having the whole Abyssinian frontier under one officer would be great, more especially as the Abyssinian tribe on the Turkana border (the Herille or Gelubba) is the same as that on the eastern side of Lake Rudolf on the border of the Northern Frontier Area.

The Masai districts could be added either to the Central Province or to the Rift Valley Province,  
but the

other hand tend to degenerate into a mere post office, whose absence would hardly be noticed. It is for this reason that it is of such importance that these posts should not be given merely on grounds of seniority, but should be in reality as well as in name, selection posts. If, however, these posts are to be retained, and I consider it of great importance that they should be retained, it is essential that Provincial Commissioners (including those Senior District Commissioners who carry out similar duties) should be given work and responsibilities commensurate with their capacities and experience, and that the areas and populations under their control should be such as to give them adequate scope. I do not consider that either of these tests is satisfactorily met in the existing administrative organisation of Kenya.

Applying first the second of these tests, the Turkana and Masai extra-provincial Areas do not appear to require a Senior District Commissioner in addition to District Commissioners and District Officers. Each area has only two districts with a small population of wandering pastoral tribes who give little scope for administrative activities, and depend for their control on the personal influence of the District Officers. Turkana has a short length of frontier with Abyssinia as well as with the Sudan, and the advice of a senior officer may be very valuable in problems arising from this fact; while the specially trying character of the country and of the conditions of work makes the periodical visits



the work of the departmental officers in their Provinces both with each other and with Administrative Officers.

In addition to certain statutory duties under local ordinances they assist Government by their advice both in the ordinary course of official work and in conferences held as a rule twice a year at Nairobi. It is of great value to Government to have available for consultation an organisation of senior officers detached from the day to day work of the districts, while at the same time conversant with the local problems, and in touch with the leading residents. This more especially when the varieties of climate, of occupations, and of peoples, are as great as they are in Kenya. The districts may be roughly grouped into the coastal districts, the mainly agricultural Native Reserves, the mainly pastoral Native Reserves, the townships and Settled Areas, and finally, the Northern Frontier and Turkana. Each of these has its characteristic peoples and problems differing widely from one another. It is at the same time always difficult to justify to a critical outside public the cost of an organisation intermediate between the Government and the districts, mainly because its greatest value can only be realised in the actual working of the Administration, and cannot be satisfactorily measured by the test of figures.

172. To a large extent the value of a Provincial Commissioner depends on his own personal qualities; he may be a stimulating and controlling influence and a most valuable adviser to Government, he may on the other hand

170. The work and the responsibilities of the Provincial Commissioners and of the Senior District Commissioners in charge of extra-provincial areas differ widely as may be seen from the following table:-

	Area sq. miles.	No. of Dis- tricts	Population.		Revenue (1914)
			Native	Non- Native	
<u>PROVINCES.</u>					
Nyanza	11,240	5	7,150	1,161,418	263,357
Rift Valley	15,791	7	9,290	229,168	127,381
Central	33,916	10	31,431	1,207,637	241,352
Coast	26,651	6	26,752	258,013	67,126
<u>EXTRA-PROVINCIAL AREAS.</u>					
Northern Frontier	95,632	5	585	66,666	13,471
Purkana	26,498	2	137	73,550	6,283
Masai	15,232	2	523	45,601	7,308

The number of provinces has been reduced from seven in 1903, with a considerable amount of rearrangement of districts. One of the provinces then existing (Jubaland) has been transferred to Italy, and now forms a part of Italian Somaliland.

171. The main duties of a Provincial Commissioner are to coordinate and supervise the work of the District Commissioners and District Officers and to aid them by their advice, to act as a medium of communication between the Government and the districts, and to see that the policy of Government is carried into effect. It is their further duty to coordinate

the work

CHAPTER VI.PROVINCIAL COMMISSIONERS AND SENIOR DISTRICT  
COMMISSIONERS.

169. The next section of the budget to be considered is that of Administration. For the purpose of general administration the Colony and Protectorate are divided into four Provinces, viz. Nyanza, Rift Valley, Central, and Coast, with three extra-provincial areas, viz. Turkana, Northern Frontier, and Masai. Normally each of the four Provinces is in charge of a Provincial Commissioner (pay £1,350 per annum), and each of the three extra-provincial areas in charge of a Senior District Commissioner (pay £1,200 per annum); at the present time one of the Provincial Commissioners is in charge of the Northern Frontier Area. It should be noted, however, that the rank of Senior District Commissioner is not necessarily identified with any particular post. There are in all five Senior District Commissioners; one was acting as Commissioner of Mines at the time of writing, and the other four were in charge of provinces or of extra-provincial areas.

The estimates include under this head the salary of H.B.M. Consul for Southern Abyssinia (£1,000), and one quarter of the salary H.B.M. Consul at Maji, Abyssinia (£250).

167. As regards the scale of pay of the establishment a visitor is not in a position to give an opinion on a matter mainly determined by local conditions, but it has to be recognized that the staff have considerable responsibilities in respect of the maintenance of the house and grounds, while as regards the chauffeur-mechanic a high scale of pay for a really competent man may be a real economy.

168. Apart therefore from the special allowance of £1,000 as High Commissioner for Transport which is based on considerations outside the scope of this Commission, and which does not fall on the budget of the Colony, it cannot be said that the expenditure under this head is excessive relatively to that of other Colonies and to the heavy responsibilities of the post. The Kenya of to-day looks on these matters from a different point of view from the Kenya of ten years ago, but the expenditure could only be substantially reduced by a change in what are considered to be the obligations of the Governor.

165. Comparison has usually been made with the position of the Governor of Tanganyika who receives £4,500 as salary and £1,500 as duty allowance, but it should be remembered that His Excellency the Governor of Tanganyika is exempt from customs dues. The difference between the emoluments of the two posts is therefore represented by £700 under salary and allowances plus £1,000 received by the Governor of Kenya as High Commissioner for Transport. Against this has to be set the exceptionally heavy expenditure on hospitality in Nairobi.

166. The scale of salary and allowances for the Governor of Kenya were partly determined by considerations which may be described as political, but also largely by the desire to make an exacting and necessarily expensive post attractive to men capable of filling this high office. It is certainly possible to take the view that it would have been better if everything had been on a simpler and less pretentious scale, but in fact, the Governor is housed in a palatial building necessarily most expensive to maintain, equipped with valuable furniture, and situated in large grounds with an area of 280 acres. These conditions, and the connected requirements of exercising a wide hospitality and of maintaining the dignity of a high office, necessarily involve an establishment and a scale of expenditure considerably higher than that which would be required in most other Colonial Governorships.

of the adjoining Territories are exempted, but it may be estimated at £800 per annum as a minimum.

164. The two Government Houses at Nairobi and Mombasa are fully equipped, and the Governor is not required to contribute towards the upkeep of the buildings or of the moveable effects.

As regards the European domestic staff provision is made in the estimates for a chauffeur-mechanic receiving a salary of £300-20-420 equivalent to that of the second grade in the Local Civil Service; a superintendent of Government House gardens receives the same scale of pay, and a caretaker and housekeeper in Nairobi receives £240. The housekeeper at Mombasa receives an honorarium of £50 per annum.

The non-European domestic, garage, and garden staff and orderlies, are provided for out of public funds, but the Governor has to pay personally a number of additional servants at a cost of from £850 to £900 a year, with other miscellaneous expenditure totalling about £229. Nairobi traditions and the large number of visitors from overseas require an expenditure on hospitality much in excess of what is necessary in ordinary Colonial Governorships, the cost amounts to about £5,000 per annum.

So long therefore as the levy is in force the margin for all personal and family expenses, donations of all kinds, and expenses incurred outside the Colony is about £2,550 a year.

HIS EXCELLENCY THE GOVERNOR.

163. The expenditure under the head of His Excellency the Governor has been the subject of a considerable amount of criticism both as regards the salary and duty allowance and the cost of the establishment attached to Government House. It is therefore advisable to set out the actual facts.

The total emoluments received by the Governor are as follows:-

Salary	£5,000
Duty Allowance	£2,500
Allowance as Joint High Commissioner for Transport	£1,000
	<hr/>
	£8,500
	<hr/>

In addition a sum of £250 is included in the estimates on account of travelling allowance for the Governor and his staff. The Governor receives travelling allowance at the rate of £3.3s.0cts. per day.

The Governor pays all normal Customs dues on imports and, while he is exempted from all taxation or levy on salary, he makes an ex gratia contribution of £702 to the revenue of the Colony equivalent to the amount which he would have paid in respect of salary levy had he not been so exempted. He has in addition paid £250 per annum on account of non-Native poll tax. It is not possible to give an exact figure for the sum paid in respect of Customs dues, from which the Governors

of the

against the multiplication of staff which is the natural tendency of any new department. Special attention should also be directed to attempting to raise the general standard of competence of the clerical staff and to providing for closer supervision. The present system under which clerks work in small rooms makes adequate supervision difficult. This criticism has no special application to the Central Revenue Office and in fact probably applies in a greater degree to some other offices. The present arrangement is largely the result of inadequate and unsuitable accommodation.

167. This concludes the examination of the central organisation of Government. The constitutional position of His Excellency the Governor and of the Executive and Legislative Councils was briefly discussed at the beginning of this chapter. It remains to discuss the expenditure shown separately in the estimates under the head of His Excellency the Governor including both his salary and allowances and those of the staff attached to him.



5 Europeans and 4 Asians were transferred from other departments to the Central Revenue Office, taking over various duties previously undertaken by departments, including the collection of Medical fees generally, and the non-Native taxation of the Nairobi district. In future school fees will also be collected by this office. The staff is considerable, and its cost for 1936 is put at £6,692, but it is claimed that from £2,000 to £4,000 additional revenue has been collected in 1935 in consequence of more intensive collection.

The changes in the system of taxation make it difficult to compare the figures with any accuracy, but there seems reason to suspect that there is still a considerable amount of evasion of the Non-Native Poll Tax, largely as the result of defects in the Ordinance. There is also probably some evasion of the Education Tax and of Licence Fees. The extent of evasion is difficult to estimate, but it may be noted that in 1935 2,113 persons were claimed against in Nairobi for Non-Native Poll Tax, Education Tax, and hospital fees, the total sum claimed being £8,347. Of this total £1,825 had to be foregone owing to non-service of summons, £1,170 was waived through exemptions, £892 was collected, and £4,460 is still in course of action.

161. If a more scientific form of direct taxation is introduced the natural course of evolution will be towards an Inland Revenue Department with a central office in Nairobi, but it will be necessary to guard against

be effected. It is essential that the Treasury organisation should be maintained at a high degree of efficiency, and any relaxation of control would result in losses much greater than any small economies.

159. A confident opinion on the working of any office, and on the possibility of reductions in staff, either by a change of methods or in other ways, can only be arrived at by actually working in the office for a period and going into all the details. It would therefore be valuable if the proposed combined Establishment Section included an officer of some standing trained in office methods who could examine the various offices in succession, both at headquarters and elsewhere, with the object of introducing any modifications which would economise staff or improve the working of the office. This system is in operation both in England and elsewhere and has proved its value in practice.

#### Central Revenue Office.

160. The remaining section of the Treasury is the Central Revenue Office which is mainly concerned with the collection of revenue in Nairobi town and district. It came into existence in September 1933, and the staff provided for in the estimates for 1936 includes an officer in charge of a rank similar to that of a Senior Assistant Treasurer, 2 Assistant Revenue Officers, 11 European clerks, and 9 Asian clerks, to which must be added 3 Asian clerks seconded from Treasury headquarters to carry out work previously carried on at headquarters. Out of the total of 26,

5 Europeans

Treasurer is, together with the Deputy Treasurer, in general charge of the internal economy of the Treasury, and supervises the functions of its various divisions. One Assistant Treasurer acts as Personal Assistant to the Treasurer and deals generally with any exceptional work which may arise.

156. Taking the establishment as it is there appears to be no branch of work which could be abolished without detrimental effects to the finances of the Colony, and I see no reason to differ from the view of the Treasurer that the numbers of the staff are not at present capable of reduction. The possibilities of future economies appear to lie in three directions:-

- (1) An ultimate reduction in the work on accounts in the Treasury as a result of the introduction of the Hollerith machine similar to the reduction which it has effected in the work of sub-accountants.
- (2) The amalgamation of the Establishment sections in the Treasury and the Secretariat which has been proposed in an earlier paragraph.
- (3) An attempt to improve the general standard of ability of the clerks by careful recruiting or by changes in the methods of work.

The results from action on these lines can, however, only be gradually achieved, and at the present stage it is not possible to estimate the savings which can be effected.

included an Assistant Treasurer, two European clerks and eight non-European clerks. The Mombasa and Nairobi district treasuries were also reorganised with a consequent reduction of staff. Further, on the transfer of a Senior Assistant Treasurer his post was left vacant, and subsequently a post of Assistant Treasurer has been placed in obedience.

The addition of three Asian clerks in 1935 was at first temporary in connection with the inauguration of the European and Asian Civil Service Provident Funds and the introduction of the Hollerith system for the accounts. It has been found necessary to continue their services for the same purposes, but it is stated that the reduction of work in district offices resulting from the application of the Hollerith system to the Colony's accounts has rendered possible the reduction of nine clerical posts in the Administration.

157. As now constituted the Treasury headquarters has four divisions, (1) the Accounts Division, (2) the Establishment Division, (3) the General Division dealing with miscellaneous questions of all kinds, and (4) the Correspondence Division.

The Deputy Treasurer is largely responsible for the general administration of the department and deals with the various matters referred to him by the divisions and by the Principal Assistant Treasurer. He also assists the Treasurer in the many miscellaneous duties falling on him including membership of various committees. The Principal Assistant

Treasurer

Tax, Land Rents and certain licences, and for the maintenance of the Central Revenue Registry. The Mombasa treasury has since 1934 been placed in the charge of the Government Coast Agent who receives an allowance of £50 per annum on this account; he has been given an extra Asian clerk to assist in this branch of his work.

156. The following table shows the staff and its cost from 1931 onwards:-

	1931	1932	1933	1934	1935	1936
Treasurer	1	1	1	1	1	1
Deputy Treasurer	1	1	1	1	1	1
Principal Assistant Treasurer	1	1	1	1	1	1
Senior Assistant Treasurers	3	3	3	3	2	2
Assistant Treasurers	6	6	6	4	4	4
European Clerks	20	17	14	15	15	15
Asian Clerks	41	38	29	29	29	32
African Clerks	2	2	1	1	1	1
Total Staff:-	75	69	56	55	54	57
Provision in Estimates:-	£27257.	£25879.	£22900.	£22526.	£21570.	£22336.

There has therefore been a substantial reduction since 1931. The reductions in 1931 involved no fundamental change of method, but that of 1932 resulted from the extension of the system of self-accounting departments and the abolition of the Examination Division. The establishment reduced included

The Treasury.

154. In order to complete the examination of the main central Government organisation it is necessary to consider the Treasury with its recent adjunct in the shape of the Central Revenue Office. The position of the Treasurer himself with reference to Government has already been dealt with. Under him the strength of the department (excluding the Central Revenue Office), as provided in the estimates for 1936 is as follows:-

Deputy Treasurer	1
Principal Assistant Treasurer	1
Senior Assistant Treasurers	2
Assistant Treasurers	4
European Clerks	15
Asian Clerks	32
African Clerks	1
	<hr/>
	56
	<hr/>

One additional post of Senior Assistant Treasurer, and one post of Assistant Treasurer, are in abeyance, but there is one additional officer transferred from the Statistical Department to operate the Hollerith calculating machine.

155. In addition to the Treasury headquarters where the detailed accounts of the Colony are controlled the organisation includes two district treasuries, one at Nairobi and one at Mombasa, and the Central Revenue Office. The latter is responsible for the administration of the Non-Native Poll Tax and Licensing Ordinances, as well as for the collection of all ordinary forms of revenue in Nairobi Town and district except Native Hut and Poll Tax, Land

on the necessity for making these posts real selection posts, not to be given merely on grounds of seniority. On this assumption Provincial Commissioners are fully capable of exercising wider powers than have hitherto been entrusted to them, and this point will be further dealt with later. In particular they should have an intimate knowledge of the tribes in their provinces and should not require continual detailed supervision from headquarters in dealing with them.

153. There is, however, one difficulty in applying the proposed organisation to the present conditions, and this lies in the scattered character of the Government offices, the Treasury being housed in the Railway offices, and the Colonial Secretary and Chief Native Commissioner some three quarters of a mile away. This involves waste of time in the transfer of files and resulting inconvenience. It is unfortunate that the proposed central Government office has not yet materialised and does not seem likely to do so in the near future; but at the same time the resulting inconvenience would not be much greater than it is at present, and the telephone is always available if short personal discussions are required. The difficulty would be largely removed if the accounting and revenue branches of the Treasury remained in the Railway offices and the Financial Secretary and his Assistant Secretary were in the same group of buildings as the other two Secretaries.

Committees. The same problem arises to a less extent in connection with the Treasurer or Financial Secretary. Under the arrangement proposed the Assistant Secretaries would be officers of considerable experience able to deal with all matters of minor importance. Short periods of absence from headquarters would therefore be easily arranged, and there are very few places in the Colony where a Secretary on tour would not be near a telegraph station, and where letters would not reach him within two or at most three days.

152. As regards the Secretary for Native Affairs I consider that the time has come when the detailed work in connection with Native Affairs should be transferred to a much greater extent to Provincial Commissioners, the Secretary for Native Affairs confining himself in the main to laying down the general policy to be followed, and coordinating the work of the Provincial Commissioners. This would not require more than occasional tours, while his status and opportunities for representing Native interests in the working of Government, and in the Executive and Legislative Councils, would be on an even surer foundation than it is at present. Whatever may have been the case in the earlier periods of the history of the Colony, the Provincial Commissioners are now officers of wide experience who have gone through all stages of the service and have been specially selected for promotion. Great stress has been laid in an earlier paragraph

on the



Notes.

1. The salaries assumed for the purpose of computing the cost of the existing organisation do not in some cases coincide with the salaries actually drawn by present officers; the salaries assumed are however normal ones for officers likely to fill the posts in question.
2. The percentages assumed for concealed emoluments are of course rough approximations; in fact the ratio between the cost of concealed emoluments and the officers' salary varies with the officer's salary.
3. The combination of the Establishment Sections in the existing Secretariat and in the Treasury which has already been proposed should render possible some further reduction of staff; this reduction has not, however, been taken into account in the total shown above.

151. At various stages in the discussion on the general question of the Secretariat stress has been laid on the importance of making it possible for the Colonial Secretary, and still more for the Chief Native Commissioner, to be able to do a certain amount of touring. Under the existing arrangement the Chief Native Commissioner is in fact a free lance without any office ties, and can therefore go on tour at any time except when required for meetings of the Executive and Legislative Councils or for Committees.

Concealed Emoluments.

45% of £13,320 - £5994.

Total cost under present organisation £19314.

Proposed Organisation.Salaries.Overseas Staff.

Colonial Secretary (£2000 per annum)	2000
Financial Secretary (£1750 " " )	1750
Secretary for Native Affairs (£1750 " " )	1750
3 Assistant Secretaries ( £920 " " )	2760
3 Section Officers ( £600 " " )	1800
	<hr/>
	10060

Local Civil Service Staff.

3 Section Officers ( £660 " " )	1980
	<hr/>
	£12040
	<hr/>

Concealed Emoluments.Overseas Staff.

45% of £10,060 - £4,527.

Local Civil Service Staff.

25% of £1,980 - £495.

Total concealed emoluments £5022.

The total annual cost of the proposed organisation is therefore £17,062 per annum, i.e. £2,252 less than the cost of the present organisation.

Notes.

special allowances now given to Administrative officers in the Secretariat would not appear to be necessary. The Clerk to Councils would continue to deal with the budget estimates and in that capacity he would work primarily under the Financial Secretary.

150. The officers of administrative rank in the Secretariat would thus be three Secretaries, three Assistant Secretaries, and a proportion of the Section Officers. Assuming that three Section Officers are taken from the Administrative service and that the remaining three Section Officers receive salaries of £660, the highest scale of the European Local Civil Service, the total approximate cost under personal emoluments, including concealed emoluments, will compare as follows with the cost under the existing arrangement:-

Present Organisation.

	<u>Salaries.</u>	
Colonial Secretary	(£2200 per annum)	2200
Treasurer	(£1450 " " )	1450
Chief Native Commissioner	(£1450 " " )	1450
Commissioner for Local Government Lands & Settlement	(£1350 " " )	1350
Deputy Colonial Secretary	(£1350 " " )	1350
Senior Assistant Colonial Secretary	(£1200 " " )	1200
Six Section Officers	( £720 " " )	4320
		<hr/> 15320

Concealed

It should be organised in such a way that no file would pass through more than one officer of Administrative rank (other than the Section Officer) before reaching the Secretary to Government concerned; this would not of course preclude reference to the Finance Department if this were necessary. Corresponding to the three Secretaries to Government there should therefore be three Assistant Secretaries of fairly senior administrative rank who might for the present receive salaries of £920, the maximum of the old Administrative scale. The work of each Assistant Secretary would not necessarily be confined to that for one Secretary; he might also deal with departments under other Secretaries and submit work to them; the Secretariat would not be divided into watertight compartments. There would as at present be six Sections, and, on the assumption that service in the Secretariat would not be permanent, and that there would be periodical exchanges between the Secretariat and the Administrative Service, (a principle which I consider of essential importance), it would be necessary to provide for a proportion of officers as heads of Sections, including, as at present, one who would act as Clerk to Councils. This arrangement would provide an opportunity of testing junior officers in work of this type, and so provide a reserve from which Assistant Secretaries could be drawn. It should be possible to fill the remaining posts of heads of Sections with officers of a less expensive type, presumably members of the Local Civil Service. Under this arrangement the  
special

of officials required to sit on the Executive and Legislative Councils involves constitutional issues which lie outside the terms of reference to this Commission.

148. As regards the strength of the staff which would be required to assist the three Secretaries in their work, the existing staff (apart from that of the Treasury) includes the Deputy Colonial Secretary, the Senior Assistant Colonial Secretary, and five Assistant Secretaries who are heads of sections one of whom is also the Clerk to Councils and deals with the budget estimates, and the Establishment Officer. All of these with the exception of the Establishment Officer, are taken from the Administrative Service; in addition there is one Assistant Establishment Officer and a clerical staff. This organisation appears to be somewhat overweighted with officers of administrative grade; the cost is the greater as the posts of Assistant Secretary carry the salary scale £720 - £920, and an officer seconded from the Administration to act as Assistant Secretary receives acting allowance equal to the amount by which £720 exceeds his substantive salary, subject to a limit of £120.

149. Under the organisation now proposed the word Secretariat would have a somewhat different meaning from that which is attached to it in Kenya; it would connote the general Government secretariat working under the three Secretaries to Government, and not merely the office of the Colonial Secretary.

It should

Crown Colony system of government, but its main objects would be fulfilled by the proposals outlined above.

147. Whether three such groups would be adequate under Kenya conditions is a question for consideration, but, in the interests of economy, it is very important to keep the number as low as possible. If a part of the work now done at headquarters is transferred to Provincial Commissioners on lines which will be suggested later, I believe that three groups would be adequate, as they have been in countries with more than ten times the population of Kenya; but the crux of the problem lies in the extra-departmental activities of all officers at headquarters, more especially those arising from committees of all kinds. Many of these committees undoubtedly do very valuable work both in the direction of framing policies, and of bringing official and non-official representatives into fruitful cooperation with one another. They are thus instrumental in preventing the growth of suspicion which may very seriously hamper administration. They do, however, take up a large proportion of the time of their members and more especially of the heads of the departments. If the Government is to become a more practical working organisation, and this is I believe the desire of all parties concerned, careful consideration should be given to the question of reducing the number of both standing and ad hoc committees as far as is practicable. The further question whether a reduction can be made in the number  
of officials

consideration, but the following distribution of the more important departments may be provisionally suggested. The Colonial Secretary might deal with:

Agriculture and Veterinary,  
 Military and Defence Force,  
 Kenya Police,  
 Lands and Surveys,  
 Border Affairs,  
 Railways and Harbours,  
 Mining and Geological,  
 Judicial and Legal,  
 Administrative Postings,  
 Discipline and Promotions,  
 European Education,  
 Prisons,  
 Water Control,  
 Publicity and Settlement.

The Secretary for Native Affairs might deal with:

Native Affairs generally,  
 Education other than European,  
 Medical,  
 Forests,  
 Posts and Telegraphs,  
 Public Works, excluding water control,  
 Game and Fisheries.

The Financial Secretary might deal with:

Audit,  
 Electric Power,  
 Taxation,  
 Customs, Industry and Commerce,  
 Land Bank and Agricultural Credits,  
 Local Government in Settled Areas.

The orders of government would be issued under the signature of the Secretary chiefly concerned. Proposals for the grouping of departments under non-technical heads were in fact made by two members of the Select Committee on Economy of 1935. They proposed four such groups, and appear to have contemplated the supersession of the technical heads of departments by the non-technical heads of the groups who would be practically in the position of Ministers in a self governing Colony. I do not think that such an arrangement would be workable under the

as soon as conditions improve. In particular the strength of establishments should be his special concern, and the two separate Establishment branches now existing in the Secretariat and in the Treasury should be amalgamated and be in his charge. A subsection would, however, be required to deal with questions of discipline, promotions, transfers, and other matters which would be controlled by the Colonial Secretary.

144. For a post of the type contemplated an officer of adequate calibre and of administrative experience would be essential, though he might be taken either from the Treasury or from the administrative service. A necessary corollary would be that special care would have to be taken in filling the higher posts in the Treasury, and the possibility of promotion to the post of Financial Secretary should make them attractive to officers with financial aptitude in the administrative service.

145. While the policy to be adopted with reference to any question must be determined by the Governor acting with his Executive Council, or by the Governor on his personal responsibility, the Financial Secretary should have the right to require that his opinion should be conveyed to the Secretary of State if he considers this essential in the financial interests of the country.

146. The actual distribution of work between the three Secretaries would be a matter for local consideration,



the salary of the Attorney General should not be fixed at the same scale as those of the two latter Secretaries when the post is vacated by its present occupant. The Financial Secretary would presumably no longer carry on the extra duties for which he at present gets special allowances.

143. The Financial Secretary would be the responsible financial adviser to Government, and would deal with the preparation of the estimates both of revenue and of expenditure. He would still control the accounting and revenue collecting departments, with competent assistants in immediate control of accounts and of revenue collection. All proposals involving expenditure would be referred to him at an early stage for his opinion, and he would therefore be in a position to advise on the financial implications of any policy while it was still in process of formation. The tendency to increase expenditure would thus be checked and controlled at its earliest stages by an official with special financial experience. He would at the same time be in control of a certain number of departments in which the issues likely to be raised would be mainly such as involve the application of financial principles while not involving any large expenditure of Government funds.

It is of special importance to provide for financial control of this kind at a time of depression so as to meet the pressure to expand expenditure in all directions which is certain to be applied as

soon as

discussions with experienced administrative officers. An organisation on these lines is an essential feature of Cabinet government and that it is equally applicable to an official Government is shown by sixty years experience both in the central Government of India and in all its Provincial Governments. It is true that in general it is dangerous to apply Indian analogies to the very different conditions of Africa, but this qualification does not appear to be necessary in the case of the central organisation of Government to which similar principles can be safely applied in very varying local conditions. The actual organisation which I would propose to meet the special conditions in Kenya is as follows. There should be three Secretaries to Government, the Colonial Secretary or Chief Secretary, the Secretary for Native Affairs, and the Financial Secretary who would also be the head of the Treasury. The post of Chief Native Commissioner would be absorbed in that of Secretary for Native Affairs, and that of Commissioner for Local Government, Lands, and Settlement, would be abolished. The work now carried on by the latter would be partly devolved on Provincial Commissioners and partly taken over by one of the three Secretaries. The post of Deputy Colonial Secretary would also disappear. Salaries which would appear to be suitable for the Secretaries are £2,000 for the Colonial Secretary, and £1,750 for the Financial Secretary and the Secretary for Native Affairs. It should also be considered whether the salary

strong outside support either for political or for sentimental reasons.

14E. I consider therefore that the time has now come when the system of concentrating every branch of work in the Colonial Secretary should be replaced by one in which the various departments should be grouped under several Secretaries to Government, each Secretary standing in the same relation to the Governor though the Colonial Secretary would remain as the Chief Secretary, the Deputy of the Governor, and the head of the Administrative Service. The Secretaries would not replace the heads of technical departments nor control their detailed working, but they would deal with their general policy and coordinate their work if necessary. Working as they would in close cooperation with one another, and as members of the Executive Council, they would give full consideration to all aspects of questions affecting more than one group of departments, and could coordinate the work of departments falling into different groups. They would be able to deal on their own responsibility with a large proportion of the questions involved, the more important matters being either dealt with in Executive Council or with the Governor, either by minutes or in personal discussion.

As the work now concentrated on the Colonial Secretary would be distributed heads of departments would be able to discuss their proposals with the Secretary concerned; Mr. Milligan from his experience in India attaches great value to preliminary

discussions

beyond the collection of taxes, and the maintenance of law and order, the Colonial system of the concentration of all branches of work in the Colonial Secretary is both practical and suitable. When, however, as in Kenya, departmental activities of all kinds receive a wide extension, and the political constitution requires that a large proportion of the time of the central organisation of Government should be devoted to other than administrative work, the position is altered. A mass of material of all kinds necessarily accumulates, and has in theory to pass through the single medium of the Colonial Secretary for the purpose of decision by Government. It is physically impossible for him to deal with it himself, and, when an attempt is made to relieve him by Assistant Secretaries working under him, the position is only temporarily relieved and its fundamental defects are not removed; while the responsibility for decisions becomes more obscured as Assistant Secretaries multiply. In particular, he cannot give the time and attention necessary for the personal discussions with heads of departments or other persons which are often so valuable in clarifying issues and avoiding later difficulties; nor has he adequate leisure for thinking out policy, or for coordinating the work of departments so as to maintain proper relations between them. Departments with specially able and energetic heads may obtain an undue proportion of the available resources, more especially if they are in a position to obtain  
strong

"the present arrangement under which financial responsibility is divided between the Treasurer and the Secretariat seems likely to lead to lack of control, duplication, waste of energy and unnecessary expense. In the present difficulties of the Colony it appears to be more than ever necessary that there should be an official primarily responsible for finance in all its aspects and for advising both the Executive and Legislative Councils on all financial matters."

Proposals regarding the Secretariat.

140. The position as set out in the foregoing paragraphs may be summarised as follows. The function of a Secretariat is to secure that all matters requiring the orders of Government are presented in such a way as to furnish all the information necessary to a decision on the point at issue, and to insure that when Government has passed orders they should be conveyed to all the departments concerned. The work should be carried out in such a way as not to obscure responsibility, and to avoid unnecessary delay, and unnecessary multiplication of notes and minutes. Further, the organisation should be such as to secure that all proposals involving expenditure are reviewed by a financial authority not responsible for any of the main spending departments, and therefore in a position to take a detached view. His position should be such that he is able to make his influence felt directly on the Government, and, if he is overruled, it should be clear where the responsibility for the decision should be placed.

141. So long as the system of administration is a comparatively simple one and extends little beyond

for advising the Governor regarding the allocation of expenditure, as well as for the collection of revenue, should be vested not in the Colonial Secretary but in the Treasurer; he would be in a position to take a more detached view of questions of expenditure, and more especially of the strength of establishments, than is possible for an officer who is responsible for all the spending departments. This arrangement would be in accordance with the British system and with that both of the Government of India and of all its Provincial Governments. In such a position the Treasurer might be designated more appropriately as Financial Secretary.

The existing arrangement is, as Lord Moyne observes, not even required by the latest Colonial Regulations which provide as follows (paragraph 194):-

"Annual Estimates of the revenue and expenditure of a Colony will be submitted by the Colonial Secretary to the Governor at such a date as will admit of their consideration by the Legislature, their transmission to the Secretary of State, and the receipt of his reply by post, before the beginning of the year to which the Estimates relate. Where local circumstances render this impossible, the Estimates should be transmitted so as to reach the Secretary of State as soon as possible, and in any case before the beginning of the year."

It is therefore not necessary that the Colonial Secretary should himself be responsible for the preparation of the estimates. To quote again from the report of Lord Moyne:-

- (vii) Promptly to charge in his accounts under the proper heads and items all disbursements of the Government, whether expenditure or other payments.
- (viii) To render the accounts for audit and to prepare the Financial statements and Returns.

The Treasurer will from time to time cause surprise inspections to be made of the accounts of his sub-accountants. He will report to the Colonial Secretary any material irregularity connected with the public accounts that may have been brought to his notice.

The Treasurer is also an ex-officio member of the Legislative and Executive Councils and has extraneous duties of an exacting character in connection with boards and committees.

139. The official position of the Treasurer, as defined by the Colonial Regulations and by tradition and usage, is thus little more than that of an accountant and collector of revenue. It is of course possible that a particular Treasurer might, by virtue of his personality and character, exert a considerable degree of influence on the financial policy of the Government; but this would under the present arrangement be the result of the qualities of the individual, not of the powers and functions of the office. To describe the Treasurer as the Chief Financial adviser to Government (see Colonial Regulations, 188, when he has no responsibility in connection with the expenditure side of the Budget is a somewhat unusual application of the term. I agree therefore with the view of Lord Moyne in paragraphs 103 to 105 of his "Report on Certain questions in Kenya" that the ultimate responsibility for advising

The Treasurer, besides being the Chief Financial Adviser to the Governor, is the Chief Accounting Officer of the Colonial Government, and, subject to these Regulations and to such instructions as may with the authority of the Secretary of State be approved by the Governor, the financial and accounting operations of the Government are under his general management and his supervision, but it is also the duty of the Colonial Secretary, the Auditor, the heads of departments, the sub-accountants and all accounting officers to take care that these Regulations are duly observed.

The term sub-accountant means an officer who is entrusted with the receipt, custody, and disbursement of public money and who is required to keep one of the recognised cash books, the transactions in which are subsequently embodied in the final accounts rendered by the Treasurer.

It is the duty of the Treasurer in his capacity as Chief Accounting Officer:-

- (i) To see that the proper system of account is established in every department of the Colonial Government;
- (ii) To exercise supervision over the receipts of public revenue and as far as possible to secure its punctual collection;
- (iii) To bring promptly to account, under the proper heads and items, all money, whether revenue or other receipts, paid into the Treasury or accounted for to him;
- (iv) To see that proper provision is made for the safe keeping of all public money and stamps;
- (v) To exercise supervision over all the officers of his department entrusted with the receipt or expenditure of public money, and over the sub-accountants, and to take precautions, by the maintenance of efficient checks, against the occurrence of fraud, embezzlement, or carelessness;
- (vi) To supervise the expenditure and other disbursements of the Government; to take care that no payment is made which is not covered by proper authority, expressed or referred to on the voucher relating to it; and, in case of any apparent extravagance or of any apparent defect in the provision for a charge owing to the exhaustion or absence of a vote, to call the attention of the Colonial Secretary in writing to the matter;

(vii) Promptly



that up to this stage the assistance of the Treasury is invoked only at the discretion of Secretariat officers.

The estimates of revenue, for which the Treasurer is responsible, are not as a rule ready until October owing to the difficulty of estimating the income from Customs before that month. When the revenue estimates are available they are examined by the Colonial Secretary in conjunction with the Treasurer.

Drafts of the draft estimates of Revenue and expenditure are supplied confidentially to the Colonial Secretary, the Treasurer, and the Chief Native Commissioner, who examine the budget in detail, and if necessary interview heads of departments. The Executive Council does not see the draft estimates.

136. It appears therefore that throughout the preparation of the estimates of expenditure the Treasurer fills a minor, though essential, role, and that the real responsibility is vested in the Colonial Secretary, who is also responsible for all spending departments.

137. The functions of the Treasurer were set out in a memorandum prepared for the Expenditure Advisory Committee of 1932; he is the Chief Accounting Officer and Financial Adviser of the Government, and the financial and accounting operations of the Government are under his general management and supervision. The Colonial Regulations (paragraphs 188-190) describe his duties as follows:-

"The Treasurer

The Treasurer.

135. It is somewhat remarkable that throughout the discussion on the reorganisation of the Secretariat the Treasury does not appear ever to have been mentioned, the reason being presumably that the Colonial Secretary is under the Governor responsible for the finances of the Colony. The annual estimates of expenditure are not prepared in the Treasury but in the Secretariat. The departmental estimates of expenditure are sent in to the Clerk to Councils, and it is his work to examine them, and to submit them with his observations through the section Officers and the Senior Assistant Colonial Secretary (who add their observations) to the Deputy Colonial Secretary. During this examination the Section Officers will obtain the comments of the Treasury if they consider this advisable. The Deputy Colonial Secretary passes orders regarding the action to be taken on the estimates files, having consulted the Colonial Secretary himself if he considers this necessary; naturally correspondence with the departments is required on many items, and this again is part of the work of the Clerk to Councils. When a decision has been arrived at regarding the points raised in accordance with the Deputy Colonial Secretary's or Colonial Secretary's orders, the Secretariat files regarding the departmental estimates of expenditure are submitted for the Treasurer's perusal, and on their return the draft estimates are printed. It will be observed that up

follows. The department has done most valuable work in developing the system of Municipal and District Councils in the Settled Areas proposed by the "Feetham Committee". These local bodies have however now reached the stage when they no longer require such meticulous administrative control, and, apart from legal and financial questions, the necessary supervision could now be carried out by Provincial Commissioners. As regards the Lands side of the department also, while the great importance of the proper administration of lands to the welfare of the Colony is clear, at the same time a considerable amount of further decentralisation appears to be possible. The work in connection with the report of the Kenya Land Commission will require special consideration, but is only temporary. As regards survey and settlement, the work is now for the most part of a normal or routine type and no extended activities are probable in the near future. It appears therefore that the necessity for the post of Commissioner of Local Government no longer exists, and that, if satisfactory arrangements can be made for carrying out the branches of his work either by devolution or by inclusion in the general Secretariat, there is no reason why this should not be done. The control of Local Government activities appears in any case to be a function of the central Government.

The Treasurer.

becoming increasingly important, a separate Mining and Geological Department was formed in June of the same year. The separation from the Secretariat was intended to provide for a more satisfactory organisation for the despatch of public business, but it seems decidedly doubtful whether it has done so. It replaces direct contact with the Colonial Secretary or the Governor by departmental correspondence journeying upwards through the appropriate Assistant Secretary. The inconvenience of this procedure has been recognised by the arrangement by which the files dealing with the proposals of the Kenya Land Commission are routed by the Commissioner for Lands direct to the Colonial Secretary and Chief Native Commissioner, and all action proceeds on these files. In addition to the work arising out of the Kenya Land Commission the department is concerned with all the many questions relating to land. Its relations with the Surveyor General who is in charge of the Surveyor and Registration division are somewhat indefinite.

133. Registration of titles does not present any special difficulties in the greater part of the Colony, but in the Coastal Protectorate the position as regards titles to land has been under investigation since 1921, and is still so far from settled that a special enquiry has recently been made by Sir Ernest Dowson, K.B.E., whose report is still awaited.

134. The present position appears to be as follows.

the establishment of Municipal and District Councils in the Settled Areas, with a headquarters organisation for their control, including a Commissioner for Local Government, a Local Government Inspector, and a Municipal and Town Planning Engineer, and a standing Committee for Local Government under the chairmanship of the Colonial Secretary.

132. Land Administration touches Local Government administration closely at many points. All land outside the coastal Protectorate was Crown land originally, and, except in respect of freehold grants on a small scale, the Crown is the owner of all lands alienated on lease. In municipalities it has for various reasons not yet been considered advisable to endow the municipal authorities with Crown lands, and the Crown is therefore closely interested as landowner in matters of rating and town planning. As regards rural areas also, settlement is a matter of primary concern to rural local authorities. For these reasons the functions of Commissioner of Lands and Settlement, and of Commissioner for Local Government, were combined.

The position from time to time of this combined department with reference to the Secretariat has already been discussed; it has been noted in an earlier paragraph that the Expenditure Advisory Committee of 1932 recommended that the department should be divorced from the Secretariat. Ultimately, from 1st January 1934 a separate department for Local Government, Lands (including Survey and Registration), and Mines, was formed; as mining activities were becoming

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of the Executive and Legislative Councils. This does not, however, preclude the possibility of assigning to Provincial Commissioners a larger measure of responsibility in Native affairs. It is remarkable that this possibility does not appear ever to have been mentioned after the earliest stages of the discussion until the Expenditure Advisory Committee of 1932 proposed certain delegations of powers. It should be remembered that the conditions of the present time, both as regards the official and the native organisations, differ widely from those existing at the time when the post was created.

Department of Local Government, Lands and Settlement.

131. The chequered history of this Department has been given at some length in the foregoing paragraphs and need not be repeated in detail. In 1919 a combined department of Lands and Survey, including Registration, was formed under a Commissioner of Lands. The system of land registration was remodelled on the lines of the Ferrers system. The central Land and Survey Departments were considerably reduced between 1922 and 1928 by measures of decentralisation consequent on the formation of local authorities in the shape of District Committees, and by the transfer to administrative officers of certain items of land work. The most important changes however took place in connection with the report of the "Feetham Committee", which in 1927 recommended the  
the

signature of the Colonial Secretary. He concluded by stating that when the Chief Native Commissioner went on leave the post should be filled by one of the Senior Commissioners, not by anyone in the Secretariat. This rearrangement took effect on 1st January, 1934 and is still in operation. The Chief Native Commissioner has no longer any executive authority. Instructions are not given by him but by the Colonial Secretary. He is merely an adviser to Government on Native Affairs and policy. It is unnecessary to discuss in detail the multifarious duties imposed on the Chief Native Commissioner either by ordinances, or in virtue of powers delegated by the Governor. His real strength lies in his membership of the Executive and Legislative Councils and his right of access to the Governor. It is however necessary to draw attention to the fact that his position is a somewhat anomalous one. He has influence but little or no authority, and the extent of his influence will depend on his own character. He can be, and is, of great value to Government, but, so far as the organisation is concerned it is not much of an exaggeration to describe him in the words of some critics as a fifth wheel in the coach.

13. The essential lesson to be drawn from this narrative of events appears to be that any system of Government in Kenya should assign the supervision of Native affairs to an officer specially charged with this duty, and in a position to make his influence felt by direct access to the Governor, and by membership

of the



be submitted to the Governor through the Colonial Secretary, his opinion should not be disregarded, nor his proposals overruled, until he has had an opportunity of personal discussion with the Governor."

129. In 1932 the local "Expenditure Advisory Committee" recommended that the correspondence and routine work of the Department of Native Affairs should be transferred to the Secretariat as a measure of economy. Under this scheme the functions of the Chief Native Commissioner were to be primarily of an advisory nature. It was considered that the transfer of his office work to the general Secretariat would leave him freer to tour the Native areas. The Secretary of State approved this reorganisation, but laid stress on the fact that it would be contrary to the spirit of the Joint Select Committee's recommendations that the Chief Native Commissioner should be regarded as part of the Secretariat, even though his office would naturally be in the same building, and he would keep in close touch with the Colonial Secretary. The Secretary of State added that, for administrative purposes, the Chief Native Commissioner should conduct his correspondence with the Governor through the Colonial Secretary, but that, as a member of the Executive Council, he had the right of access to the Governor, and his recommendations should not be overruled without reference to the Governor, though they should be submitted through the Colonial Secretary. The Secretary of State continued that all orders should issue under the  
signature

essential to their welfare. In a covering memorandum they agreed that the establishment of the office had tended to assure the Native population that their interests and prosperity were the sole care of one of the Senior officers of Government, and that the success attending its activities had been marked.

127. On the occasion of the Secretariat reorganization of 1928 the Native Affairs Department was incorporated in the general headquarters system, and in 1929 the provincial system was reorganised, and the Settled Areas were again included in the Provinces. The dual system of administration therefore ceased to exist under which the Native reserves were controlled by the Chief Native Commissioner, and the Settled Areas by the Colonial Secretary; the Colonial Secretary, in theory at any rate, became responsible for both areas. In practice there was, however, little difference, as dual administration had been only very partial and had not extended into the field of expenditure.

128. The Joint Select Committee on Closer Union in East Africa reported in 1931 and recommended that the Chief Native Commissioner should be "an officer of high standing with considerably increased authority." They added that he should normally be drawn from the ranks of those who have had experience in East Africa. On the basis of this report the Secretary of State decided that the solution of the problem lay in the arrangement that "while the views and proposals of the Chief Native Commissioner should, as at present, be submitted

Districts concerned. The system of provincial administration was to be retained. The Chief Native Commissioner was to be a member of the Executive and Legislative Councils. These proposals were approved by the Secretary of State. Mr. G.V. Maxwell succeeded Colonel Ainsworth as Chief Native Commissioner in 1921.

126. Sir Edward Northey reported in 1922 that the institution of the post had been advantageous in every respect, and that, as regards the contiguous Native and non-Native areas, cooperation had been maintained by the close contact between the Governor, the Colonial Secretary, and the Chief Native Commissioner. In August of the same year the "Bowring Committee" on economy proposed the abolition of the post of Chief Native Commissioner, and Sir Edward Northey supported the proposal, notwithstanding the protest of the Chief Native Commissioner against depriving the Natives of their representation on the Executive and Legislative Councils, and his insistence on the importance of maintaining personal touch with the Native areas by touring. The Secretary of State refused to accept the proposal so soon after the institution of the post, laying stress on the importance of framing and pursuing a consistent Native policy.

The question remained in abeyance until 1926 when a meeting of Senior Commissioners expressed the opinion that the progress of Kenya Colony depended upon a contented and prosperous Native people, and that the office of Chief Native Commissioner was

essential

Chief Native Commissioner.

125. The first of the three subjects requiring special consideration is that of the Chief Native Commissioner whose position is in Kenya a somewhat unusual one. The post owes its origin to the report of the Native Labour Commission of 1912/13 which recommended the creation of the post with a view to minimising, and eventually abolishing, the existing defects in Native Administration. A scheme was prepared and submitted to the Secretary of State which contemplated the abolition of the posts of Senior (now Provincial) Commissioners and the separation of the administration of the Native Reserves from that of the Settled Areas. The outbreak of war prevented the introduction of the proposed scheme, but, on the recommendation of a strong local committee, the Secretary of State approved of the appointment of Colonel Ainsworth as adviser on Native Affairs from September, 1917, and as Chief Native Commissioner from June, 1918. His duties were to supervise and carry into effect the general Native policy, to advise on all provision in the annual estimates which concerned Native Affairs, and to control all expenditure on them. In December, 1919, Sir Edward Northey submitted proposals for the division of the Protectorate into Native and non-Native areas. The supervision of the administration in Native areas was to be entrusted to the Chief Native Commissioner directly under the Government; he was to issue the orders of Government direct to the Provinces and Districts

played by the clerical staff is very much smaller than in some other Colonial Administrations, notably those of the Eastern Colonies. The duties of the clerical staff consist in the custody, registration, and submission of files, the typing of documents, and other more or less mechanical processes. The clerks are not expected to write prels of facts, or to refer in written minutes to relevant precedents or connected files, or to draft letters in accordance with the orders of a superior officer. These branches of work, which are in some other administrations performed, and performed satisfactorily, by the clerical staff, are in Kenya part of the functions of officers of administrative rank enjoying comparatively high scales of salary.

The Establishment Section, in which the clerical staff is entirely Asian, forms an exception to the above remarks; in this section it is a part of the duty of the senior clerks to refer the Establishment Officer to relevant precedents. The arrangement therefore resembles that of the Eastern Colonies; the clerical staff is permanent, and thus has the opportunity of acquiring an intimate knowledge of the work of the section.

The general organisation of the Secretariat is therefore necessarily expensive in proportion to the number of persons employed.

Chief Native

of the Chief Native Commissioner, have hampered the full development of the proposed organisation. The work of reorganisation has also had to be carried out concurrently with a continually growing pressure of ordinary business. It is, however, claimed officially that the distribution of the work under six Section Officers, i.e. the five Assistant Secretaries and the Establishment Officer, is both practicable and workable, and that it is part of a system securing reasonably speedy circulation of papers upwards and downwards.

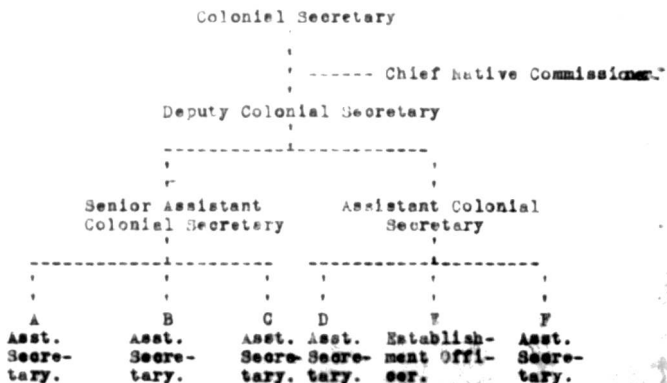
124. Before dealing with the changes which appear to be desirable, it is necessary to give further consideration to three closely connected subjects; the Chief Native Commissioner, the Departments of Local Government, Lands and Settlement, and the Treasury. For the present it is enough to point out that all the posts shown in the diagram with the exception of the post of Establishment Officer are filled by officers of the Administrative Service, and that all papers theoretically go through two officers of this standing before reaching the Colonial Secretary. In practice, of course, a large proportion of routine work is disposed of before it reaches him, and, as all orders are issued in his name, suspicion tends to be aroused that the recommendations of the responsible heads of departments may be dealt with by comparatively junior officers.

All the posts of a responsible character are held by officers of administrative rank, and the part played

The Assistant Secretaries and the Establishment Officer are also known as Section Officers. This organisation is the result of thirty years thought and experience. In practice the full complement of posts has never been filled as, for reasons of economy, no Assistant Colonial Secretary has been appointed. The Deputy Colonial Secretary therefore himself collates the work of the three sections intended to be under the Assistant Colonial Secretary, the other three sections being under the Senior Assistant Colonial Secretary. The Deputy Colonial Secretary cannot therefore fully assume the responsibilities intended for him, and the Colonial Secretary is not relieved to the extent proposed.

123. This brief general survey can only indicate the general lines of development and record the main changes. The changes can hardly be said to have achieved more than a temporary alleviation of the conditions. The Colonial Secretary ends as he began, responsible for everything, and liable to be overwhelmed by a mass of details, notwithstanding the loyal cooperation which he receives from his staff. It is very difficult for him to obtain the leisure necessary to deal with the main issues, and to form and direct a policy; the work arising from a multiplicity of committees and from the Legislative Council takes up a large proportion of his time. It must be recognised, however, that considerations of economy, and other factors arising from the recommendations of the Select Committee on Closer Union, and the anxiety with reference to the position of the

122. Solutions of these difficulties formed the subject of prolonged correspondence with the Secretary of State. Before a decision had been reached the local Expenditure Advisory Committee endorsed the view of the Colonial Secretary recorded above, and described the then existing organisation as unwieldy, unsatisfactory, and uneconomical. They recommended that the work of non-Native administration, Local Government, and Land, should be again divorced from the Secretariat, and combined in a separate department under an administrative head. They were, however, satisfied that the office of the Chief Native Commissioner should continue to be associated with the Secretariat. Finally, in 1933 the Secretary of State approved the organisation which in theory is in operation at the present time; he made, however, certain reservations, especially as regards the status of the Chief Native Commissioner. This organisation is conveniently described by the following diagram:-



The Assistant



or submitting papers direct to the Colonial Secretary, who again was reduced to dealing with papers of minor importance.

As a result it was practically impossible for the Colonial Secretary to leave headquarters, while the two officers who were supposed to be his two principal assistants functioned in a dual capacity, sometimes signing for the Colonial Secretary, and sometimes as the heads of their respective departments. The Colonial Secretary himself was being reduced to a clerical hack by an excess of routine work. The radical fault was, in the Colonial Secretary's opinion, the absence of any coordinating factor in the work of the three branches, which were all working in watertight compartments. The Colonial Secretary was the only person who saw all papers and was in a position to know whether a particular question, which more often than not might concern Native areas as well as European, had been properly considered in the light of decisions taken in another section. Similarly he was the only officer who saw all orders made by the Governor, and if he failed to note that an order might affect more than one branch of the office, and to give the necessary orders for its transmission, serious delay might result. Finally if the Colonial Secretary did get away for a few days, there was no officer left in the Secretariat to coordinate its work, and papers had either to accumulate against his return, or to be submitted to the Governor direct, possibly in an indigested form.

with the Commissioner for Local Government, Lands, and Settlement, and the Chief Native Commissioner to advise him with regard to European and Native areas respectively, this arrangement led to a very anomalous position in various respects. Both the Chief Native Commissioner and the Commissioner for Local Government had been given specific and independent powers and duties under various ordinances, which placed them in a position in which they had the right, which they might also reasonably consider the duty, of opposing their superior officer in the Executive or Legislative Councils.

Further, the Commissioner for Local Government was at the head of two distinct technical organisations, that dealing with Local Government, and that dealing with Lands. As regards the former he had definite powers and responsibilities which he could exercise independently of the Colonial Secretary. These required his absence from headquarters from time to time, and attendance on numerous committees. But he was also responsible for a large section of the Secretariat work properly so-called, and during his absence this work had to be carried on either by a junior officer, or by the Colonial Secretary himself, or not at all.

The same considerations applied in a less degree to the Chief Native Commissioner. He also had to tour and to attend the meetings of numerous committees, and in the meantime the work of the Native Affairs Department was left to his two assistants who had to choose between letting work get into arrears, or submitting

with the Government, but under him the work was organised into three divisions:-

- (1) Native Affairs under the charge of the Chief Native Commissioner, whose office was actually in a separate building.
- (2) Non-Native Affairs, including Local Government, Land, Settlement, and Non-Native area administration, under the Commissioner for Local Government.
- (3) A general section dealing with Finance, Education, Defence, Public Buildings, Police, Prisons, and Establishments, under the Principal Assistant Colonial Secretary.

120. This comprehensive reorganisation proved itself almost immediately as possessing grave and inherent defects. Three of the most serious defects were set out in August, 1929 as consisting in:

- (a) An excessive strain on the Colonial Secretary.
- (b) An artificial division of subjects into Native and non-Native categories.
- (c) A confusion between technical and administrative functions in the headquarters organisation.

The position was further examined in a minute by the Colonial Secretary dated July, 1930, in which he pointed out that, while the Colonial Secretary was under the Governor responsible for the administration both of the Settled Areas and of the Native Reserves, with the

Secretary in 1924 to be attached to the Assistant Chief Secretary. The work was divided into four sections instead of three.

120. The history of the third phase from 1922 to 1928 shows that the relief afforded by the arrangement described above was only temporary, and was soon neutralised by the steady increase in the volume of work. By 1925 it was necessary to have four Senior Assistant Secretaries, and by 1926 five such officers. In 1926 a second post of Assistant Chief Secretary was created, though not filled, and in 1927 a post of Principal Assistant Colonial Secretary was created to share the work of the Assistant Colonial Secretary. The division of subjects was such as to concentrate into one channel Land, Local Government, and Non-Native Administration, and in the other Native affairs generally.

The semi-independent position of the Chief Native Commissioner, which will be separately considered, led to overlapping and delay in disposing of administrative questions, and when the report of the Local Government Commission of 1928, recommending the creation of a Local Government branch of the Secretariat, brought under review the working of the Lands Office, it was decided that the departments of the Chief Native Commissioner and of the Commissioner for Local Government should be incorporated as part of the headquarters organisation. The Colonial Secretary continued to be generally responsible and to be the sole medium of communication with the

of a policy of development, all combined to present to the Administration of the Colony an ever increasing number and variety of problems, political, social, and economic, with a consequent great increase in the number of matters requiring decisions from day to day. The task of the Secretariat came to be envisaged as consisting in standing between the Colonial Secretary and the mass of routine details which threatened to overwhelm him, and securing to him sufficient leisure for dealing with the major problems, and for formulating principles and policy.

Under Sir C. Bowring the work was in 1918 divided into three sections each under a Senior Assistant Secretary, the new appointment which replaced a Junior Assistant being given to a District Commissioner of some standing, so as to secure the advantages of practical experience of administration. In the same year the post of Chief Native Commissioner was created; the history of this post is discussed later.

By 1921 there were many reports of the onerous character of the work, and of the inadequacy of the staff, which then consisted of a Chief Secretary, an Assistant Chief Secretary, three Senior Assistant Secretaries, one Junior Assistant Secretary, a Clerk of Councils, an Office Superintendent and four clerks. The total cost was £7,365.

By 1922 the position was much worse, and the resulting overwork and congestion had to be alleviated by adding an Establishment section in 1923, and appointing an additional Senior Assistant Secretary

was considered to be an anomaly, and, on the transfer of the occupant from the Colony in 1912, the Secretariat was reorganised; after the reorganisation it consisted of a Chief Secretary and an Assistant Chief Secretary, with two Senior and two Junior Secretaries under them. There were in addition an Office Superintendent, a Clerk of Councils, and a Press Superintendent. This arrangement reduced the previous preponderance of senior officers which had resulted in a waste of power; the organisation had in fact been top-heavy.

119. The second phase from 1912 to 1922 was marked by the division of the work into two sections, each minuting to the Assistant Chief Secretary, who in turn minuted to the Chief Secretary; this system was not wholly satisfactory, resulting as it did in spasmodic under-activity or over-activity in each of the sections. It was found also that some officers were not fitted for secretarial work and the principle was therefore adopted of seconding officers from the administrative staff from time to time. The application of this principle and the exigencies of the war resulted in many changes of personnel. Towards the end of the war, and even more in the immediately following years, the position changed completely. Work increased very rapidly, at first on account of war requirements, and later as the result of an intensive campaign of European settlement. The influx of new capital, the growth of commercial interests, and the adoption of a policy

as adviser on Native affairs.

118. The Secretariat in its present form is the result of a gradual evolution commencing from the year 1903 when three officers of the Administration were seconded to work under the Deputy Commissioner, who corresponded to the present Colonial Secretary. Between that date and the present time there have been frequent changes to meet the exigencies of the time, but on four occasions, in 1912, in 1922, in 1928, and in 1932-33, the general Secretariat organisation came under review. Four phases may therefore be distinguished:

- (a) from 1903 to 1912,
- (b) 1913 to 1922,
- (c) 1922 to 1928, and
- (d) 1928 to the present time.

The first was a period of experiment as business steadily increased though no statistics are available, and in 1907 it became necessary to add another Assistant Secretary. The cost of the Secretariat in 1906 was £2,600 including the clerical staff.

In 1908 the name of the department was changed to that of "Lieutenant Governor's Department and Secretariat" and a post entitled Secretary for Native Affairs was created. In 1911 the post of Chief Secretary replaced that of Lieutenant Governor. By 1912 the cost of the department had risen to £6,015.

The post of Secretary for Native Affairs was considered

116. The authority of the Governor is limited in certain directions. He is bound to consult the Executive Council with reference to various matters before coming to a decision, and all legislative enactments must firstly be approved by a majority vote in the Legislative Council, secondly be assented to by the Governor in the name of His Majesty, and thirdly be notified by the Governor as not disallowed by His Majesty.

#### The Secretariat.

117. Under the Governor the chief executive officer and the head of the Civil Service is the Colonial Secretary. He is the medium of communication between all departments and the Government. He receives all communications addressed to the Government and issues its decisions. The Secretariat as the Government's business office is in its origin and purpose the office of the Colonial Secretary. In its present organisation he is assisted by a Deputy Colonial Secretary and by a senior Assistant Colonial Secretary, a second post of Assistant Colonial Secretary having been held in abeyance since its creation in 1933. Under them are five Assistant Secretaries and an Establishment Officer, each in charge of a separate section to which correspondence is allotted in accordance with a distribution list. The five Assistant Secretaries are all taken from the Administrative cadre. There is in addition a Chief Native Commissioner who acts as adviser



CHAPTER V.CENTRAL ORGANISATION OF GOVERNMENT.

114. It is unnecessary to deal in detail with the development of the system of Government in Kenya. It is administered by His Excellency the Governor and Commander in Chief assisted by an Executive Council consisting of the following members:

the Colonial Secretary,  
 the Attorney General,  
 the Treasurer,  
 the Chief Native Commissioner,  
 the Commissioner for Local Government,  
 Lands and Settlement,  
 the Director of Medical Services,  
 the Director of Agriculture,  
 the Director of Education,  
 two nominated European Members,  
 one Nominated Indian member, and  
 one nominated member representing  
 Native interests.

115. In addition there is a Legislative Council which, under the Letters Patent and Royal Instructions of 1922, slightly modified in 1934, consists of 11 ex officio official members, and nominated official members not exceeding 9 in number, together with 11 elected European members, 5 elected Indian members, 1 elected Arab, and 1 nominated member also representing Arab interests, with 2 nominated members representing Native interests. To secure an official majority it is therefore necessary to collect a large proportion of the senior officials in the Colony.

116. The authority

Privileges and Allowances.

113. House allowances and their effect on an officer's pension have already been considered. Other privileges and allowances enjoyed by the services, including acting allowance, special and duty allowances, language bonuses, travelling and mileage allowances, the privileges of free medical attendance, and of advances free of interest for the purchase of motor vehicles to be used on Government business, have been considered in detail by the Expenditure Advisory Committee, and orders have been passed by the Secretary of State or by the Government of Kenya on that Committee's recommendations. It is therefore unnecessary to discuss these allowances in detail, more especially as there appears to be no sufficient reason for suggesting any change in the decisions arrived at.

connection with the various departments concerned, but it may be said generally that in the interests both of economy and of justice to the community every effort should be made to train up members both of the Arab and African communities so as to fit them for more responsible posts. Education is the necessary foundation of such development, and standards must be strictly maintained even if this results in slower progress. The Medical and Post and Telegraphs Departments have perhaps taken the most definite steps in this direction, and, together with the Education Department itself, have evolved a definite policy with reference to the extended employment of Africans. Many other departments could however do considerably more than at present both as regards clerical and non-clerical posts.

112. The question of a pension or provident fund for African Civil Servants has been under consideration for a considerable time and a pension was in fact recommended by the Fitzgerald Committee in 1930. The time certainly seems to have come for a decision on this question and, on the analogy of the terms laid down for the European and Asian Local Civil Services, a Provident Fund would seem *prima facie* the best solution. If, however, a pension is considered more suitable for people who are apt to be improvident in money matters it should be on a contributory basis. The history of the pension charges in the Colony emphasizes the necessity of keeping these charges as low as possible.

Privileges

results, show that there should be no want of suitable candidates. The examination results are as follows for the last five years:-

	1930	1931	1932	1933	1934
Cambridge Junior	31	47	46	64	53
London Matriculation	5	7	8	29	35

Arab and African Staff.

110. The existing scale of pay for the Arab and African General Clerical staff runs from Sh.20/- to Sh.60/- per mensem for Learners to Sh.65/- to Sh.90/- for the 2nd Grade, and Sh.95/- to Sh.150/- for the 1st Grade; a Special Grade includes all officers drawing over Sh.150/- per mensem. Special scales have been established from time to time for particular departments to meet their special needs.

111. Education is a recent development and up to the present time the share of the African in reasonably well paid Government employment is a small one. There are only some 70 officers on salary scales which exceed Sh.150/- per mensem including all departments, and some 50 on salary scales ranging from Sh.95/- to Sh.150/- per mensem. These numbers do not include 13 Native clerks who are serving on Asian terms; nor do they include the 16 Liwalis, Kathis, and Mudirs of the Coast Province, whose functions and status differ from those of the clerical staff.

This question will be further considered in connection

per mensem for the 1st Grade with a Special Grade on Sh.600/- per mensem.

108. Corresponding to the European Local Civil Service an Asian Local Civil Service has been introduced from 1st May, 1935. The scales of salary run from £30 - £72 per annum for Learners to £90 - £240 for Grade II, £252 - £360 for Grade I, and £318 - £408 for the Special Grade. As in the case of the European service, free housing has been abolished, and pensions have been replaced by a contributory Provident Fund. Pension charges on account of Asian officers in the service will therefore ultimately disappear. As regards passages each complete year of resident service in the Colony entitles the officer to 16<sup>2</sup>/<sub>3</sub>% of the cost of a passage to Bombay. Indian representatives have criticised the provision of separate scales of pay for Europeans and Asians doing similar work, but the new scales are substantially higher than would be paid in India for similar posts, and even allowing for the higher standard of living of Indians resident in Kenya, the terms laid down are not ungenerous.

109. Many Asian officers have in the past rendered valuable service to Government and the local Asian community has strong claims to a fair share of Government employment in the future. Recruitment has been recently confined to local candidates, both Indian and Goan. The number of their children and the praiseworthy efforts of the community to give them an adequate education, as well as the actual examination results,

	1930	1931	1932	1933	1934
Cambridge Junior	11	33	13	19	7
Cambridge School Certificate	3	5	9	10	12
Cambridge Higher School Certificate	-	-	-	-	1
London Matriculation	This examination is not taken.				

It has, however, to be remembered that a considerable number of boys from Kenya complete their education in England.

#### Asian Staff.

107. This includes both the Indian and Goan staffs. Their employment has been mainly in clerical posts. In the early days of the Protectorate local candidates were not available, and subordinate duties were carried out by Asian officers recruited at first from overseas and only recently from local sources. Further, from 1923 to 1931 the letter of appointment issued to Asian clerks promised pensionable status after three years service. As a result there are 870 Asian officers admitted to the pensionable establishment, a number larger than that of Europeans with the same status. The privileges of free housing or house allowance and of passages has added to the expense. Appendix XII shows the additional cost of these "hidden emoluments".

The scales of pay for the clerical staff under the old terms rose from Sh.150/- to Sh.200/- per mensem for the 4th Grade to Sh.380/- to Sh.500/- per mensem

unhealthy station being equivalent to six months in a healthy station; leave is inclusive of the periods of voyages. An officer is entitled to 25% of the cost of a passage to Europe in respect of each complete year of resident service in the Colony; that is to say, after four years service an officer is entitled to the cost of a passage to Europe. This is obviously just as regards the large proportion of the service recruited from overseas, but even for the proportion of officers recruited locally, a proportion which should gradually increase, it is probably to the advantage both of the officer himself and of the Colony that he should widen his experience and his outlook by taking his vacation abroad if he wishes to do so. Vacation leave may, however, be spent in the Colony if this is preferred.

106. The importance of this new service will be increased if effect is given to the proposals which will be made in other sections of this report, and it will be essential that the standards of recruitment should not be lowered if officers of the requisite calibre are to be obtained in the higher grades of the new service. The following statement showing the examination results of the last five years suggests that the supply of qualified candidates who have received their education locally may be limited, at any rate for some time to come:-

Table.

Subordinate European Staff.

105. It is unnecessary to describe in detail the history of the salaries and terms of service of the subordinate European staff. Until January, 1935, the scale of pay for the European clerical staff varied from £180 - £300 for Grade C, to £240 - £500 for Grade A; the non-clerical staff was on various scales.

A large proportion of the posts were pensionable and the occupants received free housing. An important change of principle has been made by the inauguration with effect from January 1st 1935, of the Kenya European Local Civil Service, applying to both clerical and non-clerical appointments. 647 posts were transferred to this service, but the large majority of the holders of these posts are still officers who came to the Colony from overseas, and many of them retain the salaries and conditions of service which existed prior to January 1935. The scales of salaries for the Local Civil Service run from £60 - £120 for Learners, to £150 - £420 for men in Grade II, and £440 - £600 for those in Grade I, with a Special Grade on £620 - £660. The corresponding scales for women are £150 - £360 in Grade II, and £380 - £420 in Grade I, with £440 - £500 for the Special Grade.

From the point of view of economy the most important features of the new scheme are that free housing is not allowed, and that a contributory Provident Fund replaces a pension. Vacation leave is granted on the basis of ten days in respect of each three months resident service, five months in an

unhealthy



Whether the rates are in general too high considering the duties and responsibilities attached to the offices, the amount of work involved, their status, and the cost of living in Nairobi, is a matter of opinion. The salaries appear to have been fixed to some extent with the intention of placing Kenya in advance of the adjacent Territories, but the Expenditure Advisory Committee was of opinion that the actual salaries were, generally speaking, not unreasonable as the number of posts is small and the responsibility great. They recommended, however, an examination of the individual posts and salaries with a view to grading them in order of importance. The salaries could not be altered for the present incumbents and any alterations made could only affect subsequent holders of the posts.

The Chief Justice is also President of the Court of Appeal for East Africa and the excess of £100 as compared with Tanganyika is presumably in recognition of this fact. As regards the remaining posts some reductions to the extent of some £300 - £400 seem possible without unfairness, but the question is complicated by the fact that the salaries of some posts, more especially those of the Director of Medical and Sanitary Services and of the Director of Agriculture, are fixed as part of a scheme applied to a large number of colonies. Certain measures of reorganization which will be proposed in later sections of this report also affect the question to some extent.

Subordinate

Post	Salary Paid in		
	Kenya.	Tanganyika	Uganda
	£	£	£
Chief Justice	2,300	2,200	1,800
Colonial Secretary	2,200	2,000	1,800
Attorney General	1,800	1,650	1,400
Solicitor General	1,200	1,150	1,000
Treasurer	1,450	1,450	1,400
Director of Medical and Sanitary Services	1,500	1,500	1,500
Director of Education	1,500	1,350	1,350
Director of Agriculture	1,500	1,350	1,350
Director of Public Works	1,350	1,200	1,350
Provincial Commissioners	1,350	1,350	1,350
Administrator General	1,050	1,050	600 - 920
Commissioner of Police	1,350	1,200	1,200

The responsibilities attaching to these posts are definitely less in Uganda than in Kenya and the fairest comparison will be with Tanganyika. The fact that as the result of the levy on salaries the posts are now less remunerative in Kenya than in Tanganyika may be ignored in the present connection. The Treasurer's allowances of £150 as Currency Officer and of £50 as Chairman of the Land Bank Board, and the Deputy Treasurer's allowances of £75 as Deputy Currency Officer, and of £50 as representative of the Ministry of Pensions, will be separately considered.

Whether the

speaking more economical. The long scale has, however, been accepted for the Colonial Service generally, and its alteration is beyond the scope of a local enquiry.

Two provisos, however, should be added; the first and most essential is that recruits should not be obtained from overseas on pensionable terms for duties for which adequate arrangements can be made locally; and the second is that the efficiency bars should be applied strictly, and that the selection posts of Provincial Commissioner and of Senior District Commissioner, but more especially the former, should not be allotted by mere seniority, but should be genuine selection posts. The first of these conditions will be the subject of consideration in the later part of this report, and it seems doubtful whether the second has always been adequately observed in Kenya.

104. Some criticism has been directed at the salaries paid to Heads of Departments as compared with those given to similar posts in other Colonies and the following table compares the salaries paid in Kenya with those given in the adjacent Territories:-

Table.

interests of the country. To a lesser extent this also applies to maintaining a connection with the other African tropical colonies. The connection with the Colonial Service in other parts of the Empire is much less direct, and the only practical effect lies in the occasional transfer or exchange of an officer which is sometimes of real advantage.

102. Various representations have been received suggesting that the salaries enjoyed by European officers are too high but, it should be added, most of these representations were based on the special conditions of the present time. These have been met by the levy on salaries yielding approximately £47,000 per annum. This levy is still in force in Kenya, though it has been abolished in the two adjoining Territories and in the Kenya and Uganda Railway. For more normal times I do not consider that the recently sanctioned long scale of salaries running from £350 to £1,000 for ordinary members of the Administrative Service, with selection posts of Senior District Commissioner on £1,200 and of Provincial Commissioner at £1,350, is too high considering the importance of attracting candidates of the best type. The number of these selection posts is, however, a matter for consideration.

103. The long scale is undoubtedly expensive, more especially at recurring periods if recruitment has been irregular, and it has anomalous and in some respects unsatisfactory results. The cadre system has definite advantages by correlating increased pay with a definite increase of responsibilities, and it is generally

speaking

The rule continued in force that five months service in an unhealthy station should be equivalent to six months in a healthy station. The proposed addition of intermediate semi-healthy stations was not considered practicable or necessary.

99. From 1st January, 1934 the age of retirement was raised for new entrants only from fifty years to fiftyfive.

100. It appears therefore that the Secretary of State has recently given a definite decision on all the more important proposals affecting the terms of service of the administrative service, and has declined to approve of any changes either in the pay or pension scales, or as regards house allowances, so far as the existing members of the service are concerned. It does not appear therefore that any economies realisable within a reasonable period could be obtained by further discussion of these questions, and it is economies of this type which are contemplated in the terms of reference of this Commission.

101. I propose therefore to concentrate attention on the much more fruitful field of the number of pensionable officers required from overseas, and the extent to which a part of the work now carried out by them could be satisfactorily dealt with by less expensive agencies. My experience of small local Civil Services has led me to the very definite opinion that any change divorcing Kenya from the other East African Territories would be harmful to the best interests

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TABLE SHOWING THE SICK, INVALIDING AND DEATH RATES AMONGST EUROPEAN AND  
NON-EUROPEAN OFFICIALS IN THE COLONY AND PROTECTORATE OF KENYA.

	European			Non-European		
	1932	1933	1934	1932	1933	1934
Total number of officials resident	1,919	1,756	1,846	2,797	2,457	2,448
Average number resident	1,497	1,340	1,380	2,314	2,103	2,068
Total number on sick list	1,018	946	971	2,249	1,965	2,114
Total number of days on sick list	6,753	5,956	7,054	11,608	9,532	14,847
Average daily number on sick list	18.35	16.32	19.33	31.71	26.11	40.67
Percentage of sick to average number resident	1.23	1.21	1.40	1.37	1.24	1.96
Average number of days on sick list to each patient	6.63	6.29	7.26	5.16	4.85	7.02
Average sick time to each resident	4.51	4.44	5.11	5.01	4.53	7.18
Total number invalided	6	5	9	5	7	8
Percentage of invaliding to total residents	0.31	0.28	0.48	0.18	0.28	0.32
Total deaths	3	3	4	5	4	3
Percentage of deaths to total residents	0.15	0.17	0.21	0.18	0.16	0.12
Percentage of deaths to average number resident	0.20	0.22	0.29	0.22	0.19	0.14
Number of cases of sickness contracted away from residence	-	-	-	-	-	-

98. As regards the change in the length of tours made with effect from 1933 it is of interest to examine the table given in the Medical Department Annual Report for 1934 showing the sick, invaliding and death rates from 1932 to 1934. The period is too short to allow of any very definite conclusions but the Director of Medical Services sees no reason to think that the change has had any detrimental results on health.



97. The Secretary of State in August 1933 accepted the proposal for a change in the salary scale of the Administrative Service, the new scale being £350 by incremental steps to £1,000; the alteration was to be applied only to new entrants to the public service. He also approved of the reduction of the pension constant from  $\frac{1}{480}$  to  $\frac{1}{600}$ , this alteration being applicable to new entrants to the public service, and to persons already in the service in non-pensionable posts. He rejected the proposal to abolish free housing, or the compensatory house allowance, as definitely placing members of the Kenya services in a worse position than those in other East African services. It was pointed out that the privilege of free housing is universal in the tropical African Colonies and that where this privilege is not given, as in the West Indies and in the Eastern Colonies, either the conditions are radically different, as in the West Indies, or the salaries are considerably higher, so equalising the advantages in the various groups of Colonies.

By separate orders acceptance had already been given to the proposals for lengthening the tours of service and altering the quanta of leave with effect from 1st January, 1933. It was, however, laid down that this arrangement should be recognized as experimental, and should be subject to revision if necessary after a period of 5 years from 1st January, 1933. The new rules are applicable to persons already in the service before 1st January, 1933, as well as to persons appointed after that date.

service, and even to the whole of the present personnel enjoying overseas privileges.

Their proposals included: (1) The abolition of free quarters or the allowance in lieu of such quarters, with the substitution of a consolidated salary subject to a rent deduction at the rate of 6% on the minimum salary of the grade, and the consequential cancellation of the rule under which house allowance is taken into account in assessing pensions. (2) The lengthening of the tour of service from the existing period of 20 to 30 months to periods of four years for the first two tours, and three years for subsequent tours, twelve days service in a healthy station to be equivalent to eleven in a semi-healthy, and ten in an unhealthy station.

(3) A reduction of the quantum of leave from five days per month to three days per month for the first two tours of four years, and four days per month for later tours of three years.

(4) Some modifications in the rules for passage allowances.

(5) A reduction in the pension constant from  $\frac{1}{480}$  to  $\frac{1}{600}$ ; three members of the Committee proposed  $\frac{1}{720}$ .

(6) Contingent on the acceptance of the proposals for the abolition of house allowances and for the alteration of the pension constant, an alteration of the salary scales to a new scale commencing at £350 for two years rising to a maximum of £1,000 for officers other than Provincial Commissioners.

were prominent in supporting what they considered the legitimate claims of officials which had been obscured by the paramount necessity for economy.

95. The next important stage was the Conference of East African Governors held at Moshi in November, 1925, when the so-called long scale commencing at £400 and rising by incremental stages to £920 was recommended and finally approved for the Administrative Service. On this revision of salaries the allowances referred to in paragraph 94 were discontinued. The rules provided for a confirmation bar after 2 years, and for efficiency bars at £600, £720, and £840. In six cases during the last five years officers of the Administrative Service have in fact been held up at one of the efficiency bars, or had one of their increments stopped.

The pay of Senior Commissioners, corresponding to the present Provincial Commissioners, was fixed at £1350 and £1200 with two posts of District Commissioner (one at Nairobi and one at Mombasa) at £1,000. The provision of free quarters and other existing privileges were continued.

96. The scale of pay then fixed continued in force up to 1933, when the Expenditure Advisory Committee made a series of proposals in paragraphs 41 to 76 of their report. Their recommendations were put forward primarily for new entrants to the service on first appointment or on transfer. They urged, however, that so far as was possible the proposals should be applied to officers promoted within the  
 service,

at that time. It was recognized that the scale had become inadequate and during the war of 1914-1918 the rise in the cost of living was such as to make an alteration imperative. In 1918 a compensatory bonus was therefore sanctioned on this account. This continued in force until a general revision of salaries took place in April, 1920 as the result of the report of the Hamilton Commission. Prior, however, to the introduction of these revised salaries the value of the rupee became subject to wide fluctuations rising from the previous Sh.1/4d. to as high as Sh.2/10d.

Owing to these unsettling movements the East African Governments decided to abandon the rupee currency, and to adopt a local currency based at first on the florin, and shortly afterwards on the shilling, as unit. The change to a florin was carried into effect by an Order in Council of 26th April, 1920. As, however, the purchasing power of the florin, particularly as regards local produce and Native wages, was at first no greater than that of the rupee, a compensatory local allowance at the rate of 50% on the sterling salary was granted as a temporary measure, subject to reconsideration after two years in the light of prices obtaining locally. It is unnecessary to discuss the full details of the reductions in this allowance up to 1926, which appear to have been made on a somewhat arbitrary basis; the allowance was reduced from 50% to 25% in 1922, and was further reduced in 1923 to a sliding scale of 20% on the first £400, 10% on £400 to £600, and 5% over £600. It is noticeable that the non-official members of the Legislative Council were prominent

community of 17,000 most of whom have very limited available resources; 36,000 Indians and 17,500 Goans, Arabs, and other non-Natives, of whom only a small proportion are able to contribute more than the minimum tax; and three million Africans living on a standard considerably below that found in some other parts of Africa such as the West African colonies and Uganda.

The difficulties are accentuated when economic distress brings demands for assistance to farmers on the lines followed by countries such as the Union of South Africa which have large resources independent of agriculture.

#### Terms and Conditions of Service.

##### Superior European Staff.

93. It has been the practice in Kenya to co-ordinate the terms and conditions of service of the superior staff in all the major departments with those laid down for Administrative Service and it will therefore be convenient to refer more specifically to the history of that service, and more generally to that of other types of officers.

94. Before the War the local currency was based on the rupee, not on sterling; the salaries of European officers throughout East Africa were fixed in sterling, and were paid in rupees at Rs.15/- to the pound. The figures for personal emoluments given in Appendix II show the generally low scale of salaries at that

elaborate development of the scientific services. Not so directly visible but equally effective in increasing expenditure, more especially in the central Government organisation, are the complexities of legal procedure, the continual state of legislation which has produced 289 new or amending ordinances during the last five years, and the number of senior officials a considerable proportion of whose time is taken up with extra departmental activities. These activities include the meetings of the Legislative Council in the proceedings of which many of them can take no share except that of voting to order. In addition there are the numerous special committees arising out of the proceedings of the Legislative Council, and over forty standing committees or boards, apart from inter-territorial conferences and committees connected with local affairs. A considerable proportion of these standing committees do not involve much expenditure of time, but others do involve a substantial amount of work and expenditure of time. The Director of Public Works, for example, is a member of eleven such committees or boards, the Director of Agriculture of seven, the Director of Medical Services of eight, the Director of Education of ten and the Chief Native Commissioner of eleven. These complications strengthen the tendency, arising out of leave requirements and arrangements for tours by heads of departments, to support a departmental Director by a Deputy Director.

92. It is no easy task to make financial provision for all these requirements on an almost European scale when the taxable community consists of a European  
community

mainly from overseas and therefore permanent and pensionable, for work which in the Eastern Colonies would be carried out by indigenous agencies, and the failure to develop native subordinate services, there are special features of the Kenya system of administration arising directly out of the local conditions.

In the first place the absence of any separate system of control of departments which are joint with Uganda or Tanganyika or with both, imposes on the Kenya Government the general duty of the administration of these departments. The contributions received, though covering all the direct expenditure, cannot embrace all the extraneous duties involved at the Kenya headquarters. Indirect benefits do accrue, but they do not affect the expenditure side of the budget.

Again, the Kenya Police spend a large proportion of their time in dealing with statutory offences connected with the supervision of squatters on European farms, the enforcement of veterinary restrictions, and the control of the number of Natives allowed to remain in the townships. As their work is almost entirely in the towns and in the European Settled Areas a large proportion of the staff has to be European.

Further, the "Kipandi" or Native registration system is a direct result of the special Kenya conditions not found even in other parts of East Africa, and its cost is very considerable. The existence of a separate Labour Section is an unusual feature in a country at the Kenya stage of advance, as is also the elaborate

on lines in advance of what is customary in rural Africa. The expenditure on roads is substantially increased by the small isolated blocks of European settlers. Without communications they cannot survive, but the cost of constructing and maintaining roads bears little relation to the numbers served. Last but by no means least they require educational facilities for their children, and on account of the scattered character of settlement this must be given in boarding schools. The commercial community again has special needs of its own connected mainly with communications and the townships.

89. The Indian community of some 36,000 is mainly engaged in marketing, distribution, and transport, and in these directions they require facilities similar to the European community, while the education of their children is a rapidly growing problem.

90. Finally as the basis of all activities there are the three million Africans, with growing desires and wants, and an increasing appreciation both of amenities of the European type and of the advantages of education and medical facilities, but living on an income which proves little margin either for satisfying the new wants which are fast becoming necessities, or for paying taxes.

91. The character of the various services and of their work is also largely governed by the special local conditions. Besides the general African tendency to insist on using European agencies, hitherto  
mainly from



CHAPTER IV.GENERAL CONSIDERATIONS AND TERMS AND  
CONDITIONS OF SERVICE.

88. Before entering on the departmental estimates there are certain general considerations to which it is desirable to refer.

The circumstances in Kenya illustrate in an accentuated form the difficulties arising from the presence of three communities on very different levels of civilisation and with very different desires and needs. There is first the European community of some 17,000, including over 2000 farmers of a very energetic and individualistic type, controlling very large areas in proportion to their numbers, and growing a large variety of crops, some of them of a very specialised type needing the best available scientific advice. They feel that the agricultural progress of the Colony is mainly due to their efforts and that they are entitled to all the assistance that can be given them, either to secure the welfare of the industries in which they are interested, or to secure the amenities for themselves and for their families to which they have been accustomed. Their requirements include the organisation of adequate scientific services to deal with the many problems arising out of their special industries both agricultural and pastoral, and, what is even more costly, the development of communications on lines

on the revenue side of the budget. Some of them involve very difficult questions, more especially those connection with the emergency measures introduced as the result of the financial crisis of 1931. These include the levy on official salaries of 1932 and the various measures passed in 1933 as an alternative to the proposed Income Tax. The most important were the Graduated Non-Native Poll Tax based on income, and the extension of Trade and Professional Licences. The petrol duty has also been the subject of considerable comment. All of these will be considered in the later sections of this report dealing with the Budget.

The only new form of income is that from mining royalties and fees the prospects of which are still uncertain though steady progress may be hoped for. The proceeds are rightly credited to general revenues and not to any local fund. It is, however, somewhat anomalous that although the mines are in Native Reserves the Natives are the only section of the community which under the existing arrangements will not benefit from them so far as their main development services are concerned, because the proposed Native Betterment Fund for financing those services is solely based on the receipts from the Native Hut and Poll Tax.

districts. It should, if possible, be reduced to some extent by raising the taxable age and lowering the rate of tax on extra huts. Some further local gradation may also be advisable.

These are, however, only preliminary steps and sustained efforts should be made to evolve a new system of taxation better suited to the conditions of to-day. This will require a much closer study of the economic and social organizations of the various tribes before any approach to assessment according to capacity is possible. Progress is bound to be slow and tentative, more especially as among the progressive tribes, and such alone will come under consideration in the first instance, any system involving the assessment of land must raise very difficult questions of land tenure, while pastoral tribes may provide problems equally likely to raise public excitement in respect of their stock. These possibilities are however not adequate reasons for sitting still and simply continuing the present system, and indeed it is clear that this is not the intention of the Government.

A closely connected question would be whether, as in Nigeria, there should be a separate system of taxation similar to that applied to Non-Natives for Africans holding relatively well paid appointments. They are still very few in number but their numbers should increase substantially before long.

87. At the present stage it is unnecessary to enter into a detailed examination of the other items on the

their support.

85. The Government of Tanganyika has recently decided to advance on somewhat different lines. While maintaining the existing tax, with careful local gradation, as the standard tax, they have made provision for a graduated personal tax in specified areas. This is to be levied by the local Native authority. It is to be levied according to a graduated scale of taxable wealth as assessed by the Native authority. This is to be estimated on the basis of:

- (a) Profits from any trade, business, or employment after deducting the necessary outgoings.
- (b) On the value of the live stock owned by the taxpayer. Further allowance is to be made for the value in money of any expenditure incurred by the taxpayer in the performance of his obligations to dependents according to Native custom.

86. It is unnecessary to discuss other proposals for special taxation on cattle or goats which will come under consideration in connection with Agriculture.

So far as the general system of direct Native taxation in Kenya is concerned the conclusion appears to be that the present rate of taxation based on a standard of Shs.12/-, with local variants in poorer areas, can certainly not be increased, more especially as local rates, usually a poll tax of Sh.1/- or Shs.2/-, have to be paid in addition in most districts.

This scheme has the substantial advantage of establishing a real Native Treasury, and of varying rates of taxation according to local circumstances. It does not, however, mark any advance in the direction of taxing individuals according to capacity, and the poorer areas would fare badly as regards their social services, unless the local rate was supplemented by grants from the central Government. It is also open to the criticisms that it would involve extra taxation on the Native who remained in the Reserves as compared with the man who went out to work, and that the total yield from the taxation would be reduced by the exemption from the rate of all Natives living outside the Reserves. This exemption affects the yield from the existing Local Native Council Cess, but as the cess is at a low rate the reduction in yield is of much less importance than the corresponding reduction would be under the proposed system. On the other hand the fact that the receipts from the rate would be applied to local services should make it much easier to collect.

84. The capacity of the existing Local Native Councils to undertake these responsibilities under official guidance would also require careful consideration. This is, however, a problem common to all systems of indirect rule which indeed rests largely on the principle that there is no teacher like the exercise of actual responsibility in respect of objects which are recognised as of general benefit and which can enlist popular feeling and Native tradition in their

a tax on cattle, more especially in the absence of assured markets, there are serious practical obstacles to its introduction. It would in the first place involve a double burden on the owner of a hut in a Reserve who occupied himself in cultivation as compared with the man who went abroad to work. The latter might it is true leave his wife (or wives) and family behind, but they would probably not cultivate more than was adequate for subsistence. In the second place it would involve a great deal of extra work and expense in the collection of two taxes, of different amounts and differently assessed, from the same individual.

83. Another scheme now under consideration as an alternative to Lord Moyne's proposals is on the following lines. Under it Native taxation would consist of two main taxes:

- (a) A universal poll tax payable to Government as a contribution towards the general costs of administration including communications, and major buildings, and scientific research.
- (b) A rate to be assessed and levied by Local Native Councils to cover the cost of all social services. The rate could be varied to meet local requirements but Government would have the right to impose a minimum rate to maintain essential services. The Local Native Councils would then assume responsibility for all the services which would under Lord Moyne's proposals be financed from the Native Betterment Fund.

This scheme

village authorities. Recognised land units were represented among the Kikuyu by the "githaka" and the group of "ithaka" under a "murumati", while among the Kavirondo the control over certain areas of land of the "mulango" may also have furnished a possible basis for a unit of assessment. These tribal organisations have, however, not been taken into account in working out the system of Native Administration, and the "locations" under the headmen commonly called Chiefs can certainly not serve as units for the purpose of assessment. Among tribes less agricultural in character the difficulties would be even greater. Unless therefore it is possible to evolve a satisfactory unit for assessment purposes, with a Native authority which could be to some extent trusted to distribute the assessment without too much injustice, the Nigerian and Sudan systems do not appear to be applicable to Kenya. Another very serious obstacle to the introduction of such a system is that even if the local assets are known they do not include the large proportion of the Native income which is derived from work outside the Reserves. A separate method would therefore have to be contrived for taxing this class of income.

82. A variant of this system adapted to Kenya conditions is that proposed by Lord Moyne, consisting of a uniform adult male poll tax of Sh.6/9 plus a cultivation and/or cattle tax. It has received close study and considerable official support but, apart from the absence of any obvious taxation unit for land, and from the difficulty of assessing and collecting a tax on

Yoruba States, but in some parts of Southern Nigeria its introduction has been attended with difficulties, and in some areas at any rate it has tended to become a uniform poll tax, though a poll tax based on an assessment. Finally, in Nigeria the local authorities take 50% or even more of the yield of the tax, so that they in fact tax themselves on a very low scale for local purposes. This must be a powerful factor in stimulating collections. Further as regards the method of assessment neither in Nigeria nor the Sudan does the Government attempt to deal with the individual, which, so far as land is concerned, would be impossible without a complete cadastral survey such as is found in India and in a part of the Sudan. The people live for the most part in recognised villages with a system of village authorities. Their income is also derived from their assets in the village. The taxation unit is the village, and the distribution of the tax is left to the local authorities, with a certain amount of official supervision to check malpractices as far as possible.

81. In Kenya the conditions are very different. The economic and social organisation differs from one tribe to another, and customs relating to land may differ widely among different sections of the same tribe; this is markedly the case among the Kikuyu and related tribes. In general the detailed knowledge of these customs and conditions possessed by the Administration is inadequate. Further, the people do not in general live in villages, nor is their organisation based on village groups with recognised village



unfavourable to such an attempt.

79. A more scientific and progressive proposal to which much thought has been devoted is that the present tax should be replaced by an assessment on the lines followed in Nigeria and in the Sudan. Such an assessment would take into account both crops, stock, and other sources of income such as those from handicrafts. It would presumably be for a term of years, subject to annual revision according to the course of markets and the adequacy of rainfall. It might be accompanied as in parts of Nigeria by separated rates of taxation on Natives receiving regular salaries.

80. There are, however, wide differences between the circumstances in Kenya and in Northern Nigeria. In the first place the Native population of Northern Nigeria is probably much wealthier on the average than it is in Kenya or in Tanganyika. The area is 280,000 square miles, its population over 10 millions, and its trade valued at over 30 millions. A large proportion of the population lives in towns or large villages. Secondly, though the unit rate of taxation is graduated the general standard is much lower than in Kenya, and appears to run from a maximum of Sh.6/- to as low as 6d. Thirdly in Northern, though not in Southern Nigeria, the people had been familiarised with the principle of assessment by generations of experience of the Mohammedan "zakat" which had only to be remodelled and regularised. It has been successfully extended to other areas such as the

Yoruba States,

Sh.12/-, in Central Kavirondo Sh.17.4, in Mandi Sh.12.8, in Kiambu Sh.13.3, and in Machakos Sh.17.9.

The extra tax would be spread over the poll tax payers so reducing the general average increase, but on the other hand a proportion of the hut tax payers are women who would be exempt from poll tax. There are many elements of uncertainty in the figures but possibly Sh.15/- might be taken as the probable standard rate of the new poll tax as against the present rate of Sh.12/-. Specially rated districts would be varied proportionately. It must also be remembered that in addition to the Hut and Poll Tax a cess is levied by the majority of Local Native Councils, the usual rates being Sh.1/- or Sh.2/- per man. This cess is not levied on Natives outside the Reserves.

The representatives of several Local Native Councils professed the willingness of their peoples to pay a substantially higher rate of poll tax if they were relieved of hut tax, but the Councils probably represented the classes who would pay less under the new system and not the younger men who would pay more.

Apart from the much greater difficulty of collecting and checking poll tax the proposed system would make no attempt at equity of incidence, and by its higher rate would tend to aggravate the present inequalities.

Recent occurrences in Southern Nigeria and in Northern Rhodesia have also shown the danger attending any substantial increase in the rate of Native taxation, and the present time would be most unfavourable

administration and will be further considered in connection with that subject.

78. Turning next to the main problem, that of finding a more satisfactory substitute for the present Hut and Poll Tax, it must be recognised in the first place that a great deal of thought has been devoted to this subject both in Kenya and in other parts of Africa. A mere temporary observer has neither the knowledge nor the experience which would entitle him to give any confident opinion on an exceedingly difficult problem involving every aspect of Native social and economic life. All that can be done is to set out the alternative proposals which have received the support of competent opinion, and to suggest some considerations which will have to be taken into account in endeavouring to arrive at a solution of the problem.

Of the alternatives to the present system which have been put forward from time to time that which has received most support from a large section of official and of missionary opinion has been the replacement of the Hut and Poll Tax by a universal poll tax, so abolishing all payments on account of extra huts. To obtain the same yield as from the existing taxes the new tax would have to be at a substantially higher rate but it is very difficult to estimate what that rate would be. In North Kavirondo in 1934 the average sum paid by each hut tax payer on account of the tax of that year is reported to have been Sh.15.3 as compared with the standard tax of

to abolish all liability on account of additional huts, nor indeed is it financially practicable without a substantial increase in the general rate of tax, but the adoption of the Tanganyika system would largely mitigate the hardships which certainly result from the existing provision. It should also be of material assistance to dealing with the unsettlement mentioned in the last paragraph. The resulting loss of revenue is very difficult to calculate owing to the inadequacy of the statistics available, but it may be roughly estimated at £25,000.

77. An administrative change which should be of assistance in the same direction is the introduction of a more systematic check of the actual tax roll. This is not an easy task and would have to be done gradually, but without such a check it is not possible to know with any accuracy the legitimate tax demand. In the large majority of districts this is left to the hut counters working with the Native authorities. It is considered that exemptions can be dealt with without any such general check of the roll, and that if persons who should pay tax are omitted information will be received from some who pay the tax and would resent the escape of others equally liable to pay. The hut counters are certainly not of a type likely to be exempt from the temptation to make a little money, and both influence and bribery may operate to exempt some who should pay and to extort taxes from those who should not. This question is, however, closely linked with the general problem of district administration

from poll tax and 31,047 from hut tax.

The Treasury is naturally reluctant to reduce the estimate of collections in the present financial position of the Colony.

The figures quoted above are those supplied by Government but they seem to be unreliable and the only conclusion which can safely be drawn from them is that there are wide differences in the standard for exemption applied by different officers. These variations are partly due to differences in economic conditions or in family customs. They suggest however the desirability of a special enquiry into the whole question of exemptions.

A Commission presided over by a Judge of the High Court has recently been appointed to enquire into alleged abuses in the collection of the tax by the Native Authorities. Its appointment taken with the present adverse economic conditions appears to have led to a certain amount of unsettlement among the more educated tribes which is likely to affect to some extent the collection of the tax in those areas. The effects should however be temporary when any action necessary has been taken on the report of the Commission.

76. In Tanganyika the standard payment for each extra hut is half the full tax, except in special areas where additional wives have by custom separate establishments of their own, as for instance among the Wachagga, growers of coffee near Mt. Kilimanjaro.

Until a satisfactory substitute can be found for the present tax it does not seem advisable to abolish

recent change in Tanganyika, and it seems improbable that the loss in revenue would exceed £20,000. There is therefore a good case for the alteration, but, so far as real hardship is concerned, it appears to be a much more urgent matter to deal with the question of the additional payment of a full tax on each extra hut. As has been already said additional huts are becoming a less and less satisfactory criterion of additional resources, and although District Officers have now been given wider powers of exemption there appear to be remarkable differences in the percentage of exemptions in different districts. For example in North Kavirondo in 1934, a year in which collections were about 7% below normal, 19,250 persons are reported to have paid poll tax locally (apart from those whose payments were made in other districts), and 57,750 to have paid hut tax; 4,200 exemptions were given under poll tax and 21,100 under hut tax. Similarly in Central Kavirondo there were 72,564 payments of Hut Tax and of Poll Tax including about 7,300 Poll Tax and 65,308 Hut Tax. The latter figure is estimated to represent 45,040 payers of Hut Tax but this figure does not include either the taxes for 1934 paid in 1935 or the large number of taxes paid outside the district. The exemptions from Poll Tax are estimated at 800 and under Hut Tax 39,200. These figures are obviously unreliable as are those for most other districts, and the Provincial Commissioner considers that the position in Central Kavirondo would be more accurately estimated by saying that out of every 100 taxes, whether hut or poll, 65 are paid, 23 are exempted and of 12 there is no record of payment. As against these, in the Coast Province Malindi district returns 3,095 payers of poll tax, and 10,120 of hut tax, with exemptions totalling 92 and 250 respectively. Voi similarly reports 2,245 payers of poll tax, and 21,811 of hut tax, exemptions numbering 37 and 1,417. In the Central Province including the Kikuyu reserve 101,284 persons paid poll tax and 239,745 hut tax; 2,710 were exempted

from poll

of the Colony makes reductions in taxation very difficult. This more especially as, in the absence of any accumulated reserve for expenditure on Native account on the lines proposed by Lord Moyne, a substantial reduction in Native taxation would involve reduced services.

74. By the Native Hut & Poll Tax Ordinance of 1934 further provision was made for the exemption of impoverished persons, and on the other hand, for payment of the tax by women hut owners who are financially able to do so. Further, from the 1st January, 1936, a new system of collection by means of stamps of the value of Sh.1/- to be affixed to cards was introduced so as to facilitate payment by instalments. The cards act as a sort of money box but the liability to the whole tax is not affected.

75. Two additional proposals involving a reduction in the yield from this tax have been put forward. The first is that the taxable age should be raised from 16, as it is at present, to 18, the age fixed in Uganda, and also from the year 1936 in Tanganyika. The taxable age for Europeans and Indians under the Non-Native Poll Tax Ordinance is also 18. This proposal has been considered by Lord Moyne in his "Report on Certain Questions in Kenya" and he was of opinion that fixing the age at 18, besides involving much practical difficulty because of the absence of any proof of age, would lead to a loss of revenue of about £40,000. The case for alteration has been strengthened by the

recent

in the price of primary commodities has given an incentive in this direction, and with a peasantry getting its living from the soil the conversion of all values to currency is an unsound criterion.

73. In the present situation there are two separate though closely connected problems. The first is what should be done to deal with the immediate difficulties; the second and much the more important, what modifications should be made in the system of taxation so as to adapt it to the conditions of the present time.

As regards the first problem the Government has in recent years both reduced, or on occasions even remitted, the taxation of tribes specially affected by the economic depression or by famine, and it has also carried a good deal further the principle of modifying the standard Shs.12/- rate of tax to meet the conditions of different areas. The latest notification on this subject in November 1935 imposed lower rates of tax for 27 different areas, the rates varying from Sh.10/- in seven areas (including the Masai), Sh.9/- in two areas, Sh.8/- in seven areas, and Sh.6/- in three areas, to as low as Sh.3/- in Turkana. The reductions might possibly in some cases have been made earlier with advantage, more especially having regard to the actual experience of the beneficial effects (even as regards actual total collection) of a timely lowering of the rate of tax, but they are certainly substantial. In some cases also distance from markets, or the existence of adequate markets, may not have been taken into sufficient account, but the general financial position

of the



1933 148 persons were sentenced to imprisonment under the Hut and Poll Tax Ordinance, and 8561 to Detention Camp, in 1934 the corresponding figures were 1357 and 8520, and in 1935 they were 622 and 8655. In the Kavirondo area a considerable proportion of the men in the detention camp were stated by the Chief Native Commissioner to be young and able-bodied men with a modern taste in clothes. There is no organised work for the men in most of the detention camps, and the sentences practically mean from one to three months idleness at the expense of Government. There is no provision, as there is in Tanganyika, allowing taxes to be paid in labour on Government undertakings or essential public works and services, contumacious refusal only being a sufficient ground for prosecution. Official opinion in Kenya appears to be against any such provision, partly because it is apprehended that this might be regarded as an infringement of the International Convention with regard to Forced and Compulsory Labour (as has been explained above in connection with Ordinance No.34 of 1921), and partly because of the difficulty of organising suitable work and of the possibility of affecting adversely the labour supply to farms and other private undertakings.

72. The African is as a rule a good tax-payer when the taxes required of him are within his capacity, but several agricultural countries have furnished examples of the difficulty in compelling the small peasant to pay taxes if he makes up his mind to abstain from doing so. The fall in wages and  
in the

in some tribes and more especially among the Kavirondo. So long as the family remains united it matters little whether the tax is called a hut tax or a poll tax. When the family breaks up part of the obligation is transferred to that exceedingly elusive person, the payer of poll tax. It is most difficult to trace such mobile persons; some probably escape altogether, but in other cases the tax may be realised twice over, once from the father in the Reserve, and again from the son in Mombasa, neither knowing what the other is doing.

71. So long as wages remained at such a level that the hut and poll tax could be raised by a month's work outside the Reserve, or by the sale of a head of large or small stock, the collection of the tax presented no special difficulties. When, however, wages fell to Sh.8/- a month or less, the price of stock was halved (if indeed it could be sold at all) and the proceeds from any agricultural produce were similarly reduced, the situation was changed. It was aggravated by a succession of years of drought, total or partial, and psychological difficulties were added by the growth of new wants among the younger members of the more advanced tribes. It is much pleasanter to spend any little available money on meeting a new want than on paying a tax.

As a result of all these causes the number of prosecutions for non-payment of tax, which was almost negligible in earlier times, has now risen to figures representing a serious problem. In the year

on women, but additional wives are not so definitely an asset as formerly, and where, as is frequently the case, extra huts are occupied by widows for whose maintenance the man is by custom responsible, or by other elderly relations, their presence may represent not an asset but an additional burden. Also the distribution of property is becoming modified, and the young man with a new earning power may be better off than the older man with family responsibilities. The chief difficulties occur in respect of huts occupied by widows, and, although in many such cases exemptions are allowed by District Officers, the position is unsatisfactory and hard cases are by no means unusual. There is in fact a fairly general agreement among those who have practical experience in such matters that the time has now come when some practical alternative to the present hut tax will have to be worked out.

70. The Poll Tax was introduced in the Ordinance of 1910 with the intention of encouraging the young unmarried men to find employment of some kind and from the proceeds of that employment to contribute to the revenue. Their old occupations of fighting and hunting had ceased and it was desired to divert their energies to manual labour. Up to that time a tax corresponding to a poll tax had, as explained in paragraph 68, been collected in certain areas, but there had been no general application. It seems possible that the poll tax, as a tax on the individual and not on the family, may have contributed to the loosening of the family ties which is very evident in some

Rs.5, with certain exceptions as in the case of the Masai for whom the rate was fixed at Rs.3.

The Ordinance of 1915 was amended by Ordinance No.17 of 1920 by which the maximum rate was increased to Rs.10; by Proclamation No.6 of the same year the general rate was fixed at Rs.8. There were, however, certain exceptions, and the Masai rate was fixed at Rs.10, with Rs.7 in Tanaland, Rs.8 for the Suk and Northern Frontier Province including Jubaland, and Rs.5 for some Coast districts. This increase coincided with the introduction of Income Tax for Europeans but that tax was abandoned in 1922. As regards the Natives it was found that a tax of Rs.8 was excessive, more especially as a slump followed shortly, and its effects were accentuated by the currency fixation which first fixed the value of the rupee at Sh2/- and soon afterwards replaced the florin by the shilling as the unit. By Proclamation No.86 of 1922 the general rate was fixed at Sh.12/- but the Sh.20/- rate for the Masai was retained. The special Masai rate was imposed on account of their potential wealth in stock.

59. The Hut Tax was an attempt at a property tax on the assumption, formerly fairly correct, that additional huts for wives in excess of one were an indication of additional assets, as the extra wives and their children increased the family income by working their own allotments of land or by tending stock. This assumption is, however, becoming progressively less satisfactory as a basis of taxation. Not only is it objected to by polygamists as a tax on women,

in lieu of money.

That ordinance was repealed by the Native Hut and Poll Tax Ordinance No.2 of 1910 which is still the principal ordinance governing the tax. It introduced into the law for the first time the principle of a poll tax parallel with the hut tax. In practice, however, a poll tax had been levied previously, as in 1903 the Commissioner took powers to direct that "in the event of more adults than are comprised in one family living in a hut ... each such additional adult or adults, shall pay the amount of hut tax in force for the time being." This provision was applied in the Coast Province in 1905 and extended to the Kambe and Kenya (now Kikuyu) provinces in 1908.

Under this Ordinance the tax was fixed at Rs.3 to be paid by every Native in respect of every hut owned by him. The responsibility for payment was therefore placed on the owner and not as before on the occupier. Every adult male not liable for hut tax was required to pay a poll tax of Rs.3 per annum. There was also a proviso that a Native who had not the means to pay the tax could be made to work on public works in lieu of payment. The period of work specified was one month for every Rs.3 of tax. This provision was deleted by Ordinance No.34 of 1921 because it was considered that it might be criticised as subjecting the Natives to a species of forced labour. It had in fact been very little used.

Under the authority given by Ordinance No.40 of 1915 the general rate of tax was increased to Rs.5,

about an increase in the rates of wages in the main agricultural industries the advance in Customs receipts should be much more pronounced.

67. It is unnecessary at the present stage to consider in any detail the income derived from the various forms of licences and from Stamp Duties. There appears to be some doubt whether as much is realised from game licences as ought to be secured under this head.

Native Hut and Poll Tax.

68. The next main source of revenue is the Native Hut and Poll Tax which is estimated to yield £540,000 during 1936 and in connection with which a number of difficult problems are under consideration.

A tax on these lines has been found necessary in most parts of Africa notwithstanding the strong theoretical objections to its general character. In Kenya it was first authorised by the Hut Tax Regulations of 1901 by which a tax of not more than Rs.2 per annum was authorised on all huts used as dwellings. The occupier of the hut was responsible for the tax. By Regulation No.8 of 1902 the limit was raised to Rs.3 within the provinces of Kisumu and Naivasha. These regulations were repealed by the Hut Tax Ordinance of 1903 by which the Commissioner was empowered to impose a tax on all huts, and to vary it from time to time, provided that the rate imposed should not exceed Rs.3 per annum. The tax could be paid in kind or labour

will be necessary even to maintain such a basic figure.

At the same time it would appear to be safe, in visualizing the future, to assume a measure of new development financed through imported capital, and an extension in the field of European and of native production. Given such conditions the trend should be upwards, notwithstanding the retardation caused by the development of internal trade assisted by protective duties and other measures. The expansion in such receipts will however be substantially less than would have been realised if the duties imposed had been based on purely fiscal considerations, and the growing needs of the country will therefore, as in other similar cases, make it essential to consider alternative sources of revenue, more especially including direct taxation. The rate of recovery will depend to a large extent on the spending power of the Native population, whether as producers or wage earners, a fact which has received impressive confirmation in the recent financial history of Tanganyika. Ready cash in Native hands is generally rapidly turned over to the shopkeeper, and the collections recently recorded under the classifications of "Cotton Yarns and Manufactures", "Other Textile Manufactures", and "Miscellaneous Goods", suggest that the Native inhabitants of Kenya who have been able to earn larger sums on the goldfields, the Railway, and the Port, have been largely responsible for the increased receipts brought to account during the year 1935. When improved trade conditions bring about