

1937

38016

CO 533/477
KENYA

38016

2

2

PROVINCIAL ADMINISTRATION

SIR A. PIMS REORGANISATION PROPOSALS

Previous

S.F.I.

Subsequent

R 297

2/5/37

R 309

3/9

Mr Paskin

28/5

Mr Damer

1.6

297

C.F.
PROVL. ADMN.

1. GOV'S DEPUTY, KENYA. 440.
Tr. 2 copies of report of Committee apptd. to examine
Sir A. Pim's recommendations of Provincial & District
Reorganisation and comments thereon.

Sir Alan Pim's proposals for the Provincial and District Reorganisation envisage a reduction in the sanctioned administrative staff of 9 officers by combining districts, and a further reduction of 10 by gradual substitution of special Tax Officers for District Officers in certain districts.

In his despatch on the 1937 Estimates, the Acting Governor pointed out that considerable local unofficial opposition has already been manifest towards certain of the proposed reductions in staff. He suggested that it was for consideration whether the indirect effect of the proposed reorganisation would not be to increase rather than decrease expenditure without any material gain of executive efficiency. He had informed the Standing Finance Committee that a small committee would be appointed to examine each group of proposals on its merits. The Acting Governor also pointed out that Sir Alan Pim had stated in paragraph 378 of his report that it would be a wasteful method of economy to effect this reorganisation by the retrenchment of officers with the necessary resulting increase in pensions, and that the process must therefore be a gradual one spread over a period of years; and effected by the restriction of the recruiting and the transfer of officers as and when opportunity occurred; the compulsory retirement of officers being restricted to such as were inefficient.

In the Estimates for 1937 provision was made for the salary of two Tax Officers - proper title, District Revenue Officers - who would, in all probability

Sir Alan Pim's proposals for the Provincial and District Reorganisation envisage a reduction in the sanctioned administrative staff of 9 officers by combining districts, and a further reduction of 10 by gradual substitution of special Tax Officers for District Officers in certain districts.

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In the Estimates for 1937 provision was made for the salary of two Tax Officers - proper title, District Revenue Officers - who would, in all probability

probability be employed in the Nyanza Province.

It is proper to note here that no cadets are being selected for Kenya this year, and, incidentally, it may be possible to arrange for the transfer of one or two Kenya officers, because the field of strong candidates for the selection to be made this year for the Colonial Administrative Service is not large enough to fill all the vacancies in the various Dependencies.

It is interesting to observe the composition of the Kenya Local Committee. Native interests can be said to have been safeguarded by the presence on the Committee of the Chief Native Commissioner and Dr. Wilson. Where Sir Alan Pim's recommendations affected a European elected area, the European elected member for such area was co-opted on the Committee, and in the case of Thika, one of the Indian elected members was co-opted.

The Committee's proposals envisage an ultimate reduction of 13 administrative posts. With the modifications proposed by the Governor on the advice of the Executive Council, there would be a total ultimate reduction in the total administrative establishment of 11 officers, from 116 to 105. This includes the substitution of 7 Revenue Officers for District Officers as follows:-

(a) In the North Kavirondo and South Kavirondo districts during 1937.

(b) In the Fort Hall, Meru, Kitui, Machakos and Central Kavirondo districts during 1938 and 1939.

The Committee's proposals as regards the districts are designed to be effected in stages, the first and final stages are shown below:-

	First stage. (Reduction or increase through combining posts)	Final stage. (Reduction by the substitution of Tax Officers)
<u>Coast Province.</u>		
Lamu	-1	
Teita	+1	
<u>Central Province.</u>		
North Nyeri	-1	
Fort Hall	No change.	-1
Meru	" "	-1
Kitui	" "	-1
Machakos	" "	-1
<u>Nyanza Province.</u>		
N.Kavirondo	-1	
S.Kavirondo	-1	
Central Kavirondo	No change.	-1
Kericho	-1	
<u>Rift Valley Province.</u>		
Trans Nacia	-1	
Elgeyo	+1	
Lakkipie-Samburu (including Marsabit and Nanyuki)	+1	
<u>Masai District.</u>		
Kajiado	+1	
<u>Turkana District.</u>		
West Suk	+1	
Lodwar (including Lokitaung)	-1	
	<hr/>	<hr/>
	-2	-5
	<hr/>	<hr/>

Government's final decision on this has been deferred, see para.2(iii) of the despatch.

Not accepted by Government, see para.2(i) of the despatch.

The Committee found that the present leave reserve could be reduced by 4 in the first stage and by a further 5 in the last stage.

Selection posts, (i.e. ⁴ Provincial Commissioners and ⁵ Senior District Commissioners) could be reduced by one ^{Per Post Commission} / post. This is not accepted by Government for the time being, see paragraph 2(iv) of the despatch.

With the ^{Committee's} ~~above~~ reductions the establishment of officers employed in districts, exclusive of selection posts, would be reduced to 71 in the first stage and to 66 in the final stage. The Committee recommend, however, that 14 officers should be provided to fill seconded posts. It is pointed out that in addition to providing officers for the Secretariat, the Administration is frequently called upon to fill temporarily such posts as Resident Magistrate, Labour Officer, Municipal Native Affairs Officer, Nairobi, and sometimes, Crown Counsel, Assistant Treasurer, and Deputy Registrar, Supreme Court. At the present time the total number of secondments is 14, and the cadre of 71 referred to above must therefore be increased to 85 and 80 in the final stage. To this increase must be added a leave reserve of 16 in the first stage and 15 in the final stage, plus the selection posts, making a total establishment at the first stage 109, and 103 in the final stage. (Or 107 & 105 if the Governor's modification is accepted).

It is difficult to comment adequately on these proposals. The Local Committee has done a big job of work and has acted in the spirit of Sir Alan Pim's recommendations. It seems a pity that their recommendations could not have been accepted in toto but I see no

strong

strong reason to object to the explanations contained in the despatch. There must, I think, be an adequate leave reserve, and provision must be made for secondments. The number provided (14) in the latter connexion seems high, but the Committee point out that there are actually 14 officers seconded from the Administration at present, and that the figure takes no account of casualties resulting from sickness. It is desirable that the question of abolishing one of the Senior District Commissioner posts should be reviewed when the reorganisation of the Secretariat has been completed.

The compromise proposed by the Committee in Recommendation III with the Governor's proviso is, I think, reasonable.

I approve the Committee's proposals with the Governor's modification.
C. B. P. 1937

I regret the delay in dealing with this paper. On closer examination there appeared to be various complications that require consideration & the paper was put aside for some time to time during the autumn & winter until business could be found to go into these points.

In the first place, it will be noted that while the Local Committee was appointed to review Sir A. Pim's proposals, the cables on 11/7/37 their

Report does not show how their proposals differ from his. Like the table on p. 100 of the Pin report, they show the reductions proposed in relation to the previous establishment. It therefore seemed desirable to produce a combined table to show the relation between the various proposals (Sir A. Pinnis, the local Authorities & the Gov.). The table was not easy to compile, partly because the various results were achieved by different combinations of districts.

However, after three attempts, Mr. Collyer and I prepared the table annexed.

When it was completed it was observed that the final administrative establishment as proposed by the Gov. was 106, whereas in para 3 of his rep., the Gov. said that his final figure would be 105. Many fruitless attempts have been made to clear up this discrepancy.

It was then proposed to write S.O. to Sir A. Wada;

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It was then proposed to write i.o. to Sir A. Wada;

5

but it did not appear that any
useful purpose would be served by
merely sending out Mr. Cortley-Whitely's
table, as a number of the
items were arrived at by a
rather complicated process of
deduction from various paragraphs
of the reports, & it seemed
necessary to attempt some
explanation of the figures. When
this was undertaken, it became a
formidable task, & after various
attempts, with none of which I
was satisfied, I gave it up with the
hope that a period of comparative
leisure would enable me to clear
up the discrepancies which were quite
possibly due to an error in our
combined table.

One of the complications is
that while, in the table on p. 18
of their report, the local Council
shows an increase at Taita from 1 to 2,
I have been unable to find a
recommendation to this effect in
the body of the report.

Another complication is that
the Gov. rejected the local Council's
proposal to reduce the administrative

establishment at Dover from 4 to 3,
but he does not refer to the
consequent recommendation that
there should be an increase at
West Side from 1 to 2, but
presumably this is rejected.

The real complications arise
however on the proposals
regard to the secondment &
direct reserves & the number of
Selection posts. Having regard, however,
to the consideration that the
number of officers ^{actually maintained} in the secondment
(as contrasted with the number
to be allocated) is necessarily
a variable quantity, dependent
on the requirements from time
to time, I doubt whether the
operation of any further effort
to elucidate the proposals would
be justified & I am therefore
inclined now simply to approve
the Gov's proposals & to express
regret at the delay in replying
to his Dep.

J. J. Pascoe
28/5/38.

As far as I can see this
really calls for no reply.
It is simply sent for
information: and as no
reply has been
received after this
prolonged period it may,
I suppose, be assumed
that the Gov. never
expected one.

Quia non movere.

Truly

Yours

J. J. Pascoe
1.6.

(according to the table on p 1) of the Clerk's report) from 116 to 103. The Gov's recommendations thus make a difference of two. We have, however, not been able to see how one of these two extra men comes in.

The first is accounted for in para 2 (iv) of the Dep. where it is stated that the recommended abolition of the ^{five} ~~four~~ part of Senior District Comm^r shall not take place.

The second does not appear to be accounted for by any of the other three ~~recommendations~~ sub-para's to para 2 of the Dep.

I enclose a copy of a chart we have made out to help us get ~~with~~ ^{on} to helping us get the various proposals for change quite clear. The chart includes all the districts for which a change of any sort has been proposed; those for which no change has been proposed by anyone are lumped together as "one district". The difficulty over the one "lot" man is evident from the chart, where the "Total Administrative Establishment" under the "Governor's"

The Montgomery Committee included in their report two admirable tables showing the effect of their recommendations, as compared with the present sanctioned establishment. But they did not include a table showing how their recommendations differed from those of Sir A. Puri, wh. they were appointed to review. We accordingly turned our hand at a comprehensive table showing the present establishment & the ^{made} ~~proposed~~ ^{successor} recommendations of Sir A. Puri. The Montgomery Committee & the Governor. It was not very easy to compile, but (after 3 attempts) the Dept. produced the table of wh. I enclose a copy. I am afraid that it still leaves us rather bewildered, & I shall be most grateful for your assistance in clearing up ~~the~~ the obscurities.

In the first place it is said in the Dep. that acceptance of the Gov's proposals will result in the probable ultimate reduction of the total Administrative Establishment from 116 to 105. You will however see that the total of the last column of our table is 104. The only explanation that has occurred to us is that while rejecting the Committee's proposal

C. O.

Mr.

Mr.

Mr.

Sir H. Moore.

Sir G. Tomlinson.

Sir C. Bottomley.

Sir J. Shuckburgh.

Perms. U.S. of S.

Parly. U.S. of S.

Secretary of State.

DRAFT.

*He is in
Colon Town
with Colonial
Commission
& recently
visited the
W. Indies.*

*If the visit
is to be
made at
any of the
places in
E. Africa,
Kangari should
of the
not not be
great of our
our visit*

such a

It seems to us that the ~~projected~~ ^{projected}

visit would be thoroughly useful, ~~especially~~ ^{especially} if ~~the~~ ^{the} ~~projected~~ ^{projected} ~~visit~~ ^{visit} could be ~~permitted~~ ^{permitted} to go.

Mr. Peterson's proposal to ~~be made~~ ^{be made} on semi-officially to Uganda, Zanzibar, Tanganyika, Nyasaland

and Northern Rhodesia (and to the ~~Secretary to the Governors' Conference,~~ ^{Secretary to the Governors' Conference,} ~~proposed to you in previous~~ ^{proposed to you in previous} ~~and the Colonies are being asked~~ ^{and the Colonies are being asked} ~~such a visit.~~ ^{such a visit.}

~~whenever in the event of the scheme~~ ^{whenever in the event of the scheme} coming off, they, too, would like to be visited and contribute a share of the cost.

*I enclose a copy of
the letter to the Colonial Dependencies from
you.*

FURTHER ACTION.

C. O.

Mr.

Mr.

Mr.

Sir H. Moore.

Sir G. Tomlinson.

Sir C. Bottomley.

Sir J. Shuckburgh.

Perms. U.S. of S.

Parly. U.S. of S.

Secretary of State.

DRAFT.

He is in
close touch
with Colonial
Finance problems
has
recently
visited the
W. Indies.

If the visit
is to be
made it
cover other
places in
E. Africa.
Kangari has
of the cost
and will be
great & will
be met by
Government

such a

It seems to us that the projected

visit would be thoroughly useful, especially if Paterson himself could be persuaded to go.

Paterson's proposal is being passed on semi-officially to Uganda, (Zanzibar, Tanganyika, Nyasaland and Northern Rhodesia (and to the ^{President} to see whether they would be prepared to join in promoting ^{Government} and the ^{Government} are being asked whether, in the event of the scheme coming off, they, too, would like to be visited and contribute a share of the cost.

I enclose a copy of the letter to the Colonies Dependencies & you will find.

FURTHER ACTION.

to accept the
Cutter's
proposal

to reduce the ~~establishment~~ establishment at
Ladovar from 4 to 3, the Gov.
proposes to increase the establishment
of West Side from 1 to 2. But
is this intended? As we understand
it, the Cutter's proposal was that
the office in Chgoa, Turkana, shall
also take West Side under
his wing & add the Hahamed in
that district, with a D.O. to assist
him. But add a D.C. and a D.O.
be required in West Side if the
D.C. was not also officer

(wh. as you
will see is
the converse of the
statement
made in
para 11 of the
Cutter's report)

change Turkana & I am
not venturing to express an opinion,
but I merely put it in that way
in order to clear the point up.

My next point is that
in the table on p. 18 of their
Report, the Cutter shows an
increase at Taita from 1 to 2,
we have been unable to find a
recommendation to that effect in
the body of their report. Was this
(i.e. the entry in the table) a mistake?
Sir A. Pei does not appear to have
recommended any change there.

to accept the
Cantles
proposal

to reduce the ~~establishment~~ establishment at
Ladovar from 4 to 3, the Gov.
proposes to increase the establishment
of West Side from 1 to 2. But
is this intended? As we understand
it, the Cantles proposal was that
the Officer in Charge, Turkana, should
also have taken West Side under
his wing & hold the District -
that district, with a D.O. to assist
him. But add a D.C. and a D.O.
be required in West Side if the
D.C. was not also Officer in
Charge, Turkana? I am
not venturing to express an opinion,

(wh. do you
will see in
the converse of the
way ~~it was put in~~
para 12 of the
Cantles report)

have ~~but~~ ^{generally} put it in that way
in order to clear the point up?
My last point is that
in the table on p. 18 of their
Report, the Cantles show an
increase at Taita from 1 to 2,
we have been unable to find a
recommendation to that effect in
the body of their report. Was this
(i.e. the entry in the table) a mistake?
Sir A. Puri does not appear to have
recommended any change there.

no 14) (copy to be made in 1953?) 200

no 17)

the ends about the region are not very clear in
order to emphasize the general spirit that
the Omi-C should be moved quickly. There
is no request to obtain beyond that. The
most that can be done is to ask if all
is getting well.

Correct dates is fixed up already
Kengo is happy (? see for more about)
There remain

no 14 A

Not for Kengo central then against
the setting up of a European committee
The ~~proposition~~ and of this we have
had a meeting (see then) & in view of that it
is not clear that cooperation has been used to
decide the area. ? top to gov
obtain.

no 19

Petition from the Nakahikita Aban of the Kikuyu
- at the same time as before on the 1st - claiming
rights in land from which they are to be moved.
In this case the land happens
to be part of the land - but at Nyamwaya -
to which the Kikuyu are to be moved.
? Ask for obtain (refer to date and drafted
in the 1st)

(4) What to do in terms? 205

No 2)

Re such about the Tigon are not being in
order to emphasize the general opinion that
the O-1-C should be moved quickly. There
is no request for action beyond that
most that can be done. ? to ask if all
is going well

Coast Survey is tied up already
Kenya is happy (? see for more above)

near new area

No 4)

Packet from the Kenya Central ~~...~~ against
the setting up of a European Township a
the ~~...~~ Fugoni (and ~~...~~) of this to have
no empty
land in any (see this) - ~~...~~ it is
suggested that ~~...~~ have been used to
clear the area. ? City begins for
obtain.

No 5)

Petition from the Wakabikia Mbani of the Kikuyu
- at the same time as those on the 7th - claim
rights in land from which they ~~...~~ have
been moved. In this case the land happens
to be part of the land - ~~...~~ Nyamwon -
to which the Fugoni are to be moved.
? ~~...~~ for obtain (refers to rap ~~...~~ drafted
on the 7th)

No (17)

to each about the Tigoni are used in
order to emphasize the general principle that
the O-U-C should be moved quickly. There
is no request for action beyond what the
most that can be done. We ask if all
is getting well.

Czech issues is fixed up already
Kenny is happy (? see the note above)

There remains

No 14

Proposal for Kikuyu Central Assoc. against
the setting up of European trusteeship a
the O-U-C and of the U.K. -
The U.K. (see above) & in view of the
complex legal complications has been used to
decide the case. To go for
obtain.

No 19

Petition from the Wakahikia Mbani of the Kikuyu
- at the same time as before on the 14 - the
rights in land from which they are to be
be moved. In this case the land happens
to be part of the land - ~~to be~~ Mwanan
to which the Tigoni are to be moved.
The Kikuyu for Obasan (refers to rep. ~~and~~ drafted
on the 14) ~~and~~

1 (11) copy to the ... in ...? 200

No 17

to such about the Tigris are ...
own to emphasize ...
the O ... (should be ...)
is ... equal for ... beyond ...
most ... that ... be done ... ? to ask ... all
is getting well

Czech ... is fixed up already
Kenya is happy (see for more above)

There remain

No 14

Protect from ... Central ... against
the ... of ... European ...
the ... and ... of ... we have
... (see ... & ... of ...)
... cooperation ...
clear the area ...
obtain.

No 19

Petition from the ...
- after some time as ... on ... - claiming
rights in land from which they ... have
been moved. In this case the land happens
to be part of the land - ...
to which the Tigris are to be moved.
... (refer to ...)

My next question is as to what
Sir A. P. ... has meant when, in the
first para of p. 115 of his report, he
referred to "the present case of 121", seeing
that ~~in~~ in the Cutler's report & the
depos the figure given is "116".

[Finally I am not at all
clear about the "Secondment ~~Reserve~~ Reserve"
and the "Selection Posts". Am I
right in assuming that the two
Secretariat ^{Selection} posts mentioned in
para 52 of the Cutler's report, but
not included in the table on p. 17
have been included in the "Secondment
Reserve"? And is there a similar
explanation of the two figures (para 9)
mentioned in the second para on p. 115
of Sir A. P.'s report?

[? Omit and
insert sheets
A B & C
below

Incidentally I see that Sir A. P.'s
"Secondment Reserve" includes (para 219)
the Council for Southern Abyssinia. This
post is not mentioned in para 47 of
the Cutler's report. Was it included
in their total of 14? or ^{was it} omitted on
the ground that it was probably
never to be recruited again? or that
it is in the saddle in Abyssinia?

My next question is as to what
 Sir A. P. [unclear] have meant when, in the
 first para of p. 115 of his report, he
 referred to "the present case of 121", seeing
 that ~~in~~ in the Cutler's report the
 deep the figure given is 116.

[Finally I am not at all
 clear about the "Secordment ~~and~~ Reserve"
 and the "Selected Ports". am I
 right in assuming that the two
 Secretariat ^{Selected} ports mentioned in
 para 52 of the Cutler's report, but
 not included in the ~~list~~ on p. 7,
 have been included in the "Secordment
 Reserve"? and is there a suitable
 explanation of the two figures (7 and 9)
 mentioned in the second para on p. 115
 of Sir A. P.'s report?

Insert and
 insert sheets
 A B & C
 below

Incidentally I see that the
 "Secordment Reserve" includes (para 217)
 the Canal for Southern Abyssinia. This
 port is not mentioned in para 47 of
 the Cutler's report. Was it included
 in their total of 14? or ^{was it} omitted on
 the ground that it was probably
 never to be resumed again, and that
 Italy is in the saddle in Abyssinia?

FURTHER ACTION.

I shd. be most grateful if you
wd. turn someone on to checking the
enclosed table, to see where ~~it~~
we have gone wrong, & if you wd.
also let me have a line on the
points raised above. It wd. be
convenient if we sh. have a list of
the "Selection" & "Secondary" posts now
proposed (I assume that it includes

the position of
of certain posts
draft contained in the
Kangas & Agnes Railway
been
Kangas & Agnes Railway
Administration
to
of
of the

Dec. 22, 1957

DRAFT

- Mr. Paine
- Mr. Ford
- Mr.
- Sr H. Moore
- Sr G. Tomlinson
- Sr C. Bottomley
- Sr J. Shackburgh
- Perm. U.S. of S.
- Party U.S. of S.
- Secretary of State

G.O.

38179/37 PA

Mr. Paine
Mr. Ford
Mr.
Sr H. Moore
Sr G. Tomlinson
Sr C. Bottomley
Sr J. Shackburgh
Perm. U.S. of S.
Party U.S. of S.
Secretary of State

(5) Agents, Temporary, N. R. 1000
(4) Agents, Temporary, N. R. 1000
(3) Agents, Temporary, N. R. 1000
(2) Agents, Temporary, N. R. 1000
(1) Agents, Temporary, N. R. 1000

FURTHER ACTION

and to the Secretary to the Government
and to the Secretary to the Government
and to the Secretary to the Government
and to the Secretary to the Government
and to the Secretary to the Government

and, at the same time, reduce the
add to the usefulness of the visit
prisons by an expert. This would
of having a report made on their
available themselves of the opportunity
other dependences would like to
that, if the visit to Kenya comes off,
It has been thought, however,

to (2) only
have refer to the concept, and
with the staff's report of the
Secretary, about the report of the
The report
will refer to the
accord with the
of the report

DRAFT

- Mr. Secretary of State
- Mr. Party, U.S. of S.
- Mr. Perm. U.S. of S.
- Mr. Sir J. Shuckburgh
- Mr. Sir C. Bottomley
- Mr. Sir G. Tomlinson
- Mr. Sir H. Moore

G.O.

A

C. O.

- Mr.
- Mr.
- Mr.
- Sir H. Moore.
- Sir G. Tomlinson.
- Sir C. Bottomley
- Sir J. Shuckburgh.
- Perm. U.S. of S.
- Party. U.S. of S.
- Secretary of State.

DRAFT

FURTHER ACTION.

My next conundrum is about the Secondment Reserve. As you see we have divided the Secondment Reserve in our table into (a) those seconded to the Secretariat and (b) those seconded to other posts. In the column showing the present establishment six are shown seconded to the Secretariat and eight to other posts. The figure six is reached by taking the twelve secretariat posts of administrative rank mentioned in para. 215 of Pim's Report, deducting the Financial Sec who according to the last line on p. 114 of Pim's Report will not necessarily be from the Administration, and deducting the five posts (Col. Sec., Deputy Col. Sec., etc.) enumerated near the top of that same page which leaves six posts to be filled by secondment. This complicated calculation probably does not serve any very useful purpose, but was the only way we could divide the total of fourteen secondments between (a) and (b), and we wanted to make that division in order to get clear what Pim's secondment reserve consisted of. In the column showing his proposals the table shows four secondments to 'other posts', which are the four officers mentioned in the fifth to eighth lines from the bottom of his Report, namely the Honmr. of Mines, a Consul for Abyssinia, and two Resident Magistrates. These four seem to be properly described as secondments, and do not fit into the table in any other place, so we have stuck them in there. The six secondments (a) to the Secretariat shown in the column of Pim's proposals are, we suppose, the six Assistant Secretaries & Section Officers

B

C. O.

Mr.

Mr.

Mr.

Sir H. Moore

Sir G. Tomlinson

Sir C. Bottomley

Sir J. Shickburgh

Perm. U.S. of S.

Party. U.S. of S.

Secretary of State.

DRAFT.

FURTHER ACTION.

which are to be created under his scheme for the reorganisation of the central Govt. If this is so, however, it appears that no provision has been made under his scheme for the secondment of an officer, as at present, to the post of Clerk to the Leg. Co. Is this an oversight, or have other arrangements been made to fill the post?

Now a point about Consuls. At the start of para. 21 of his Report Pim says 'the sanctioned cadre is now 107 plus two Consuls'. I take this to mean that the Consuls are supernumerary and do not enter into any of the figures relating to the present establishment. Later in the same para, when discussing his proposals, a Consul for Southern Abyssinia is, however, included among the posts to which officers are to be seconded. Does this mean that there is a 'hidden' economy of two, the men required to act as Consul being found in future from the administrative establishment, whereas previously they were supernumerary? This point is not mentioned in para 47 of this post of Consul Ottee's Report. Was it included in their total of fourteen secondments, or was it omitted on the ground that it would probably never be required again, now that Italy is in the saddle in Abyssinia?

Finally I am not quite clear about the Selection Posts. Footnote (2) to the table on page 47 of the Ottee's Report says that the Selection Posts included in that table are "P.Os and Senior D.Os" only. Our table conforms to this, and shows only P.Os and Senior D.Os throughout under this category. A difficulty arises in doing this,

C. O.

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Mr.

Mr.

Sir H. Moore.

Sir G. Tomlinson.

Sir C. Bottomley.

Sir J. Shuckburgh.

Parlt. U.S. of S.

Parly. U.S. of S.

Secretary of State.

DRAFT.

FURTHER ACTION.

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Now a point about Consuls. At the start of para. 217 of his Report Pim says 'the sanctioned cadre is now 107 plus two Consuls'. I take this to mean that the Consuls are supernumerary and do not enter into any of the figures relating to the present establishment. Later in the same para, when discussing his proposals, a Consul for Southern Abyssinia is, however, included among the posts to which officers are to be seconded. Does this mean that there is a 'hidden' economy of two, the men required to act as Consul being found in future from the administrative establishment, whereas previously they were supernumerary?

This point is not mentioned in para 47 of the Cttee's Report. Was ^{this post of Consul} it included in their total of fourteen secondments, or was it omitted on the ground that it would probably never be required again, now that Italy is in the saddle in Abyssinia?

Finally I am not quite clear about the Selection Posts. Footnote (d) to the table on 12 of the Cttee's Report says that the Selection Posts included in that table are "P.Os and Senior D.Os" only. Our table conforms to this, and shows only P.Os and Senior D.Os throughout under this category. A difficulty arises in doing this,

C 4
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FURTHER ACTION.

however, for the seven Selection Posts, which, at the beginning of the second para on p. 115 of Pim's Report, he subtracts from his total proposed cadre of 87, include the two Secretaires to Govt, who are neither P.Os nor Senior D.Cs. We have therefore shown Pim in our table as recommending only five Selection Posts, and have shown the two Secretaries to Govt in a new category of 'Higher Posts in Secretariat'. This arrangement, although introducing a fresh complication, has the advantage of allowing the five existing higher posts in the Secretariat (Col. Secy, Deputy Col. Secy, etc) to be shown separately in the same category in the column 'Present Establishment'.

We have thus reduced Pim's figure for Selection Posts from seven to five. Later in the second para on p. 115 of his Report comes the figure of nine Selection Posts. Are we right in supposing that the difference of two between this nine and the previous seven does not mean that he recommends the creation of two additional Selection Posts, which should be included as such in the table, but that he intends rather that two D.Cs should as it were be "up-graded" to the level of Senior D.C. from among the total of 54 officers serving in districts? Incidentally, I imagine that the P.Os and Senior D.Cs who are shown in the table as appointed to Selection Posts do not also appear among the officers appointed to districts in the top half of the table. If they did so appear there would be a lot of double entries and the table would become quite incomprehensible!

Province and District	Present Establishment	Sir J. P.M.	Final Establishment proposed by U-			
			Stage (1) Ctee	Stage (2)	Gov.	
Lamu	2	}	2	2	2	
Tana River	1					
Malindi-Kilifi	5	3	3	3	3	
Mombasa	2	1	2	2	2	
Digo	2	1+(1)	2	2	2	
Teita	1	1	2	2	2	
Kiambu	2	}	2	2	2	
Thika	1		1	1	1	
Fort Hall	3		4+(2)	3	2+(1)	2+(1)
South Nyeri	2		2	2	2	
Machakos	3	2+(1)	3	2+(1)	2+(1)	
Kitui	3	2+(1)	3	2+(1)	2+(1)	
Meru	3	2+(1)	3	2+(1)	2+(1)	
North Nyeri	1	0	0	0	1	
Laikipia-Samburu	2	2	3	3	2	
Transvaal	2	}	1	1	1	
Masin-Gishu	1		1	1	1	
Elgeyo	1	}	2	2	2	
Marigato	2		2	2	2	
North Kavirondo	4	3+(1)	3+(1)	3+(1)	3+(1)	
Central Kavirondo	3	2+(1)	3	2+(1)	2+(1)	
South Kavirondo	4	3+(1)	3+(1)	3+(1)	3+(1)	
Kisumu-Londiani	1	}	1	1	1	
Kericho	3		2	2	2	
Kajiado	1	1	2	2	2	
West Suk	1	1	2	2	1 (?)	
Lothar (Okitaung)	4	4	3	3		
All other Districts	15	15	15	15	15	

... by am-
ending P. C. Coast
with D. C. Mombasa.

(1) Figures in
brackets denote
the substitution
of Revenue
Officers for
District Officers

To be
substituted
for

this is one of
the two cases
where the Gov
has not accepted
the Committee's
final recommend-
ation. See
para 2 (iii) of
the Report of
7/6/27.

denotes the other
other cases the
para 2 (i) of
the Report.

(A) Total District Establishments:-	73	53+(1)	71+(2)	66+(7)	66+(7)
Secondments Reserve, (a) to Secretariat:-	(6)	(6)	(6)	(6)	(6)
(b) other posts:-	(6)	(4)	(8)	(8)	(8)
(B) Total (a) and (b):-	14	10	14	14	14
(C) Leave Reserve:-	20	16	16	15	15
(D) Selection Posts, i.e., P.Cs and Senior D.Cs:-	7	8	8	8	9

of including the
post Comm-
sioner Abeyaratne
was abolished.

TOTAL ADMINISTRATIVE ESTABLISHMENT, i.e., (A)+(B)+(C)+(D):-	116	85+(10)	109+(2)	105+(7)	104+(7)
Higher Posts in Secretariat:-	5	2	2	2	2
GRAND TOTAL	121	87+(10)	111+(2)	107+(7)	106+(7)

AIR MAIL
KENYA
No. 440



GOVERNMENT HOUSE
NAIROBI
KENYA

August 1937.

With reference to the Acting Governor's despatch No. 44 of the 1st January on the subject of the Estimate of the Colonies for 1937, I have the honour to transmit to you this date, two copies of the report of the Committee appointed to examine the recommendations of Sir Alan Timson Provincial and District Reorganization.

2. The recommendations made, a summary of which appears in paragraph 54 of the report, have been considered in Executive Council and approved subject to the following modifications:-

(1) RECOMMENDATION 11, Page 4:

"We recommend that the administrative establishment at Lodwar be reduced by one District Officer, to be added to the establishment of the West Suk District."

I consider that the conditions in the Turkana District do not warrant an immediate reduction of staff and that the present establishment of four officers should be maintained subject to the matter being reviewed in one year's time. Distances in the Turkana District are so great that an establishment of four officers is desirable to ensure that the outlying portions of the area are visited at regular intervals. Moreover, experience has shown that officers are frequently off duty owing to sickness, and it is essential that the establishment should be

such ...

THE RIGHT HONOURABLE
W. CURMSEY GORE, P.C., M.P.,
SECRETARY OF STATE FOR THE COLONIES,
DOWNING STREET,
LONDON, S. W. 1.

such as to permit of officers taking local leave.

(ii) RECOMMENDATION III, Page 4:

"We recommend that the post of Officer in Charge, Masai, be combined with that of the District Commissioner, Narok, and that any officer below the rank of Senior District Commissioner holding the combined post should receive a non-pensionable duty allowance of £100 per annum."

This recommendation has been accepted with the proviso that the Officer in Charge might be either the District Commissioner, Narok, or the District Commissioner, Kajiado.

(iii) RECOMMENDATION X, Page 9:

"We recommend -

- (a) That the area of the North Nyeri District bounded on the north by the Athoini River be transferred to the South Nyeri District;
- (b) That the post of District Commissioner, North Nyeri, be abolished and that the remainder of the North Nyeri District be included in the Laikipia-Samburu District of the Rift Valley Province, the headquarters of which should be retained at Rumuruti;
- (c) That one District Officer be posted at Nanyuki as a sub-station of Rumuruti."

A final decision on this recommendation has been deferred until such time as further details of the proposed local government unit in the Rumuruti and Nanyuki areas are available.

(iv) RECOMMENDATION XVIII, Page 15:

"We recommend that one post of Senior District Commissioner be abolished."

It has been decided that an establishment of four Provincial Commissioners and five Senior District Commissioners should be maintained at present, subject to reconsideration at a later date in the light of such action as may be taken to carry out Sir Alan Pim's proposals for reorganization of the Secretariat.

3. Acceptance of these proposals will involve a probable ultimate reduction in the total Administrative ...

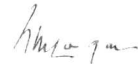
tive establishment of 11 officers, from 116 to 105. The process of reduction will be put into effect gradually by the restriction of recruiting and the transfer of officers as and when opportunity occurs.

4. This report has not been published.

I have the honour to be,

Sir,

Your most obedient, humble servant,



GOVERNOR'S DEPUTY.



COLONY AND PROTECTORATE OF KENYA

**Report on Provincial and District
Reorganization**

1937

PRINTED BY THE GOVERNMENT PRINTER
NAIROBI, KENYA COLONY

MEMBERS OF THE COMMITTEE

The Hon. H. R. Montgomery, C.M.G. (Chairman)

The Hon. E. B. Hosking, O.B.E.,

Dr. the Hon. C. J. Wilson, M.C.

*Co-opted in Connexion with Certain of the
Matters Discussed.*

The Hon. Conway Harvey,

The Hon. A. C. Hoey,

Lt.-Col. the Hon. J. G. Kirkwood, C.M.G., D.S.O.

Major the Hon. Sir R. de V. Shaw, Bt., M.C.,

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The Hon. Shamsud-Deen

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The Hon. Shamsud-Deen.

20

**Report of the Committee Appointed to Examine and
Report on the Recommendations of Sir Alan
Pim for Provincial and District
Reorganization**

Your Excellency,

We were appointed on the 8th January, 1937, our terms of reference being to examine and report on the recommendations for Provincial and District Reorganization contained in paragraphs 172, 173, 188-191 and 197 of the Report of Sir Alan Pim. We were instructed to co-opt, in all cases where the recommendation under immediate discussion affected a European Elected Area, the European Elected Member for such area, and, in the case of Thika, one of the Indian Elected Members.

Appointment
and Terms of
Reference.

2. In accordance with these instructions the following gentlemen served as members of the Committee when the recommendations affecting the areas shown against their names were under consideration:—

The Hon. Conway Harvey: Nyanza Province.

The Hon. A. C. Hoey: Trans Nzoia, Uasin Gishu, Baringo, Elgeyo.

Lt.-Col. the Hon. J. G. Kirkwood: Trans Nzoia, Uasin Gishu.

Major the Hon. R. de V. Shaw, Bt.: Thika District.

The Hon. Shamsud-Deen: Thika District.

The Hon. E. H. Wright: Nyeri, Nanyuki, and Rumuruti.

3. The Chairman, accompanied by the Hon. E. B. Hosking and the Hon. Conway Harvey, held a public meeting at Koru on the 15th January at which representatives of the Nyanza District Council, all farmers' associations in the area, and the Indian farmers, were present.

Meetings
Nyanza
Province.

4. On the 16th January, the Chairman and the Hon. E. B. Hosking met the Kisumu Township Committee at Kisumu, and on the 21st January the question of the administration of Turkana District was discussed with the Officer in Charge, Mr. C. B. Thompson, and with Mr. H. Izard, who was about to take over the district.

5. On the 28th January the Hon. E. B. Hosking with Lt.-Col. the Hon. J. G. Kirkwood met representatives of the

Trans Nzoia,
Uasin Gishu.

MEMBERS OF THE COMMITTEE

The Hon. H. R. Montgomery, C.M.G. (Chairman),
The Hon. F. B. Hosking, O.B.E.,
Dr. the Hon. C. J. Wilson, M.C.

*Co-opted in Connexion with Certain of the
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The Hon. A. C. Hoey.

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Major the Hon. R. de V. Shaw, Bt.: Thika District.

The Hon. Shamsud-Deen: Thika District.

The Hon. E. H. Wright: Nyeri, Nanyuki, and Mumuru.

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5. On the 28th January the Hon. E. B. Hosking with Lt.-Col. the Hon. J. G. Kirkwood met representatives of the

Trans Nzoia,
Uasin Gishu.

Trans Nzoua District at Eldoret when the organization of the Eldoret and Kitale districts was discussed. Mr Hosking with the Hon. A. C. Hoey held a similar meeting at Eldoret.

6. On the 14th February the Chairman, the Hon. E. B. Hosking, Dr the Hon. C. J. Wilson, Major the Hon. Sir Robert Shaw, and the Hon. Shamsud-Deen met at Thika, when the proposals relating to that district were discussed with representatives of the Ukamba Elected Members Liaison Committee and the Thika Indian Association.

7. On the 22nd and 23rd March the Chairman, the Hon. E. B. Hosking, and the Hon. E. H. Wright met, at Nanyuki and Rumuruti, the Provincial Commissioners, Rift Valley Province and Central Province, the District Commissioners concerned, and representatives of the North Nyeri and Nanyuki, North Kenya, Ngobit, Thomson's Falls and Laikipia District Committees and Associations.

8. The substantive members of the Committee also held various meetings at Nairobi.

9. In addition to the personal discussions noted above, memoranda from Provincial Commissioners and District Commissioners and various unofficial bodies were at the disposal of the Committee.

10. Although our terms of reference restrict us to certain paragraphs of Sir Alan Pim's Report, we have, for convenience, reviewed the whole of Chapters VI and VII of the Report, in so far as they refer to Provincial and District reorganization. We wish to make it clear at the outset that in principle we do not generally agree that any reduction in administrative staff should be made at the present time. It must be borne in mind that the personnel necessary to carry on the work of administration has already been the subject of close scrutiny by the Expenditure Advisory Committee and other committees on economy, and that no reductions in staff are now likely to be easy of achievement, but as we have been instructed to review the recommendations of Sir Alan Pim, we have endeavoured in this report to ascertain whether any such reduction can be made without loss of efficiency or reasonable convenience. In this connexion it must be remembered, as one farmer said to us, that in considering the suggestions of Sir Alan Pim for economy in public funds, one should also consider the pockets of the people who provide those funds. Members of the public often have to travel long distances to administrative centres, and the abolition of

posts and amalgamation of districts may well result in increased expenditure of time and money for the man who has to visit an administrative officer on business. The tables at pages 17 and 18 show the extent to which our efforts have been successful, and it will be observed that if the recommendations contained in this report are carried out, the total administrative establishment, including those selection posts which are provided under the heading of "Provincial Administration", will be reduced by 71 officers from 116 to 109 in the first stage, and to 103 in the final stage.

We now propose to deal with each of those paragraphs in the Report of Sir Alan Pim with which we are concerned.

Chapter VI of the Report of Sir Alan Pim

(1. In connexion with the administration of Turkana, we have considered four possible schemes:

(i) The inclusion of the Turkana District in the Northern Frontier District.

(ii) The inclusion of the Turkana District in the Rift Valley Province.

(iii) The abolition of the post of Officer in Charge, Turkana, the District Commissioner, Lodwar, who would receive a duty allowance administering the Turkana area of the District, and including the West Suk District in the Rift Valley Province.

(iv) The combination of the post of Officer in Charge, Turkana, with that of District Commissioner, West Suk.

12. We dismissed the first two schemes, because we considered that the amalgamation of the District with any other Province would result in an unwieldy unit. There are points in favour of the third, but on consideration we prefer the fourth suggestion. We agree with Sir Alan Pim that there is not sufficient work for the Officer in Charge if he merely supervises the Turkana area and the West Suk District, but this objection would be met if he were also District Commissioner, West Suk, with one District Officer to assist him. We do not consider it essential that the officer in charge of this area should be a Senior District Commissioner, but we are of the opinion that if an officer below the rank of Senior District Commissioner is in charge of the Turkana District, he should receive a non-pensionable duty allowance of £100 per annum.

Rumuruti,
Nyeri,
Nanyuki

Nairobi

Scope of this
Report

Paragraph 12 -
Extra-Provincial
Areas
Turkana District.

in the District of Kabale, when the organization of the Elgon and Kitale districts was discussed. Mr Hosking with the Hon. A. C. Hoey held a similar meeting at Eldoret.

6. On the 30th February the Chairman, the Hon. E. B. Hosking, Dr the Hon. C. J. Wilson, Major the Hon. Sir Robert Shaw, and the Hon. Shamsud-Deen met at Thika, when the proposals relating to that district were discussed with representatives of the Ukamba Elected Members Liaison Committee and the Thika Indian Association.

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8. The substantive members of the Committee also held various meetings at Nairobi.

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10. Although our terms of reference restrict us to certain paragraphs of Sir Alan Pim's Report, we have, for convenience, reviewed the whole of Chapters VI and VII of the Report, in so far as they refer to Provincial and District reorganisation. We wish to make it clear at the outset that in principle we do not generally agree that any reduction in administrative staff should be made at the present time. It must be borne in mind that the personnel necessary to carry on the work of administration has already been the subject of close scrutiny by the Expenditure Advisory Committee and other committees on economy, and that no reductions in staff are now likely to be easy of achievement, but as we have been instructed to review the recommendations of Sir Alan Pim, we have endeavoured in this report to ascertain whether any such reduction can be made without loss of efficiency or reasonable convenience. In this connexion it must be remembered, as one farmer said to us, that in considering the suggestions of Sir Alan Pim for economy in public funds, one should also consider the pockets of the people who provide those funds. Members of the public often have to travel long distances to administrative centres, and the abolition of

posts and amalgamation of districts may well result in increased expenditure of time and money for the man who has to visit an administrative officer on business. The tables at pages 17 and 18 show the extent to which our efforts have been successful, and it will be observed that if the recommendations contained in this report are carried out, the total administrative establishment, including those selection posts which are provided under the heading of "Provincial Administration", will be reduced by 7 officers from 116 to 109 in the first stage, and to 103 in the final stage.

We now propose to deal with each of those paragraphs in the Report of Sir Alan Pim with which we are concerned.

Chapter VI of the Report of Sir Alan Pim

11. In connexion with the administration of Turkana, we have considered four possible schemes:

- (i) The inclusion of the Turkana District in the Northern Frontier District.
- (ii) The inclusion of the Turkana District in the Rift Valley Province.
- (iii) The abolition of the post of Officer in Charge, Turkana, the District Commissioner, Lodwar, who would receive a duty allowance, administering the Turkana area of the District, and including the West Suk District in the Rift Valley Province.
- (iv) The combination of the post of Officer in Charge, Turkana, with that of District Commissioner, West Suk.

12. We dismissed the first two schemes, because we considered that the amalgamation of the District with any other Province would result in an unwieldy unit. There are points in favour of the third, but on consideration we prefer the fourth suggestion. We agree with Sir Alan Pim that there is not sufficient work for the Officer in Charge if he merely supervises the Turkana area and the West Suk District, but this objection would be met if he were also District Commissioner, West Suk, with one District Officer to assist him. We do not consider it essential that the officer in charge of this area should be a Senior District Commissioner, but we are of the opinion that if an officer below the rank of Senior District Commissioner is in charge of the Turkana District, he should receive a non-pensionable duty allowance of £100 per annum.

Paragraph 112,
Extra-Provincial
Areas,
Turkana District

Rumuruti
Nyeri,
Nanyuki

Nairobi

Copy of this
Report

13. In the Turkana area, as apart from the West Suk District, there are a District Commissioner and two District Officers at Lodwar, and a District Officer at Lokitaung. It can be argued that there should be three officers at Lodwar, but we consider that two should be enough, especially in view of the fact that communications are rapidly improving.

Recommendation I

We recommend that the post of Officer in Charge, Turkana, be combined with that of the District Commissioner, West Suk, and that any officer below the rank of Senior District Commissioner holding the combined post should receive a non-pensionable duty allowance of £100 per annum.

Recommendation II

We recommend that the administrative establishment at Lodwar be reduced by one District Officer, to be added to the establishment of the West Suk District.

Masai District

14. For the reasons stated above in the case of the Turkana District, we are unable to recommend that the Masai District should be added, either in whole or in part, to any contiguous Province. We consider that the Masai District should be administered in the same way as we have proposed for Turkana, namely that either the District Commissioner, Narok, or the District Commissioner, Kajiado, should be in charge of the area. While we have no strong views on the point, we incline to the opinion that Narok should be the headquarters.

15. This proposal would not lead to any reduction of staff, because, owing to the consequent evacuation of Ngong, a District Officer would be necessary for the Kajiado District in addition to the District Commissioner.

Recommendation III

We recommend that the post of Officer in Charge, Masai, be combined with that of the District Commissioner, Narok, and that any officer below the rank of Senior District Commissioner holding the combined post should receive a non-pensionable duty allowance of £100 per annum.

Recommendation IV

We recommend that one District Officer should be stationed at Kajiado in addition to the District Commissioner.

16. We do not agree with Sir Alan Pim that the posts of Provincial Commissioner and District Commissioner, Mombasa, should be combined. Any such arrangement would, in our opinion, be impracticable, and this view is shared by the Mombasa Municipal Board and the Hon. Elected Member.

Paragraph 177, Coast Province.

Recommendation V

We recommend that no change be made in the existing organization of the Mombasa District.

17. Sir Alan Pim suggested that if, in view of the proposed reorganization of Mombasa District (i.e. the abolition of the post of District Commissioner, Mombasa), further relief for the Provincial Commissioner was required, the Lamu and Tana River Districts should be added to the Northern Frontier District. This question does not arise, because we have proposed that the existing arrangement at Mombasa should be maintained, but we would add that in any event we are opposed to the inclusion of these two districts in the Northern Frontier District. The Provincial Commissioner, Coast Province, with whom we are in agreement, is of the opinion that the Protectorate should be administered as a unit, not only for sentimental reasons, but also in consideration of trade relations with Mombasa, and the fact that coastal land administration is centred at Mombasa. We should add that the Officer in Charge, Northern Frontier District, is in favour of the inclusion of these two districts in the Northern Frontier District in order to secure a uniform policy along both banks of the Tana River. We consider, however, that the points against the suggestion outweigh those in favour.

Lamu and Tana River Districts.

Recommendation VI

We recommend that the Lamu and Tana River Districts should remain in the Coast Province.

Chapter VII - District Reorganization

18. Sir Alan Pim states that there seems no reason why the Lamu and Tana River Districts should not be combined into one district with headquarters at Lamu, and considers that so far as administration is concerned, one administrative officer should ultimately be adequate for the combined districts, with the assistance of the Arab officials in Lamu and an agricultural assistant. For the present, however, two administrative officers are recommended by Sir Alan Pim, one of whom, he suggests, might be stationed at Kipini as a subdivision of Lamu.

Paragraph 186, Coast Province.

Lamu and Tana River Districts.

13. In the Turkana area, as apart from the West Suk District, there are a District Commissioner and two District Officers at Lodwar, and a District Officer at Lokitaung. It can be argued that there should be three officers at Lodwar, but we consider that two should be enough, especially in view of the fact that communications are rapidly improving.

Recommendation I

We recommend that the post of Officer in Charge, Turkana, be combined with that of the District Commissioner, West Suk, and that one officer below the rank of Senior District Commissioner holding the combined post should receive a non-pensionable duty allowance of £100 per annum.

Recommendation II

We recommend that the administrative establishment at Lodwar be reduced by one District Officer, to be added to the establishment of the West Suk District.

14. For the reasons stated above in the case of the Turkana District, we are unable to recommend that the Masai District should be added, either in whole or in part, to any contiguous Province. We consider that the Masai District should be administered in the same way as we have proposed for Turkana, namely that either the District Commissioner, Narok, or the District Commissioner, Kajiado, should be in charge of the area. While we have no strong views on the point, we incline to the opinion that Narok should be the headquarters.

15. This proposal would not lead to any reduction of staff, because, owing to the consequent evacuation of Ngoni, a District Officer would be necessary for the Kajiado District in addition to the District Commissioner.

Recommendation III

We recommend that the post of Officer in Charge, Masai, be combined with that of the District Commissioner, Narok, and that any officer below the rank of Senior District Commissioner holding the combined post should receive a non-pensionable duty allowance of £100 per annum.

Recommendation IV

We recommend that one District Officer should be stationed at Kajiado in addition to the District Commissioner.

16. We do not agree with Sir Alan Pim that the posts of Provincial Commissioner and District Commissioner, Mombasa, should be combined. Any such arrangement would, in our opinion, be impracticable, and this view is shared by the Mombasa Municipal Board and the Hon. Elected Member.

Recommendation V

We recommend that no change be made in the existing organization of the Mombasa District.

17. Sir Alan Pim suggested that if, in view of the proposed reorganization of Mombasa District (i.e. the abolition of the post of District Commissioner, Mombasa), further relief for the Provincial Commissioner was required, the Lamu and Tana River Districts should be added to the Northern Frontier District. This question does not arise, because we have proposed that the existing arrangement at Mombasa should be maintained, but we would add that in any event we are opposed to the inclusion of these two districts in the Northern Frontier District. The Provincial Commissioner, Coast Province, with whom we are in agreement, is of the opinion that the Protectorate should be administered as a unit, not only for sentimental reasons, but also in consideration of trade relations with Mombasa, and the fact that coastal land administration is centred at Mombasa. We should add that the Officer in Charge, Northern Frontier District, is in favour of the inclusion of these two districts in the Northern Frontier District in order to secure a uniform policy along both banks of the Tana River. We consider, however, that the points against the suggestion outweigh those in favour.

Recommendation VI

We recommend that the Lamu and Tana River Districts should remain in the Coast Province.

Chapter VII District Reorganization

18. Sir Alan Pim states that there seems no reason why the Lamu and Tana River Districts should not be combined into one district with headquarters at Lamu, and considers that so far as administration is concerned, one administrative officer should ultimately be adequate for the combined districts, with the assistance of the Arab officials in Lamu and an agricultural assistant. For the present, however, two administrative officers are recommended by Sir Alan Pim, one of whom, he suggests, might be stationed at Kipini as a subdivision of Lamu.

Paragraph 13
Lamu and Tana River Districts

Lamu and Tana River Districts

Masai District

Paragraph 18
Coast Province

Lamu and Tana River Districts

19. In paragraph 42 of the Report of the Select Committee on Economy it was recommended that Kipini should be closed and the District Commissioner there be transferred to Lamu. The Chief Native Commissioner and the Provincial Commissioner advised, however, that no savings would result from the adoption of this recommendation, and that proper administrative control on the Tana River could not be effected from Lamu. It was shown that, so far from there being any economy, there would in fact be an increase of expenditure. Moreover, the amalgamation of these two districts has been tried in the past, but the experiment proved a failure, and the condition of the Tana River people is such as to demand all possible attention. In these circumstances, the Governor in Council decided that Kipini station should not be closed.

Recommendation VII

We recommend that the Lamu and Tana River Districts should remain separate entities, but that the administrative staff of Lamu should be reduced from two officers to one.

20. Sir Alan Pim advised that no change be made in the present establishment of two officers, and we see no reason to disagree.

21. Sir Alan Pim recommends that the present sanctioned staff of three administrative officers for Kilifi District, including Malindi, be reduced to two, provided that an agricultural assistant should be made available. The Provincial Commissioner is not in favour of this proposal, and points out that the result would inevitably be a check on development. There is no doubt that the native authorities are somewhat backward in this district, and we consider that a full staff of District Officers is essential at the present time, in order to supply the administrative backing without which economic and social progress cannot be achieved.

Recommendation VIII

We recommend that no change be made in the existing administrative establishment of the Kilifi District.

22. This paragraph is not included within our terms of reference, but we wish to express our opinion that, although the possibility of reducing these appointments as they fall vacant should be borne in mind, it may well be found that in some cases any reduction would make it necessary to increase the staff of District Officers.

23. Sir Alan Pim considers that the districts which appear to be capable of combination with other districts are Kiambu, Thika, Fort Hall, South Nyeri and North Nyeri. The methods of amalgamation suggested are:—

- (a) Kiambu and Thika with a small part of Fort Hall;
- (b) The remaining part of Fort Hall with South Nyeri, or, if this results in too heavy a district, a part could be attached to Embu.

Sir Alan Pim suggests that six officers should be adequate for the districts combined as in (a) and (b), involving a reduction of two posts.

- (c) North Nyeri with the Laikipia-Samburu District, perhaps with the exclusion of a small area around Nyeri. Arrangements to be made for the receipt of taxes at Nanyuki.

Sir Alan Pim is of the opinion that 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.

24. It is apparent that the adoption of the suggestion in (a) above would involve the absorption of the Thika District in the Kiambu District. The continued presence of a senior officer at Kiambu is essential at the present time, and we could not contemplate transferring the headquarters of this district to Thika. The alternative would be to place the Thika District in charge of the District Commissioner, Kiambu, leaving Thika without an administrative officer permanently in residence. All the officials and unofficials whom we have consulted are strongly opposed to this suggestion, and it was represented to us that the present Thika District is a full charge and of sufficient importance to justify its retention as a separate unit.

25. In support of this contention the following facts and figures regarding the Thika District were quoted:—

- (1) Area of district: 1,100 square miles
- (2) Population: Europeans, 700; other non-natives, 880, natives, 38,000.
- (3) Revenue: £12,500 (approximately).
- (4) The district produces one-third of the coffee and more than two-thirds of the sisal of the whole Colony.
- (5) Thika is the natural trading centre of the province by its geographical position.

Paragraph 188.
Central Province.
Kiambu, Thika,
Fort Hall, North
Nyeri, Embu,
South Nyeri.

19. In paragraph 47 of the Report of the Select Committee on Economy it was recommended that Kipini should be closed and the District Commissioner there be transferred to Lamu. The Chief Native Commissioner and the Provincial Commissioner advised, however, that no savings would result from the adoption of this recommendation, and that proper administrative control on the Tana River could not be effected from Lamu. It was shown that, so far from there being any economy, there would in fact be an increase of expenditure. Moreover, the amalgamation of these two districts has been tried in the past, but the experiment proved a failure, and the condition of the Tana River people is such as to demand all possible attention. In these circumstances, the Governor in Council decided that Kipini station should not be closed.

Recommendation VII

We recommend that the Lamu and Tana River Districts should remain separate entities, but that the administrative staff of Lamu should be reduced from two officers to one.

20. Sir Alan Pim advised that no change be made in the present establishment of two officers, and we see no reason to disagree.

21. Sir Alan Pim recommends that the present sanctioned staff of three administrative officers for Kilifi District, including Malindi, be reduced to two, provided that an agricultural assistant should be made available. The Provincial Commissioner is not in favour of this proposal, and points out that the result would inevitably be a check on development. There is no doubt that the native authorities are somewhat backward in this district, and we consider that a full staff of District Officers is essential at the present time, in order to supply the administrative backing without which economic and social progress cannot be achieved.

Recommendation VIII

We recommend that no change be made in the existing administrative establishment of the Kilifi District.

22. This paragraph is not included within our terms of reference, but we wish to express our opinion that, although the possibility of reducing these appointments as they fall vacant should be borne in mind, it may well be found that in some cases any reduction would make it necessary to increase the staff of District Officers.

23. Sir Alan Pim considers that the districts which appear to be capable of combination with other districts are Kiambu, Thika, Fort Hall, South Nyeri and North Nyeri. The methods of amalgamation suggested are:—

- (a) Kiambu and Thika with a small part of Fort Hall;
- (b) The remaining part of Fort Hall with South Nyeri, or, if this results in too heavy a district, a part could be attached to Embu.

Sir Alan Pim suggests that six officers should be adequate for the districts combined as in (a) and (b), involving a reduction of two posts.

- (c) North Nyeri with the Laikipia-Samburu District, perhaps with the exclusion of a small area around Nyeri. Arrangements to be made for the receipt of taxes at Nanyuki.

Sir Alan Pim is of the opinion that 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.

24. It is apparent that the adoption of the suggestion in (a) above would involve the absorption of the Thika District in the Kiambu District. The continued presence of a senior officer at Kiambu is essential at the present time, and we could not contemplate transferring the headquarters of this district to Thika. The alternative would be to place the District in charge of the District Commissioner, Kiambu, leaving Thika without an administrative officer permanently in residence. All the officials and unofficials whom we have consulted are strongly opposed to this suggestion, and it was represented to us that the present Thika District is a full charge and of sufficient importance to justify its retention as a separate unit.

25. In support of this contention the following facts and figures regarding the Thika District were quoted:—

- (1) Area of district: 1,100 square miles.
- (2) Population: Europeans, 700; other non-natives, 880; natives, 38,000.
- (3) Revenue: £12,500 (approximately).
- (4) The district produces one-third of the coffee and more than two-thirds of the sisal of the whole Colony.
- (5) Thika is the natural trading centre of the province by its geographical position.

Paragraph 188.
Central Province.
Kiambu, Thika,
Fort Hall, North
Nyeri, Embu,
South Nyeri.

(6) Approximately 2,750 criminal cases were tried by the District Commissioner in 1936.

26 These facts alone constitute, in our opinion, a strong case for maintaining an officer permanently at Thika, and the case is further strengthened by consideration of the following points:

Farmers visiting Thika can transact their official and private business at the same time, and the administration of the area from Kiambu would, apart from the inconvenience caused, result in a loss of close personal touch, inadequate handling of labour disputes, and a general relaxation of discipline. This may be illustrated by the following figures showing the relative distances from Thika and Kiambu of various places in the area:

	From Thika.	From Kiambu.
Maragua	22 miles	46 miles
Punda Milia	17 ..	41 ..
Ruiru	44 ..	10 ..
Kamuti	20 ..	4 ..
Kakuzi	22 ..	46 ..
Yatta Ranch	40 ..	64 ..
Thika		24 ..

27 The arguments against transferring the administration of the Thika District to Kiambu apply equally to the alternative suggestion which has been made, that the area should be administered from Fort Hall, and we consider therefore that the present arrangement should be maintained.

Recommendation IX

We recommend that no change be made in the existing organization of the Kiambu and Thika Districts.

28 In regard to (b) and (c) of paragraph 23 above, although it was generally agreed that the North Nyeri District could be amalgamated with the Laikipia-Samburu District, we found considerable difference of opinion as to where the headquarters of the combined districts should be placed. At Nanyuki, it was represented to us, somewhat naturally, that Nanyuki should be the headquarters, while at Rumuruti we were told that Rumuruti was the best place.

29 The local government aspect of the question must be considered, the difficulty being that half the Thomson's Falls area is under the jurisdiction of the Nakuru District Council, while the other half, and Rumuruti and Nanyuki, have not yet attained local government status. Eventually, the settled areas of North Nyeri and Laikipia will probably be combined under one District Council, and administrative unity is therefore desirable, but in view of the fact that the Nanyuki area contains only 105 farms and approximately 6,000 native employees, as compared with a greater number at Rumuruti and Thomson's Falls, we consider that at present the headquarters of the combined districts should be at Rumuruti, where adequate accommodation for the staff is available. It will be a matter for future consideration whether Nanyuki would not, eventually, be more suitable than Rumuruti as the headquarters of the district. We are also of the opinion that, for convenience, the Nyeri coffee farms should be excluded from the new arrangement, and added, for administrative purposes, to the South Nyeri District, the present staff of which should be able to cope with the additional work. There appears to be no reason why these farms should not be included in the Laikipia local government area, following the precedent of the Nandi border farms in the Nyanza District-Council area. These proposals involve the abolition of the post of District Commissioner, North Nyeri, but a District Officer should be posted at Nanyuki, which would be a sub-station of Rumuruti. It follows that the present clerical staff of the District Commissioner, North Nyeri, would no longer be required, nor would the appointment of a Revenue Officer at Nanyuki, suggested by Sir Alan Pitt, be necessary. The Nanyuki school having been closed, the teacher's house should be allocated to the District Officer, and the school buildings be made available for an office; one native clerk would be required, and probably a detention camp.

30 In view of these proposals, we do not consider any further reorganization of the South Nyeri, Fort Hall and Embu Districts desirable. The last two are already full charges, and the first will be so on the addition to it of the Nyeri farms.

Recommendation X

We recommend—

- (a) That the area of the North Nyeri District bounded on the north by the Amboni River be transferred to the South Nyeri District;

(6) Approximately 2,750 criminal cases were tried by the District Commissioner in 1936.

26. These facts alone constitute, in our opinion, a strong case for maintaining an officer permanently at Thika, and the case is further strengthened by consideration of the following points:

Farmers visiting Thika can transact their official and private business at the same time, and the administration of the area from Kiambu would, apart from the inconvenience caused, result in a loss of close personal touch, inadequate handling of labour disputes, and a general relaxation of discipline. This may be illustrated by the following figures showing the relative distances from Thika and Kiambu of various places in the area:—

	From Thika.	From Kiambu.
Maragua	22 miles	46 miles
Punda Milia	17 ..	41 ..
Ruiru	14 ..	10 ..
Kamiti	20 ..	4 ..
Kakuzi	55 ..	46 ..
Yatta Ranch	40 ..	64 ..
Thika	..	24 ..

27. The arguments against transferring the administration of the Thika District to Kiambu apply equally to the alternative suggestion which has been made, that the area should be administered from Fort Hall, and we consider therefore that the present arrangement should be maintained.

Recommendation IX—

We recommend that no change be made in the existing organization of the Kiambu and Thika Districts.

28. In regard to (b) and (c) of paragraph 23 above, although it was generally agreed that the North Nyeri District could be amalgamated with the Laikipia-Samburu District, we found considerable difference of opinion as to where the headquarters of the combined districts should be placed. At Nanyuki, it was represented to us, somewhat naturally, that Nanyuki should be the headquarters, while at Rumuruti we were told that Rumuruti was the best place.

29. The local government aspect of the question must be considered, the difficulty being that half the Thomson's Falls area is under the jurisdiction of the Nakuru District Council, while the other half, and Rumuruti and Nanyuki, have not yet attained local government status. Eventually, the settled areas of North Nyeri and Laikipia will probably be combined under one District Council, and administrative unity is therefore desirable, but in view of the fact that the Nanyuki area contains only 105 farms and approximately 6,000 native employees, as compared with a greater number at Rumuruti and Thomson's Falls, we consider that at present the headquarters of the combined districts should be at Rumuruti, where adequate accommodation for the staff is available. It will be a matter for future consideration whether Nanyuki would not, eventually, be more suitable than Rumuruti as the headquarters of the district. We are also of the opinion that, for convenience, the Nyeri coffee farms should be excluded from the new arrangement, and added, for administrative purposes, to the South Nyeri District, the present staff of which should be able to cope with the additional work. There appears to be no reason why these farms should not be included in the Laikipia local government area, following the precedent of the Nandi border farms in the Nyanza District Council area. These proposals involve the abolition of the post of District Commissioner, North Nyeri, but a District Officer should be posted at Nanyuki, which would be a sub-station of Rumuruti. It follows that the present clerical staff of the District Commissioner, North Nyeri, would no longer be required, nor would the appointment of a Revenue Officer at Nanyuki, suggested by Sir Alan Pim, be necessary. The Nanyuki school having been closed, the teacher's house should be allocated to the District Officer, and the school buildings be made available for an office; one native clerk would be required, and probably a detention camp.

30. In view of these proposals, we do not consider any further reorganization of the South Nyeri, Fort Hall and Embu Districts desirable. The last two are already full charges, and the first will be so on the addition to it of the Nyeri farms.

Recommendation X

We recommend—

- (a) That the area of the North Nyeri District bounded on the north by the Amboni River be transferred to the South Nyeri District;

(b) That the post of District Commissioner, North Nyeri, be abolished and that the remainder of the North Nyeri District be included in the Laikipia-Samburu District of the Rift Valley Province, the headquarters of which should be retained at Rumuruti;

(c) That one District Officer be posted at Nanyuki as a sub-station of Rumuruti.

Paragraph 189
Rift Valley
Province
Trans Nzoia and
Uasin Gishu
Districts

31. Sir Alan Pim states that the best arrangement would probably be to have a Resident Magistrate with administrative experience at Eldoret, 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, Sir Alan Pim suggests that the District Commissioner could remain at Eldoret and do the court work now carried out by the Resident Magistrate, the latter post being reduced.

32. This question has been discussed with the Hon. Members for Trans Nzoia and Uasin Gishu, the Provincial Commissioner, and the unofficial community, who are in agreement with an alternative proposal, whereby the Trans Nzoia and Uasin Gishu Districts would again become separate entities, the District Commissioners to deal with minor criminal cases and the out-court work, while the Resident Magistrate at Eldoret would take all the civil court work and serious criminal cases in both districts, visiting Kitale for this purpose as often as experience may show to be necessary.

This arrangement would appear to be an improvement on that suggested by Sir Alan Pim, and, if accepted, we consider that the administrative staff of the Trans Nzoia District could be reduced from two officers to one.

Recommendation XI

We recommend that the alternative proposal described in paragraph 32 be approved and that the administrative staff of the Trans Nzoia District be reduced from two officers to one.

Paragraph 189
Elgeyo and
Baringo Districts.

33. Sir Alan Pim suggests that another combination which may be possible in the future is that of the district of Elgeyo with Baringo. One administrative post would be

reduced and a representative of the Agricultural Department might then possibly be stationed at Tambach.

34. We have considered this suggestion very carefully, but we are unable to advise that it should be accepted. In this connexion we would point out that the Baringo District now includes Eldama Ravine, and it has been found necessary to maintain an establishment of two officers in the district.

35. The Elgeyo District has a large mileage of farm borders and a truculent native population. In these circumstances we consider that a staff of two administrative officers is essential.

Recommendation XII

We recommend that the Baringo and Elgeyo Districts should not be combined and that two administrative officers should, for the present, be maintained in each district.

36. Sir Alan Pim observes that 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. He points out that the only difficulty would be as regards the town of Kisumu, but suggests that if the Resident Magistrate could be permitted to do the administrative work of the town, this would be the most convenient arrangement. Failing this, the work would fall on the district staff.

Paragraph 190.
Nyanza Province.
Kisumu,
Londiani,
Kericho.

37. We have discussed these proposals very fully with the administrative officers concerned, and with representatives of the Nyanza District Council, all farmers' associations in the district and the Indian farmers.

It was pointed out—

(1) That if Kisumu and Kibigori were put under the District Commissioner, Central Kavirondo, an extra officer for that district would probably be necessary;

(2) That if the remaining area were put under Kericho, it would be necessary to maintain the present establishment of one District Commissioner and two District Officers, whereas, if the present arrangements were maintained, there would appear to be no reason why the Kericho establishment should not be reduced by one District Officer;

- (b) That the post of District Commissioner, North Nyeri, be abolished and that the remainder of the North Nyeri District be included in the Laikipia-Samburu District of the Rift Valley Province, the headquarters of which should be retained at Rumuruti;
- (c) That one District Officer be posted at Nanyuki as a sub-station of Rumuruti.

Paragraph 189
Rift Valley
Province
Trans Nzoia and
Uasin Gishu
Districts

31. Sir Alan Pim states that the best arrangement would probably be to have a Resident Magistrate with administrative experience at Eldoret, 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 unpracticable, Sir Alan Pim suggests that the District Commissioner could remain at Eldoret and do the court work now carried out by the Resident Magistrate, the latter post being reduced.

32. This question has been discussed with the Hon. Members for Trans Nzoia and Uasin Gishu, the Provincial Commissioner, and the unofficial community, who are in agreement with an alternative proposal, whereby the Trans Nzoia and Uasin Gishu Districts would again become separate entities, the District Commissioners to deal with minor criminal cases and the out-court work, while the Resident Magistrate at Eldoret would take all the civil court work and serious criminal cases in both districts, visiting Kitale for this purpose as often as experience may show to be necessary.

This arrangement would appear to be an improvement on that suggested by Sir Alan Pim, and, if accepted, we consider that the administrative staff of the Trans Nzoia District could be reduced from two officers to one.

Recommendation XI

We recommend that the alternative proposal described in paragraph 32 be approved and that the administrative staff of the Trans Nzoia District be reduced from two officers to one.

Paragraph 189
Elgeyo and
Baringo Districts.

33. Sir Alan Pim suggests that another combination which may be possible in the future is that of the district of Elgeyo with Baringo. One administrative post would be

reduced and a representative of the Agricultural Department might then possibly be stationed at Tambach.

34. We have considered this suggestion very carefully, but we are unable to advise that it should be accepted. In this connexion we would point out that the Baringo District now includes Eldama Ravine, and it has been found necessary to maintain an establishment of two officers in the district.

35. The Elgeyo District has a large mileage of farm borders and a truculent native population. In these circumstances we consider that a staff of two administrative officers is essential.

Recommendation XII

We recommend that the Baringo and Elgeyo Districts should not be combined and that two administrative officers should, at the present, be maintained in each district.

36. Sir Alan Pim observes that 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. He points out that the only difficulty would be as regards the town of Kisumu, but suggests that if the Resident Magistrate could be permitted to do the administrative work of the town, this would be the most convenient arrangement. Failing this, the work would fall on the district staff.

Paragraph 190
Nyanza Province
Kisumu
Londiani
Kericho

37. We have discussed these proposals very fully with the administrative officers concerned, and with representatives of the Nyanza District Council, all farmers' associations in the district and the Indian farmers.

It was pointed out—

- (1) That if Kisumu and Kibigori were put under the District Commissioner, Central Kavirondo, an extra officer for that district would probably be necessary;
- (2) That if the remaining area were put under Kericho, it would be necessary to maintain the present establishment of one District Commissioner and two District Officers, whereas, if the present arrangements were maintained, there would appear to be no reason why the Kericho establishment should not be reduced by one District Officer;

(3) That the administrative work of the Kisumu-Londiani District was of a specialized nature, and a Resident Magistrate would not have the necessary qualifications.

38. Several farmers emphasized the inconvenience that would result from the administration of such an area as Chemelil from Kericho, and after considerable discussion we were unanimously advised that no alteration should be made in the present administration of Kisumu-Londiani and Kericho Districts, provided that the sanctioned establishment of Kericho could be reduced from three to two officers.

39. The proposal was also discussed with the Kisumu Township Committee, the members of which were emphatically of the opinion that the town could not be appropriately administered by the Resident Magistrate, partly because of the specialized nature of the work, and partly because his judicial functions would place him in an anomalous position in regard to township administration. The Township Committee unanimously advised that the post of District Commissioner, Kisumu-Londiani, should be maintained so long as no alteration was made in the present system of administration in Kisumu Township.

Recommendation XIII

We recommend that the administrative staff of the Kericho District be reduced from three to two officers, and we advise that the post of District Commissioner, Kisumu-Londiani, be retained until such time as local government is extended to Kericho, when the question should be reconsidered.

40. It will be observed that our recommendation regarding the reduction of staff at Kericho is in accordance with the views expressed by Sir Alan Pim.

41. Sir Alan Pim states that 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 the control of the Somali settlement near Isiolo to the administrative staff of Meru District. Sir Alan Pim was not able to express an opinion as to whether this change would make it possible to reduce the administrative staff by one.

42. The Officer in Charge, Northern Frontier District, points out that so long as it is necessary to control movements in and out of the Northern Frontier District, it will be

necessary to maintain an administrative officer at Isiolo. In view of recent political events, it is not likely that it will be possible to abandon such control in the near future.

43. The Officer in Charge considers that Wajir is in many ways more suitable as a headquarters station, but a move would involve no saving in staff, although there should be a considerable saving in local transport and travelling.

44. We agree with the views expressed above, and, moreover, we are of the opinion that the present districts in the Northern Frontier District are already so large in area that the addition of Isiolo to any of them would result in an unwieldy unit.

Recommendation XIV

We recommend that Isiolo should not be abandoned in present circumstances.

45. We have already proposed that the staff at Lodwar be reduced by one officer, and no further comment is therefore necessary on Sir Alan Pim's suggestion that the point should be considered.

Estimation of Staff Required for District Establishments, Secondments, Leave Reserve, Revenue Officers, and the Provision of Selection Posts

46. It will be observed from the tables at pages 17 and 18 that we have proposed an immediate reduction of the district establishments from 73 to 71, allowing for the substitution for District Officers in North and South Kavirondo of two Revenue Officers, provision for whom has been included in the 1937 Estimates. In the final stage, a further reduction to 66 officers is shown.

47. The next point for consideration is the question of the number of officers required to fill seconded posts. In addition to providing officers for the Secretariat, the Administration is frequently called upon to fill temporarily such posts as Resident Magistrate, Labour Officer, Municipal Affairs Officer, Nairobi, and, sometimes, Crown Counsel, Assistant Treasurer, and Deputy Registrar, Supreme Court. At the present time the total number of secondments is 14, and the cadre of 71 referred to in the previous paragraph must therefore be increased to 85, and 80 in the final stage. The present number of secondments is perhaps abnormally

Paragraph 191.
Northern Frontier District
Isiolo,
Marsabit,
Wajir.

Paragraph 191.
Turkana District.

District Establishments.

Secondments.

37. That the administrative work of the Kisumu Londiani District was of a specialized nature, and a Resident Magistrate would not have the necessary qualifications.

38. Several farmers emphasized the inconvenience that would result from the administration of such an area as Chemelil from Kericho, and after considerable discussion we were unanimously advised that no alteration should be made in the present administration of Kisumu-Londiani and Kericho Districts, provided that the sanctioned establishment of Kericho could be reduced from three to two officers.

39. The proposal was also discussed with the Kisumu Township Committee, the members of which were emphatically of the opinion that the town could not be appropriately administered by the Resident Magistrate, partly because of the specialized nature of the work, and partly because his judicial functions would place him in an anomalous position in regard to township administration. The Township Committee unanimously advised that the post of District Commissioner, Kisumu-Londiani, should be maintained so long as no alteration was made in the present system of administration in Kisumu Township.

Recommendation XIII

We recommend that the administrative staff of the Kericho District be reduced from three to two officers, and we advise that the post of District Commissioner, Kisumu-Londiani, be retained until such time as local government is extended to Kericho, when the question should be reconsidered.

40. It will be observed that our recommendation regarding the reduction of staff at Kericho is in accordance with the views expressed by Sir Alan Pim.

41. Sir Alan Pim states that 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 the control of the Somali settlement near Isiolo to the administrative staff of Meru District. Sir Alan Pim was not able to express an opinion as to whether this change would make it possible to reduce the administrative staff by one.

42. The Officer in Charge, Northern Frontier District, points out that so long as it is necessary to control movements in and out of the Northern Frontier District, it will be

necessary to maintain an administrative officer at Isiolo. In view of recent political events, it is not likely that it will be possible to abandon such control in the near future.

43. The Officer in Charge considers that Wajir is in many ways more suitable as a headquarters station, but a move would involve no saving in staff, although there should be a considerable saving in local transport and travelling.

44. We agree with the views expressed above, and, moreover, we are of the opinion that the present districts in the Northern Frontier District are already so large in area that the addition of Isiolo to any of them would result in an unwieldy unit.

Recommendation XIV

We recommend that Isiolo should not be abandoned in present circumstances.

45. We have already proposed that the staff at Lodwar be reduced by one officer, and no further comment is therefore necessary on Sir Alan Pim's suggestion that the point should be considered.

Estimation of Staff Required for District Establishments, Secondments, Leave Reserve, Revenue Officers and the Provision of Selection Posts

46. It will be observed from the tables on pages 17 and 18 that we have proposed an immediate reduction of the district establishments from 75 to 71, allowing for the substitution for District Officers in North and South Kavirondo of two Revenue Officers, provision for whom has been included in the 1937 Estimates. In the final stage, a further reduction to 66 officers is shown.

47. The next point for consideration is the question of the number of officers required to fill seconded posts. In addition to providing officers for the Secretariat, the Administration is frequently called upon to fill temporarily such posts as Resident Magistrate, Labour Officer, Municipal Native Affairs Officer, Nairobi, and, sometimes, Crown Counsel, Assistant Treasurer, and Deputy Registrar, Supreme Court. At the present time the total number of secondments is 14, and the cadre of 71 referred to in the previous paragraph must therefore be increased to 85, and 80 in the final stage. The present number of secondments is perhaps abnormally

Paragraph 191,
Northern Frontier
District
Isiolo,
Marsabit,
Wajir.

Paragraph 191
Turkoida District.

District
Establishments

Secondments.

high, but our figures take no account of casualties resulting from sickness, and this factor would counterbalance any slight excess.

Recommendation XV

We recommend that 14 officers be provided to fill seconded posts.

Leave Reserve

48. Under the present leave regulations, 49 officers are serving three-year tours and 55 officers are serving four-year tours (senior officers and junior officers).

Therefore the average tour equals 42 months, plus leave earned.

Senior officers and junior officers are entitled to 3 and 4 days respectively for each completed month of their tour.

Therefore the average leave is 43 days per month, plus 56 days occupied on the voyage both ways.

Therefore the average time an officer spends on leave each tour is 245 days.

Therefore the average tour, plus leave, equals 50 months.

Therefore 42 50ths or 84 per cent of the cadre are in the field at any given moment, and 16 per cent are on leave.

49. It follows therefore that, in order to fill 85 posts, a minimum of 16 officers must be allowed for leave casualties making a cadre of 101 officers to fill district establishments and seconded posts. This figure of 16 may be reduced to 15 when Recommendation XVII regarding Revenue Officers is implemented.

Recommendation XVI

We recommend that a leave reserve be maintained as follows:—

- (a) 16 in the first stage,
- (b) 15 in the final stage.

Revenue Officers

50. This cadre of 101 officers allows for the two Revenue Officers, provision for whom has been made in the 1937 Estimates, but will be capable of further reduction by the substitution of additional Revenue Officers in the future. In this connexion we would observe that, in our opinion, Revenue Officers should only be appointed to districts the establishment of which consists of three or more District Officers in one station. Apart from other considerations, it is essential that

97
There should be two magistrates in every district of any importance, in order that when one magistrate is away on tour or on local leave there may be a second magistrate available to deal with the judicial work.

Recommendation XVII

We recommend that seven Revenue Officers be substituted for District Officers as follows:—

- (a) In the North Kavirondo and South Kavirondo Districts during 1937;
- (b) In the Fort Hall, Meru, Kitui, Machakos, and Central Kavirondo Districts during 1938 and 1939.

51. This cadre of District Officers will therefore ultimately be capable of reduction in the final stage from 101 to 95.

52. Sir Alan Pinn, in paragraph 217 of his Report, states that for a total strength of 80-9 selection posts in all are necessary in order to secure a reasonable flow of promotion, comparable with that in corresponding Services in other Colonies. This being the case, 11 selection posts should be provided for a cadre of 101 officers, but, as we have stated above, the cadre will be eventually reduced to 95 on the further substitution for District Officers of 5 Revenue Officers. We propose, therefore, that 10 selection posts should be provided as follows:—

Selection Posts.

- 2 Secretariat,
- 4 Provincial Commissioners,
- 4 Senior District Commissioners.

53. The 1937 Estimates provide for 4 Provincial Commissioners and 5 Senior District Commissioners, and in this connexion we would refer to our recommendations in paragraphs 13, 14 and 15 above, under which it will be no longer essential to post Senior District Commissioners to Masai and Turkana. We consider, therefore, that one post of Senior District Commissioner may be abolished, but in order to secure a reasonable number of selection posts we are of the opinion that the number of Senior District Commissioners should not be reduced below 4. In this connexion we would observe that it is not necessary for a Senior District Commissioner to be in charge of a province or extra-provincial area *ex officio*. The following recommendation is made on the assumption that two of the senior posts in the Secretariat will

high, but our figures take no account of casualties resulting from sickness, and this factor would counterbalance any slight excess.

Recommendation XV

We recommend that 14 officers be provided to fill seconded posts.

Leave Reserve

48 Under the present leave regulations, 49 officers are serving three-year tours and 55 officers are serving four-year tours, senior officers and junior officers.

Therefore the average tour equals 42 months, plus leave earned.

Senior officers and junior officers are entitled to 5 and 4 days respectively for each completed month of their tour.

Therefore the average leave is 44 days per month, plus 56 days occupied on the voyage both ways.

Therefore the average time an officer spends on leave each tour is 248 days.

Therefore the average tour, plus leave, equals 50 months.

Therefore 42/50ths or 84 per cent of the cadre are in the field at any given moment and 16 per cent are on leave.

49 It follows therefore that, in order to fill 85 posts, a minimum of 16 officers must be allowed for leave casualties, making a cadre of 101 officers to fill district establishments and seconded posts. This figure of 16 may be reduced to 14 when Recommendation XVII regarding Revenue Officers is implemented.

Recommendation XVI

We recommend that a leave reserve be maintained as follows:—

(a) 16 in the first stage.

(b) 15 in the final stage.

Revenue Officers

50. This cadre of 101 officers allows for the two Revenue Officers, provision for whom has been made in the 1937 Estimates, but will be capable of further reduction by the substitution of additional Revenue Officers in the future. In this connexion we would observe that, in our opinion, Revenue Officers should only be appointed to districts the establishment of which consists of three or more District Officers in one station. Apart from other considerations, it is essential that

there should be two magistrates in every district of any importance, in order that when one magistrate is away on tour or on local leave there may be a second magistrate available to deal with the judicial work.

Recommendation XVII

We recommend that seven Revenue Officers be substituted for District Officers as follows:—

(a) In the North Kavirondo and South Kavirondo Districts during 1937.

(b) In the Fort Hall, Meru, Kitui, Machakos, and Central Kavirondo Districts during 1938 and 1939.

51. This cadre of District Officers will therefore ultimately be capable of reduction in the final stage from 101 to 95.

52. Sir Alan Pim, in paragraph 217 of his Report, states that for a total strength of 90 selection posts in all are necessary in order to secure a reasonable flow of promotion, comparable with that in corresponding Services in other Colonies. This being the case, 11 selection posts should be provided for a cadre of 101 officers; but, as we have stated above, the cadre will be eventually reduced to 95 on the further substitution for District Officers of 5 Revenue Officers. We propose, therefore, that 10 selection posts should be provided as follows:—

2 Secretariat

4 Provincial Commissioners

4 Senior District Commissioners

53.—The 1937 Estimates provide for 4 Provincial Commissioners and 5 Senior District Commissioners, and in this connexion we would refer to our recommendations in paragraphs 13, 14 and 15 above, under which it will be no longer essential to post Senior District Commissioners to Masai and Turkana. We consider, therefore, that one post of Senior District Commissioner may be abolished, but in order to secure a reasonable number of selection posts we are of the opinion that the number of Senior District Commissioners should not be reduced below 4. In this connexion we would observe that it is not necessary for a Senior District Commissioner to be in charge of a province or extra-provincial area *ex officio*. The following recommendation is made on the assumption that two of the senior posts in the Secretariat will

normally be filled by promotion from the Provincial Administration. If this is not the intention, we are of the opinion that the number of posts of Senior District Commissioner, so far from being reduced, should be increased by one, in order to provide the ten selection posts which we consider necessary.

Recommendation XVIII

We recommend that one post of Senior District Commissioner be abolished.

Summary

54. We propose a reduction in the total Administrative Establishment of 7 officers from 116 to 109, and an ultimate further reduction of 6 officers to 103. The tables at pages 17 and 18 illustrate our recommendations and the effect on district establishments.

We have the honour to be,

Your Excellency's most obedient servants

H. P. MONTGOMERY, *Chairman.*

E. B. HOSKING, *Member*

C. J. WILSON, *Member.*

5th April, 1937.

The following Elected Members have endorsed the Recommendations noted against their names:

	<i>Recommendations.</i>
The Hon. Conway Hanley	XIII
The Hon. A. C. Hoey	XI and XII
Lt. Col. the Hon. J. G. Kirkwood, C.M.G., D.S.O.	XI
Major the Hon. Sir R. de V. Shaw, Bt., M.C.	IX
The Hon. E. H. Wright	X
The Hon. Shamsud-Deen	IX
The Hon. F. A. Bemister	V

TABLE ILLUSTRATING THE PROPOSED REDUCTIONS
IN ADMINISTRATIVE STAFF

	District Establishments	Secondary Institute	Leave Reserve	Selection Posts	Total Establishment
Present Establishment:	73a	1a	20a	9a	116
Proposed Establishment - First Stage:	71a	1a	16a	8a	100
Proposed Establishment - Final Stage:	66a	1a	15a	8a	103

a. Vide Table on next page.

b. Vide paragraph 17.

c. Vide paragraph 18.

d. Vide paragraphs 52 and 53. It will be observed that the number of selection posts shown in this Table includes only those provided under the heading Provincial Administration, i.e., Provincial Secretaries and Senior District Commissioners. We have assumed, however, that two of the Senior Secretariat posts will normally be filled by promotion from the Provincial Administration, making a total of ten selection posts.

normally be filled by promotion from the Provincial Administration. If this is not the intention, we are of the opinion that the number of posts of Senior District Commissioner, so far from being reduced, should be increased by one, in order to provide the ten selection posts which we consider necessary.

Recommendation XVIII

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Summary

54. We propose a reduction in the total Administrative Establishment of 7 officers from 116 to 109, and an ultimate further reduction of 6 officers to 103. The tables at pages 17 and 18 illustrate our recommendations and the effect on district establishments.

We have the honour to be,

Your Excellency's most obedient servants,

H. R. MONTGOMERY, *Chairman*
E. B. HOSKING, *Member*
C. J. WILSON, *Member*.

5th April, 1937

The following Elected Members have endorsed the Recommendations noted against their names:

	<i>Recommendations</i>
The Hon. Conway Harvey	XII
The Hon. A. C. Hocky	XI and XII
Lt.-Col. the Hon. J. G. Kirkwood, C.M.G., D.S.O.	XI
Major the Hon. Sir R. de V. Shaw, Bt. M.C.	IX
The Hon. E. H. Wright	X
The Hon. Shamsud-Deen	IX
The Hon. F. A. Bemister	V

TABLE ILLUSTRATING THE PROPOSED REDUCTIONS
IN ADMINISTRATIVE STAFF

	District Establishments	Secondment Reserve	Leave Reserve	Selection Posts	Total Establishment
Present Establishment	73a	14	20	9d	116
Proposed Establishment - First Stage	71a	14	16	8d	109
Proposed Establishment - Final Stage	65e	14	15	8d	103

a. Vide Table on next page.

b. Vide paragraph 47.

c. Vide paragraph 48.

d. Vide paragraphs 52 and 53. It will be observed that the number of selection posts shown in this Table includes only those provided under the heading of "Provincial Administration", i.e. Provincial Commissioners and Senior District Commissioners. We have assumed, however, that two of the higher Secretariat posts will normally be filled by promotion from the Provincial Administration, making a total of ten selection posts.

TABLE SHOWING DETAILS OF RECOMMENDATIONS MADE REGARDING DISTRICT ADMINISTRATIVE ESTABLISHMENT

PROVINCE AND DISTRICT	Present Sanctioned Administrative Staff	Proposed Administrative Staff—First Stage	Proposed Administrative Staff—Final Stage, after substitution of Revenue Officers for District Officers
COAST PROVINCE—			
Lamu	2	1	1
Tana River .. .	1	1	1
Giriama (includ. Malindi)	3	3	3
Mombasa .. .	2	2	2
Digo .. .	2	2	2
Faita .. .	1	1	1
CENTRAL PROVINCE—			
South Nyeri .. .	2	2	2
North Nyeri .. .	1	—	—
Nairobi .. .	2	2	2
Kiambu .. .	2	2	2
Thika .. .	1	1	1
Fort Hall .. .	3	3	2*
Meru .. .	3	3	2*
Eldoret .. .	2	2	2
Kitui .. .	2	2	2*
Machakos .. .	3	3	2*
NYANZA PROVINCE			
North Kavirondo .. .	4	3*	3
Central Kavirondo .. .	3	3	2*
South Kavirondo .. .	4	3*	3
Kisumu—Londiani .. .	1	1	1
Kericho .. .	3	2	2
RIFT VALLEY PROVINCE			
Nakuru .. .	1	1	1
Trans Nzoia .. .	2	1	1
Uasin Gishu .. .	1	1	1
Nandi .. .	1	1	1
Elgeyo .. .	1	2	2
Baringo .. .	2	2	2
Lakipia—Samburu (including Marsabit & Nanyuki)	2	3	3
NORTHERN FRONTIER DISTRICT—			
Isiolo .. .	1	1	1
Marsabit .. .	1	1	1
Moyale (including Mandera)	2	2	2
Wajir .. .	1	1	1
Garissa .. .	2	2	2
MARSA DISTRICT—			
Kajiado .. .	1	2	2
Narok .. .	2	2	2
TURKANA DISTRICT—			
West Suk .. .	1	2	2
Lodwar (including Lokitung)	4	3	3
TOTAL STAFF	73	71	66

*District where a Revenue Officer may be substituted for a District Officer.

The recommendations of Sir Alan Pim are tabulated at page 100 of his Report.

TABLE SHOWING DETAILS OF RECOMMENDATIONS
MADE REGARDING DISTRICT ADMINISTRATIVE
ESTABLISHMENT

PROVINCE AND DISTRICT	Present Sanctioned Administrative Staff	Proposed Administrative Staff—First Stage	Proposed Administrative Staff—Final Stage, after substitution of Revenue Officers for District Officers
COAST PROVINCE—			
Lamu	2	1	1
Tana River .. .	1	1	1
Giriama (includ. Malindi)	3	3	3
Mombasa .. .	2	2	2
Digo .. .	2	2	2
Teita .. .	1	2	2
CENTRAL PROVINCE—			
South Nyeri .. .	2	2	2
North Nyeri .. .	1	—	—
Nairobi .. .	2	2	2
Kiambu .. .	2	2	2
Thika .. .	1	1	1
Fort Hall .. .	3	3	2*
Meru .. .	3	3	2*
Embu .. .	2	2	2
Kitui .. .	3	3	2*
Machakos .. .	3	3	2*
NYANZA PROVINCE—			
North Kavirondo .. .	4	3*	3
Central Kavirondo .. .	3	3	2*
South Kavirondo .. .	4	3*	3
Kisumu-Londiani .. .	1	1	1
Keicho .. .	3	2	2
RIFT VALLEY PROVINCE—			
Nakuru .. .	1	1	1
Trans Nzoia .. .	2	1	1
Uasin Gishu .. .	1	1	1
Nandi .. .	1	1	1
Elgeyo .. .	1	2	2
Baringo .. .	2	2	2
Lakipia-Samburu (including Marsabit & Nanyuki)	2	3	3
NORTHERN FRONTIER DISTRICT—			
Isiolo .. .	1	1	1
Marsabit .. .	1	1	1
Moyale (including Mandera)	2	2	2
Wajir .. .	1	1	1
Garissa .. .	3	2	2
MASAI DISTRICT—			
Kajiado .. .	1	2	2
Narok .. .	2	2	2
TURKANA DISTRICT—			
West Suk .. .	1	2	2
Lodwar (including Lokitung)	4	3	3
TOTAL STAFF	73	71	66

*District where a Revenue Officer may be substituted for a District Officer.

The recommendations of Sir Alan Pim are tabulated at page 100 of his Report.