

1927

Kunya

No. 10164

SUBJECT

C 0.533/367/10164/1927

Inquiry in to Question
of Native Labour

Previous

N/C 6014/26

Subsequent

15062/28

15686/A/29

X-10164
27

13

~~DESTROYED UNDER STATUTE~~ of Commons — 19 Feb., 1927.

in by Sir Robert Hamilton.

(4/3 a sub file)

via of 6 OAC tel 20

directed in minutes in the sub

file STACE

28/2 atace

~~DESTROYED UNDER STATUTE~~ com. — 23 Feb 1927

3 m/3 to Gov. 3rd March, 1927 on sub. file "A"

4 OAC Perham — 1 March, 1927

States as to investigations by C.N.C., and adds that he will before long put forward amended legislation based on his conclusions. No definite Order was found. Despatch follows re. second Commission.

5 Colonial Office — 3 March, 1927

Extract from official Gazette no. 1118 of 12 Jan, 1927, containing appointment of a Commission to investigate the question of native labour.

(It may be possible to check investigations when the dept. comes out)

This information was obtained in view of past and possible future questions in the House, but no action is called for.

put by. J.M. Allen 16/3 atace

in paper in sub. file A.

2
X. 10164/27
6 — O.A.C. Denham — 31 March, 1927.
220

States as to appointment of commission to investigate the labour problem, and adds that the report may be expected in the course of the next two months.

Put by
H. Bottomley
28.4.27
at once

h/a

~~REJECTED UNDER STATUTE~~
H. Bottomley — 19 May, 1927
Question by Mr. Small

copy paper
in sub. file A

~~REJECTED UNDER STATUTE~~
H. Bottomley — 19 May, 1927
Question by Mr. Gillett.

copy paper
in sub. file A

Put by (Anch. on Sub. File 'A')

H. Ashworth.
27/5/27.
at once.

~~REJECTED UNDER STATUTE~~
H. Ashworth, Ministry of Labour,
provision copy of Report when received. (C. 25039 1/2)

By Mrs. Denham — 26 May, 1927.
Watthole 383

Enc. three copies of Report of Commission of Inquiry. Comments will follow at an early date.

Mr. Bottomley:

Attach a note on the conclusions.

copy paper
in sub. file A
5000
1/11/27

X. 10164/27
3
4

11 O.A.C. Denham Conf. 69. — 2 July 27
Submits comments on Report.

Sir C. Stirling
Mr. Bottomley:

We discussed this.

Mr. Denham traverses the portion of the Report dealing with the position of the natives within and without the reserves in such a trenchant way that doubts might well arise as to the value of the other portions of the Report. It will be seen that Mr. Denham's views approximate more closely to those expressed by Sir Hugh Clifford in his recent Confidential Memorandum than to the opinions of this Commission, ^{which} ~~though~~ it will be observed ~~we~~ did not take the evidence of any administrative officers or natives. It was suggested on ~~the~~ ^{other} paper that this Report might be brought to the notice of the new Commission. If so, it will be as well for this despatch to be similarly communicated. We have only received 3 typed copies of the Report, but presumably it will be printed since it is to be laid on the Table of Council, and has already been given to the Press. The Press comments will be found in cuttings Nos. 315 and 316 in 10036/12 and No. 319 in 10036/13 - the last is ^{the most} ~~the most~~ important.

C
22038/27
C/L

A

* should be read
C/L

? Acknowledge and say that the Secretary of State has read the Report with interest; that he notices that the O.A.C. is of opinion that the Commission have established the position of the supply of labour, ^{which} ~~adequate~~ adequate, at any rate, up to and including the year 1929, but point out that it is ^{not} ~~clear~~ clear the extension of settlement will have to be carefully watched in order to ensure that a shortage of labour is not created in the future; refer to paragraph

Yes. The phrasing of expression was, as I have drawn before, adopted earlier by the Commission of the O.A.C.

X. 10164
2
of the Report and certain points with which it deals.

? No ~~substantive~~ action is called for pending the remarks of the Colonial Government which, it is stated, will follow at an early date.

J.H. Holm

12/7/47

Lieut. C. Stroebe

You should see that this report is in. It is fresh evidence that there is a need for Kenya farmers to plan about labour strategy (they are not doing so) for the present.

As to getting more men out of the reserves & the blessing of them if doing so, we shall have a good deal in the common - the constitution of the C.A. will not appeal to those who are opposed to white settlement.

? Wait

W. H. D. ...

14.7.47

I see that the dual policy is capital & very narrow interpretation & development.

C.S.

26.7

1947

Mr. Huttonley.

Mr. Holm, whom I asked to come and see me on Monday, referred to the Report of the Labour Commission over which he had presided in Kenya. He said he heard that Section 4 had been subjected to a considerable amount of criticism in the Colony by a certain section of the community, including the Acting Governor. He thought that if this was so there must be some misunderstanding as to what the Commission recommended and he said that if the question was raised he would be very glad to help us in any way he could by explaining what was in the back of their minds.

J.H. Holm

3/11/47

Sir S. Wilson.

Section 4 of the Report begins on page 77. Sir E. Denham's comments are in paragraph 6 of No. 11 in X.10164 and the Standard's comment is in press-cutting No. 319 in X.10036/13.

Some explanation of what was at the back of the Commission's minds would not be amiss. What they say is that the native cannot make ^{a decent} the least living in the Reserve, and ^{should} may, therefore, migrate in ^{and in families} bulk on to European States. The natural comment, that it is up to the Agricultural Department to help the native to greater productivity in the Reserve, occurred not only to us but to the "Standard" leader writer. The constitution of the Commission was a mistake. I am afraid that Mr. Holm has always found ^{Cultivation was attractive} European combination closer at hand than native ^{Cultivation combination.}

W. H. D. ...

Think we should protect as

combination, while the other members of the
Commission represent purely European interests.
The whole section of the Report is unfortunate,
and, as Sir E. Denham points out, outside what
the Commission were intended to do. I am
afraid that the help which Mr. Holm offers, if
the question arises, would take too long to
obtain at short notice; but on the other hand,
I do not think we should ask him to give us a
statement which we could keep by us. His reply
to the criticism of this section of the Report
should be made to the Governor when he returns
to duty.

? Wait and see.

Ward 7/1/17

Mr. Denham

Agree with A. You may

cancel all

10/11/17

Mr. Wiseman

No reply yet received to No. 12,

? remind pl.

W.P. 2.1.24

paragraph 6 of the despatch relating to the comparative
position of the natives within and without the
reserves, and say that as further statistical data
becomes available a further Report on the matter
will be made, in which case it will be instructive if the
natives were dealt with tribe by tribe; none with
pleasure the expression of appreciation of Mr. Holm's
services as Chairman of the Commission.

W.P. 16/8/27

I do not think we should lead any case,
or should any case. If the Commission
draw in para. 6 on the Commission's
figures as to the reserves are
sound, it is clear that active
agriculture has not been stimulated as
it should have been.

Ward has been attending to the
the African Research Officer's comments
on the report in full. He would have
been a very useful member of the
Commission.

Ward 16.8.27

Mr. Denham

Think we should proceed as

proposed. I am a little doubtful
as to whether this Report need
be amongst the papers to be
given by us to the Commission

J.H.C.

19.8.27

Decision noted
on C32035/27 which
lays
in the paper referred
to at A in Mr Allen's
minute.

J.H.C.
1/11/27

This report is really quite outside
the terms of reference to the British
Tanning Commission, & need not be
given them. I agree in almost
every respect with the views
expressed by Mr E. Deane in
his accompanying despatch. Reply as
proposed at once.

1927
20.8.27

12 To Gov. (Conf.) (10 ans) 30 Nov 1927

House of Commons
(Question by Mr. Gunn)

To Kenya, with copy Q.A. 22 Nov 27. 743.

as at 10/11/27
for present copy has
not been sent in the
(cont. p. 1)

7
Mr Allen
in Aug 1927
I have asked for a further Report
'when such info became available'
in the comparative posⁿ of
his native within & without the
reserve - see para 3 of no. 12

Let might not enquire whether
there is any further such info
& what steps, if any, have been
taken to collect it.

Nothing in the only Bulletin
of Statistics which we have ever received.
this is in fact previous to our despatch.
The Bulletin appears to have 'gone up'.

E. Easton

17.1.29

Note: Wait another six months.

J.H.C.

19/1/29
atacc

As above.

W. Jordan

20.7.29.

Mr Allen

I think we might remind you

reference para 3 of No. 12 ^{the} of the
file. ^{maybe 2 pages the} statistical data ~~is~~ available?

Can Chiffa

23 VII 1929

J. W. Klee

DESTROYED UNDER STATUTE
3/17/77 24/7 at all
Conf - Cons - JUL 1929

X 10164/27 8
KENYA
12

Mr. Clegg, 22. viii. 27.
Mr. J. J. ...
Mr.
Mr. E. J. Harding.
Sir C. Strachey.
Sir J. Shuckburgh.
Sir G. Grindle.
Sir C. Davis.
Sir S. Wilson.
Mr. Ormsby-Gore.
Lord Lovat.
Mr. Amery.

Handwritten scribble and a stamp with the number 77.

Handwritten initials 'JG'.

30 August 1927.

DRAFT.

Kenya, Conf.
O.A.G

Sir,
I have pleasure to acknowledge
the receipt of your
Conf. despatch No. 383 of
26th May
the ~~1st of July~~ and to
~~inform you that I have~~
~~forwarding copies of the~~
~~read with interest the~~
report of the Commission
appointed to enquire into
the needs of the Colony
in respect of African
Labour outside the
Native Reserves.

I have also read your
Conf. despatch No. 69 of the
8th concerning the
the Report.
2. I have read the
Report & your comments
with interest.

Yours faithfully,
R. Laole.
I believe that you

one of the opinion that
the findings of the
Commission have ~~not~~ ^{shown}
~~to show~~ that the supply
might be expected to
of income ~~will~~ be ~~decrease~~
at my rate up to the
end of the year 1929.
~~and~~ ~~however~~ ~~it~~ ~~is~~ ~~clear~~ ~~that~~
it will be necessary
in the Commission's
exp. - careful notes
in the expression of
in order to
that a shortage
to ~~be~~ ~~dealt~~ ~~with~~
in the future
to regard the ~~present~~
~~the~~ ~~comparative~~ ~~position~~ ~~of~~ ~~native's~~
matters dealt with
~~native's~~ ~~position~~ ~~within~~ ~~the~~ ~~Reserves~~
~~the~~ ~~Reserves~~ ~~within~~ ~~the~~ ~~Reserves~~
in para 6
your dispatch shall

- Mr.
- Mr.
- Mr.
- Mr. E. J. Harding.
- Sir C. Strachey.
- Sir J. Shuckburgh.
- Sir G. Grindle.
- Sir C. Davis.
- Sir S. Wilson.
- Mr. Ormsby-Gore.
- Lord Locat.
- Mr. Amery.

DRAFT.

as the comparative
position of native's
within & well as
the Reserves ①

be glad to be furnished,
with a further report
on this subject when
fuller statistical data
details become available,

It would be instructive if
in any such report, the
natives were dealt
with tribe by tribe

4. I note with pleasure
the appreciation of
Mr. Holms' services as
Chairman expressed by
the other members of
the Commission and
endorsed by you

(for the Secretary of State)
(Signed) W. ORMSBY GORE.

KENYA.

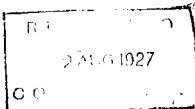
No. 69

CONFIDENTIAL.



10114
11
10
GOVERNMENT HOUSE,
NAIROBI,
KENYA.

8th July, 1927.



Sir,

no 10

In continuation of my despatch No. 383 of the 26th of May, transmitting copies of the Report of the Commission of Enquiry appointed by Sir Edward Grigg to examine and report upon the needs of the Colony in respect of African labour outside the native reserves, I have the honour to submit my comments upon the Report.

I delayed doing so until I had been able to consult the Chief Native Commissioner and the Senior Commissioners, who had been meeting in Nairobi, with regard to the statements made in the last portion of the Report, which are of a controversial character.

2. The first two terms of reference of the Commission were:-

- (a) The needs of the Colony in African labour for the coming year in regard to its agricultural, industrial and other development; and
- (b) The probable rate of development of the various agricultural industries in the near future and their needs in respect of African labour.

These two terms of reference the Commission have taken together and the statistics given and the conclusions drawn by them are of the first importance in considering the development of the country in the near future. They give a careful and valuable resume of the labour requirements of the various industries and show that there should be no difficulty in meeting the labour demands of Kenya, at any rate up to 1929 inclusive.

THE RIGHT HONOURABLE

LIEUTENANT COLONEL L.C.M.S. AMERY, P.C., M.P.,
SECRETARY OF STATE FOR THE COLONIES,
DOWNING STREET,
LONDON, S.W.

1/3. I am

Assd. Conf 30 Aug/27.

3. I am inclined to think that undue stress is laid on the employment of juveniles and I am unable ^{Sincerely} fully to endorse the views expressed on this subject in paragraph 51 of the Report. It must be remembered that as educational facilities increase in the reserves (and the Native Councils have put an educational cess in the forefront of their programmes) there is likely to be less desire on the part of youths and boys to go out to the estates.

At present they undoubtedly enjoy the immunity given them from tribal restraint, the opportunity afforded them of mixing with their seniors and of seeing something of town life.

There is, however, a very serious risk of these boys growing up too quickly and of a distinct weakening in discipline. In the reserves the children have a very definite place in the tribal organization. The various ceremonies of their lives are largely based on discipline and self-control. In some tribes they are trained on a "warrior" organization which, as the term denotes, indicates that they are placed under considerable restraint. Further, in many reserves they also attend Government or Mission schools and at the same time come under the control of their parents. They are surrounded by sanctions of every description from early youth.

Out of the reserves, though they may be "brought up in an atmosphere of contact with civilization", they seldom appreciate the restrictions which civilization should impose.

Their development is premature and they are often entirely removed from any family life. They associate with men only and begin to believe themselves

men before they have been disciplined as boys. Though many settlers fully appreciate the benefit of Estate schools, these are frequently night schools and boys meet there as fellow employees and not as school boys. I consider that very strict regulations should be imposed in respect of all juvenile labour employed on estates.

4. I fully agree with the recommendations of the Commission that the practical solutions of any labour problem lie in the better management of available labour supplies, better farming, economy in labour, close personal attention to the needs of such labour, and increased use of labour saving implements and appliances.

I feel, however, that further emphasis should be laid on the personal equation rather than the material issue.

It is the duty of Government to ensure through its Administrative officers and labour inspectors that labour is properly housed, fed and medically treated, while it is in the interests of the estates to afford the maximum assistance in this direction.

5. These recommendations come under the third term of reference of the Commission, which was, "What measures of improvement, if any, may be adopted for the better use of the labour supply now engaged on public or private work". Useful recommendations are made with regard to the provision of additional railway facilities during the harvesting season and for extensions in labour camps. Action is being taken by Government in respect of these suggestions.

As regards the introduction of the "tin ticket" system, which is in force in Ceylon and of which I had considerable experience when I was there, it may

no doubt be usefully adopted in this Colony in so far as it ensures the labourer being passed on from the point of recruitment to the point of engagement with adequate safeguards for his travelling, diet, and medical treatment during this period. But the conditions in the two colonies are very different, as are the methods of recruitment.

It will be seen from the Report that the farming community generally opposes the employment of the professional recruiter and prefers rather to employ their own agents. Any system of general recruitment is therefore likely to be more successful in private co-operation than by the adoption of a Government scheme.

The suggestions with regard to the registration certificate deserve the full consideration which has already been given to them. It is very inadvisable that any steps should be taken which propose to alter the character of the "kipandi", the use of which is generally recognised by natives and the adaptation of which for other purposes would at once arouse suspicion.

The suggestion in paragraph 55 that a bonus be given on re-engagement, as is the practice of the Kenya and Uganda Railway, has much to recommend it. But, as in respect of other recommendations falling under this head, this is a matter rather for the consideration of employers themselves than for Government interference.

6. The fourth term of reference to the Commission was to make any recommendations to which the enquiries under the three previous heads may lead them. In paragraph 2 of my despatch 220 of the 31st March last, /I stated

10/6

I stated that "It will be noted that the terms of reference of this Commission exclude consideration of the position of natives in the reserves". It will be seen that the Commission have considered the "bearing which the power of production of a native living in a reserve has upon the supply of labour outside it" and "what policy should be adopted in the interests both of the native races and the employer".

I feel that it is unfortunate that the Commission should have entered into speculations in this matter which are based on one side only of the problem.

The Commission base their conclusions on certain generalisations which they have reached on certain sets of figures. They reject those supplied by Administrative officers and prefer to adopt calculations dependent on figures of crop production supplied by agricultural officers. As the Native Research Officer has pointed out, "This section of the Report admirably illustrates the difficulties experienced by all who endeavour to base a reasoned argument on statistical data in this Colony. Reliable data are not available covering a sufficiently wide base to serve as the foundation of any sound argument". The conclusions reached cannot, therefore, be accepted as the views of Government but they present one side of the case and as such require, I consider, further examination.

It must be realised from the start that the Commission did not take the evidence of any administrative officers or natives and that their deductions are based only on agricultural and statistical calculations.

Comparison is made between the native as a producer of wealth inside and outside the native reserves and the

/method

method adopted is to create a producing unit called the "family" and to compare its cash production inside and outside the reserves. The comparison is really made ^{with} between a family which in the reserve probably consists of the head of the family, his wife, and small children, for it is the young men who go out to work in such large numbers and who, when they have finished their work on estates, return for leisure and relaxation to the reserve.

The labourer outside the reserve is essentially a wage earner who is endeavouring to obtain the largest amount of cash in the shortest amount of time. It must not, however, be accepted that the African regards high earning capacity as his ultimate goal or that he is generally anxious to increase his wage earning ability. In point of fact, he usually regards high wages or money earned outside his reserve as a short cut towards paying the price of a wife, or for obtaining more stock, or for re-funding a monetary debt; he generally returns to his reserve when his object is attained.

It is only by education that the African standard of comfort will be raised.

Accepting this view, comparisons between producing units in the reserve and outside the reserve are quite fallacious.

The figures given by the Commission as to the amount produced by a "family" appear to be open to considerable doubt. The Native Research Officer reports that "taking the figures given by the Commission as they stand there is ground for challenge. Assuming that a unit of $4\frac{1}{6}$ persons (a figure obtained by dividing the approximate native population by the /approximate

16

"approximate number of families, vide paragraph 56 of
"the Report) cultivate two acres (in the Report it says
"1½ to 2½) and produce 2,000 lbs. of maize, or its
"equivalents; of this at least 1/5 is sold, according
"to the Report (vide paragraph 56) leaving 1,600 lbs.
"for the support of the family, or 384 lbs. per head per
"annum, or a little more than 1 lb. per day per head -
"this quantity has to cover grain made into tembo or
"provided for fowls and animals, loss from rats and
"weevils, and from grinding and winnowing and provision
"for next year's supply of seed ~~have also to be met~~ and
"the balance seems hardly enough to support life, even
"among abstemious tribes. Among heart/eaters, such as
"the Kavirondo, the amount is so inadequate that a
"mistake in the figures is certain".

Again this same unit of 4¹/₆ persons in
the reserve is said, in paragraph 46 of the Report, to
live upon 40/- to 60/- and yet outside the reserves
(paragraph 57) an entirely sufficient ration provided
by the employer for a single labourer amounts to about
75/- per annum. The inference must be that the
figures of production in the reserve are estimated too
low or the ration figures outside the reserve too high -
even allowing for increased cost to the employer by
purchase of rations, this assumes that the extra-reserve
unit grows nothing for itself. The only other conclu-
sion possible is that paragraph 56 deals with the
average wage earning of a family in the reserve and
paragraph 57 with the earning capacity of a unit - two
entirely different things. With regard to the question
of earning capacity outside the reserve, it is assumed
in paragraph 57 that an average native can complete 9
tickets of 30 days per annum, namely 270 days. No
/allowance

allowance is made for Sundays or holidays, leave of absence, ^{sickness} travelling, etc.

In paragraph 58, the Commission state that a liberal estimate of the time spent by the native working in the reserve is 80 days work per annum. The estimate is said to be liberal, but the Senior Commissioners give 160 days as the probable average figure.

The Statement in paragraph 58 that the native spends 50 days in the year attending to the requirements of Administrative officers, at markets, etc. is regarded by Administrative officers as unwarranted; while it also appears to infer that no payment is received for attending to these unspecified requirements, which is not the case.

The Commission have themselves stated that the returns received from Administrative officers showing the period during which the men are employed in the reserve are far in excess of the figures given by them - a serious admission and an unconvincing statement in view of the fact that the Administrative officers are certainly in the best position to report on the activities of the natives in the reserves and that they were given no opportunity of explaining any of their figures.

The Commission are led by their own calculations to form the conclusion, expressed in paragraph 58 of their report, where it is stated that "there is abundant opportunity for additional work to be performed both by the married and single men, either on their own holdings, or for employers outside the reserve, and in the absence of either form of occupation, idleness, to a degree which does not exist among other races throughout the world, and which is demoralising for the individual, must continue".

If this is intended to mean that men who neither work on their own holdings or for employers outside the reserve live in idleness, it can scarcely be gainsaid. It appears, however, to imply that the natives of this Colony are possibly the most idle in the world, a stigma that is totally unjustified. Taking into consideration the facts:-

- (a) that a Kenya native has no economic necessity to labour away from his own home;
- (b) that in civilised countries, the average man or woman who does manual labour for wages has no land to develop and works from sheer necessity, in order to earn food, lodging and clothing; and
- (c) seeing that in Kenya, at any given moment, practically half the able-bodied male population is working for wages outside the reserve, it must be admitted that the Kenya native should rather be regarded as generally disposed to perform labour rather than to evade it.

The Report's value lies principally in proving this point and in showing that the labour supply is generally responding to the demand made upon it.

It has also to be realised that the native population may reasonably be expected to increase rapidly as improvements take place in their conditions, so it may prove increasingly difficult in years to come for families who become squatters to retain their holdings in the reserves while at the same time the development of land under European cultivation may have the effect of putting employers into a position where they cannot provide land for their squatters.

I merely call attention to this possibility as it further illustrates the necessity of avoiding generalisations in respect of labour and the danger of wide recommendations with regard to its employment.

7. The Report of the Commission will be laid on the table of Council - it has already been given to

-/the

the Press - as it presents the considered conclusions of a representative Commission appointed by Government to examine one side of the labour problem.

Its conclusions further are in many respects very valuable, but it is obvious that Government cannot accept the Report as an expression of Government opinion, but merely as a statement of facts based on statistics in regard to the present labour supply on estates and of views expressed by the members of the Commission in regard to conditions outside the estates.

I enclose a copy of a letter of acknowledgement from the members of the Commission to their Chairman (Mr. A. Holm, C.B.E.) which I endorse.

I have the honour to be,

Sir,

Your most obedient,
humble servant,



ACTING GOVERNOR.

NAIROBI,

6th May, 1927.

To
His Excellency the Acting Governor,
Government House,
Nairobi.

Labour Commission.

Sir,

We have the honour to draw your attention to the acknowledgments we have framed concerning the work of our Chairman, and to request that you will be good enough to direct the notice of the Right Honourable the Secretary of State for the Colonies thereto.

We have the honour to be,

Sir,

Your most obedient servants,

(Sgd) S.L.K. Lawford.
" G.W.C. Griffiths.
" E.A. Evans.
" W. Tyson.

This is an interesting ⁷ detailed analysis of the labour requirements of the Colony for the period 1927/29. The figures have been worked out on the basis - page 16 - of labour units representing one man working for a whole year or approximately 300 days work.

On pages 17 to 33 they work out ~~4~~ requirements in respect of each crop in the Colony, and also for stock and for requirements other than agricultural purposes such as Mines, Government Departments, Timber, domestic buildings, etc. etc.

The requirements for 1927/28 are noted on page 34 and those for 1929 on page 40. It is anticipated that these requirements will be fully met - see page 87 - The general conclusion is that considering the question broadly and in the absence of unforeseen circumstances, there is no justification for apprehension in regard to the adequacy of the labour supply for the purpose of meeting the needs of steady development and providing for future progress.

It may be noted ~~that~~ - see page 36 - that the supply from North and Central Kavirondo, Lumbwa, Mandi, Teita and the Kikuyu country as a whole ^{is} ~~was~~ not unsatisfactory, but that the labour supply from the Meru, Embu, Akamba, South Kavirondo, Kamasia and Coastal tribes might be largely augmented with advantage to the tribes.

Pages 45 to 76 of the Report deal with various suggestions for improvement and it will be seen from page 59 that the Committee is clearly of opinion that the greatest opportunity for economising labour lies in better management of labour and farming

farming practice. As regards the various suggestions reference might be made to remarks as to ①
Married Labourers - page 46; length of contract -
page 47; labour camps and depôts - page 51; school
holidays - page 51; collection of Hut Tax - page 54,
should synchronise with the coffee harvest; use of
up-to-date machinery - page 54; and mechanical
power - pages 50-51.

It may further be noted that on page 52
the Committee say that further enquiries show that
under existing conditions the advantage to the
native lies greatly in employment outside the
reserve; and that on page 53, they express the
opinion that the Africans permanently detached from
the reserves ~~are~~ becoming the most civilised in
their habits and reach a higher standard of life.
The Committee apparently favours the establishment
of an African population away from the reserves
and it is not apprehended that any difficulties will
arise in the control and through the behaviour of
such a population which will be amenable to and
obey by the ordinary laws (page 54)

RECEIVED



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22

KENYA.

No. 393

GOVERNMENT HOUSE,
NAIROBI,
KENYA.
26th May, 1927.

Sir,

Report

I have the honour to transmit three copies of the Report of a Commission appointed by Sir Edward Grigg under the terms of the Commissions of Inquiry Ordinance of the 11th December, 1912, (Chapter 25 of the Revised Laws of Kenya):-

To examine and report upon the needs of the Colony in respect of African Labour outside the Native Reserves; and in particular to examine and report upon the following matters:-

- (i) The needs of the Colony in African Labour for the coming year, with regard to its agricultural, industrial and other development;
- (ii) The probable rate of development of the various agricultural industries in the near future and their needs in respect of African Labour;
- (iii) What measures of improvement, if any, may be adopted for the better use of the labour supply now engaged on public or private work;
- (iv) To make any recommendations to which the enquiry under (i), (ii) and (iii) above, may lead them.

2.

The personnel of the Commission was:-

The Hon'ble Mr. Alex. Holm, C.B.E.,
Colonel G.C. Griffiths, C.M.G.,
Commander S.D.K. Lawford, R.N.,
Captain W.T. Tyson, M.B.E.,
E.A. Evans, Esq.

Vide Government Notice No.13 of the 12th January, 1927.
(Official Gazette 1927, page 22).

My remarks upon the Report will follow at an early date.

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

THE RIGHT HONOURABLE

LIEUTENANT COLONEL L.C.M.S. AMERY,

P.C., M.P.

SECRETARY OF STATE FOR THE COLONIES,

DOWNING STREET,

LONDON, S.W.1.

ACTING GOVERNOR,

Conf. 1/3 (100-102)

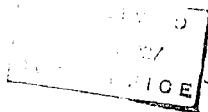
M.S

KENYA.

No 120



23
GOVERNMENT HOUSE,
NAIROBI,
KENYA.



31st March, 1927.

Sir,

With reference to my telegram No. 72 of the 1st of March, relative to enquiries on Native Labour Commission in Kenya, I have the honour to report on the appointment of the following Commission of Inquiry -

Chairman:

The Hon. Mr. Alex. Holm, C.B.E.,
Director of Agriculture.

Members:

Col. C.G. Griffiths, C.M.G.,
Commander S.L.K. Lawford, R.N.,
Captain W.T. Tyson, M.B.E.,
E.A. Evans, Esq.,

with the following terms of reference:-

"To examine and report upon the needs of the Colony in respect of African Labour outside the Native Reserves; and in particular to examine and report upon the following matters:-

- (i) The needs of the Colony in African labour for the coming year as regards its agricultural, industrial and other development.
- (ii) The probable rate of development of the various agricultural industries in the near future and their needs in respect of African Labour.
- (iii) What measures of improvement, if any, may be adopted for the better use of the

/labour

THE RIGHT HONOURABLE

LIEUTENANT COLONEL L.G.M.S. AMERY, P.C., M.P.,
SECRETARY OF STATE FOR THE COLONIES,
DOWNING STREET, LONDON, S.W.

labour supply now engaged on public or private work.

(iv) To make any recommendations to which the enquiry under (i), (ii) and (iii) above may lead them."

2. It will be noted that the terms of reference of this Commission exclude consideration of the position of natives in the Reserves. In the reports of all Labour Commissions and Inquiries in the country it has been pointed out that greater economy might be exercised in respect of labour, that labour saving machinery might be used to a much greater extent and that the time has come where estates and labour employing agencies should realise the possibility of the supply of labour not being able to keep pace with increased demands caused by extension and developments in cultivation. The necessity for the consideration of all these points was emphasised in the Report of the Parliamentary Commission.

The objects of the Commission will be to put forward proposals which may assist in the study of local conditions especially on the farms, to suggest means by which the present labour force employed outside the Reserves can be best utilised and to afford material showing the amount of labour actually required and likely to be required on the farms.

3. The question of the importation of labour was fully discussed at the last meeting of the Convention of Associations and it was only by the casting vote of the Chairman that a Resolution favouring such a measure was defeated.

It is believed that the Report of the Commission ^{is assist in the examination of} will go far ~~to show~~ the necessity for any such measures, while it should afford reliable data as to how far the available supply of labour in the country can meet demands without recourse to special measures for recruiting.

4. The Commission will also be concerned with the measures which can be taken to improve conditions for labour, e.g. by effecting more efficient and better regulated transportation of labour in the interests of the natives.

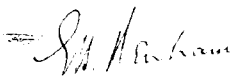
5. It was with these objects in view that Sir Edward Grigg appointed the Commission shortly before his ^{departure} departure on leave.

6. The Report of the Commission which may be expected in the course of the next two months, will be forwarded to you as soon as it is received.

I have the honour to be,

Sir,

Your most obedient,
humble servant,



ACTING GOVERNOR.

THE COMMISSIONS OF INQUIRY ORDINANCE. 26

A COMMISSION.

I, EDWARD WILLIAM MACLEAY GRIGG, Knight Commander of the Royal Victorian Order, Companion of the Most Distinguished Order of Saint Michael and Saint George, Companion of the Distinguished Service Order, upon whom His Majesty has conferred the decoration of the Military Cross, Lieutenant Colonel in His Majesty's Army (retired), Governor and Commander-in-Chief of the Colony and Protectorate of Kenya, do by virtue and in exercise of the powers conferred upon me by the Commissions of Inquiry Ordinance by this my Commission under my hand appoint:—

THE HONOURABLE MR. ALEX HOLM, C.B.E.

COLONEL G. C. GRIFFITHS, C.M.G.

COMMANDER S. L. K. LAWFORD, R.N.

CAPTAIN W. T. TYSON, M.B.E.

E. A. EVANS, ESQ.

And such other person or persons as I may from time to time nominate.

to be Commissioners:

To examine and report upon the needs of the Colony in respect of African labour outside the Native Reserves; and in particular to examine and report upon the following matters:—

- (i) The needs of the Colony in African labour for the coming year, with regard to its agricultural, industrial and other development.
- (ii) The probable rate of development of the various agricultural industries in the near future and their needs in respect of African labour.
- (iii) What measures of improvement, if any, may be adopted for the better use of the labour supply now engaged on public or private work.
- (iv) To make any recommendations to which the inquiry under (i), (ii) and (iii) above, may lead them.

The inquiry shall be limited to areas outside the Native Reserves.

AND I DO HEREBY APPOINT the said Honourable Mr. Alex Holm, C.B.E., to be Chairman of the said Commissioners:

AND I DO HEREBY DIRECT that three Commissioners shall form a quorum:

AND I DO HEREBY APPOINT D. L. Blunt, Esq., M.A., to be Secretary to the said Commissioners:

AND I DO HEREBY DIRECT that the Oaths of the said Commissioners shall be made and subscribed before any Resident Magistrate of the Colony:

AND I DO HEREBY DIRECT that the Inquiry shall be held at such places in the Colony as the Chairman may think fit:

AND I DO HEREBY DIRECT that the said Inquiry may be held in public or in private, or partly in public and partly in private, at the discretion of the Commissioners:

AND I DO HEREBY COMMAND all persons whom it may concern to take due notice hereof and give their obedience accordingly.

GIVEN under my hand at Nairobi this 12th day of January, 1927.

EDWARD GRIGG.

Governor.

40
27
END

TELEGRAM from the Officer Administering the Government
of Kenya to the Secretary of State for the Colonies.

Dated 1st March.

(Received Colonial Office 5.58 p.m. 1st March, 1927.)

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No. 72. 1st March. Following upon the Convention's
discussion on labour problems of March last year the
Governor instructed the Chief Native Commissioner to
hold informal enquiries from time to time while touring
the settled area(s) as to (i) whether the institution
of Labour Bureau or Exchange would assist
employment (ii) Extent to which ^{conversations of} conversational effort(s)
being obtained. and expense ~~is~~ possible in regard to recruitment and
employment, and (iii) How the law(s) relating to
labour could be improved. Investigation not yet
completed. It is not intended to produce a special report
in this connection but the Chief Native Commissioner
will before long put forward amended legislation based
upon his conclusions. No definite committee formed
but the Chief Native Commissioner assisted by a few
leading men in each district.
Inquiry conducted openly but it was suggested
by member(s) of the Committee that, ~~set~~ at Kyambu that
frank decision would be facilitated ~~if~~ if not reported
in the press. Despatch follows re commission to
which you allude.

+ ~~Corrupt~~
~~group~~ ~~Correction~~
being obtained.