

1938

Kenya

No. 38297

SUBJECT. C0533/498

Secretariat Staff

(Reorganisation proposed by Sir Alan Penn.)

Previous

1937.

Subsequent

1939.

2. Sir A. Wade (5/a)

See on 21.1.38 will send him accordingly & suggest Sir A. Wade & Sir G. Tomlinson might attend.

22.1.38

Sir A. Wade came here on Wednesday, the 26th of January, to discuss Sir Alan Pim's recommendations for the reorganization of the Kenya Secretariat. There were present Sir C. Bottomley, Sir G. Tomlinson, Sir H. Moore, Mr. Jeffries, Mr. Dawe and myself.

Sir A. Wade's trouble was that, with the transfer to the post of Financial Secretary of all responsibility for the control of expenditure, the preparation of the Estimates and the shepherding of the Estimates through the Legislative Council, the responsibilities of the Colonial Secretary would be so greatly reduced that he would become little more than a glorified Establishment Officer. Sir A. Wade did not see how these proposals were consistent with the theory that the Colonial Secretary would still be the Chief Secretary and the Governor's right hand man. He recognized that, in view of the fact that Sir A. Pim's report had been accepted in principle by the Secretary of State, and that these particular recommendations were very acceptable to the settlers (who saw in them the thin end of the wedge which would ultimately lead to the appointment of local Ministers) it would now be impossible, on political grounds, to go back on these proposals. He was, however, very much concerned as to how they would work out in practice.

Sir A. Wade was informed that at the beginning of November a semi-official letter had been received from the Governor stating that, in consultation with Mr. Pilling, he was engaged in the preparation of a reorganization scheme on the

lines recommended by Sir A.Pim; and that, in a telegram dated the 15th of December, the Governor had stated that a reorganization scheme on the general lines recommended by Sir A.Pim (but with considerable modifications of detail) had been formulated and would shortly be considered by the Executive Council. These ^{communications} appeared to indicate that the Governor and his advisers on the spot had found some means of surmounting the difficulties which Sir A.Wade had in mind; and it did not seem that any very useful purpose would be served by attempting to anticipate what the Governor's proposals were and how he was proposing to surmount those difficulties. In the course of the subsequent discussion Sir H.Moore suggested that it would be very desirable for the Colonial Secretary to retain the Chairmanship of the Standing Finance Committee, and Sir C.Bottomley expressed the view that this would be a desirable arrangement, even from the point of view of the Financial Secretary, who would be in a better position to expound the financial policy of the Government if he were not the Chairman of the Committee. Sir A.Wade was inclined to agree with these views, although he observed that he had found no difficulty in this respect in the days when he was responsible for the Estimates and was also Chairman of the Finance Committee. In fact he considered it was very largely due to his dual functions that he had been successful in engineering the "compromise" over Income Tax this time last year. He also seemed inclined

to doubt whether the new Financial Secretary would take kindly to the suggestion that he (i.e. the Financial Secretary) should not be the Chairman of the Standing Finance Committee. Nevertheless, the general view was that it would be desirable for the Colonial Secretary to retain the Chairmanship of this Committee.

J.J. Pascoe
5.2.38.

The discussion, of which the salient features are summarized above, was a long, rambling one and it would have been impossible to summarize it all. There is, however, one other point which I ought perhaps to mention, namely that attention was drawn to the fact that Sir Alan Pim in his report had not made any provision for deputies to any of the three Secretaries. I assume, however, that this aspect of the matter will be dealt with in the Governor's proposals when they are received.

In the meantime, there does not seem anything further to be done with this and it can be put by.

J.J. Pascoe
9.2.38.

Altman
W.P.S. Ave
9.2.

ML

The copies of various papers submitted to and considered by Executive Council in proposed Secretariat reorganization and submitted with Councils, diagram illustrating plan which he now recommends for S. of S's consideration - requests early reply.

Mr. Jeffries.

The immediate action, I suggest, is to let the Governor know as soon as possible that we do not propose to come to any conclusion on this until we have the views of Sir Armigel Wade and Mr. Lockhart - and incidentally to encourage those officers to give a full expression to their views.

I think, therefore, that we should send off a despatch as in the draft herewith without delay. The despatch and memoranda obviously provoke questions on which a great deal might be written: but I will not detain the paper at this stage to attempt to write it. But I feel that the comments which I have attempted to make in paragraph 4 of the draft despatch are directed to the essential point in the problem: and if it is thought that this part of the draft requires further elucidation perhaps it would be quickest to deal with that by discussion.

? Proceed as in the draft.

A. M. Wade

4.3.38.

I do not think I need add much. Mr. Wade has directed attention to the main points of the policy which

I have read but it is that the Governor would prefer 3 staff under Departmental and any permanent staff.

underlies the schemes of Sir G. P. P. the Governor, and Major Cavendish-Bentwich. Decentralisation is clearly needed, but it should surely take the form of providing a suitable number of responsible officers under the Col. Sec. rather than of providing the Col. Sec. with colleagues in his own grade. The analogy with the office is not exact. If the Gen. Sec. = S.O.S. and the Col. Sec. = Persec. U.S. of S., what is absent from the existing organization is an adequate provision for officers who would correspond to the Assistant Under-Secretaries.

B. J. Jeffries

7.3.38

I should like to have an opportunity of reading these papers at leisure when the despatch has gone.

B. J. P. P.

8.3.38

Sir C. Phipps

I think you should say, as
although the draft does not
in any way commit the S. H.
it does question the Government
plan by pointing out how
much it is certain to leave on
his shoulders. I am afraid
that the answer is that in so
political the other officers he has
to consider & decide practically
everything and that plan do it
and in consultation with
the men as on the other side.

W.S. 8/3/35

and
2.2.38

2/6/38

of No. 126 3 Howard Lane 9 MAR 1938

S. Sir Amiel Wade (S/P)
Would like to know whether the proposal of a Deputy Colonel
Secretary at salary of £1,350 has been or will be accepted and stated
that Sir Robert means to recommend Bradford Storks for the post.

Mr. Jeffries.

I do not know what field of outside
candidates there would be for this post if it
is created. May we have your views please

as to the reply which should be sent to Sir A. Wade?

A. M. Wade

21.3.38.

It is not customary to
regard posts of this class
as reserved for local
candidates: they are filled
by selection from the Service
as a whole, though due
weight would of course be
attached to a government's
recommendation of a local
man.

There will be a
strong field for this
vacancy, including officers
of longer service than
Mr Stooke. The vacancy
will have to go before
the Promotions Ctee, and

it is quite impossible to attempt to anticipate their conclusion.

? Reply that in

view of No. 4 it is difficult to express any opinion as to whether the organisation ultimately adopted will include a Deputy C.S.

at £1350, but we see no reason why it should not.

Assuming that such a post were created, any recommendation made by the Gov. in favour of Mr Stooze would be assumed of my careful opinion, but there would be other

strong candidates to be

considered and we cannot anticipate the

S. of S.'s decision.

A. M. Wade
22.3

C. J. P. P. P. P.
22.3.38

So proceed. When the time comes, it may be desirable that Sir A. Wade's letter, as well as any reasons by the Governor, should be brought up.

C. J. P.
22.3.38

To Sir A. Wade (5/10/38) 22 March 38.

Sir G. Tomlinson
Received by the office
Min. of 19/3/38

Reg. 6

7. Gov. Kenya Conf. 68 5.11.38

The memorandum for the review of Sir A. Wade's report should be sent to the Standing Finance Committee.

8. Gov. Kenya 6.4.38

Enclosure (1) will follow by next air mail.

Enclosure 7 expected on 2/4/38

9. Col. Sec. Kenya Conf. 30v. 6.4.38

Large copies of Memoranda which should have been enclosed (1).

Mr. Jeffries.

This is getting as complicated as the Arian controversies of the early Church. The Governor still adheres to his trinitarian doctrines while Sir A. Wade evidently retains his unitarian inclinations.

I think the time has come for a discussion between Sir C. Bottomley, Sir G. Tomlinson, Sir H. Moore and members of our two Departments.

See also 39077 about the amendment of the Royal Instructions to give effect to the reconstitution of the Executive Council. The questions of nomenclature raised there depend on the Secretariat decision.

? Arrange for a discussion.

A. Dawe

18.4.38.

I agree: but it, can hardly take place before the 28th?

[It seems to me that the best course may be to abandon Pini and go for the pure "Misc. 470" policy.]

C. J. Jeffries
14/4/38

Sir C. Bottomley.

I kept this to wait for your and Sir G. Tomlinson's return.

If you agree to the proposal for a discussion perhaps you would say what time would be convenient to you and I will try to arrange accordingly with the others concerned.

A. Dawe

25.4.38.

After this morning the only arrangements I have looked at for Thursday 28th, 3rd May at 3 + 11 May at 11.

25.4.38

Ind. Distribution of files of same paper as above.

25.4.38

10 To Gov - Confidential (Letter 38077/38) 10/5/38

This was discussed yesterday. Present:-

Sir C. Bottomley.
Sir G. Tomlinson.
Sir H. Moore.
Mr. Jeffries
and
myself.

It was decided to recommend the adoption of the Governor's scheme of reorganisation, but not his proposal that the Chief Secretary should cease to be Chairman of the Standing Finance Committee.

It was agreed that attention should be drawn to the necessity for effective co-operation between the Secretariat officers dealing with groups of departments, on a lower tier than the "Secretary" tier; and a good deal of the discussion was devoted to the consideration that the success of the reorganisation, especially as regards effective team-work within the Secretariat as a whole, would depend on such physical matters as the housing of the whole Secretariat (including the Financial Secretary and his staff) in one building, the institution of a central Registry, etc. I must confess that in the mass of correspondence which has taken place on this subject, I had overlooked the fact that these matters were dealt with in the original Secretariat memorandum of the 8th of December (enclosure A in No. 3), and that the proposals on these aspects of the question have not been traversed in any of the subsequent memoranda, which have dealt partly with the general questions of principle involved and partly with the question of the actual allocation of functions between the offices concerned. I think, therefore, that we are entitled to assume that the proposals on these heads still hold the field, and I have prepared the draft despatch submitted herewith on this assumption.

J. J. Paskin
11.5.38.

8
Sir C. Parkinson.

Relying on Mr. Paskin's statement at the end of paragraph 2 of the draft that the mass of material which has been sent home is of assistance in forming a coherent view of this problem, I do not propose to summarise the position in any detail. You saw the draft (No.4) in which we put to the Governor the important question whether he was prepared to face the burden of being the common link of the trinitarian scheme, and in No.7 we have his assurance that he is so prepared. He thinks that after twelve months of trial the new system will work.

What we propose should be agreed to is the Governor's scheme (Plan 'E' in No.3) which is Sir A.Pim's trinitarian scheme, with a reduced "schedule" of duty for the Chief Native Commissioner, and with a certain amount of additional staff. This will be acceptable to Major Cavendish Bentinck who, however, would have been quite ready to go further in the way of independent "ministries" in the hope, of course, that eventually they would be held by Unofficial ministers.

The draft emphasizes the need for co-ordination at all stages and, subject to that, I do not see why the scheme should not work.

As regards nomenclature, we showed you the draft of the telegram of a copy of which is registered as No.10.

The passage interpolated in paragraph 1 of the draft despatch was due to my suggestion to Mr. Paskin that we must specifically approve of the retention of the existing post of the Deputy Chief Secretary (lately held by Mr. Pilling) which, under

the Pim scheme would disappear. Mr. Paskin has also put in approval of the reduction of the Chief Secretary's salary, in due course, from £2,200 to £2,000. This is perhaps an inadequate tribute to the idea of economy, but I think that it is certain that Unofficial opinion will expect some reduction of salary, in view of the reduction of the Chief Secretary's scope. Sir G. Tomlinson and Sir H. Moore have agreed to the new passage, but the latter has drawn attention to the probability that no one will be Chief Secretary of Kenya at £2,000 if he has the chance of being Chief Secretary of Tanganyika at the same figure.

After the despatch is approved and sent, the papers should return at once for consideration as to filling both the Chief Secretaryship and the Deputy Chief Secretaryship. The letter (see No. 5) must be regarded as urgent.

W.C.

14.5.1938

As regards the C.N.C., when Parliament may be specially invited, his status will be enhanced by his having certain executive functions, even though his salary remains at £1450: and, of course, he retains his direct approach to the Governor.

W.C.

13.5.38 atain

11 No. Kenya Conf. 7 Annand - 16 MAY 1938

*Recd for action
As at 10/5/38 page*

** PF. attached*

Deputy Chief Secretary

In No 5 Sir A Wade foreshadows the Gov's recommendation of Mr. Bensford - Skirke* for the post, and says "it would not suit us a bit if the Co. were to seize in the retention of the post as a heaven-sent opportunity to move in someone from elsewhere." The Gov's formal recommendation will no doubt follow promptly on his receipt of No 11. In the meantime? Pious may perhaps wish to consider whether there are other candidates for the post.

Chief Secretary

It has been agreed that the Successor to Sir A Wade is to come from outside Kenya - see No 3 on 3/24/11/38 - the Sgts's minute of 2/3/38 on that file. It has not yet been decided when Sir A Wade is to retire, but he is now in England - having come on leave suddenly a few weeks ago owing to his wife's health - and I understand there is some doubt whether he will wish to return.

? To Pious for selection of a candidate

Clare, White 7/5

I have suggested that

Mr. Harragin, who is now acting,
should be considered for the
post of Chief Secretary. This
would not be in accordance with
Mr. Dunlop's view that the
successor to Sir A. Wade should
be sought outside Kenya. But
I am not sure that, with
Mr. Pellini's departure, the imputation
of Mr. Lockhart from outside, now
is not a danger of the Gov. being
left with too few senior
advisers with a real knowledge
of the Colony.

J.J. Pascoe
20/5

The view of the selection of
successor to Sir A. Wade as Ch. Sec.
is being considered on other pp.

As regards the Deputy Ch. Sec.
Mr. Durre has spoken to Sir C. Borthwick,
who agrees that it is unnecessary
at present to do as much as
to write to Mr. Harragin as in letter now

J.J. Pascoe
20/5

To Harragin (20)

20th Mar. 38

13 Mr. Harragin s/o

30.5.38

Is obtaining Wade's views regarding
Post of Dep. Ch. Sec.

DESTROYED UNDER STATUTE

A dispatch about the Deputy Chief
Secretary will come in shortly

? Put by
Cloth, White
8/6

Sir A. Wade is coming to discuss this
on Tuesday.

J.J. Pascoe
10/6

Mr. Parkin

(~~Mr. Parkin~~)
Parks

This has presumably been circulating
behind some pp. in which the
selection of Sir A. Wade's successor
has been considered. Put by
Gov's file.

Cloth, White
12/7

J.J. Pascoe
11/7

DESTROYED UNDER STATUTE

in Provo. Branch

WJ

14 Gov. 128 Conf 4.7.38.
Remds. for consider the promotion of
Mr. Bunsford Stooke, Dep. Treasurer
to the post of Dep. Chief Sec. 19.38.

As foreshadowed in No 5 the Gov
recommends the promotion of Mr
Bunsford-Stooke, Deputy Treasurer, to
the post of Deputy Chief Secretary.

Although, as the Gov says, Mr
Bunsford Stooke may be considered to
be somewhat junior for such an
appointment, there does not appear to
be any other outstanding candidate
for the post from among those officers
at present in the Colony, and in view
of Sir A Wade's impending retirement
the Gov considers it important that
the new Deputy Chief Sec. should
have knowledge & experience of the
Colony.

To know for cause of the
recommendation

Clayton White 13/7

J. J. P. 13/7

Mr. Stooke, who is 41, has 13 years
Colonial service very little of which has been
spent in secretarial appointments, and would
not be a really serious candidate at this
stage of his career for a super-scale
secretarial appointment in any other Colony.
The kind of competition that he would have to
face

face for such vacancies is indicated by the list
(attached above No.14) of men from other Colonies,
most of them with substantially longer service, and
anyone of whom would be likely to be attracted by a
secretarial appointment carrying pensionable emoluments
of £1,500 per annum.

If it is held that, as the Governor
represents, knowledge and experience of Kenya are of
the greatest importance in the new Deputy Chief
Secretary, there is no one whom we could put up
against Mr. Stooke and the recommendation made here
must presumably be accepted. It would, I think, be
best to discuss the question at the meeting of the
Promotions Committee next week ^{also} among other
vacancies that for a new Chief Secretary of Kenya is
to be considered. I had not suggested bringing the
Deputyship before the Committee with a list of
candidates at this stage since there are already so
many particulars to be prepared in connection with
other vacancies that it would be difficult for the
Gov. Dept. to tackle yet another lot in time for
the meeting next week.

He should be
experienced of local
experience must prevail
or outsiders not be
considered at all.

19/7/38
16/7/38
17/7/38

17/7/38
20.7.38

We are familiar with the
"previous local experience"
argument and do not as
a rule allow it to override
other considerations.

? A proposed
A. J. P. 21.7
C. J. P. 21.7.38

Sir H. Wood
Sir J. Shughart
Sir C. Parkin

To see with a view
to the meeting of the Proms.
C. A. was yesterday

S. J. P.
21.7.38

See
in
21.7
MS
17/38

Seen
and
22.7.38

15 - Extract attached from minutes of 7th meeting
of Promotions Committee held on Wednesday,
27th July, 1938.

Draft submitted of a semi-official letter
to the Governor of Kenya on the lines agreed at the
meeting of the Promotions Committee.

W. J. P.
28.7.38

Ho. To Sir R. Brooke Lopham
3/x
cons 1.8.38

State Secretariat Reorganisation

Sir R. Brooke Lopham, etc
1/8/38
ref his telegram opinion that Mr Beaufort-
Stokes is the best local candidate for
Deputy Chief Sec.

17 Can be put by
18 ? To Mr Martin

Clubs etc 2/9

J. J. P.
2/9

18 clearly cannot be
dealt with in the absence
of Sir C. Parkin, Sir G.
Tomlinson & Mr Dawe.

B. V. 1st Oct. Bus

should be sent some
interim reply to the Gov?

J. J. P.
6.8.38

I don't know when this
can be further considered,
but send forward for
those concerned to see.

J. J. P.
27.8.38

Sir H. Moore may care to
see. A. P. 27.9

No action
was taken
on this

has been. I don't object to the authority for the statement at A of 17 that the C.C.C. may be called upon to act as C.C.C. It is not so stated in the Paper of Particulars, but it is a very relevant consideration in filing the appointment.

Am.
29.9.

Sir C. Parkinson

This will evidently have to come before the Promotions Ctee, but you may wish to send an interim ack^t of No. 18.

S.J.D.
30.9.38

to Jaffris

I don't see much point in an interim reply now to No. 18. Could not this be settled at an early Promotions Ctee meeting? and at the same meeting or right deal with the vacancy for Dec. & the Governors Conference?

S.J.D.
30.9.38

E. African Dept

13

May we have a v.f. for?

(Please note the point raised in S.W.)

(Note's minutes of 29.9)

J.M. Parkinson
3/10/38

From the plan "E" under No 3 it is seen that, in the absence of the Chief Native Commr, the post of "Assistant Secretary F" goes to the Deputy C.S.

In para 12

of No 3 the Gov says, however, that

it is proposed that a Provincial Commr should ordinarily act for the C.C.C.

The V.F. should therefore not mention that the D.C.S. will be required to do any of the C.C.C.'s work in the latter's absence.

V.F. Submitted.

Charles White
S/10

On the other hand, in para 8 of Kenya Seasonal paper No 2 of 1938

summarizing the action taken on Sir A. Pinn's report, it is stated that "This Officer (i.e. the Deputy Ch. Sec.) will also assume responsibility for the routine office functions of the C.N.C. during the latter's absence from H.O."

The arrangement for a P.C. to act is when the C.N.C. is on leave.

I have added a sentence to the v.f.

J. P. Cassin
7/x

19. ^{Gov. Tel. P.P.} DESTROYED UNDER STATUTE Request decision 11/10/38

20. ^{Gov. Tel. P.P.} DESTROYED UNDER STATUTE 19. ^{Chad.} on ^{Prins} 14.2.42 11/10/38

21. 20 Kenya tel 167 Conf - 14/2/38 - 18.X.38

F. 19.19.40
Ch. Sec. to 16.1.41 F.A.
Promotion
Branch

22. Secretariat Luncata No 10 - 23/8/38
(Registration directed on 28/11/38 Kenya)

This has been dealt with on the above mentioned file.

Yours by
J. P. Cassin
1946.

23. To Moore - With encls. as per draft - 11.2.42

COLONY AND PROTECTORATE OF KENYA

No. COM.4/9/7/1/7 Vol.III.

CIRCULAR No. 13

G. 13

D. —

THE SECRETARIAT,
NAIROBI, KENYA
23rd August, 1938

SECRETARIAT AND TREASURY REORGANIZATION

On the 1st September, 1938, the office of the Financial Secretary will be moved from the Treasury to the Secretariat, and the Treasury will, from that date, be in the charge of the Accountant General.

2. The effect of this change will be as follows. The Financial Secretary will be the financial and economic adviser of the Government, and will be responsible for the preparation of the Estimates of Revenue and Expenditure, and for their submission to the Legislature. He will also relieve the Chief Secretary of executive responsibility in financial matters generally.

3. The financial and economic branch will, however, form an integral part of the Secretariat, and the Financial Secretary and his Deputy will be members of the Secretariat staff. All correspondence on financial and economic matters should, therefore, be addressed directly to the Chief Secretary. Special Warrants and Financial Requisitions should be submitted to the Chief Secretary through the Accountant General.

4. The Accountant General will be the Chief Accounting Officer of the Government, and will assume the duties and responsibilities assigned to the Treasurer in Colonial Regulations 189 and 190. All correspondence on accounting matters should be addressed to the Accountant General.

5. The Accountant General will also be the Currency Officer for Kenya, and the duties of local Agent of the Ministry of Pensions will be carried out by one of his staff. He will undertake the duties laid upon the Treasurer by the following Ordinances:

The Asian Civil Service Provident Fund Ordinance, 1934.

The Asiatic Widows' and Orphans' Pension Ordinance, 1927 (excepting section 12).

The Butter Levy Ordinance, 1931.

The Coffee Industry Ordinance, 1934.

The European Civil Service Provident Fund Ordinance, 1934.

The Juveniles Ordinance, 1934.

The Kerosene Oil (Repayment of Duty) Ordinance, 1930.

Section 36 of the Native Authority Ordinance, 1937.

The Police Ordinance, 1930.

The Police Ordinance, Chapter 36 of the Revised Edition (repealed).

Rule 13 of the Prisons Rules, 1930.

The Prisons Ordinance, Chapter 37 of the Revised Edition (repealed).

Section 12 of the Savings Bank Ordinance, 1936.

The Sisal Industry Ordinance, 1934.

The Tea Cess Ordinance, 1937.

The Tribal Police Ordinance, 1929.

The Weights and Measures Ordinance, Chapter 96 of the Revised Edition.

In regard to the subjects mentioned in this paragraph, correspondence on questions of routine administration which would previously have been addressed to the Treasurer should be addressed to the Accountant General, and communications on questions of policy should be addressed to the Chief Secretary (through the Accountant General if the latter is concerned).

To:—

All Heads of Departments.

All Provincial Commissioners.

Officers in Charge, Extra-Provincial Districts.

6. The power to remit taxation and/or penalties under the Non-Native Poll Tax Ordinance, 1936, which His Excellency the Governor has hitherto delegated to the Treasurer, will in future be delegated to the Officer in Charge, Inland Revenue Office, while the Financial Secretary will authorize the remission or reduction of hospital fees. Refunds of revenue will be controlled by the Accountant General. His Excellency the Governor has been pleased to delegate his powers under the following Ordinances to the Accountant General:—

Sections 37 and 38 (2) of Chapter 36.

Section 38, Chapter 37.

Section 36, Chapter 149.

Rule 12, 1930 Rules under Prisons Ordinance, No. 37/1930.

Subject to the exceptions made in this and the preceding paragraph, the Financial Secretary will undertake all the duties and responsibilities laid by law and delegation upon the Treasurer.

7. *Amendments to Code of Regulations, and Financial Orders.*—Subject only to the following exceptions, "Accountant General" should be substituted for "Treasurer" throughout the Code of Regulations and Financial Orders:—

C.O.R. 456, 647 and 879: For "Treasurer" substitute "Chief Secretary".

C.O.R. 312 and 707: For "Treasurer" substitute "Officer in Charge, Inland Revenue Office".

C.O.R. 486: Delete the words "the Treasurer in matters of finance, or".

C.O.R. Appendix 53: For "Treasurer" substitute "Sub-Accountant".

F.O. 180 and 205: For "the Deputy Treasurer" substitute "a Senior Accountant".

F.O. 223: For "Treasurer" substitute "Financial Secretary" and for "Deputy Treasurer" substitute "Accountant General".

F.O. 234: For "Chairman" substitute "Secretary" and for "Treasurer" substitute "Chairman".

F.O. 238: For "Treasurer" read "the Central Tender Board".

F.O. 177, 179 and Forms 14 and 15: For "Treasurer" substitute "Officer in Charge, Inland Revenue Office".

8. *Control of Votes.*—The Officer in Charge, Inland Revenue Office, will control the following:—

Head XXII, sub-heads 5 and 35.

Head XXXV, sub-heads 24 to 36.

Head XXXVA, sub-head 1.

All other votes which were formerly controlled by the Treasurer will be controlled in future by the Accountant General.

9. *Membership of Councils, Committees, etc.*—The Financial Secretary will be a member of the Executive, Legislative and Railway Advisory Councils. He will also be:—

Chairman, Land-Bank Board.

Chairman, Standing Board of Economic Development.

Chairman, Asiatic Widows' and Orphans' Pension Fund Board.

Chairman, Licensing Commissioners.

Trustee, Native Trust Fund.

Trustee, Joint Local Native Investment Fund.

Stamp Duty Commissioner.

Estate Duty Commissioner.

Member, Farmers' Conciliation Board.

Member, Loan Works Building Committee.

The Deputy Financial Secretary will be a member of the Minor Works Committee.

The Accountant General will be:—

Chairman, Central Tender Board.

Member, Asiatic Widows' and Orphans' Pension Fund Board.

Member, Nairobi European Housing Committee.

Member, Unemployment Executive Committee.

A. DE V. WADE,
Chief Secretary

C. D.
R 19 OCT
D 19

21 15

C. O.

Mr. Paen 187k
at once

38297/38

Mr.

loaded sent 8pm. 18/12/38

Mr.
Sir H. Moore.

~~187~~

No 167 conf.

Sir G. Tomkinson.

Your conf. disp.

Sir C. Bottomley.

(14)
No 128 of 7th July

Sir J. Shuckburgh.

Permt. U.S. of S.

Parly. U.S. of S.

Secretary of State.

I approve promotion
of Storer appointed
may be announced
immediately.

DRAFT. T.E.

Gov.
Nairobi.

(v. minutes on 1462
P. 187)

FURTHER ACTION.

Copy to be placed
on 22761 C. D.

Not yet used
17.8.38 16

GOVERNMENT HOUSE,
NAIROBI,
KENYA.

11th August, 1938.

Dear Parkinson,

16

Your letter of the 1st August about Beresford+Stooke.

2. He joined the service of Kenya on 14. 8. 1925 but before that was in the Sarawak Service from 1920 to 1925, and although this latter does not count for seniority, it certainly does as experience and, in my opinion, as qualification for promotion.

3. Actually, my view is this: he was appointed Deputy Treasurer of Kenya at £1,000 a year plus certain allowances, and at that time automatically became senior to everyone under the rank of Senior District Commissioner. There is no one amongst the Senior District Commissioners who would fill this particular post, and it would in fact not be the line along which they would normally look for promotion. So I don't consider that his appointment is a likely cause of personal friction. From the point of view of qualifications, the only person whom one might consider would be Gurney, and as I see the position, Beresford+Stooke is definitely senior to him. So I remain of opinion that Stooke is the natural and the best selection amongst any local candidates.

Yours sincerely,

R. Brooke-Popham

MAJOR SIR A. C. PARKINSON, K.C.B., K.C.M.G., C.B.E.,
COLONIAL OFFICE,
DOWNING STREET,
LONDON, S.W.1.

*I don't think
there is any
real catch
between
the two
in this case*

??

Secretariat Re-organisation.

In order to overcome the congestion in the Kenya Secretariat, due to the fact that the only channel of communication with the Governor was through the Colonial Secretary, Sir Alan Pim recommended the re-organisation of the Secretariat to provide three Secretaries (Colonial, Financial, Native Affairs), each of whom would have direct access to the Governor and would be in charge of a group of departments.

See plan (E) under No.3 on 38297/38.

The re-organisation, which was finally approved in May this year differed from Sir Alan Pim's scheme: (1) in retaining the post of Chief Native Commissioner with present salary, but with executive authority which he had not hitherto had, instead of immobilising him by charging him, as Secretary for Native Affairs, with the supervision of a number of departments, the work of which has no relation to his primary functions; (2) in consequential changes in the grouping of departments proposed by Sir Alan Pim; and (3) in retaining the post of Deputy Chief Secretary who will act either for the Chief Secretary or for the Chief Native Commissioner when they are on leave.

So far as the Department is aware this revised scheme is acceptable to the European Unofficial Members, and it is therefore not clear what aspects of the matter Lord Francis Scott wishes to discuss. It may be that he merely wants to know whether the proposals have been approved.

There

There is one important respect in which the re-organisation as approved differs from the proposals based ^{for} ~~on Sir Alan Patten's Report~~ put forward by the Governor.

The Governor recommended that the Financial Secretary, as a corollary to his general responsibility as Principal Financial Adviser to Government, should replace the Colonial Secretary as Chairman of the Standing Finance Committee. The view taken in the Colonial Office, however, and expressed in Lord Harlech's Confidential despatch of the 16th of May, was that the Colonial Secretary (whose title has now been changed to "Chief Secretary") should continue to be the Chairman for the following reasons:-

11 on 38297/38.

(1) Because the Standing Finance Committee is a body of such importance that it is fitting that its Chairman should be the principal officer under the Governor.

(2) Because financial questions loom so much in relation to the general policy of Government that if the Chief Secretary were replaced by the Financial Secretary there would almost inevitably be a tendency for the status of the former to be depreciated in the public estimation.

(3) Because there are advantages in the dissociation of the Chairman from the rôle of chief Government protagonist on the matters before the Committee.

(4) Because if the Chief Secretary ceased to be a member of the Committee it would be necessary to appoint another Government member; and there is no officer whose appointment to the Committee would adequately off-set the removal of the Chief Secretary.

No. 11 on 38217/38.

Although Lord Francis Scott cannot yet be aware of the contents of the Confidential despatch conveying this

decision

decision to the Governor, there does not seem to be any reason why he should not be told.

C. O.

For Sir Cosmo Parkinson's signature.

Mr. *Har* 28/7
Mr. *J.P.* 28/7
Mr. *Dave* 29.7
Sir H. Moore.
X Sir G. Tomlinson. 29.7.38

Ans'd: 18

Downing Street,

1st August 1938.

CONFIDENTIAL.

Dear Brooke-Popham,

Sir C. Bottomley.

Sir J. Shuckburgh.

Perms. U.S. of S.

Parly. U.S. of S.

Secretary of State.

(No. 14)

DRAFT.

AIR CHIEF MARSHAL SIR
ROBERT BROOKE-POPHAM,
G. C. V. O., K. C. B., C. M. G.,
D. S. O., A. F. C.

I am writing with reference to your confidential despatch No. 128 of the 7th of July, in which you recommended that Beresford-Stooke, your Deputy Treasurer, should be promoted with effect from the 1st of September to be Deputy Chief Secretary.

You there stressed the great importance which you attach to the appointment to this post of one who has knowledge and experience of Kenya, particularly in view of the impending retirement of Wade whose successor will probably be chosen from outside the Colony. ~~We~~ ^{we} ~~do not~~ agree ^{on the present occasion} that ~~in principle~~ there is much to be said for your view. But the promotion of Stooke over the heads of

While in the normal course this is a post for which the S. of S. would wish to make a selection from the whole field of the Col. Adv. Service,

FURTHER ACTION.

so many men who were senior to him in Kenya - in some cases by several years - during his earlier period of service in the Colony, appears to be a possible cause of personal friction. The objections to his selection for the present vacancy seem, in fact, to be much the same as those which (see your letter of the 25th of June, 1937 to Maffey) were thought to be a bar to the selection of Sandford as Wade's successor.

In a letter to me of the 16th of October, 1937 you expressed the hope that, if Stooke did not overcome his reluctance to be appointed to the post of Accountant-General in Kenya he would be considered for transfer as Financial Secretary or Treasurer in some smaller and more simple Colony than Kenya. That is the line along which, in our view, Stooke at the present stage of his career should look for advancement. While it is not possible for me to say now when an opening will occur for which he would be suitable,

(1908 Proms.)

If the cases when he wd go over were insufficient or unsuitable for the appl, that wd be a complete answer to any objections which they might raise. But are they? I wd have thought that there were one or two ~~cases~~ with ~~strong~~ ^{good} claims to consider for this post.

- C. O.
- Mr.
- Mr.
- Mr.
- Sir H. Moore.
- Sir G. Tomlinson.
- Sir C. Boltonley.
- Sir J. Shuckburgh.
- Perms. U.S. of S.
- Parly. U.S. of S.
- Secretary of State.

DRAFT.

*Should carry
He day
notwithstanding*

FURTHER ACTION.

and I am not in a position to say that Stooke would be selected.

^{but} suitable, I can assure you that he will be borne ~~carefully~~ in mind, if he is not promoted to be Deputy Chief Secretary in Kenya, when next a vacancy of the right standing occurs in a financial post.

While, as I have said above, we feel that ~~some~~ ^{might} discontent among the Kenya Service ~~would~~ be caused by the appointment of Stooke now to be Deputy Chief Secretary, that is a point on which you are ~~most~~ ^{best} better placed to form an opinion on that point; and if after

considering this letter you remain of the opinion that the arguments in favour of the selection of Stooke ^{the class of best candidates,} ~~are~~ ^{well} the Secretary of State would, I feel sure, be prepared to ^{I know, attach great weight to} consider favourably your recommendation, ^{but} ~~subject of course to the usual conditions~~ ^{of the public interest also} ~~and~~ ^{who are marked out} for promotion to this class of post, ^{to longer than Stooke's} If, on reflection, you ^{feel} agree that Stooke should not be selected for the present vacancy you will no doubt

^{we}
let us know whether you have any
alternative local recommendation
to make.

...Yours sincerely,

(Sgd) A. Parkinson

15 22

4. The Committee then considered a despatch in which the Governor of Kenya recommended that Mr. Beresford Stocks, Deputy Treasurer in that Colony, should be promoted to be Deputy Chief Secretary, and emphasized the importance which he attached to the appointment to that post of one who has knowledge and experience of the Colony, particularly in view of the impending retirement of the Chief Secretary. It was agreed that a semi-official letter should be sent to the Governor accepting the principle underlying his view, but drawing attention to the difficulties which might follow from the promotion of Mr. Stocks.



CONFIDENTIAL.

RECEIVED
12 JUL 1938
COL OFFICE

7 July, 1938.

Sir,

I have the honour to refer to correspondence terminating with your predecessor's Confidential despatch of the 16th May regarding the re-organization of the Secretariat and to recommend for your consideration the promotion of Mr. G. Beresford Stooke, Deputy Treasurer, to the post of Deputy Chief Secretary with effect from the 1st September next.

2. Mr. Stooke acted as Treasurer from the 14th April, 1937, to the 12th February, 1938, and the manner in which he carried out the duties of this responsible post commanded general approval.

He is a good speaker and chairman. He possesses self-assurance without being over-confident, and by his undoubted ability and pleasant manner has earned the confidence and respect of all communities. He is personally well equipped by experience for the post of Deputy Chief Secretary.

I realize that in all probability the Deputy Chief Secretary will be called upon at times to act as Chief Secretary and that Mr. Stooke may possibly be considered to be somewhat junior in the Service for such responsibilities. He has however shewn himself to be equal to responsibilities and I attach great importance to the appointment of one who has knowledge and experience of this Colony, particularly in view of the impending retirement

THE RIGHT HONOURABLE
MALCOLM MACDONALD, M.P.,
SECRETARY OF STATE FOR THE COLONIES,
DOWNING STREET, LONDON S.W.

retirement of the present Chief Secretary.

3. In my despatch No.82 of the 11th February I stated that it was my intention that the Deputy Chief Secretary should be Chairman of the Standing Board of Economic Development, but since that despatch was written these duties have been allocated to the Financial Secretary, who has been appointed Chairman with effect from the 14th June.

I enclose the usual form of particulars of the vacant office.

Form.

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

Brooke-Rotham

AIR CHIEF MARSHAL
GOVERNOR

Particulars of the Office of Deputy Chief Secretary
 now vacant in the Colony of Kenya.

1. Duties of Office, and qualifications required for their performance.	To assist the Chief Secretary and to act for him in his absence. To co-ordinate the work of all sections of the Secretariat.
2. Emoluments of Office. (a) Pensionable. (b) Non-Pensionable.	£1350 Pensionable.
3. Allowances, quarters, and other circumstances affecting the value of the Office, including grant of free or assisted passages to the Officer and his family on first appointment and on leave.	Free quarters or an allowance in lieu. Free passage for officer selected. 240 Family passage allowance.
4. Nature, number, and amount of securities required, and mode of giving them.	Nil.
5. Acts, Laws, or Ordinances, making provision respecting any of the above matters with reference to the sections in which such provision is made.	Nil.
6. Whether house accommodation is available or readily procurable, whether furniture, etc., should be brought from England, and any other particulars of a like nature likely to be useful for the information of candidates.	Yes. Limited amount of furniture is provided by Government.
7. Whether free medical attendance and medicines are provided.	Free medical attention for officer only.
8. Whether and, if so, what rates and taxes are payable.	Income Tax. Government officials are liable for taxation imposed by local enactment.

NAIROBI:

5th July,

1938.

Ad. Wade
 Head of Department
 CHIEF SECRETARY

C. O.

Mr. Paskin 11/5/38
Mr. Jeffries. 11/5
Mr.

Mr.

X Sir H. Moore. 11/5

X Sir G. Tomlinson. 11.5.38

X Sir C. Bottomley. 12.5.

Sir J. Shuckburgh.

+ Permt. U.S. of S. B.J.S.

Parly. U.S. of S.

Secretary of State

O. D.
R 13 MAY
D 14

DRAFT.

Kanya
Conf.
Gov.

16. May 1938.

Sir

4/8

I have the honour to acknowledge the receipt of your confidential despatch No. 68 of the 5th of April on the subject of your proposals for the re-organisation of the Secretariat and to inform you that, after ~~careful~~ consideration of your despatches and the memorandum which you have transmitted to me I am now prepared, subject to the observations in the succeeding paragraphs of this despatch, to approve your recommendations as illustrated provisionally by the diagram, marked E, which formed an enclosure to your despatch No. 82 of the 11th of February. ^(x from overleaf) In my ^{Conf.} telegram No. 48 of the 10th of May, in connection with the issue of additional Royal Instruction, for the reconstitution of the Executive Council, I have already

informed

FURTHER ACTION.

(3)

(10)

informed you that I approve the introduction of the titles "Chief Secretary" and "Financial Secretary". I also approve the retention of the title "Chief Native Commissioner". I recognise, of course, that in matters of detail, and especially as regards the allocation of subjects to the various sections of the Secretariat, your proposals are subject to modification in the light of experience.

is of a part of Dept. Chief Secretary at a salary of £1,350, as per the estimate for salary of a Chief Secretary (in the vacancy) £1,200.

*To x m
prev page.*

2. Before proceeding to discuss your proposals I should again like to place on record my appreciation of the care and thought that has been given, in the Colony, to this most important matter, and to request that an expression of my appreciation may be conveyed to those of your advisers, both official and unofficial, who have been so good as to record their views in the memoranda that you have transmitted to me. They have been of the greatest assistance to me in forming a coherent view of the ramifications of this complicated problem.

3. As stated above, I am now prepared

- C. O.
- Mr.
- Mr. J.
- Mr.
- Mr. E. Mann.
- Mr. G. Toulson.
- Mr. C. Whitney.
- Mr. J. S. Smith.
- Pres. U.S. of S.
- Pres. U.S. of S.
- Secretary of State.

DRAFT.

FURTHER ACTION

(4) prepared to accept your proposals, you are aware, from my despatch No. 126 of the 9th of March, that I have been unable to exclude from my mind some anxiety as to the correlation of the component parts of re-organised machine, and I have to confess that some of my misgivings as to how the machine will work in practice have not yet been wholly resolved. For example, you state in paragraph 3 of your confidential despatch No. 68 of the 8th of April that it is not contemplated that the Governor should be the connecting link between the officers responsible for the proposed three spheres of Government business, but that it is intended that any necessary consultation should take place between them before proposals are submitted to the Governor. It seems to me, however, this will still leave with the Governor, the responsibility for assuring himself that the necessary preliminary consultation has in fact taken place. I have no doubt that for a time after the re-organisation,

(7)

Officer of the Secretariat a direction is issued, it should be in the name of the Governor rather than in that of the Chief Secretary, the Financial Secretary or the Chief Native Commissioner as the case may be.

6. I am in complete agreement with your view that it is essential that the Chief Native Commissioner should not be immobilised by giving him a number of executive functions unrelated to his present duties, and I am glad to observe that this view is reflected in the list of the subjects allotted to him, as shown on diagram E. I understand, however, that, in relation to these subjects, the Chief Native Commissioner will in future be invested with executive authority as part of the scheme of devolution from the Chief Secretary, and that, in his absence, this authority will devolve on to the Deputy Chief Secretary who, in this respect, will act as deputy both to the Chief Secretary and to the Chief Native Commissioner.

7. I turn now to the question of the allocation of functions between the Chief Secretary and the Financial Secretary which has perhaps given rise to

C. O.

Mr.
Mr.
Mr.

Sir H. Moore.
Sir G. Tomkinson.
Sir C. Bottomley.
Sir J. Shackburgh.
Parly. U.S. of S.
Parly. U.S. of S.
Secretary of State.

(7)

DRAFT.

FURTHER ACTION.

to greater differences of opinion than any other part of these proposals. I have given the most careful consideration to the views expressed by Sir Armigel Wade and Mr. Lockhart, and in paragraph 6 of your confidential despatch No. 68 of the 5th of April, and have come to the following definite conclusions. In the first place I consider that the Financial Secretary should be responsible for the preparation of the Estimates and for their introduction into Legislative Council. I contemplate however that his speech, in explanation of the Estimates, should normally follow a speech in which the Governor himself will have given a general review of government policy and of the economic and financial outlook.

8. On the other hand I consider that the Chief Secretary should continue to be the Chairman of the Standing Finance Committee, for a variety of reasons. In the

Original on

38077/58

Telegram from the Secretary of State for the Colonies
to the Governor of Kenya.

Sent 5 p.m., 10th May, 1938.

No. 48. Confidential.

Your confidential despatch No. 57 of 2nd April. I am now prepared to submit draft additional Royal Instructions for the approval of His Majesty in Council amended by substitution of titles of "Chief Secretary" and "Financial Secretary" for "Colonial Secretary" and "Treasurer" respectively. Before going so however I should be glad to learn what arrangements you propose to preserve balance between official and unofficial sides if a meeting of Executive Council is held while Chief Native Commissioner is touring.

Presume that before Additional Instructions are issued you will take steps under Ordinance 8 of 1934 to alter titles of officers concerned.

Despatch follows as regards reorganisation of Secretariat.

AIR MAIL

WHEN REPLYING
PLEASE QUOTE

No. S. D/COM. 4/97/17
AND DATE Vol. II/114



THE SECRETARIAT
NAIROBI
KENYA

CONFIDENTIAL

8th April, 1938

The Colonial Secretary of the Colony and Protectorate of Kenya presents his compliments to the Under-Secretary of State for the Colonies, and has the honour to forward copies of the Memoranda which should have formed enclosures to Kenya Confidential Despatch No. 68 of the 5th April, 1938.

The omission is regretted.

MPD

33

MEMORANDUM ON KENYA CENTRAL GOVERNMENT
REORGANIZATION BY SIR ARMIGEL WADE.

I have been asked for a full expression of my views on the proposed scheme for the reorganization of the Secretariat submitted to the Secretary of State with Kenya despatch No. 82 of 11th February, 1958.

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2. As I understand the scheme, it differs from Sir Alan Pim's scheme in that it leaves the Chief Native Commissioner where he is at present, and differs from the existing organization in that

(a) it transfers to the Financial Secretary a great deal of the work which has hitherto been performed by the Colonial Secretary, and

(b) it introduces via the Financial Secretary an additional channel of communication with the Governor

I cannot see that any adequate reason has been advanced for either change. In my opinion (and as Acting Governor for the periods of some duration I have had opportunities of watching its working) the Secretariat as now organized functions smoothly, quickly and efficiently, and I think it is probably a pity not to leave well alone.

0-6 10.3
5. Major Cavendish-Bentinck, in his memorandum, has related the history of Secretariat development until it reached its present form, and, from the many changes which have taken place, draws the conclusion that the office for many years past has proved unsatisfactory, and that every effort to improve its working has failed. The conclusion which I draw from these same facts is simply

that from time to time it has adjusted itself to changing conditions as occasion demanded : I do not believe that there is any evidence that the office is inefficient at the present time. If the Secretary of State could say that he could not get replies to his despatches, or the Governor that his instructions were not complied with, or the general public that their representations were not attended to, or Heads of Departments that the Secretariat was obstructive rather than helpful, I would, of course, admit the need for immediate reform. I have had no evidence of any such defects and I do not believe that they exist to an unreasonable extent. It follows, therefore, that I do not see any immediate need for reform, and I am not convinced that the proposed reorganization will result in either economy or greater efficiency.

4. The first of the proposed changes to which I have referred above, the transfer of work in connection with finance, was recommended by Lord Moyne for reasons given in paragraphs 103 - 105 of his Report. His arguments, however, appear to have been based on misconceptions of actual facts (as was immediately explained to the Secretary of State by Sir Henry Moore in his despatch No. 586 of 21st June, 1955.) Lord Moyne speaks of the Colonial Secretary as being "responsible for expenditure" and of "divided financial responsibility" between the Treasurer and the Colonial Secretary. Lord Moyne is quoted by Sir Alan Pim in paragraph 159 of his Report, and Sir Alan says :

"To describe the Treasurer as the Chief Financial Adviser to Government (see Colonial Regulation 186) when he has no responsibility in connection with the expenditure side of the Budget is a somewhat unusual application of the term."

Both these experts seem to have arrived at the conclusion that the Colonial Secretary has in some way acquired control of expenditure, and that this control should be shifted from him to the Treasurer. The fact is, of course, that control of expenditure is vested in the Governor and Legislative Council, not in either the Treasurer or the Colonial Secretary, except that the Treasurer besides being the Chief Accounting Officer of Government is the "Chief Financial Adviser to the Governor" (Colonial Regulations 188) and it is the duty of the Treasurer, *inter alia*, "to take care that no payment is made which is not covered by proper authority" (Colonial Regulation 189 (vi).) What the Colonial Secretary does do is, in the preparation of the Estimates, to advise the Governor as to the allocation of available resources, and it has hitherto been considered that, as this allocation must be a matter of policy rather than of finance, it is a proper function of the Colonial Secretary rather than of the Treasurer or Financial Adviser.

(4) 81539
 In dealing with this matter, Sir Philip Cunliffe-Lister, in paragraph 5 of his Circular despatch of 10th June, 1952, said: "It has been suggested to me that the Treasurer, rather than the Colonial Secretary, should as a general rule be responsible for the preparation of the annual Estimates and for their presentation to the Legislative Council. I consider, however, that as the Estimates reflect, and are usually accompanied by a statement of the general policy of Government, the Colonial Secretary should

4.

normally be regarded as primarily responsible for their preparation and presentation, though the assistance of the Treasurer should be invoked and his services made as much use of as possible in the course of their preparation."

5.

That is the procedure that has hitherto been followed in Kenya. I still think that it is a procedure which reflects a policy of common sense, and I have never quite understood why it was reversed by Misc. 470 of January, 1957, though in reversing it the reservation is made that the Financial Secretary "as an officer of the Secretariat will work under the general direction of, and maintain the closest association with, the Colonial Secretary." It is also laid down that "the Financial Secretary should have the right of addressing minutes to the Governor provided that they are sent through the Colonial Secretary, who will be entitled to add his comments. This arrangement is not intended in any way to affect the Colonial Secretary's relations to the Governor, or his responsibilities as the Governor's chief adviser." It is plain, therefore, that in that Memorandum it is not contemplated that there should be generally in Colonial Governments a separate channel of communication via the Treasury, and this brings me to the second change now proposed.

6.

The reason for this proposal seems to be that it is held that it is "physically impossible" for the Colonial Secretary in Kenya to deal with the volume of work which has to pass through his hands, and that the time has come when the "present system should be replaced by one in which

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the various Departments should be grouped under several Secretaries to Government, each Secretary standing in the same relation to the Governor." Sir Alan Pin's proposal for several Secretaries has now become a proposal for two Secretaries and is to that extent less formidable. I cannot help feeling, however, that in the long run, if the two Secretaries are to be really separate, this will mean two Secretariats instead of one. If the Financial Secretary is to do all the work connected in any way with the Budget, which is at present done by the Colonial Secretary and if he is to do this by way of a separate channel, he must have on his staff officers competent not only to put up papers to him in proper form but also to draft despatches for him to approve. This is a much more important matter than is commonly realised; it is far more than an ability to write "with an Oxford accent" and an avoidance of split infinitives. It means the presentation of a case fully and concisely and in the most intelligible form. In my experience the supply of officers with the necessary qualifications is not unlimited. However that may be, and whether my fears are justified or not, I cannot see any satisfactory answer to the query propounded by the Secretary of State in his despatch Kenya 126 of the 9th March: "How far is it contemplated that coordination is to be provided by the Governor as the common link between the three spheres?" (I think under the present scheme it should be two spheres?) This aspect of the matter has been referred to by the Attorney General, who

says in his Memorandum : "It will hopelessly overwork the Governor." I understand that elsewhere a somewhat similar scheme has resulted in decisions being given in effect by a Governor's Secretary, who has had to undertake responsibilities formerly exercised by the Chief Secretary. Whether or not this is so, it seems to me not unlikely to happen in Kenya if the separate channels of communication are maintained, and I doubt if this is a desirable consummation.

7. While, as I have indicated above, I do not myself appreciate the need for any radical change in the Kenya Secretariat system, and am not convinced that anything will be gained by changes along the lines contemplated, I realise that others think differently, and also that the Imperial Government accepted in principle Sir Alan Pin's Report and has been anxious that the Government of Kenya should not adopt only those parts of the Report which happened to be acceptable to it and reject the rest. It seems that some change is inevitable, and I do not wish to be in the least obstructive. It remains to be seen, therefore, how the proposed scheme will work in practice and how far it can be modified if it is in any respect in need of modification.

8. As to the work which is to be transferred from the Colonial Secretary to the Financial Secretary. I confess to considerable uncertainty as to what is intended. In Diagram E enclosed with Kenya Despatch No. 82 of 11th February, 1958, the Clerk to Councils, for example, is shown as being an officer in the channel of the Financial Secretary and as having nothing whatever to do with the

Colonial Secretary. I doubt if this is what is intended, but it is a crucial illustration. At present, the Clerk to Councils is directly in touch with the Colonial Secretary, who approves at his suggestions the Order of the Day for Legislative Council, the agenda for Executive Council, and the minutes for both Councils. There is, of course, a great amount of other work in connection with these Councils, such as the approval of memoranda for circulation, of papers to be laid on the table, of answers to Questions, the wording of motions, and also the decision as to which officers of Government shall be responsible for Bills and other business. It surely cannot be intended that all these duties are to be transferred to the Financial Secretary, and yet this is what the diagram seems to indicate.

9. There is a further difficulty, and I think a real one, and that is in connection with the Standing Finance Committee. That Committee has a dual function: (a) to review the Estimates and to report on the Estimates to Legislative Council; and (b) to consider any matter referred to it by the Governor and to report on such matter to the Governor. The Committee is a select Standing Committee of Legislative Council. Hitherto, the Colonial Secretary has been Chairman of this Committee in both capacities and naturally so, for he has had to introduce the Estimates and has been responsible for taking them through Council, and as the Chief Executive Officer of Government he has naturally been Chairman and has been responsible for the conduct of deliberations on matters referred to it by the Governor. Now if there

is one principle in the scheme of reorganization that is more definite than any other and that admits of no argument, it is that the Colonial Secretary is to be relieved of the work of preparing the Estimates and of the responsibility of taking them through Council. That is plain, not only from Sir Alan Pim's Report but also from Miscellaneous 470, referred to above. Hitherto, the preliminary work of the preparation of the Expenditure Estimates has been done by the Clerk to Councils, who in April or May starts collecting from Heads of Departments their tentative requirements based on the allocations of previous years. From time to time the Colonial Secretary is appealed to to allow or disallow increases or new items to be included for consideration; before disallowance, the Colonial Secretary naturally consults the Head of Department concerned. Concurrently with this process the Treasurer is consulted from time to time as to the revenue prospects. When the Estimates have reached a stage at which consideration of the whole picture is possible, the Colonial Secretary calls together an informal committee (which has come to be known as the Blue Pencil Committee) consisting of himself, the Treasurer, and Chief Native Commissioner to go through them item by item with the Heads of Departments and Provincial Commissioners. As the result of this, a draft is prepared for presentation to the Governor (who has, of course, been kept familiar with the situation and has from time to time given directions on matters of importance.) When the Governor has agreed, the Estimates are referred to Executive Council for information and for any advice which Council may wish to offer on general principles. The Colonial

Secretary then moves in Legislative Council that they be referred to the Standing Finance Committee, at the same time presenting a memorandum on the Expenditure side. The Standing Finance Committee considers them in detail and reports. The Colonial Secretary then moves that the Report of the Standing Finance Committee be adopted. I take it that under the reorganization the same procedure will be followed, except that the Financial Secretary will take the place of the Colonial Secretary at every stage. This will mean -- I think it must mean -- that the Financial Secretary will be Chairman of the Standing Finance Committee, at least for purposes of Estimates, and if for those purposes then I think for all purposes. It has been suggested that the Colonial Secretary should remain Chairman, but this would mean inter alia that the Financial Secretary would move the adoption of a Report for which the Colonial Secretary would be mainly responsible; moreover, it would seem to be illogical that the Financial Secretary should be responsible for the Estimates on all occasions except during the committee stage.

10. It may seem curious that the Colonial Secretary should be dissociated from a Committee which plays so large a part in the framing of Government's policy, but it seems to me that this is the logical and inevitable conclusion of the arguments advanced by the Secretary of State and Sir Alan Pim. The former, in his Confidential Despatch No. (3) of 25th March, 1937, says: "Both Sir Alan Pim and I have much the same object in view, namely, to provide a real Financial Adviser and to relieve the Colonial

Secretary of much of his financial responsibility." Sir Alan Pim says : "I agree therefore with the view of Lord Moyne in paragraphs 103 - 105 of his Report on Certain Questions in Kenya that the ultimate responsibility for advising the Governor regarding the allocation of expenditureshould be vested not in the Colonial Secretary but in the Treasurer In such a position the Treasurer might be designated more appropriately as Financial Secretary" (paragraph 139 of the Pim Report.) As I have pointed out in paragraph 4 above, the allocation of expenditure has hitherto been regarded as a matter not of finance but of policy, and to this extent the present proposals are revolutionary. There seems, however, to be no room for doubt as to what the Secretary of State intends, and that is that this responsibility should be transferred to the Financial Secretary. In practice, I doubt if the change will be as revolutionary as it sounds, for I expect that the Financial Secretary will be only too glad to consult with the Colonial Secretary on any matters of importance.

11. I think that the Clerk to Councils must continue to do the preliminary work. As Clerk to both Councils, he is familiar with all stages of preparation and consideration of Estimates, and as secretary to the Standing Finance Committee he is armed with a mass of information as to detail which is in the possession of no one else. Moreover, as a matter of Secretariat arrangement, it is convenient that he should do this work, which is in effect his

main preoccupation between the sessions of Legislative Council. The Clerk to Councils will, therefore, minute up to the Colonial Secretary in his work connected with Councils other than financial work, and in his financial work he will minute to and receive instructions from the Financial Secretary.

12. I believe that it is essential to the success of any arrangement of this kind that the Financial Secretary should be accommodated in the same building as the Colonial Secretary and should in fact be part of the same organization. This is consistent with the view of the Secretary of State who in paragraph 4 of Miscellaneous No. 490 referred to above, says :

"Under this conception the financial officer in a large Colony, whose position would be suitably indicated by the title 'Financial Secretary' will form with his immediate staff, an integral part of the Headquarters establishment of the Government. This officer should not be separate from, but should actually form part of the central Secretariat."

I believe this amalgamation to be no less necessary for the successful operation of the "additional channel of communication." I am not quite clear how the "additional" channel is meant to work in practice. From diagram E it looks as though the Financial Secretary and Colonial Secretary would have separate staffs and that neither need necessarily know what the other is doing. The only person who would know is the Governor. I cannot believe this to be sound. In any case it would be expensive and would overwork the Governor (as I have tried to explain in paragraph 6 above.) If the Financial Secretary is to belong to the Secretariat then I think he must become one of the Secretariat staff and must be subordinate to the

Colonial Secretary. If only for purposes of discipline there must be one officer ultimately responsible for the office staff. The situation would be hopeless if the staff served two masters of equal status. But apart from discipline, economy in the system of communication seems to demand that there shall be one staff, one register and one set of files, for all of which the Colonial Secretary must be responsible. This means that communications to the Governor, requiring decisions on matters of importance, will normally go via the Colonial Secretary who will have the last word in the approach to the Governor.

15. I do not think that this need mean that all communications from the Financial Secretary to the Governor must go through the Colonial Secretary. There is no particular point in the Colonial Secretary seeing requisitions to incur Expenditure, or in many cases Special Warrants, and there are many other matters listed under the Financial Secretary in Diagram E on which the Colonial Secretary's advice will not be wanted. The Financial Secretary will have to use his discretion as to what goes through the Colonial Secretary and what goes direct to the Governor. He should have authority to deal finally with financial and departmental matters put up to him through the Secretaries in accordance with Diagram E. In such cases I think he should sign as Financial Secretary (not "for Colonial Secretary.") This will not prevent him from signing "by direction" when he is conveying some decision, not of his own as Financial Secretary, but of Government.

14. I realise that the scheme does not bear much resemblance to Sir Alan Pim's scheme of several secretaries "each standing in the same relation to the Governor" but it seems to be what the Secretary of State wants in Miscellaneous 470, it will, I hope, relieve the Colonial Secretary of some of his more onerous work, it will confer on the Financial Adviser a semi-independent status, and given good-will and reasonable office accommodation I see no reason why it should not work satisfactorily.

15. I have some misgivings as to whether we shall always have at £1,000 per annum a Deputy Financial Secretary who will have the experience and other qualifications necessary to enable him adequately to act for the Financial Secretary. This difficulty (if it is a real one) might be got over by arranging the leave of the Financial Secretary so that the latter is always in Kenya for the Budget session.

16. I prefer the title Chief Secretary to that of Colonial Secretary -- the reason for the change was, presumably, the change in status from Protectorate to Colony.

A. d. V. Wade
COLONIAL SECRETARY.

28th March, 1938.

3. The following comments are offered on the scheme for the reorganization of administrative Headquarters contained in His Excellency's Despatch No. 82 of the 11th February, 1958.

2. This scheme, as in the case of others dealing with the same subject, reallocates work amongst an existing, or reduced, staff. No reduction of work is achieved.

3. The work consists, in the first place, in presenting the matters for decision. It can, presumably, be accepted that the number of Assistant Secretaries proposed and the existing Secretariat organization are adequate to ensure the efficient presentation of the questions to be answered, with the views of the interested departments, etc. It then remains to give the answers.

4. The organization proposed seems to me to be suitable for obtaining prompt decisions on all matters not of sufficient importance to be referred to the Governor and co-ordination up to this point would be secured as it is now. It would be the duty, for example, of the Chief Native Commissioner, Deputy Chief Secretary or Assistant Chief Secretary (as the case might be) to obtain the advice of the Financial Branch on any matter in their spheres involving financial or economic issues.

5. It is a defect of the existing organization that the Treasurer is not sufficiently in touch with what is going on. He cannot function efficiently unless he sees all inward and outward despatches and telegrams and deals with the general

issues with which he is concerned on the Secretariat files and not by inter-departmental correspondence. (Such has always been the practice in my experience but I appreciate that there may be good reasons in Kenya for departing from Colonial Regulation 145 and that the distance between the Secretariat and the Treasury makes co-ordination difficult.) This defect will be remedied by the reorganization proposed, but there seems to me the danger of another defect developing; namely, that the Chief Secretary may not be sufficiently in touch with all that is going on.

6. For this reason I suggest that papers which the Financial Secretary and Chief Native Commissioner find it necessary to put up to the Governor should be minuted through the Chief Secretary unless of a routine character. It may be argued that by preserving the "single-channel" system the strain on the Chief Secretary will not be relieved. This is not my view. I am not suggesting that the Financial Secretary or the Chief Native Commissioner should be required to accept any less responsibility than is now proposed. It therefore follows that these officers would put forward to the Chief Secretary only such matters as require, in their opinion, the decision of the Governor and the papers would normally go forward to the Governor in each case. The Chief Secretary would, however, acquaint himself with the questions at issue and he would, at an early stage, record his views. It may be presumed that papers on questions of importance would normally indicate that the matters had been discussed and agreement reached. It is true that this change would involve

the Chief Secretary, as is now the case, in the study of all subjects coming before the Governor. On the other hand, the volume of papers reaching him should be reduced since the "multiple channel" system would still obtain for all matters now disposed of by the Colonial Secretary personally. The channels would unite only in presenting advice to the Governor.

7. It would not be necessary for the executive responsibility for all decisions emanating from the Secretariat to be assumed by the Chief Secretary. If the Financial Secretary and Chief Native Commissioner are to function as part of the Secretariat (as, in my view, they must,) it would be necessary, as a matter of convenience, for all communications to the Central Government to be addressed to the Chief Secretary. All communications to the Colonial Office are addressed to the Under Secretary of State. Outward communications could also follow Colonial Office practice, i.e. they could be referred to as Secretariat letters; be issued by direction of the Governor; and be signed by the officer issuing them. I have no objection whatever to signing "for Chief Secretary" but the change in organization would, perhaps, be better indicated if titles are omitted.

8. The allocation of subjects set out in the scheme is a matter on which I am unable at present to advise. I note from paragraph 10 of the despatch that subjects which may be termed "development" are provisionally allotted to the Deputy Chief Secretary who is to be Chairman of the Standing Board of Economic Development. I have always understood economic development to be a subject with which the Treasurer is closely concerned.

9. Subject to the modifications suggested in paragraph 6 above, I see no reason why the organization proposed should not function smoothly and efficiently, and achieve the advantages aimed at by Sir Alan Pin.

C.R. Lockhart.

25.5.58.

CONFIDENTIAL



75
GOVERNMENT HOUSE
NAIROBI
KENYA

5 April, 1958

REC'D
11 APR 1958
D.S.

Sir,

In accordance with the terms of the third paragraph of your despatch No. 126 of the 9th March, 1958, I have the honour to transmit for your consideration the two accompanying Memoranda which furnish a full expression of the views of Sir Armigel Wade and Mr Lockhart, respectively, on the proposed plan of the Re-organization of the Kenya Secretariat which was set out in the diagram forming Accompaniment "B" of my despatch No. 82 of the 11th February.

2. Although I do not propose to comment in detail on these two communications, I should like to repeat that in my view the advantages of the proposed reorganization outweigh any apparent disadvantages, and that although the present Secretariat is carrying out its functions satisfactorily, I still feel that reorganization on the lines proposed will enable it to function with greater efficiency.

5. With reference to the questions asked in the fourth paragraph of your despatch under reply, as regards (i) I consider that satisfactory coordination between the spheres allocated under the proposed plan to the Colonial Secretary, the Financial Secretary and the Chief

Native ...

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

Native Commissioner, should be ensured by mutual consultation between those officers; and as regards (ii), it is not contemplated that the Governor should be the connecting link between the officers responsible for each of the three spheres. It is intended that any necessary consultation should take place before papers requiring a decision from him are submitted.

4. I am fully prepared to admit that for the first twelve months a certain amount of over-lapping and lack of coordination is likely to occur, and that some additional work will temporarily fall on the shoulders of the Governor. This is inevitable in any reorganization and I am prepared to face these temporary difficulties in order to achieve greater efficiency in the future. I do not consider that the ultimate effect will be to transfer the burden from the Colonial Secretary to the Governor.

5. In conclusion, I shall be glad if I may be furnished with an expression of your views on the subject of the appointment of a Chairman of the Standing Finance Committee. It will be appreciated from the ninth and the succeeding paragraphs of Sir Armigel Wade's Memorandum that this problem is one which has given rise to considerable discussion, and since, in accordance with the provisions of Rule 52 (X) of the Standing Rules and Orders of the Kenya Legislative Council, the Committee expired automatically on the dissolution of....

of the late Council and, in consequence, its re-
appointment will be one of the first duties of the
new Council, which opens on the 8th April, it is
one on which a decision is a matter of immediate
urgency.

10/107 38297/37

6. As you are aware, the Standing
Finance Committee consists of eight members, three
of whom are officials with the Colonial Secretary
as Chairman. In order to make effective the re-
commendation contained in your Confidential des-
patch No. (5) of the 25th March, 1957, that a real
financial adviser should be provided and that the
Colonial Secretary should thereby be relieved of
much of his financial responsibility, I am of the
opinion that the Financial Secretary should be chair-
man of the Committee in place of the Colonial
Secretary who should also cease to be a member.

This implies that the Financial Secretary
must be fully aware of the general policy of
Government. I am satisfied that this will be so
since, in the first place, he is a member of the
Executive Council in which all matters of major
importance are discussed, and in the second place,
he will, of course, be working in the closest touch
with the Colonial Secretary. Were the Colonial
Secretary to remain as chairman he would be in the
somewhat peculiar position of being responsible
for the Committee's report on the Estimates, the
adoption of which the Financial Secretary would
have to move and support in Legislative Council.

In ...

In this and in other directions it would mean divided responsibility and neutralize some of the advantages of the proposed reorganization. If the Colonial Secretary no longer sits on the Standing Finance Committee he is freed from an arduous duty and will have more time to devote to problems of constructive development.

I have the honour to be,

Sir,

Your obedient, humble servant,

R Brooke-Polham

AIR CHIEF MARSHAL
GOVERNOR

The Secretariat,

Nairobi,

Kenya Colony

12th March, 1938

Dear Dawe,

3. On the 11th February we sent you a despatch giving the Governor's views on Secretariat reorganization. I quite realise that it may be some time before the Colonial Office can arrive at a decision on all the points raised, so please do not take this letter to be in any sense a reminder or an attempt to stir you up to unreasonable expedition. There is one point, however, on which you may perhaps be able to give me advance information, and that is whether the proposal for a Deputy Colonial Secretary at a salary of £1,250 has been or will be or is likely to be accepted. If it is accepted, I am pretty certain that Sir Robert means to recommend Beresford Stooke for the post, and to recommend him very strongly. Everybody thinks very highly of his work, and I think there can be no doubt whatever that he would be eminently suitable. His appointment would also solve the practical difficulty of what to do with

A. J. Dawe, Esq., O.B.E.,

Colonial Office,

London

him/

him, for we don't in the least want to lose him from Kenya now that we have just got him back. If you could give me a hint as to whether this recommendation is likely to be accepted that would also be very useful. To be quite frank, it would not suit us a bit if the C.O. were to seize on the retention of the post of Deputy C.S. as a heaven-sent opportunity to move in somebody from elsewhere. I quite realise that there may be a number of good candidates deserving of promotion who might be thought to have a good claim, but our Governor has not yet been here for a year, I shall be departing to my well-earned rest in the near future, and I do think that it is most desirable that we should have a Deputy C.S. who knows a good deal about the Colony.

If, therefore, you can either discreetly or indiscreetly give me some idea of the lie of the land, I shall be very grateful.

Yours sincerely,

Ambrase

him, for we don't in the least want to lose him from Kenya now that we have just got him back. If you could give me a hint as to whether this recommendation is likely to be accepted that would also be very useful. To be quite frank, it would not suit us a bit if the C.O. were to seize on the retention of the post of Deputy C.S. as a heaven-sent opportunity to move in somebody from elsewhere. I quite realise that there may be a number of good candidates deserving of promotion who might be thought to have a good claim, but our Governor has not yet been here for a year, I shall be departing to my well-earned rest in the near future, and I do think that it is most desirable that we should have a Deputy C.S. who knows a good deal about the Colony.

If, therefore, you can either discreetly or indiscreetly give me some idea of the lie of the land, I shall be very grateful.

Yours sincerely,

Admiral

C. O.

Mr. Dawe.

Mr.

Mr.

Sir H. Moore.

X Sir G. Tomlinson. 8.3.38

X Sir C. Bottomley. 8.3.38

Sir J. Shuckburgh.

+ Perm. U.S. of S.

Parly. U.S. of S.

Secretary of State.

C. D.
R. P. MAR
13.3.38

Jettres 7/3

38297/38. Kenya.

Downing Street.

9 March, 1938.

Sir,

(3)

DRAFT.

KENYA.

NO. 126.

GOVERNOR.

I have etc. to acknowledge the receipt of your despatch No. 82 of the 11th February on the reorganisation of the Secretariat.

2. I note that you propose to consult Sir Arnigel Wade and Lockhart, and to inform me of any modifications which either of them may consider necessary in the plan forwarded in your despatch.

3. I read with interest the helpful contributions to this subject made in the memoranda by the Attorney-General, the Acting Chief Native Commissioner and Major Cavendish-Bentinck: and I appreciate the care and thought which have been given

FURTHER ACTION.

given to the formulation of the scheme propounded in your despatch. Before I give a decision I shall wait to learn whether Sir Armigel Wade or Mr. Lockhart wish to suggest any modifications. They will both bring valuable experience to the consideration of the subject: and as they will be two of the officers most closely concerned in working any new system I feel that a full expression of their views will be of great help in devising a practicable arrangement.

4. In the meantime I will offer only the following comments. I agree that the plan recommended in your despatch is preferable to that proposed by Sir Alan Pim, but I feel that there are two fundamental points with regard to it on which I should be glad to have further elucidation:-

It is obvious that if the proposed plan is to work satisfactorily there

C. O.

Mr.
Mr.
Mr.

Sir H. Moore.
Sir G. Tomlinson.
Sir C. Bottomley.
Sir J. Shuckburgh.
Parly. U.S. of S.
Parly. U.S. of S.
Secretary of State.

DRAFT.

FURTHER ACTION.

there must be some provision for adequate co-ordination between the spheres allocated under it to the Colonial Secretary, the Financial Secretary and the Chief Native Commissioner. Sir Alan Pim in paragraph 142 of his Report appears to take the view that this co-ordination would be provided by mutual co-operation between the three officers and by consultation in the Executive Council or with the Governor. Can it be considered that this will satisfactorily solve the problem of co-ordination?

(ii) How far is it contemplated that co-ordination is to be provided by the Governor as the common link between the three spheres? It is obvious that it would frequently be necessary for the Governor to consider

consider the repercussions on the other two spheres of decisions taken with regard to matters falling within one sphere: and the Governor, before taking a decision, will, therefore, no doubt wish to have before him the views of the officers responsible for each of the three spheres. If it has to rest with the Governor himself to ensure that the views of the three officers are placed before him and co-ordinated, without the assistance of an officer whose business it is to review the matter from the standpoint of the Government as a whole, will not this transfer to the Governor much of the strain which is at present thrown on the Colonial Secretary, and thus defeat the object aimed at, namely, the increased efficiency of the governmental machinery?

I have, etc.

(Signed) W. ORMSBY GORE.

KENYA
No. 82



58
3
GOVERNMENT HOUSE
NAIROBI
KENYA

// February, 1938.

RECEIVED
GOVERNMENT HOUSE
NAIROBI
KENYA

Sir,

(6) on 38294/37

I have the honour to refer to your despatch Confidential (5) of the 25th March, 1937, on the subject of the proposed reorganization of the Secretariat.

2. So many points have been raised and so many different views expressed during the lengthy discussions of this matter by Executive Council that I feel that, in order to enable you to appreciate the situation in all its aspects, I cannot do better than transmit to you copies of the various papers which have been submitted to and considered by Executive Council on this subject during the past two months.

Handwritten initials

3. These papers consist of :

A. An initial memorandum prepared on my directions as a basis for discussion. This memorandum is accompanied by a diagram and a comparative financial statement, and proposes a triple Secretariat (or Central Government Offices) on lines similar to Sir Alan Pin's plan;

B...

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

B. A memorandum by the Acting Chief Native Commissioner, advocating the retention of the advisory status of the Chief Native Commissioner's post. This memorandum and those mentioned below (as C and D) were prepared after Executive Council had considered that marked A.

C. A memorandum by the Attorney General.

D. Two memoranda by Major Cavendish-Bentinck.

4. Consideration of these documents will show that, whatever the new organization is to be, it can scarcely be Sir Alan Pim's. In the first place, I have been much impressed by Mr Hosking's arguments, with which Mr Montgomery generally agrees. It might at first sight appear that the elevation of the post of Chief Native Commissioner to that of Secretary for Native Affairs, with a salary of £1,750 per annum, would enable this officer to carry greater weight and would ensure more effective recognition of native affairs in the counsels of Government. On a closer examination, however, it becomes clear that to immobilize this officer by giving him a number of executive functions outside his present duties is not only to deprive the Governor of valuable up-to-date information and advice and to remove an important personal link between Provincial Commissioners...

Commissioners in matters of native administration, but also seriously to impair the influence which must belong to a Chief Native Commissioner speaking with up-to-date personal knowledge of things as they are on the spot.

5. Secondly, whereas Sir Alan Pim took a grouping of Departments as the basis of reorganization and division of duties between the three Secretaries, it is clear that such a basis (as distinct from that of subjects) cannot be adopted until matters have gone considerably further in the direction indicated by Major Cavendish-Bentinck, who is, in his first memorandum, considerably ahead of practical politics.

6. In Uganda and Tanganyika, what I may call the "single channel" system has been maintained. The Financial Secretary signs "for Chief Secretary" and the extent to which the Financial Secretary deals direct with the Governor is a matter for arrangement with the Chief Secretary. I am personally in favour of the "multiple channel" system. During the discussions in Executive Council it was stressed that the present machinery of Government in Kenya works smoothly and efficiently, and my experience enables me to endorse this view. I am, however, strongly of the opinion that this success comes about in spite of and not because of the present system. As Government in this Colony becomes more complicated and subjects multiply...

multiply, the strain on the existing machine will reach breaking point, and individual units which are already overworked will be unable to cope with the further demands made on them.

7. The accompanying diagram (marked E) illustrates the plan which I now recommend for your consideration. I have not had an opportunity of obtaining the views of Sir Armigel Wade or Mr Lockhart on this plan, but I propose to consult them as soon as possible and to inform you of any modifications which either of these officers may consider necessary. Details will have also to be discussed with them.

8. The organization shown in this diagram differs from the present organization in that the Financial Secretary is brought in as an additional channel. The addition of a seventh Assistant Secretary represents the transfer of one officer from the Local Government Lands and Settlement Department.

I personally favour the title of "Chief Secretary" in preference to that of "Colonial Secretary," which beside that of "Financial Secretary" appears to me to have lost its meaning. I hold no strong views on the point. I consider, however, that in view of the proposed reduction in his responsibilities the salary of the post of Chief Secretary should be reduced, for future holders, from £2,200 to £2,000 per annum.

10. I consider it desirable that one of the two posts directly under the Chief Secretary should be held by an officer of sufficient seniority as to be able to act as Chief Secretary whenever necessary, so as to preserve continuity as far as possible, and also to act in his stead as chairman of some of the statutory boards and committees which now occupy so large a proportion of the Chief Secretary's office hours. I have therefore retained the post of Deputy Chief Secretary with salary at the rate of £1,350 per annum. In this connection, you will observe that the subjects provisionally allotted to the Deputy Chief Secretary and Assistant Chief Secretary have been classified as far as possible under heads which may be termed "development" and "law and order" respectively. It is my intention that the Deputy Chief Secretary should be Chairman of the Standing Board of Economic Development (which I hope may become a more alive body than it is at present on the adoption of proposals now under consideration and on which I shall address you separately in due course,) and should also keep closely in touch with semi-official bodies such as the Coffee and Wheat Boards and with the other bodies representing organised industry in the Colony.

11. The salary of the post of Chief Native Commissioner would remain the same as at present, namely, £1,450 per annum. The total...

total cost of the proposed organization would be approximately £2,000 per annum less than the present sanctioned establishment, taking into account (a) the proposed abolition of the posts of Commissioner for Local Government, Lands and Settlement and Commissioner of Mines and the proposed creation of a new post of Commissioner of Lands and Mines at a salary of £1,350 per annum, (b) the proposed creation of a post of Accountant General (in place of Principal Assistant Treasurer) at a salary of £1,000 per annum, and (c) the fact that the post of Assistant Colonial Secretary (£1,000 per annum) is in abeyance.

12. As regards arrangements for acting appointments, I have already indicated in paragraph 10 above that the Deputy Chief Secretary should act for the Chief Secretary. I propose that, ordinarily, the Deputy Financial Secretary should act for the Financial Secretary and a Provincial Commissioner for the Chief Native Commissioner. This arrangement will, in my opinion, result in the least disturbance of the office.

13. For the present it appears that (with the possible exception of the Local Government section) the duties of Assistant Secretaries must continue to be carried out by Administrative officers, but it should be possible in time to fill, say, three of these posts from the Local Civil Service, as suggested by Sir Alan Pin.

14...

14. I shall be glad to learn as soon as possible whether the plan now proposed commends itself to you generally.

I have the honour to be,

Sir,

Your obedient servant,

Bruce-Popham

AIR CHIEF MARSHAL
GOVERNOR.

A

PROPOSALS REGARDING CENTRAL GOVERNMENT
REORGANIZATION.

The attached diagram shows the proposed reorganization of the Central Government Offices in which the present Secretariat is reorganized into three Branches, to be placed under the charge of the Chief Secretary, the Financial Secretary and the Secretary for Development and Native Affairs respectively.

2. There is too much centralisation of work in the person of the Colonial Secretary. He is the one channel through which subjects are submitted to the Governor or the Executive Council for decision, and that channel tends to become congested. Further, owing to the amount of detailed work he has insufficient time to think ahead. The main purpose of these proposals is to distribute the work amongst three Secretaries. It is hoped by this means that each will have sufficient time for planning ahead, for seeing actual conditions in the country, and for constructive planning in advance. It is also hoped that projects to be put up by Heads of Departments either to the Governor or to the Executive Council will have been investigated more thoroughly than in the past and will require merely a straight decision.

3. Sir Alan Pim, in paragraph 146 of his Report, contemplated a similar system, but the grouping now proposed is different from his. Fundamentally, the proposal is to divide the subjects into three classes - Human, Material and Financial. Under the head of Human, for instance, would come educational and medical subjects. Under Material would come agriculture and veterinary work. It has not been found possible to carry this out to the logical conclusion, partly owing to the necessity for having one of the Secretaries definitely responsible for Native Affairs, and partly in order to balance the work to some degree between the three Secretaries.

4. The basis upon which it is proposed that work and responsibility should be divided between the three Secretaries is that of subjects. The adoption of this basis will in fact result in an affiliation of Departments in groups to their own Secretaries. For example, since the Chief Secretary will deal with education, the Director of Education will normally seek and obtain directions from the Chief Secretary. On a subject, however, for which another Secretary is responsible, such as the obtaining of land as a site for a school, it may be convenient for him to deal with the Secretary to whom the Land Department is affiliated. Similarly, on a question of the pensionable status of an officer, he would seek and obtain directions from the Financial Secretary. In each case, by whichever Secretary the reply is issued, the direction is that of the Governor.

5. There will thus be three Secretaries each of whom may issue directions on the Governor's behalf. It is obvious that, unless there is the closest co-ordination between them, the danger arises of the issue of conflicting directions. Such co-ordination can only be achieved by close personal contact not only between the three Secretaries but between their respective subordinate officers, by the introduction of a Central Registry and by providing that all decisions issued affecting a Department shall be communicated to the Secretary in whose group that Department falls.

6. The present proposal goes further than the new system adopted in Uganda and Tanganyika, where all directions issued from the Secretariat, although made possibly by the Financial Secretary or the Administrative Secretary, go out as from the Chief Secretary. The Uganda and Tanganyika system does not relieve the Chief Secretary of responsibility, whereas it is the aim of the Kenya proposals to remove from the Colonial Secretary a part of his present too heavy burden.

7. The scheme requires that the Financial Secretary, his Assistant and his staff should be housed in the Secretariat building. This cannot be arranged unless an addition is made to the building to accommodate at least one officer and the Central Registry (vide paragraph 153 Pim Report). A temporary annex to the existing block of buildings built in wood and iron is estimated to cost roughly £750.

8. The institution of an efficient Central Registry for an office which deals with 260 inward and outward letters and telegrams a day (apart from numerous minutes and memoranda) requires the services of an officer skilled and specially trained in this work, if the chaos resulting from past reorganizations is to be avoided. It will be economical in the long run to obtain on secondment for a period of two or three years an officer capable of organising and taking charge of the new Registry. (vide paragraph 159 of Pim Report).

9. Sir Alan Pim in paragraph 150 of his Report compared his proposed organization with the present organization as follows:-

	<u>Sir A. Pim</u>	<u>Present</u>
	£	£
Colonial Secretary	2,000	2,200
Financial Secretary	1,750	-
Treasurer	-	1,450
Secretary for Native Affairs	1,750	-
Chief Native Commissioner	-	1,450
Commissioner for Local Government, Lands and Settlement	-	-
Deputy Colonial Secretary	-	1,350
Senior Asst. Colonial Secretary (vacant)	-	1,350
Three Asst. Secretaries at £920 p.a.	-	1,200
Six Section Officers	2,760	-
(3 @ £600 and 3 @ £660 p.a.)	3,780	-
C.F.	<u>£12,040</u>	<u>£9,000</u>

	Sir A. Pim	Present
Brought forward	£ 12,040	£ 9,000
Six Section Officers at £720 p.a.		4,320
	<u>£12,040</u>	<u>£13,320</u>

10. The resultant saving (excluding concealed emoluments) was thus estimated by Sir Alan Pim to amount to £1,280 per annum but it must be remembered that his scheme was one of long range, which he realised himself could not be introduced with immediate economy to this extent, as he did not envisage any retrenchments of existing officers or reduction of their salaries. Moreover, as his comparison related only to the Central Government Office, he omitted the existing posts of Principal Assistant Treasurer and Commissioner for Local Government, Lands and Settlement.

The attached statement has been prepared with a view to shewing not only the financial effect of the proposals contained in this memorandum upon Secretariat Estimates but the effect on any Departmental Estimates concerned. Column D of the statement therefore includes not only the establishment proposed by Sir Alan Pim for the Central Government Office but also certain other provision which he apparently envisaged would continue to be made in Departmental Estimates.

11. Although a comparison of columns D and E of the statement shews that the cost of the organization now proposed would be £1090 more than Sir Alan Pim's suggested organization, the cost of the organization now proposed should ultimately be approximately £1982 less than that of the present establishment, namely the difference between the total of columns C and E.

12. All the changes involved cannot be made effective at the beginning of 1938, and the financial effect, in practice, of the proposed reorganization on 1938 Draft Estimates cannot be calculated with accuracy. It will be seen from comparison of columns B and F that the total additional provision required to be inserted for 1938 to give effect to the full scheme is £1,380. This figure does not include any provision for the Registry Officer referred to in paragraph 8 or the £750 required for a new building. The total provision made in 1938 Estimates would then amount to £16,997, which is £802 less than the corresponding provision made in 1937 Estimates, and £1035 less than present sanctioned establishment. It may not be practicable to combine the Lands and Mines Departments at the beginning of the year, and the post of Deputy Colonial Secretary will not be vacated until March.

It will be seen that it is proposed that for the present the posts of Section Officer should continue to be held by officers on overseas terms of service and that the tentative proposals made by Sir Alan Pim in paragraph 149 of his Report have not been followed. At present the five Administrative Officers

Officers acting as Section Officers draw pay at the rates of £880, £720, £720, £720 and £695 respectively, while the Local Government officer draws £720.

The date on which the post of Secretary for Development and Native Affairs will be filled and the salary of the post are both uncertain factors.

13. The grouping or affiliation of Departments which would follow from the allocation of subjects shown in the diagram is:-

Colonial Secretary

Education
Medical
Military
Kenya Royal Naval Volunteer Reserve
Legal
Judicial
Police
Prisons
Printing and Stationery
Registrar General
Government Analyst.

Financial Secretary.

Accountant General
Inland Revenue Department
Audit
Customs
Posts and Telegraphs
Public Works
Coast Agency.

Secretary for Development and Native Affairs.

Agriculture
Veterinary
Lands and Mines
Forest
Game.

It will be observed that the Administration Department, of which the Chief Secretary will continue to be the Head, is unallocated.

14. The Assistant Financial Secretary would be Chairman of the Land Bank Board (vice the Treasurer). The Assistant Secretary for Development and Native Affairs would be a member of the Coffee Board (vice the Treasurer).

GOVERNOR

FINANCIAL SECRETARY.

COLONIAL SECRETARY.

SECRETARY FOR DEVELOPMENT AND NATIVE AFFAIRS.

ASSISTANT FINANCIAL SECRETARY.

ASSISTANT COLONIAL SECRETARY.

ASSISTANT SECRETARY FOR DEVELOPMENT AND NATIVE AFFAIRS.

*Pay Pensionable Posts
Terms of Service*

Discipline Administrative positions.

ASST. SECRETARY (G).

ESTABLISHMENT OFFICER (S).

ASST. SECRETARY (A).

ASST. SECRETARY (B).

ASST. SECRETARY (C).

ASST. SECRETARY (P).

Local Government.
Public works (other than roads and water).
Posts and Telegraphs.
Electric Power.
Townships and Trading Centres.

Establishment, including all matters personally affecting officers.
Terms of Service.
Pensionable posts, allowances, etc.
Filling of vacancies.
Control of Central Government Posts.
Administrative positions.

Ceremonial.
Consular.
Foreign Relations.
Education.
Defence.
Military.
Prisons.
Police.
Immigration.
Vagrancy and Repatriation.
Distinguished Visitors.

Blue Book and Annual Reports.
Constitutional.
Local and Judicial.
Registrar-General.
Legislation (misc.).
Film censorship.
Press and Printing.
Press Officer.
Medical.
Government Analyst.
Meteorological.
Transport
(a) Railway.
(b) Aviation.
(c) Roads.
(d) Lake.
(e) Ocean.
Marine and Harbour.
Housing.

Agriculture.
Veterinary.
Land and Survey.
Settlement.
Mines.
Town Planning.
Publicity.
Water.

Native Administration.
Labour.
Forests.
Game and Fisheries.
Local Native Councils.
Languages.

ASST. ESTABLISHMENT OFFICER.

REGISTRY.

See p 76 of Sir P. Report

Polls marked X on these will be included in the draft report of Sir P. Report, when "Pensions Organisation" is decided on.

Name of Post	Present cost as shown by Sir A. P.M., 1936.	Provision in Estimates, 1937.	Present Establishment, 1937.	Establishment proposed by Sir A. P.M.	Establishment now proposed.	Provision necessary in 1938 as stated to give effect to Column B.	Provision made in 1937 Estimates.
	£	£	£	£	£	£	£
1. Colonial Secretary	2,200	2,200	2,200	2,600	2,000	2,200	2,200
Chief Secretary	-	-	-	-	-	-	-
2. Deputy Colonial Secretary	1,350	1,350	1,350	-	-	1,350	1,350
Assistant Chief Secretary	-	-	-	-	-	-	-
3. Senior Assistant Colonial Secretary	1,200	1,200	1,200	920	1,200	1,200	-
4. Assistant Colonial Secretary	-	-	-	-	-	-	-
5. Establishment Officer (Five)	720	720	720	-	-	-	-
6. Section Officers (Five)	3,600	3,600	3,600	580 X	780	920	920
7. Treasurer	1,450	1,450	1,450	1,320 X	(Six) 4,820	(Six) 4,877	(Five) 4,439
Financial Secretary and Treasurer	-	-	-	1,750	1,700	1,600	-
8. Deputy Treasurer	-	-	-	-	-	-	-
Assistant Financial Secretary	-	-	-	920	1,000	1,000	1,000
9. Financial Assistant Treasurer	-	-	-	-	-	-	-
Accountant General	-	-	-	-	-	-	-
10. Chief Executive Commissioner	1,450	1,450	1,450	-	-	-	-
Secretary for Development and Native Affairs	-	-	-	2,750	1,700	1,600	-
11. Assistant Secretary for Development and Native Affairs	-	-	-	920	1,000	1,000	-
12. Commissioner for Govt. Lands and Settlement	1,350	1,350	1,350	-	-	-	1,350
Commissioner of Mines and Quarries	-	-	-	1,200 X	-	-	1,200
13. Local Government Officer	720	720	720	-	1,350	1,350	-
	23,320	23,320	23,320	13,140	16,050	16,997	17,799

Notes.

- 1/ Sir Alan P.M. does not include a position of Senior Officer to deal with Local Govt. matters in his scheme of the Central Government Office. His recommendations implied the abolition of the corresponding post now existing in the Local Govt. Lands and Settlement Department.
- 2/ Middle point of scale.
- 3/ Middle point in scale £16.0 by 550 to £1750.

SECRETARIAT REORGANIZATION.

B 71

If the main purpose of reorganization is to reduce the excessive burden of work falling on the Colonial Secretary, that purpose might be achieved in one of three ways:-

- (a) to reduce the amount of work required of the Secretariat;
- (b) to distribute horizontally by appointing parallel Secretaries (Sir A. Pim's scheme);
- (c) to devolve vertically (by bringing up to strength the present establishment, which includes the post of Deputy Colonial Secretary).

2. As regards (a), the Secretariat is the Governor's office, and the work falling upon it corresponds with the Governor's duties. It has been proposed from time to time that this work should be reduced by placing greater responsibilities on Heads of Departments. It should be noted that such a proposal is directly at variance with Sir A. Pim's scheme for three Secretaries, each of whom would be responsible for the efficient administration of certain Departments. In other words, Heads of Departments would more frequently require directions from Secretaries who were responsible for their Departments than from the Governor under a system wherein they were directly responsible to him. Generally speaking, some reduction of the volume of work falling on the Secretariat can be effected more easily under (c) than under (b), but such reduction can never be sufficient to achieve the purpose in view, namely, the freeing of the Colonial Secretary from work which it is not essential for him to do personally.

3. In regard to (b); the scheme already submitted represents probably the most efficient method than can be devised for a triple organization

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on these lines, but its weaknesses are only too apparent and need not be restated.

4. The objection to (c) is that, while work can be shifted on to a Deputy, responsibility remains with the Colonial Secretary. But this is true of any General Manager, and he is paid for it. In the Uganda and Tanganyika reorganized Secretariats the Chief Secretary retains responsibility. Scheme (c) is that which is reflected in the present establishment but, for the sake of economy, has never been given a trial. There is every reason to suppose that, if it were tested in practice, it would be found to relieve the Colonial Secretary of his present burden very considerably.

5. Kenya is a Colony sui generis and requires a post such as that of Chief Native Commissioner, which is peculiar to it. In most other Colonies native interests definitely predominate: in Kenya they require special representation and protection. To make the Chief Native Commissioner a Secretary for Development and Native Affairs and to place under him anything outside native affairs would be dangerous. He cannot serve two masters. The personality and predilection of the holder of the post would determine which master he would serve. The Chief Native Commissioner should remain an adviser on native affairs in the same way as the Attorney General is Government's legal adviser and the Financial Secretary will be Government's financial adviser. Most of his time should be spent in the native reserves in close contact with the natives and with officers administering or serving native interests, whose barrister he is. He is the native

people's tribune with "~~tribunicia potestas~~". I theory he may appeal not only to the Governor but on matters affecting natives to the Secretary of State, a right which in practice he would never be called upon to exercise. Any organization which ties him to an office stool diminishes his value to Government.

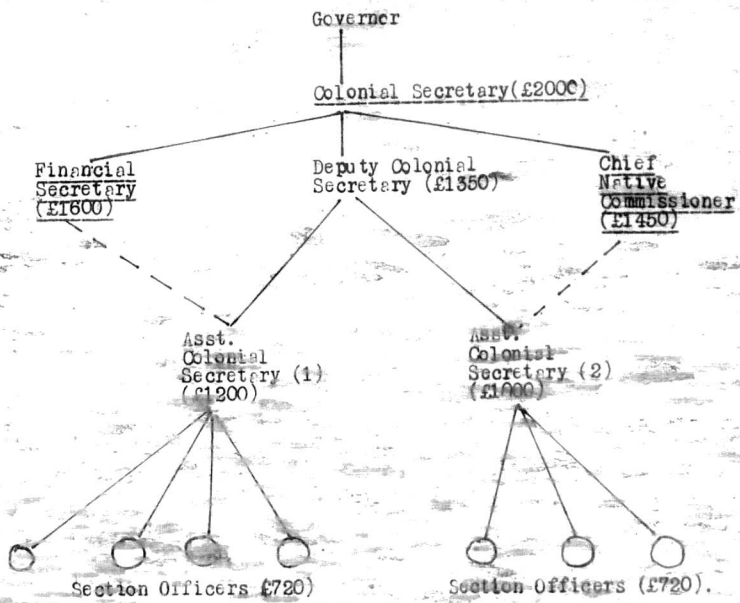
6. The cost of the establishment now proposed is £16,050 per annum, as follows:-

	£.
Colonial Secretary	2,000
Deputy Colonial Secretary	1,350
Assistant Colonial Secretary (1)	1,200
Assistant Colonial Secretary (2)	1,000
Establishment Officer	780
Six Section Officers (£720)	4,320
Financial Secretary and Treasurer	1,800
Accountant General	1,000
Chief Native Commissioner	1,450
Commissioner of Lands and Mines	<u>1,350</u>
	£. 16,050

i.e. £1,982 less than the present sanctioned establishment. One Assistant Colonial Secretary takes the place of the Assistant Financial Secretary shown in the previous scheme.

E. B. HOSKING.
ACTING CHIEF NATIVE COMMISSIONER.

22.12.37.



C. 75

MEMORANDUM ON THE PROPOSALS REGARDING
CENTRAL GOVERNMENT REORGANIZATION.

In considering this question I feel that we should have clearly before us the exact object that we are seeking to achieve -

- (1) Is it an effort to effect economy ?
- (2) Is it an endeavour to procure greater efficiency?
- (3) Has it been found that the Colonial Secretary is overworked with details and is therefore unable to direct his attention to more important matters ?
- (4) Is it merely an effort to fall into line with new Colonial Government procedure ?

2. The answer will probably be that it is an effort to achieve all the above mentioned objects and it therefore becomes necessary for us to look into the history of the past few years which has led to the promulgation of the above mentioned scheme. During the depression, from 1929 to 1935, various economic committees were set up with the avowed object of reducing Government's overhead expenses and recommendations were made for, amongst other things, the reorganization (with a view to economy) of the Secretariat. Government at the time could not see its way to adopt these suggestions and it was decided to appoint Sir Alan Pim as a special commissioner, in order that the subject might be examined by an impartial arbitrator. I realise that Sir Alan Pim has reported and that Government has accepted his recommendations generally, and I am aware that the scheme now before us is a genuine attempt to implement those recommendations; but when it is remembered that the whole object of Sir Alan Pim's visit was to effect economy, and when it is realised that the scheme now before us reduces expenditure by little, I suggest that we can have no hesitation in discarding it. In fact, in the opinion of

very shrewd judges, this scheme will in the long run cost a great deal more than at present, as we will have three Secretaries instead of one, without the elasticity of the present organization where officers can be lent by one section to another in the event of the latter requiring extra assistance. I, therefore, submit that, on the score of economy, the present scheme is hardly worth serious consideration.

3. One must then pass to the question of increased efficiency and the first question that we must ask ourselves is - Is the present organization inefficient? I personally have no hesitation in answering this question in the negative, though I admit that the Colonial Secretary himself may have his efficiency impaired owing to the amount of detail with which he deals at the moment. I would, therefore, like to record my entire agreement with the proposal that all matters which have reference to the Budget should be dealt with by the Treasurer, the Budget itself being introduced by the Treasurer (or the Financial Secretary, as he is to be called), and I believe that having relieved the Colonial Secretary of this most onerous task, we will have achieved a great reduction in the work of the Colonial Secretary. I am of the opinion that he should have under him a Deputy Colonial Secretary, whose duty it will be to make decisions on all minor matters and recommendations to the Colonial Secretary on all major matters. This officer should not be burdened with the supervision of three or four sections in the Secretariat, but should receive the recommendations or a resume of the position from the head of every section through one of the two Assistant Secretaries. It will then be for the Deputy Colonial Secretary to make his decision or refer it to the Colonial Secretary. The further advantage of this

scheme will be that this officer will be in a position, at a moment's notice, to step into the shoes of the Colonial Secretary whenever necessary.

Under the scheme before me, I cannot imagine what member of Government will be in a position to act as Colonial Secretary when the necessity arises. Surely it cannot be suggested that the Assistant Colonial Secretary should be able to do that, for, of necessity, in view of the suggested pay he cannot be a very senior officer and I am personally quite satisfied that it will be impossible in practice to elevate an officer, drawing a thousand or twelve hundred a year, to a position, where he will, in practice, be in the second position in the Colony.

My next objection to the suggested scheme eliminating for the moment such details as the allocation of the departments under the three Secretaries is that in my opinion, the whole *raison d'être* of creating the post of Chief Native Commissioner will now be completely eliminated if you are going to confine him to an office-chair in Nairobi, instead of going out into the country to examine on behalf of the Central Government problems on the spot. Our experience of the last few years has proved beyond any doubt, whatsoever, that the frequent peregrinations of the Chief Native Commissioner have been of inestimable value to Government when called upon to make important decisions on native matters in Executive Council. I am well aware that it is hoped that the Secretary for Development and Native Affairs will be able to continue these visits, but I am personally satisfied that if this officer is put in charge of the many departments, which I see allocated to him in the plan before me, it will be quite impracticable for him to be away from Headquarters for more than a very

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few days in every month, unless decisions asked for by the Heads of Departments are to be held up to the utter disgust of that Department and of the public with whom they have to deal. I cannot subscribe to the suggestion that the decision on all except most important points could be given by an Assistant Secretary. I consider that it is quite unreasonable to expect the Head of a Department such as the Agricultural Department to accept a decision from an Assistant Secretary and in practice he would not; and, although theoretically it might be said that the Assistant Secretary had made the decision and therefore the work was progressing along normal lines, in fact if that decision did not appeal to the Head of the Department in question, matters would be held up until the return from safari of the Secretary himself. Under my scheme, I have no doubt that the Head of the Department would accept the decision of the Deputy Colonial Secretary. I am also satisfied that the creation of three Secretaries will lead to greater delays than at present in coming to final decisions, particularly on the more important points, because there can be few problems which will not in some way or other affect all three departments and I consider that it is unduly optimistic to imagine that these three gentlemen will be able to meet three or four times a week and with lightning rapidity decide all these questions. In the natural course of events, every question has to be investigated by a junior officer in a Department, who advises the Head of his Department as to the position as it appears to him having regard to previous correspondence etc., and upon this information the various Secretaries will make their decisions. Is it likely that three strong-minded men will find it easy to come to an agreement on every issue? Is it going

to be decided on a majority vote or is every question upon which they fail to reach unanimity to be referred to the Governor, who naturally will be unable to make his decision until he has discussed the question with all three Secretaries, so that, in addition to these frequent meetings by the three Secretaries with each other, there will have to be further meetings of all three of them with the Governor, and I venture to suggest that these meetings will not be short ones; and, as I consider that His Excellency has already more than a full day's work to cope with daily, I naturally cannot support any scheme which would increase it. I may also point out that, owing to the fact that these Secretaries will communicate directly with the Governor, the further duty will devolve upon him (unless he is to set up a Secretariat of his own to do the back work for him) to see that all necessary references to the other Secretaries have been made and I venture to suggest that this will be no light task. Further for this scheme to begin to work, there will have to be the utmost harmony between these three Secretaries; and, although I will admit that during the last few years in Kenya the team work amongst the senior Heads of Departments has been excellent, it will be remembered that they have always recognised that the Colonial Secretary (subject of course to the Governor) had the final say and naturally, except in the most exceptional cases, no Head of Department would oppose the Colonial Secretary once the latter has made up his mind; but the moment you create offices which are supposed to be on an equality, the chance of unanimity is lessened. In short, therefore, I condemn the suggested scheme for the following reasons: it will not be more economic, it will not be more efficient, it will hopelessly

overwork the Governor and it will produce delay, confusion and irritation.

5. I have given my reasons for objecting to the present scheme and I trust it will be realised that my personal opinion is entirely impartial, for, as a technical adviser to Government, it cannot make the slightest difference to me whether I am advising the Colonial Secretary or any other Secretary and, lest it may be thought that my conservative instincts have caused to render destructive criticism rather than constructive, I tender herewith my suggested scheme for reorganization, and in doing so, I will state shortly my objects:

To make the Financial Secretary responsible entirely for the financial side of Government, but I consider him to be a technical officer in the same way as I regard myself, and I do not consider that he should have the administration of any other Department. It therefore follows that, in exactly the same manner as a legal problem is referred to me either by the Head of Department himself or the Colonial Secretary, so can every financial problem be referred to the Financial Secretary. There should be no Secretary for Development and Native Affairs with innumerable Departments to administer, but he should be the technical adviser to Government on all matters relating to natives and, as such, would be expected to travel all over the country. I would then, as I have mentioned above, place under the Colonial Secretary - who would still be the chief executive officer of Government under His Excellency - a Deputy Colonial Secretary, whose duties I have already mentioned and who should be a man of considerable experience. Under this scheme the Colonial Secretary would be relieved of all financial matters and all minor

details, and thus be able to devote his time to what I will call long-range policy. I am well aware that the Colonial Secretary is at the moment overworked, but the reason is that he serves on innumerable committees. I know that his advice and guidance will be greatly missed, but I have always felt it a great weakness in Government that the Principal Adviser to the Governor has already committed himself to some scheme which is then sent to Government for its consideration. In my view he should be in the position of an investigator of the scheme after it has been proposed by a committee. The chairman of the Committee, if he is to be a Government official, should, in my opinion, be the Head of the Department most interested in the subject under investigation.

6. Under the Deputy Colonial Secretary, I would have two Senior Assistant Secretaries drawing a salary of £1,000 per annum. It should be noted that in the course of a normal tour one of these Secretaries will be acting Deputy Colonial Secretary for three-fourths of the time, i.e. whenever the Governor, the Colonial Secretary or the Deputy Colonial Secretary are on leave. Under the Senior Assistant Secretaries, will come the Assistant Secretaries, who will correspond to the officers in charge of Sections now, but it should be noted that they will be reduced to four, Section E having been transferred to the Financial Secretary, when it will be possible to reduce the present staff by half. Section F will deal directly with the Chief Native Commissioner.

7. The Assistant Secretaries should be paid from £600 to £720 and their principal duty should be to process files intelligently in order that their seniors can make quick decisions and lastly there should be a Central Office under the control of an officer drawing £426 to £720 with an Assistant at £426 to £600. The duty of this

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Section will be to distribute all letters and files to the correct Section, to keep a Central Registry and to house and/or control all the clerks in the Secretariat. It will be quite unnecessary to allot one, two or three clerks to any particular Section, as I believe is the present arrangement. The present system can only mean that, when A Section is busy although B Section clerk may have little to do, the work in A Section is held up.

8. I suggest that under my scheme the following results are achieved:-

- (a) the abolition of the Establishment Section as at present constituted, with considerable financial saving;
- (b) the transfer of the preparation of the Budget to the Treasury; and
- (c) the removal from all Boards and Committees of the Colonial Secretary;
- (d) the centralization of records with a consequent reduction in clerical staff.

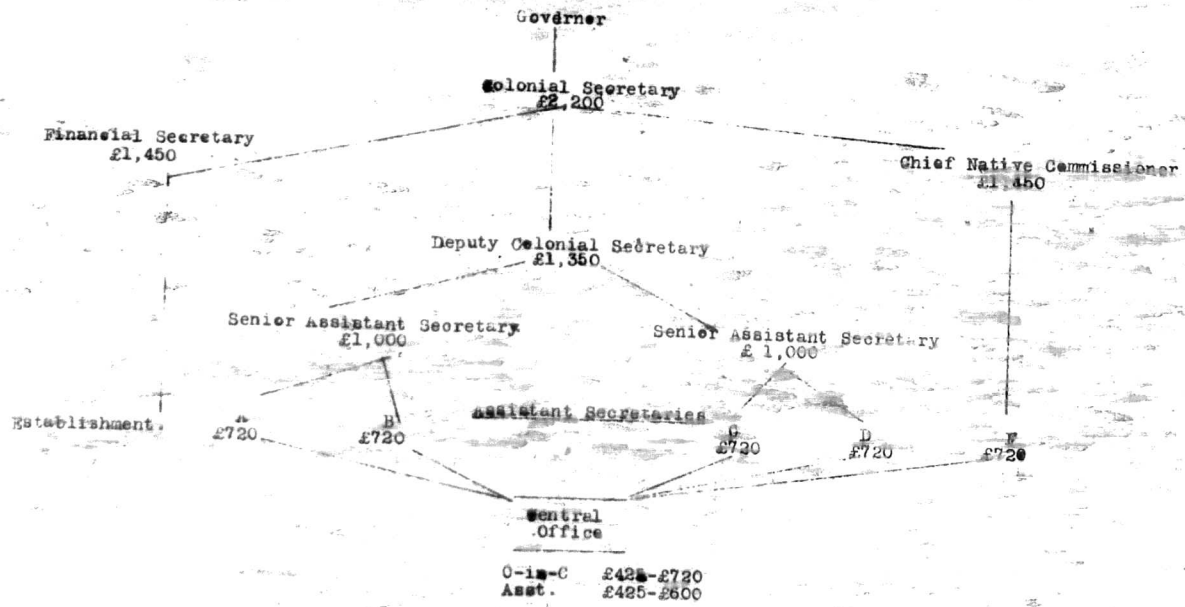
I am not of the opinion that the Financial Secretary or the Chief Native Commissioner should minute directly to the Governor, thereby leaving the Colonial Secretary entirely ignorant of what is happening, but I do think that minutes from these two officers should go direct to the Colonial Secretary and not through the various junior officers. I attach a plan setting out the proposed staff in the Secretariat and their salaries and though I realise that my scheme does not provide great economies, it at least safeguards us against the growth of three Secretariats and I frankly do not believe that great economies will be possible until we have built the Central Offices.

Please see attached plan and resume of probable economies under the proposed scheme.

W. HARRIGAN.

A. TORNEY GENERAL.

APPENDIX I.



O-in-C £425-£720
 Asst. £425-£600

In ascertaining the economies that may result from this reorganization it is necessary, in view of the transfer of the establishment and the budget work to the Treasury, to take into consideration the cost of both the Secretariat and the Treasury.

2. In the 1938 Draft Estimates, the provision for the Treasury (exclusive of the Inland Revenue Office) is £22,199. The total cost of the Secretariat and Legislative Council vote, exclusive of allowances to Unofficial Members and the rent of the Memorial Hall, is £21,225.

3. Now firstly, it should be possible with the establishment of a Central Office in the Secretariat to reduce the clerical vote by at least £500. In this connection, it should not be forgotten that, with the transfer of the Budget to the Treasury the work of Section D would be almost halved and consequently the two reporters, a considerable portion of whose time is occupied when not in Legislative Council in doing clerical work in connection with the Budget, would be able to assist in the Central Office of which they would form part. This is in fact the practice in Tanganyika Territory, where the Superintendent of the Registration and Correspondence Branch has, as part of his duties, the work of reporting committees and Legislative Council.

Secondly, with the transfer of the establishment work to the Treasury, there should be no need for the present Asian staff in that Section, because the Treasury already has a complete office organization for dealing with incoming and outgoing correspondence. If any additional clerical assistance were required (which is doubtful) it should not cost more than £300 and consequently there should be a further saving of £2000.

With regard to the Establishment Officer

this officer draws a salary of £920 personal to himself, although the scale is £720 to £840, the same as a Senior Assistant Treasurer. When the present incumbent retires, the work should be undertaken by one of the Senior Assistant Treasurers. In fact the present Establishment Officer should fill the one post of Senior Assistant Treasurer at present in abeyance.

4. The maximum cost of the scheme contemplated in the attached plan would be :-

Colonial Secretary	£2,200
Deputy Colonial Secretary	£1,350
Financial Secretary	£1,450
Chief Native Commissioner	£1,450
Two Senior Assistants	£2,000
Five Secretaries	£3,600
Officer in Charge, Central Office	£ 720
Assistant Officer in Charge, Central Office	£ 600
	<hr/>
	£13,570

It will be observed that the Financial Secretary has been shown at £1,450. I can see no reason why he should not continue to draw his allowance as Currency Officer instead of the Colony paying him the extra money, and also his £50 as chairman of the Land Bank. In my view it is in the best interests of the Colony that he should keep in the closest touch with both these bodies.

I make no provision for a highly paid deputy to the Financial Secretary, as I do not consider such a post necessary.

5. I have made no reference to Local Government. If this is to be transferred to the Secretariat, it will simply mean the adding of another Assistant Secretary.

6. On the whole I consider that the total savings on the two Departments should be in the vicinity of £2,000 and that once the organization is in full swing further economies could quite easily be made without in any way affecting its efficiency.

1. In the following notes, any allusions to the detailed working of the Secretariat (as opposed to the more general question of the principles involved) are submitted with diffidence, in that apart from the fact that Mr. Scott, the late Director of Education, and I were deputed to make certain enquiries on behalf of the Expenditure Advisory Committee, my only personal experience of the inner workings of a Secretariat were acquired a good many years ago, and in another Colony in which conditions are entirely different from those in Kenya.

2. Three Memoranda have now been circulated to Members of Executive Council with regard to the proposals which have been made for Central Government Reorganization, and in each of these the first paragraphs have been devoted to speculation as to the exact object which it is desired to achieve by such reorganization.

3. To my mind, there should be no doubt whatever as to what our main purpose is - it is in short to procure greater efficiency and more effective creative development and exploitation of the Colony's resources. Economy in expenditure on the Secretariat itself is, I feel, a secondary consideration. Reorganization is overdue, and when achieved will give us compensating economies in other directions, and above all, far greater return for expenditure.

4. I have recently re-read the criticisms of the present system and proposals submitted by Sir Robert Shaw and myself in Chapter 9 of the Report of the Select Committee on Economy. These were written before the advent of Sir Alan Pim, and before any proposals had been made for the reorganization of Executive Council, and they seem to me to hold good today. For that reason I attach hereto the first few sections of Chapter 9 of that report in the form of a Schedule (A).

5. In considering the whole question, we have to make up our minds as to what are the proper functions of a Colonial Government. Are they:-

(a) To collect Taxes, maintain law and order, and provide reasonably adequate educational, medical, agricultural and social services, and to rely on fortuitous happenings for wider development?

or,

(b) To regard such a Territory as this as an estate, all the resources and possibilities of which must be assiduously and actively developed to the utmost in the interests of all the inhabitants of the Territory and of the Empire?

6. The answer of course is obvious, so I would hurriedly add that I had not the faintest intention of being either sarcastic or scathing in tabulating such alternative purposes of a Colonial Government. It may be, however, (and this is only a point of view), that those outside the Colonial Service have a clearer perception of the inherent defects of

this somewhat antiquated system, and personally I have no hesitation in saying that once a Colony has progressed beyond a certain stage, as Kenya has, it is utterly impossible for a Government based on the Colonial system of a Secretariat of the Kenya type, and a concentration of all branches of work in the Colonial Secretary, to do more than revolve irregularly under its own momentum on the lines of (A) above. It can never hope to achieve (B). It cannot even hope to avoid having the greatest difficulty in maintaining equitable relationship between the objectives covered under (A).

7. As this view is in diametrical opposition to that expressed by the Attorney General, and to some extent to those expressed by the Chief Native Commissioner, I must endeavour in the first place to substantiate my reasons for propounding same. I will do so chiefly by quoting Sir Alan Pim, who was sent out after the Expenditure Advisory Committee and the Select Committee on Economy had reported (of both of which I was a Member), and by referring to various occasions on which the obvious defects of the present system have come under review.

8. In all the Memoranda which have been before us, the important point is stressed that under the existing system, the Colonial Secretary is, under the Governor, the chief executive officer, and the head of the Civil Service. He is the only medium of communication between all Departments and the Government. He receives all communications addressed to the Government, and issues all its decisions. The Secretariat, as the Government's business office is in its origin and purpose the office of the Colonial Secretary.

9. The existing internal organization of the Kenya Secretariat is the result of gradual evolution commencing from the days (circa 1903) when three officers of the Administration were seconded to do office work under the Deputy Commissioner. Between that date and the present time, constant alterations have been introduced to meet changing conditions, and on no less than six occasions, in 1912, in 1922, in 1928, in 1932-3, in 1935 and in 1936, the Secretariat has proved in one way or another not to be as efficacious as could be desired, and has had to be the subject of special enquiry.

For this reason, the history of the growth of the present organization should not be forgotten when we consider the new proposals:

10. To begin with, Government's business office was merely embryonic. Then work was divided into two sections, and later sub-divided into three sections, plus a separate Chief Native Commissioner's Department; the rapid increase of staff, etc. being attributable to increased European settlement, the influx of new capital, the growth of commercial interests, and some attempt at adopting a policy of development, all combining to present to the then Administration of the Colony an ever increasing number and variety of problems, political, social and economic, with a consequent great increase in the number of matters requiring decisions from day to day. The task of the Secretariat at this stage came to be envisaged as consisting in standing between the Colonial Secretary and the mass of routine details which were already at this early stage

threatening to overwhelm him.

11. By 1921 there were many complaints of the inadequacy of the staff, which then consisted of a Chief Secretary, an Assistant Chief Secretary, three Senior Assistant Secretaries, one Junior Assistant Secretary, a Clerk of Councils, an Office Superintendent and four clerks.

12. By 1922, the position was much worse, and the resulting over-work and congestion had to be alleviated by adding an Establishment Section in 1923, and appointing an additional Senior Assistant Secretary in 1924 to be attached to the Assistant Chief Secretary. The work was at this stage again re-subdivided into four sections instead of three.

13. The relief, however, afforded by this reorganization was only temporary, and was soon neutralized by the steady increase in the volume of work. By 1925 it was necessary to have four Senior Assistant Secretaries, and by 1926 five such officers. In 1926 a second post of Assistant Chief Secretary was created, though not filled, and in 1927 a post of Principal Assistant Colonial Secretary was created to share the work of the Assistant Colonial Secretary. The division of subjects was such as to concentrate into one channel Land, Local Government, and Non-Native Administration, and in the other, Native Affairs generally.

14. This arrangement, however, again proved unsatisfactory. For one thing, the semi-independent (but be it noted not "wholly responsible") position which had been acquired by the Chief Native Commissioner, led to complications, and when the Report of the Local Government Commission of 1928, recommending the creation of a Local Government branch of the Secretariat, brought under review the working of the Lands Office, it was decided to introduce another change, and to incorporate the Departments of the Chief Native Commissioner and of the Commissioner for Local Government as part of the headquarters organization. The Colonial Secretary, however, still continued to be the sole medium of communication with the Government, and under him work was reclassified back into three divisions: (a) Native Affairs, (b) Non-Native Affairs, and (c) General.

15. This comprehensive reorganization (1928) proved itself almost immediately as unsatisfactory, and possessing grave and inherent defects, and from 1930 until 1932, prolonged correspondence took place with the Secretary of State with a view to finding some remedy.

16. One of the main difficulties was that the Colonial Secretary was being reduced to a clerical hack by excess of routine work. The radical fault was, in the then Colonial Secretary's opinion, the absence of any co-ordinating factor in the work of the three branches, which were all working in watertight compartments. The Colonial Secretary was the only person who saw all papers and was in a position to know whether a particular question had been properly considered in the light of decisions taken in another section. Similarly he was the only officer who saw all orders made by the Governor, and if he failed to note that an order might affect more than one branch of the office, and to give the necessary orders for it's transmission, serious delay resulted.

17. Before any solution to these and other difficulties had been found, the Expenditure Advisory Committee was appointed, which in its Report described the then existing organization as unwieldy, unsatisfactory and uneconomical.
18. They endorsed the arrangements made in 1929, that correspondence and routine work of the Department of Native Affairs should be entirely transferred to the Secretariat, and that the functions of the Chief Native Commissioner should be regarded as primarily of an advisory nature. It was considered that the transfer of his office work to the general Secretariat would leave him freer to tour the native areas.
19. The Secretary of State approved this reorganization, but laid stress on the fact that it would be contrary to the spirit of the Joint Select Committee's recommendations that the Chief Native Commissioner should be regarded as part of the Secretariat, even though his office were in the building. The Secretary of State added that, for administrative purposes, the Chief Native Commissioner should conduct his correspondence with the Governor through the Colonial Secretary, but that, as a Member of the Executive Council, he had the right of access to the Governor, and his recommendations should not be overruled without reference to the Governor, though they should be submitted through the Colonial Secretary. The Secretary of State, however, continued that all orders should issue under the signature of the Colonial Secretary.
20. This further re-arrangement took effect on the 1st January, 1934, and is still in operation. The Chief Native Commissioner has no longer any executive authority. Instructions are not given by him but by the Colonial Secretary. He is merely an adviser to Government on Native Affairs and policy. His only real strength lies in his Membership of the Executive Council and Legislative Council, and in his right of access to the Governor. It is necessary to draw attention to the fact that his position is a somewhat anomalous one. He has influence but little or no authority, and the extent of his influence depends on his own character. He can be, and is, of great value, though perhaps more so to the Governor than to the Government, but, so far as any central organization is concerned, it is not an exaggeration to describe him in the words of some critics as a fifth wheel to the coach.
21. The Expenditure Advisory Committee also recommended that the work of non-native administration, Local Government and Lands, should be again divorced from the Secretariat, and combined as a separate Department under an Administrative Head, and from 1st January, 1934, a separate Department for Local Government, Lands (including Survey and Registration), and Mines, was formed, and as Mining activities were becoming increasingly important, a separate Mining and Geological Department was formed in June of the same year.

22. The separation of these activities from the Secretariat was intended to provide a more satisfactory organization for the despatch of public business, but it seems doubtful whether it has done so, owing to the fact that the Colonial Secretary still remains responsible for all decisions, and thus the new Department can merely replace direct contact with the Colonial Secretary or the Governor by departmental correspondence journeying upwards through the appropriate Assistant Secretary.
23. Resulting from the Report of the Expenditure Advisory Committee, the Secretariat organization in 1934/35 consisted of a Deputy Colonial Secretary, a Senior Assistant Colonial Secretary, an Assistant Colonial Secretary and five section officers, plus an Establishment Officer. The Local Government, Lands and Settlement was outside, as also the Mines Department. The Chief Native Commissioner hovered somewhere between the Colonial Secretary and the Deputy Colonial Secretary, a very important person with no direct responsibilities.
24. In 1935 the Select Committee on Economy reported, and further criticism of the system and proposals for a grouping of Departments under responsible and non-technical heads were made by two of its Members (Sir Robert Shaw and myself). These proposals are attached hereto.
25. The foregoing general survey brings us to the advent of Sir Alan Pim. I apologise for the length thereof, but consider that it is not without interest, as it indicates that for many years past the Secretariat organization has proved unsatisfactory, and it also proves (in answer to the Memorandum submitted by Mr. Hosking) that repeated efforts have been made both to distribute work (but not responsibility) horizontally and to devolve vertically, all of which have failed. The many changes that have been tried hitherto have never achieved anything more than a temporary alleviation of conditions, the trouble being that the Colonial Secretary was always left in an impossible position - responsible for everything and overwhelmed by a mass of details, notwithstanding the loyal co-operation which he receives from his staff.
26. It never seems to have been realized that it is impossible for any one man in a Colony which has reached the stage which Kenya has, to deal with all main issues and issue all Government decisions. Nor is it possible for one man to co-ordinate the work of all Departments so as to maintain proper relations between them. Nor can any single person, however able, be expected to assume the responsibility for directing and framing all policy for the Colony, even if it were possible to relieve him of all other work. That must essentially be the job of the Governor and his Executive Council.
27. It was for these reasons and because of the experiences of the past that Sir Alan Pim made the recommendation that the system of concentrating every branch of work in the Colonial Secretary should now be replaced by one in which various Departments should be grouped under several Secretaries to Government, each Secretary standing in the same relation to the Governor, though the Colonial Secretary would remain as the Chief Secretary, and the Deputy of the Governor. The Secretaries would not replace

the Heads of technical Departments nor control their detailed working, but would deal with their general policy and co-ordinate their work. Working as they would in close co-operation with one another as Members of the Executive Council, they would give full consideration to all aspects of questions affecting more than one group of Departments, and could co-ordinate the work of Departments falling into different groups. They would deal on their own responsibility with a large proportion of questions, more important matters being either dealt with in Executive Council, or with the Governor direct.

The orders of Government would be issued under the signature of the Secretary chiefly concerned.

28. Up to this point it will be noticed that I have been quoting Sir Alan Pim in extenso, and the comment may be made that I have only extracted from his Report such material as happens to coincide with my views. This is the case, and I shall explain why I disagree with some of Sir Alan Pim's recommendations, and with the proposals outlined in the first Memorandum circulated. Before doing so, however, I would allude to certain other officers and Departments of Government whose activities have to be dovetailed into any proposed reorganization.

29. I will first deal with Provincial Commissioners, and draw attention to the remarks made by Sir Robert Shaw and myself on this subject in the Report of the Select Committee on Economy (Chapter 9, paragraphs 326-337). Similar opinions were voiced both by the Expenditure Advisory Committee (Chapter V, paragraph 113), and Sir Alan Pim (Chapter VI.) that sufficient responsibility was not accorded to Provincial Commissioners. In the past we have even had it in evidence that Provincial Commissioners were kept in the dark as to Departmental expenditure which was being incurred in their Provinces, nor were they given any information as to the policy which was being followed by the major spending Departments. This must be entirely wrong.

30. One cannot help feeling that in the past there may have been a tendency to regard Provincial Commissioner posts as in the nature of promotion outlets for deserving Senior District Officers. In other words, as a piece of cake for those who have done no wrong, and not as a most responsible position which should be filled by selection.

31. More powers should be delegated to Provincial Commissioners, and the precise position of these officers in the scheme of things must be most carefully considered in any reorganization of the Central Government, which must rely to no small extent on the advice of Provincial Commissioners in the formulation of native policy and depend almost entirely on their collaboration in the carrying out of any such policy.

32. I would next allude to the Chief Native Commissioner, and am convinced that this Officer should be given specific and direct responsibilities. He should in the first place be regarded as executive Head (Commanding Officer) of the Administration, and all postings, etc. should be done by him, in consultation no doubt with the Provincial Commissioners. He should be responsible for keeping the Central Government in touch with all happenings and

developments in native reserves, and again with the assistance of the Provincial Commissioners, for co-ordinating all development work and social services in native areas. Native Councils would all come under his control and review - in itself a most difficult and important responsibility. I agree that he should spend much of his time in travelling in the Reserves.

33. With regard to the Department of Lands, Surveys, etc., I disagree with Sir Alan Pim that this can satisfactorily be done away with as a separate Department. Lands and Surveys effect the commercial life and interior economy of the Colony to such an extent that the public must have ready access to the officers in charge of these activities.

34. Local Government could, I think, now be divorced from Lands and Surveys if this were necessary. Government's main interest is becoming more and more confined to the control and auditing of Government Contributions to Local Authorities. This is a financial interest and therefore could be dealt with by the Secretary for Finance. At the moment, however, the existing system works well, and I should be sorry to see it altered.

35. Settlement should be dealt with by unofficial organizations acting under the aegis of Government. The unofficial Members of Executive Council should on behalf of Government assume this as their particular responsibility.

36. With regard to the Treasurer, I am in entire agreement with Sir Alan Pim's recommendations as tabulated in paragraphs 143 to 145 of his Report. The Financial Secretary must be a personality with special financial experience though not necessarily a promoted accountant. As a Member of Executive Council he would contribute to the formulation of Government's policy, and would constantly be in a position to advise on the financial implications of any such policy whilst it was still in the process of formation.

37. Having made the foregoing comments on certain posts and activities of Government, I would place on record that I am strongly in favour of a reorganization on the lines of a group of Departments under Secretaries to the Governor, each Secretary standing in the same relation to the Governor, except that the Colonial Secretary, or Chief Secretary as he should be called, would be regarded as being in the nature of the Prime Minister, and the Governor's Deputy, and thus be looked upon as Senior to the other Secretaries, all of whom could consult him with regard to the activities of the groupings of which they had charge if they so desired. The other Secretaries to Government would, however, relieve the Chief Secretary of an immense amount of work, in that they would issue orders of Government on matters affecting their groupings under their signatures, and would assume the responsibility for taking decisions.

38. I disagree with Sir Alan Pim's suggestion that three groups would be adequate for Kenya, and would point out that he himself in paragraph 147 of his Report expresses some doubt as to whether these three groups would be sufficient.

39. I consider the number should be five, and that all five Secretaries should be Members of Executive Council.

40. I do not regard the new proposals for Executive Council in the light of an academic Constitutional Advance, but in the light of a real attempt to create a body which will initiate, plan and think ahead, and which will generally work more satisfactorily, and prove an immense improvement on present practice: I therefore still consider (as recorded in paragraph 312 of the Report of the Select Committee on Economy, published in 1935) that the new Executive Council should consist of the five Secretaries to Government, together with three unofficials.

41. This would give the Governor a Cabinet consisting of the Chief Secretary (Prime Minister) plus four Secretaries, all of whom would not only be responsible for formulating policy, but for carrying any agreed policy into fruition. Each would have to collaborate with the other, each would have executive responsibilities, and each would be kept up to the mark by his colleagues on Executive Council - a very different procedure to that under which all executive authority is vested in one man, who, under existing conditions, can only, so long as his physical strength holds out, endeavour to compete with a never ceasing bombardment of files about every conceivable subject.

42. In addition, the Governor would include in his Cabinet three Unofficial Members who could be regarded as Secretaries without portfolio. These, however, would have very definite responsibilities, and could be of immense assistance to Government in the carrying out of any agreed policy.

43. My suggested grouping of activities would be under the following Secretaries to Government:-

1. The Chief Secretary. (Commerce, Transport and Development).
2. The Financial Secretary.
3. The Secretary for Justice and Internal Affairs.
4. The Secretary for Agriculture and Lands.
5. The Secretary for Native Affairs.

44. It will be noted that my suggested grouping includes a new appointment in the Secretary for Justice and Internal Affairs. This would prove an innovation in Colonial Government, and would probably entail the creation of one extra highly paid post. I consider, however, that this would not be an extravagance, in that I visualize that the holder thereof would be responsible for the control and co-ordination of the somewhat formidable group of activities I have allotted to him. He would be a Member of Executive Council, and the Legal Advisor to that body. The Attorney General would be under him. I am suggesting that the holder of this post would be a Senior Law Officer. This might produce a difficulty in that in the normal course of events a Senior Attorney General looks to promotion to the Bench, and might regard this appointment as a cul de sac. There is, however, no reason why it should not lead to a Chief Justiceship in due course.

- 45. I have also included a Secretary for Agriculture and Lands, whose presence on Executive Council I regard as essential. In support of this I would point out that in every single country where a ministerial or quasi-ministerial system exists, it has been found necessary to include some person specifically responsible for agriculture, lands, etc. More especially is this the case in a Colony which is largely dependent on agriculture.
- 46. I would at this stage stress that I consider the grouping under five Secretaries as above, is very much more likely to work efficiently than the grouping under three Secretaries suggested by Sir Alan Pim, and exemplified in the first Memorandum circulated. Under such a proposal as the original one of three Secretaries, plus the Attorney General, difficulties are bound to arise. I still hold to the opinion I expressed in Executive Council, which has been supported by the Chief Native Commissioner in his Memorandum, namely, that the group of Departments which it was suggested should be allotted to the Secretary for Native Affairs, would place him in an invidious and impossible position. It is further proposed that the Attorney General should remain as he is, merely an advisor on legal matters, so that if the Native Affairs Secretary likewise has to be relegated to being equally merely an advisor on Native Affairs, the whole of the rest of the work will fall back again on to the shoulders of the Colonial Secretary and the Finance Secretary. This I am sure will not work.
- 47. Under my scheme, five Secretaries will shoulder the responsibilities of their groupings; all have executive authority, and no one of them is given any task which might make his position invidious. All are Members of Executive Council, in which body co-ordination and collaboration is centred. This is as it should be, i.e. in the Governor and his Cabinet.
- 48. It will be contended by those who have been brought up under a Crown Colony system of Government, that my proposals will lead to five Secretariats. There is no reason whatever why this should be the case, any more than why Heads of Departments should build up their own Secretariats, as indeed they are very inclined to do under existing conditions. My proposals would do much to obviate this tendency.
- 49. I visualize that each Secretary to Government would have under him an efficient Senior and Junior Assistant Secretary, and as it is, ten such officers (including the Establishment Officer) which is exactly the right number, were included in the proposals outlined in the first Memorandum.
- 50. I would repeat that I do not object to the Secretariat costing more, provided we can achieve greater efficiency and economy in other directions, both of which I am convinced would result from a reorganization on the lines indicated.
- 51. It will also be contended that my proposals are premature, that this is still a small Colony, and has not yet reached the stage when any such reorganization is required. My reply to that is that I fear there

is no half-way house such as Sir Alan Pim has suggested; still less one on the lines indicated on the first Memorandum circulated. This opinion I think is also shared to some degree both by the Attorney General and the Chief Native Commissioner. In other words, we have either got to continue with the present system, or make a complete and radical change.

52.

My reason for tabulating the history of the past at such length in this Memorandum, was to prove that any continuance under the present system - however modified - is bound to fail, as it has invariably done in the past, which proves to my mind that it is not premature at this stage for the Colony to make a complete change.

53.

Lastly, it will be contended that my suggestions would not be feasible unless Central Offices were first built. With this contention I also disagree, as, rather on the contrary, I consider that a grouping of Departments will simplify rather than accentuate the problem of making the best of the present impossible conditions. I am, and always have been, strongly in favour of building Central Offices, much as I appreciate the difficulties of financing such a scheme. I would, however, add that pending more precise indications of what the future of these Territories may be as regards amalgamation, etc. it might be possible as a temporary measure for Government to acquire or lease such a building as the Avenue Hotel for use as Central Offices for the time being.

54.

I mention this as I do consider that it is unfair to expect Senior Officers of Government to do good work in the appalling offices which are at present provided, which in many cases are not even sun-proof.

55.

I attach hereto three Schedules, "B", "C" and "D":

Schedule "B" show the groupings adopted by the Union of South Africa,

Schedule "C" show the groupings of the Government of Southern Rhodesia, and

Schedule "D" show my proposed groupings for the Government of Kenya, which of course are purely tentative and as a basis for discussion should any further consideration be given to the idea of a reorganization on a basis of five Secretaries to Government.

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CHAPTER IX

REORGANIZATION

Part I. - Draft by Major Cavendish Bentinck and Sir Robert Shaw.

306. During our deliberations evidence was adduced to the effect that it was doubtful whether the strict system of Crown Colony Government could indefinitely continue to be economically and efficiently applied to the Colony of Kenya.

307. Most Crown Colonies are virtually Native States, and the problems of Government in such dependencies are not complicated as in Kenya by the presence of a strong white settlement. The dislocation occasioned by a strong white settlement on the type of Government machinery existing in this Colony to-day is very considerable.

308. We are also doubtful whether the departmental system has not overgrown, as it appears to us that there now exist an undue number of extravagant departmental secretariats. The cost of "administration" of the various departments is very great, and we consider there is too much interdepartmental correspondence and an unnecessary number of letters written by the technical officers in the field to departmental headquarters.

309. We also consider that it is probably unwise to entrust to too great an extent executive authority to technical men.

310. Furthermore, the existing system throws too much work on the Secretariat, which has now become a big department in itself, members of which are, admittedly under existing conditions, overworked.

311. Bearing these considerations in mind, we therefore venture to suggest that a reorganization of the machinery of Government on the lines of a "grouping" of departments under a non-technical head would be conducive to both economy and efficiency. This system is, of course, adopted in all Dominions and in Southern Rhodesia. Such a system would also have the additional advantage of offering further avenues of promotion for deserving officers in a Colony in which at present there are only four Provincial Commissioners.

312. We venture to suggest that the satisfactory introduction of such a system would entail a reorganization and a reduction in Members of Your Excellency's Executive Council. In such a scheme, we envisage that Your Excellency's Executive Council would consist of the bearers of the five portfolios enumerated below, together with two or three unofficial members nominated as at present by Your Excellency.

313. In Appendix 4 will be found a tentative outline of the type of reorganization we have in mind. We have also stated as approximately as can be ascertained under each head the estimated gross, net and non-recurrent cost as provided for in the 1936 Estimates, and where possible we have also inserted the existing approximate "Overhead Cost of Administration" of each head of expenditure, as we contend that by the adoption of the "grouping" system outlined considerable savings could be made in the present

"administration charges" of many departments.

314. We, of course, presuppose that the holders of these portfolios would be officers of experience, who would be capable of taking decisions and who would be prepared to assume a considerable measure of responsibility. The present Crown Colony system of Government discourages senior officers from assuming responsibility for decisions which it should be their prerogative to make. Under the system we recommend a very large proportion of the queries which now go to the Secretariat would be dealt with direct by bearers of these portfolios, and far less would be referred to the Colonial Secretary or to Your Excellency, although naturally the bearers of these portfolios would have access to Your Excellency and could if necessary discuss any problems with Your Excellency direct.

315. Such a system of "policy control" by non-technical men would inevitably, when times are better, ensure that any general advance of developmental services would be made on a more evenly balanced basis than in the past. We feel that hitherto, owing to the personality of certain technical heads of departments, the progress of certain services has tended to unduly outstrip other developmental activities upon which the former must depend for full fruition. The present tendency to the overlapping of departmental activities could also be more easily obviated. As examples of what we mean in this regard we would mention the Public Works Department and local government authorities, between whose activities, as we shall show later in the report, considerable overlapping and duplication takes place; as a further example, we would draw attention to pages 60, 61, and 62 of the 1933 Native Affairs Report, in which examples are quoted of very similar activities being undertaken by (a) the Missions, (b) the Education Department, and (c) the Veterinary Service. By such a system as we suggest a proper co-ordination and grouping of institutions could also be more readily achieved. We cannot believe that the existing system can be conducive to economy whereby in the Masai area it has been possible for the schools under the Education Department to be constructed at Narok and Laitokitok, whereas the veterinary school is at Ngong; or whereby in the Nandi area the school is at Kapsabet, and the veterinary school at Baratong.

316. The adoption of our suggestions would further ensure that the Secretariat would again revert to its proper status, i.e. Your Excellency's business office for the conduct of Your Excellency's correspondence and correspondence with H.M.'s Secretary of State and the neighbouring territories, and the Colonial Secretary would revert to being, as he should, Your Excellency's deputy and the head of the Administration, and it would relieve him of the burden of trying to be jack-of-all-trades and head of all departments in a Colony the administrative machinery of which has grown to such proportions as to make it quite impossible for any one man to do the work the Colonial Secretary is endeavouring to do under existing conditions.

317. Last, but not least, the public could get prompt and definite decisions from the bearers of these portfolios, who would practically be Ministers, instead of as at present frequently having to await the results of protracted inter-departmental correspondence, and frequent unnecessary references to the Colonial Secretary and to Your Excellency.

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UNION OF SOUTH AFRICA.

Work and responsibility is divided into 11 Branches, each under a Minister, as follows:-

Division 1. Prime Minister and External Affairs.

Division 2. Justice.

- Attorneys General.
- Justice, Superior Courts.
- Magistrates and District Administration.
- Prisons and Gaols.
- Reformatories.
- Police.
- Patents, Trade Marks & Companies (Registration)
- Liquor Licensing Courts etc.
- Inquests.

Division 3. Finance.

- Treasury.
- Public Debt.
- Pensions.
- Provident Funds.
- Provincial Treasury Administration.
- Inland Revenue.
- Customs and Excise.
- Miscellaneous Services.
- High Commissioner in London.
- Audit.
- Farmers Relief Board.
- Assistance to Farmers.
- Agricultural Subsidies.
- Export Subsidies.

Division 4. Mines.

- Registration of Mining Titles.
- Geological Survey (Mining).
- Assistance for Mining Development.
- Miners' Training Schools.

Division 5. Native Affairs.

- Administration.
- Subsidies and Allowances to Chiefs and Headmen.
- Administration of Justice and Native Appeal Courts.
- Telegraphs and Telephones in Native Reserves.
- Water Boring in Native Reserves.
- Native Agriculture.
- Native Development Account.

Division 6.

Defence, Transportation, Civil Aviation
and Railways.

Military.
Air Force Ordnance.
Naval Service.
Aviation (Civil).

Railways and Ports.

Division 7.

Agriculture.

Veterinary and Veterinary Research.
Dairying.
Plant Industry.
Entomology.
Horticulture.
Field Husbandry.
Chemistry.
Soil Survey.
Education.
Agricultural Economics and Markets.
Meat Trade Control.
Soil Erosion and Pasture Improvement.
Forestry.

Division 8.

Labour and Commerce.

Trade Commissioners.
Fisheries and Marine Section.
Electricity Control Board.
Advertising and Exhibitions.
Shipping Subsidies.
Boards and Committees and Industrial Councils.
Wage Subsidies in respect of men employed
on anti-soil erosion works, and on
rehabilitation on farms

Division 9.

Lands.

Deeds and Registration.
Land Boards.
Maintenance and development of Crown Lands.
Settlement.
Surveys.
Irrigation and Water Boring.
Hydrographic Survey and Meteorology.

Division 10.

Interior Public Health and Education.

Archives.
Census and Statistics.
Immigration and Asiatic Affairs.
Museums, Libraries, etc.
Film Censorship.

Division 10.
(Cont.)

Medical (Hospitals etc.) and Public Health.
Printing and Stationery.
Education - including Grants. Also native-
higher education.
Child Welfare.

Division 11.

Posts and Telegraphs and Public Works.

Posts and Telegraphs.
Public Works.
Government Buildings.

Work and responsibility is divided into six divisions or branches (each under a Minister) as follows:-

Division 1.

Prime Minister.

Legislative Assembly.
Native Administration.
Native Lands.
Development of Native Areas and Reserves.
Native Agriculture.
Native Education and Schools.

Division 2.

Justice and Internal Affairs.

Relief of Distress.
Public Health.
Hospitals and Dispensaries (Including Native).
Education.
Native Labour.
Public Services Board.
Printing and Stationery.
Justice.
High Court.
District Courts.
Prisons.
Civil Aviation.
Defence.
Police.

Division 3.

Finance.

Treasury.
London Representation (Commissariat).
Audit.
Posts and Telegraphs.
Customs and Excise.
Taxes (Collection).
Service of Loans.
Pensions and Gratuities.
Grants and Subsidies.
Miscellaneous.
Refunds, etc.

Division 4.

Agriculture and Lands.

Veterinary.
Veterinary Research.
Animal Husbandry.
Plant Industry.
Chemistry.
Entomology.
Forestry.
Irrigation, Meteorology and Hydrology.
Game.
Lands.
Surveys.

Division 5.

Mines.

Mines.
Geological Survey.

Division 6.

Commerce, Transport and Public Works.

Commerce.
Publicity and Tourism.
Statistical Bureau.
Registration of Births and Deaths.
Public Works.
Roads.
Grants in Aid to Local Authorities and
Municipalities.

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PROPOSALS FOR KENYA.

Work and responsibility to be divided into five divisions or branches (each under a Secretary to Government) as follows:-

Division 1.

Chief Secretary.

Establishments.
Terms of Service.
Ceremonial.
Consular.
Legislative Council.
Foreign Affairs.
Transport (all types).
Marine and Harbour.
Military.
Trade and Commerce.
Mines.
Electric Power.
Publicity.

Division 2.

Secretary for Justice and Internal Affairs.

High Court Matters.
Magistrates.
Attorney General and Solicitor General.
Registrar.
Police.
Prisons.
Lunatic Asylum.
Immigration.
Post and Telegraphs.
Legislation.
Public Works.
Education.
Vagrancy.
Constitutional.
Printing.
Medical.

Division 3.

Financial Secretary.

Estimates.
Loans.
Revenue and Expenditure.
Customs.
Currency.
Inland Revenue.
Banking and Land Bank.
Audit.

Division 4.

Secretary for Agriculture and Lands.

Veterinary.
Veterinary Research.
Plant Industry.
Animal Husbandry.
Forrests.
Irrigation.
Soil Conservation.
Meteorological
Lands.
Survey.
Settlement.
Town Planning.
Local Government.

Division 5.

Secretary for Native Affairs.

Native Administration and Postings.
Local Native Councils.
Native Lands.
Native Development.
Labour.
Game.
Trading Centres, Markets, etc., in Native
Reserve.

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CENTRAL GOVERNMENT REORGANIZATION

As a result of the discussions which took place in Executive Council on Monday last, I submit the attached amended diagram.

It will be seen that the proposals tabulated thereon conform fairly closely to the original proposals which were submitted under the first Memorandum dated the 8th of December, 1937. There are, however, definite modifications.

2. One of the various difficulties visualized in the adoption of the original proposals was that of finding a suitable officer to act for the Colonial Secretary when the latter went on leave or should he at any time fall ill or have to go away. In such an event, I do not consider that the Financial Secretary should be asked to act as Chief Secretary, nor would the Secretary for Native Affairs be a suitable alternate. Furthermore, it might be inconvenient to detail a Provincial Commissioner for this duty.

I therefore feel that we should retain the post of Deputy Chief Secretary, who should be a Senior Officer not only capable of acting for the Chief Secretary, but who would relieve the latter by taking over the permanent Chairmanship of a number of Boards, Committees etc.

3. It will also be noted that under the attached amended proposals, Assistant Secretary [] together with his section has been removed from the division of the "Secretary for Native Affairs", and has been put under that of the "Chief Secretary" via the "Deputy Chief Secretary." My reason for this is that general agreement was reached that it would place the Secretary for Native Affairs in an invidious position were he expected to deal with the various subjects which were allotted to him in the original scheme of December the 8th, 1937.

By means of a slight re-allocation of the responsibilities of the various Assistant Secretaries, I have as far as possible grouped such activities as are definitely developmental under the Assistant Secretary 'C', and I suggest that the Deputy Chief Secretary should assume specific responsibility for these and should be known as the "Secretary for Development". He would be permanent Chairman of the Standing Board of Economic Development, and it would fall to him, together with the two elected representatives on Executive Council, to keep in touch with the various unofficial, but Government recognised and in some cases Government subsidized Committees and Boards and with organised Industry.

The tendency is for the Colony's industries to become more organised and for Government to make greater use of the unofficial bodies and thus the task of keeping in close touch with this development imposes

D II 10

an ever increasing burden on the Colonial Secretary and such an arrangement as I have outlined would I feel relieve him of many interviews and of much of this work.

4. With regard to the division of the Secretary for Native Affairs, it will be noted that I have included an "Assistant Secretary for Native Affairs" as well as the Assistant Secretary 'F', whether this appointment is necessary or otherwise is a matter for discussion, but as I have added to the proposed allocation of responsibilities to the Secretary for Native Affairs, I consider that probably an Assistant Secretary will be required, more especially as he would act as alternate for the Secretary for Native Affairs when the latter is on ~~leave~~ leave for tour.

5. I have placed the Clerk to Council independently under 'E' for convenience, as he will act under the Chief Secretary in most matters, but even under the new system, he will no doubt have to assist the Financial Secretary in the compilation of Estimates.

6. I do not think that further comments are required, as the diagram is self-explanatory. Such re-allocations of subjects under the sections of Assistant Secretaries as I have suggested have been incorporated, but on the whole the groupings are very similar to those originally proposed.

7. In conclusion I would add that I fully expected my original proposals to be regarded as premature and extravagant. I do not believe that I tried they would in fact prove as extravagant as anticipated, nor do I believe that over a period of years even this amended suggestion will relieve the Chief Secretary sufficiently. At the same time I think a system under which the Deputy Chief Secretary, besides relieving his chief, more especially concentrates on Development and the Financial Secretary and the Secretary for Native Affairs are given certain executive powers, will be found to be a great improvement on the present organization.

Furthermore, this scheme fits in with the proposals for the new Executive Council, which my former scheme did not.

It is only natural that Senior Officials who have been for many years in Government service, have great difficulty in visualizing any system other than one under which everything goes through the Colonial Secretary. They have never been used to a system under which final responsibility is allocated to several Senior Officers, and they are therefore apt to view any such proposals as these with the preconceived idea that they will lead to the issue of divergent

instructions, to duplication, and that in short, they could not be made to work; but with all due respect, I believe that they are mistaken in this view, and that once a system such as this has been tried out for a year or two, no-one will wish to return to the present "bottle neck" form of organization. Moreover, I am convinced that as this country progresses, so ~~will~~ ~~the~~ the existing system be found to work less and less smoothly.

GOVERNOR

FINANCIAL SECRETARY
MEMBER OF EX. CO.

ATTORNEY GENERAL
MEMBER OF EX. CO.

CHIEF SECRETARY
MEMBER OF EX. CO.

DEPUTY CHIEF
SECRETARY

ASSISTANT FINANCIAL SECRETARY

ASSISTANT CHIEF SECRETARY

ASSISTANT SECRETARY (D)

ASST. SECRETARY (C)

ESTABLISHMENT/OFFICER (E)

ASST. SECRETARY (A)

ASST. SECRETAR

ESTIMATES

LOANS

REVENUE & EXPENDITURE

CUSTOMS

CURRENCY

BANKING & LAND BANK

AUDIT

INLAND REVENUE

PUBLIC WORKS

POSTS & TELEGRAPHS

WIRELESS COMMUNICATIONS

ELECTRIC POWER

HOUSING

CROWN AGENTS

LOCAL GOVERNMENT

ESTABLISHMENT (INCLUDING

ALL MATTERS PERSONALLY

AFFECTING OFFICERS)

TERMS OF SERVICE

PENSIONABLE POSTS

VACANCIES

CENTRAL GOVT. VOTES

CEREMONIAL

CONSULAR

FOREIGN AFFAIRS

DEFENCE

MILITARY

PRISONS

POLICE

IMMIGRATION

VAGRANCY & REPRISAL

FILM CENSORSHIP

DISTINGUISHED VISITORS

LEGISLATIVE COUNCIL

EDUCATION

ANNUAL REPORT

BLUE BOOKS

CONSTITUTIONAL

LEGAL & JUDICIAL

REGISTRAR GENERAL

LEGISLATION

PRESS & PRINTING

MEDICAL

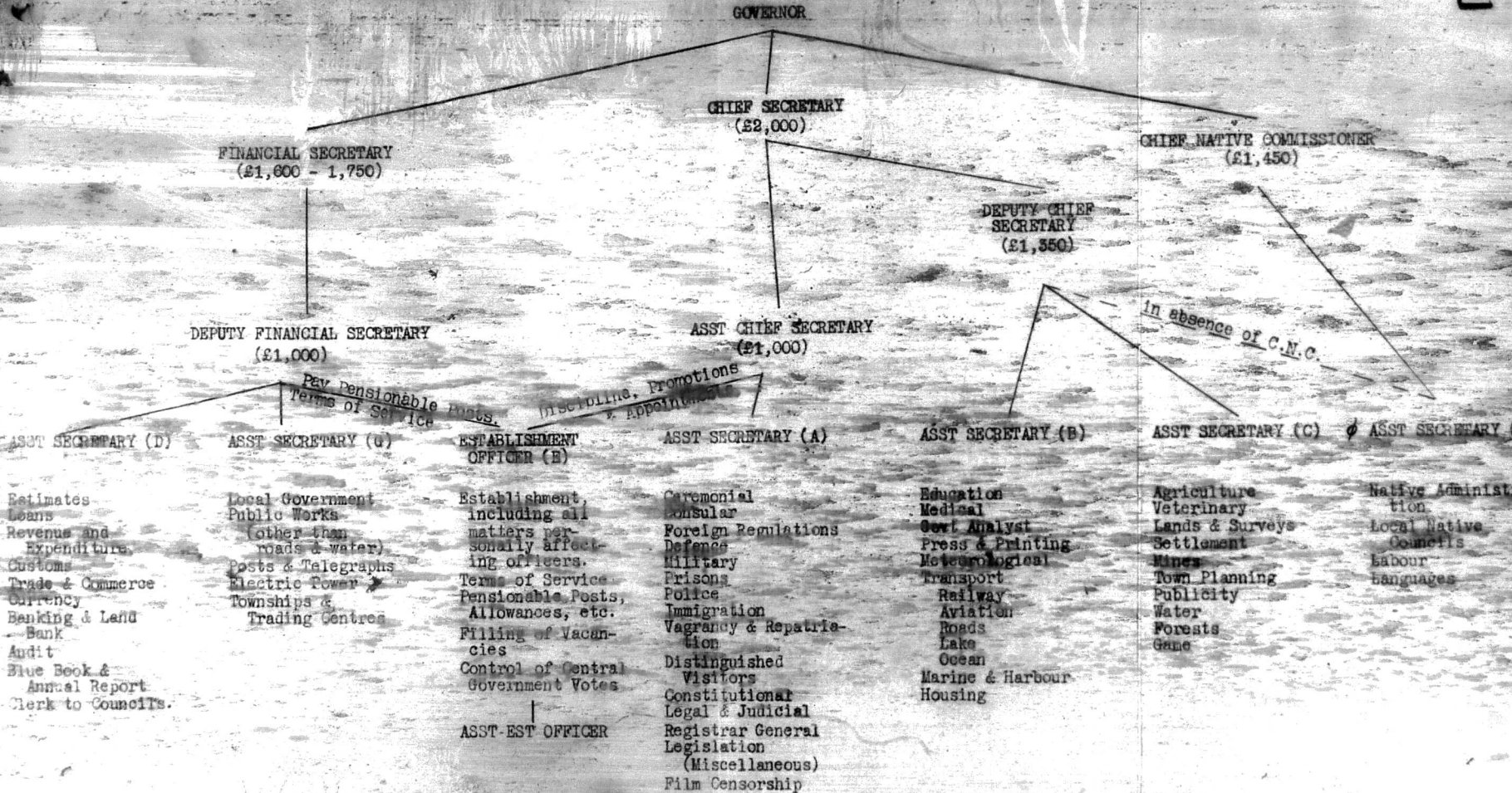
GOVT. ANALYST

RAILWAY

MARINE & MARBLES

CLERK TO COUNCIL

CENTRAL REGISTRY



* Administrative Officers. The possibility is envisaged of filling, say, three of these posts at a later date from the Local Civil Service.

† The allocation of subjects between Sections is subject to adjustment in the light of experience.

∅ To assist other Sections as required.

Prestons 2
Bentley 110
Farnham
22. 1. 38

C
Dear Parker

Thank you for
your letter of yesterday.
3. p.m. on Wednesday will
suit me admirably. I hope
either you or Jan will
be there to join in the
argument. Moore of
course knows the workings
of the Kings Secretariat
thoroughly and I trust that

he could probably help if
Tomlinson cares to ask
him.

Yours sincerely

Adelbady

21st January, 1938.

Dear Wade,

I have spoken to Tomlinson and he would be glad to see you at 3 o'clock on Wednesday. I should be glad to know if this time would be convenient to you. If necessary, he could see you on Wednesday morning, but the afternoon would really be more convenient to him if you could manage it.

Either Dave or I will probably be joining you for your talk with Tomlinson, and I shall be glad if you would remind me to mention something which we forgot to tell you about yesterday.

Yours sincerely,

J. P. Bassett

V. WADE, C.M.G., O.B.E.