

1930

Kenya

CO 533/398

No. 16.113

REVISION OF RECORDS SECTION

This file should be returned to
Queue Street when no longer required.

SUBJECT

Salaries of European Staff (Teaching)
of the Education Dept.

Previous

15623/29.

Subsequent

17273/31.

1067. Griggs. Conf. despatch 31.

4th March, 1930

Forwards observations on the salaries and other conditions of service of European teachers of the Education Department with proposals which are recommended for the approval of the Secretary of State. It would be convenient if the decision of the Secretary of State could be communicated by telegraph.

Captain Newbolt.

Mr. Haynes.

Mr. Bevis.

Mr. Parkinson.

I. Salary scales.

The new proposals seem to me to be a reasonable compromise.

Commenting on paragraph B.

(a) and (b) seem unobjectionable unless P.S. Apple think that the small prospect of promotion to the maximum of £920 (or £736) would react unfavourably on recruitment. It would of course be necessary to explain carefully to candidates the various conditions set out at (i) (ii) (iii) and (iv).

(c) It must I suppose be admitted that farm schools are necessary, especially in the kind reafter stage. But for more advanced education surely the policy should be so far as possible to concentrate children at large schools, where the cost should not be greater and the education should be better. But on this of course the Education Committee will advise.

The scales proposed for teachers at small schools, European, Indian or African are:-

	<u>Men</u>	<u>Women</u>
Scale A.	£240-10-300	£192-8-240.
Scale B.	£300-10-400	£240-18-320.

(d)

X for Europeans and Indians.

X European and Indian.

X Locally recruited.

Mr. Dowdell, see the
determination and his salary
in 8/14/26.
Mr. MacDowell.

(d) is presumably unobjectionable. Of
the five existing Inspectors, three are at £600
30-720, one is at £400-475-25-£600, and one, a
temporary man, is at £475 consolidated.

II. Boarding Allowance. This is a matter for the
Advisory Committee.

III. The Special leave and pension proposals
which were 'adumbrated' in the first scheme do
not reappear in this one. The Governor was
told that the question of leave regulations
could not be taken ^{up} apart from the general
question, and that special pension regulations
would be impracticable.

He also knew that
we do not like the
leave proposals as
a whole, as likely
to militate
against recruiting
at all.

The Governor refers in paragraph 4 to the
remarks of the Select Committee on the Estimates.
These relate ^{mainly} to the proposed introduction of
compulsory education for Europeans, which is really
quite a different point. This involves a new
Education Bill which is, I suppose, being discussed
during the present Legislative Council session.
The Governor may therefore send home shortly a
further report about this, but, as it is
unlikely that the Bill will get through all its
stages in the session, it is quite probable that
he will not do so. In any case, as the two
matters appear to be separate, I imagine that,
subject to any observations by S.S., Mr. Mayhew,
or S.S., it will be desired to submit this for
discussion by the Education Committee at once.

Telegraphic reply
asked for.

Stewart
8/4/26

Mr. Scott has been at great pains to meet us as far as he possibly can, and I think the new proposals in paragraph 8 (a) (which is all that directly concerns Private Secretary (Appointments) are as generally satisfactory and acceptable from the point of view of recruitment as we can expect in the circumstances.

*Jagu
JMA*

There are, however, two points about which I remain uneasy. Firstly, it will be very necessary, as Mr. Eastwood says, to make it plain to candidates that in Kenya they will not get the same straight run through from £400 to £920 that they would in other East African Education Departments. Papers of particulars of vacancies will have to stress the "special and positive" efficiency bars, and make it clear that only the chosen few can ever expect to proceed beyond £540. I wonder if it would be possible to estimate the average man's expectation of promotion to a Headmastership above £840? If it is as uncertain as I imagine it to be, it would really be fairer to describe the long scale as £400 to £840 "above which there are ^{at present} 5 special higher appointments" ^{the salary range} ~~the scale~~ [£840] to £920."

*This will be useful in fig. if possible
If possible would it be wise to go it?
Most anxious I think: H.
Dink. 1/2/54
A.
JMA
all*

Secondly, with regard to paragraph 8 (a) (ii), I think we must have some agreed definition of "a teachers' certificate". The candidates we recruit for ordinary junior educational appointments are (almost without exception) all University graduates, who (a) either have a Diploma in Education or a Scottish Education Certificate, or who (b) have sufficient proved teaching experience to entitle them to be regarded as fit to take up an appointment without any further training, or who (c) are untrained on selection but go through the London Education course

course

course before proceeding overseas. I do not think we can agree to the terms of the proposed "bar" at £600 unless these three categories of candidates are all included as eligible. In the case of (b), perhaps some certificate could be given by the Secretary of State, if necessary? It is a not unimportant category which includes, for example, such a selection as that of the Harrow Master, Mr. T. G. Benson, now at the ~~James~~ School, Kahete.

R. H. Marshall
10.4.30

Capt. Marshall's observations at A & B seem to me sound. I would like to examine the proposals in greater more detail later. But at present the important question seems to be regarding the reference of these revised proposals to the Ad. Com. Shall I send down the original proposals - or rather advise the timing down. I see the Gov. wants for very early orders. The Ad. Com. does not want to be delayed - I see it will spend all its time on Prof. Manning's proposals. It must again on the 29th when it will decide all its ^{own} ~~time~~ ^{to} Manning's proposals. I prefer to give Sir George's proposals. You incline to think that the Ad. Com. would be content with a certificate - so to speak - that the revised proposals had been passed by the Ad. Com. myself - or in keeping with their general principles. The Ad. Com. might perhaps also advise on this point.

I agree generally with Capt Marshall's minutes & especially with A. & B. in it.

I regard B. practically as essential if we are to avoid unwelcome comparisons & sympathize with the difficulties of the in as much as the Kenya case affords we must do the best we can for them as has been pointed out. I do not think they will on the whole get such good recruits as those of the other territories.

R. H. Marshall

10.4.30

I do not think that this ought to be hung up for the Advisory Committee who cannot consider it until June as far as I can see unless they have a special meeting. The view (set out in the first para of 156.25/10A) of the Committee as to the status of administrative officers is not entirely met but I am sure that they would not wish

Educational
vis a vis

to subman A Scott by proxy
for their ~~work~~ recommendations
to be accepted in toto. I
think therefore that the course
recommended by Mr Mayhew can
be safely followed.

It would no doubt be convenient
to the Dept. to have his and
Mr Vitcher's comments on the
details at the earliest possible
moment after his return.

Advised

17/4/30

If Mr Mayhew & Mr Fisher agree
for such approval I shall
imagine that would be quite
satisfactory from the point of view
of the Advisory Council & enable
progress to be made.

3/4/30

I agree generally - but we
need your comments in
detail & also your
concurrence (if you are
willing to concur) in
the procedure suggested
for sending an early
reply in advance of
comment by the Committee.

Capt. Woodhead

Mr Vitcher

After discussion at Woodhead's
request I suppose that
if approved I suppose that
copies of O & Mr Vitcher's
will be submitted to the Advisory
Council for info with a note by
Mr Sec. explaining why further
consideration with the Council

I hope that you will experience
no special care parts of the
off. dept. I am not

at present over much. Capt
Woodhead & Mr Vitcher intended
to be told as to category (b)

all right I think
I'll
get on

I shall like to see
whether what they had in mind
is all right

I am not sure about the person
who put it on the bar in form of draft
It would be
possible to do so
Yes!

2/5/30

W. Woodhead
3/5

A This seems to be the preference.

Personally I agree with the
of the department.
As you are A. you
Hamm Vitcher
S.S.

J. Shack

I have altered para. 4. As it
stands it seems to cast a
disparaging slur on the Director

of Education, and I
found a fair copy of
relations to work on will
unless we mean or something
are definite than the
"Special and positive" from the
Okinawa I agree.
W.C.S.
6.5.30.

I agree, with some hesitation!
I do not feel that the economic
position of Kenya - now and in
prospects - is such as to justify
this cheese paring on the important
subject of education. It is a penny-
wise policy. I have ~~reported~~ ^{inserted} the
word "generally" in the expression
of approval in the hope that the
despatch may have some influence
in altering the mind of the Kenya
Govt. in the direction we would desire.
And I ~~considered~~ ^{have made} the acceptances
of the items ^{as} ~~inserted~~ ^{So} ~~inserted~~ ^{words} to show that
we have some hopes of such a
change of mind. I have pencilled
some small ~~proposed~~ ^{suggested} alterations
accordingly. T.P. 14.5.30.

At once.

2 Tel. to Gov. No. 148
16 May 1930
Gov. Secy - 1. Answer - 21 MAY 1930
Hamm Vischer
17.5.30
See further minutes on 18/5/30 1745
which should be brought forward
a reply is rec'd to us. 3
C.R.

204
Minutes copied
for file 250/1121
(McKay)

A/Gov. Tel. No. 337 9th Oct /30.

Unable to recommend course. Should return at end
of leave. Should endeavour to qualify by taking
degree. Own expense.

Inform Mr. McKay in the sense of the
tel. refce. his interview at this Office.

Mr. Parkinson, Mr. Bevir and Mr. Vischer
to see the O.A.G.'s decision.

H. T. Ashworth.

10/10/30.

G. Venning.

10/10/30.

So far as I can ascertain from the London
University Regulations Mr. McKay having passed the
Scottish Education Department Intermediate is
subject to certain conditions which he can obtain
from the Univ. Authorities - exempt from the London
Matic. If the Kenya telegram is communicated to
him the possibility of his exemption or to be
mentioned.

But I am afraid we have here a good example
of the evil that may arise from these Kenya
"Efficiency Bars" with their "positive proofs".

Mr. McKay was apparently confirmed in the
Kenya Education Dept. in 1927 - after two years of
probation. I can find no evidence that his lack of
a University Degree was ever considered a bar
against such confirmation, or that his work in Kenya
was ever regarded as impeded by a lack of general
education. The fact that he has no Degree was
apparently due largely to his War Service.

Now - at the age of 34 - after 5 years
work in the Department he is to be told
that

that unless he takes a University Degree he will not pass the "efficiency" bar. This at least is what the cable seems to amount to. The kind of Degree and subject is not stated, nor is it clear how a man of 34 is going to find time and energy for taking a London University Degree - in addition presumably to his ordinary departmental work. Though he may take the various exams on leave he will have to prepare for them largely during his tours.

I should have thought that special courses - with due reference to the kind of work he is likely to be given - would be far more useful than University Degree course at his age and in his circumstances.

Kenya wants, I suggest, some straight talk on the whole question:

Arthur Mayhew

13.10.

I think it is most unfair to confirm a man in his appointment without any indication whatever that his career at a subsequent date would be determined by the absence of a degree. I suppose if Mr McKay became a D.O. of Minnesota (or what not) Mr. Scott would welcome him with open arms - and at the current price of 10 dollars he can do that, (hood 5 dollars extra).

The mistake is of course in appointing him: but to insist on 'a degree' - not any special degree, but just 'a degree' - as a qualification

qualification for passing efficiency bars, rather than that Mr. McKay should be given some instruction directly helpful to him as a teacher seems pushing the fetish (if one does push fetishes) of degrees too far.

I agree with Mr. Mayhew and I hope that in this and other cases the unfortunate officers in the Kenya Education Dept, may get protection against having childish conditions imposed on them before they can pass efficiency bars.

A. Bevir

13.10.39

I agree

G. Hazlerigg

14.10.39

The pps. about these 'efficiency bars' are in circulation, but this case cannot very well wait for a general settlement of the terms under which Kenya officers are to be allowed to pass the bar.

I agree with the foregoing minutes and I think that the difficulties in this case should be brought to the notice of the Kenya Govt. pointing out the hardships which will result if they insist on the 'degree' qualification in this case

Major Furse's Dept. should see after action.

M. A. Greenhill

14.10.39

So far as this file is concerned the conditions which in fact are to be imposed for passing the bar are not very clear - we must avoid beating the air.

Evidently

Evidently Mr. McKay must be told that he can't have any extension of leave, and it will have to be left to him to decide whether he will employ any of his leave in improving his qualifications.

But I agree that something should be said to Kenya on the lines of preceding minutes. How it should be put depends to some extent on what their general proposals are. One thing is clear: Mr. McKay was appointed on a scale of £460-£500 (equivalent to £480-£500 at present rates) and it is open to the Kenya Govt. to impose any reasonable conditions for passing beyond that scale.

C. J. Jeffries
18.10.30

I am glad to see Mr. Jeffries' minute. Since it was written, I have succeeded in recovering the relevant papers - A.16113/30

On the general question we can reciprocate.

As to McKay, I think we must give him the substance of the D.A.G.'s telegram with Mr. Maynew's point at A.

St. conson. - Mr. Maynew to see dft.

A.C.C.P.
17.10.30

at once.

Seen

With reference to A. in Mr. Jeffries' note, I do not consider the conditions

now

now imposed on Mr. McKay "reasonable". There seems to me some danger that the S. of S. in passing on without comment these instructions to Mr. McKay will be taken to have endorsed them. But perhaps this is hypocritical.

Arthur Mayhew

21.10.

I do not see what we can do except pass on the local views. I would much sooner agree with Mr. Mayhew on any point but I feel that the alternatives in this case are either to pass on as in dft. or to reply to O.A.G. that we do not agree - and I must say that I find it difficult to take the latter course in a matter which is so very much one for the Kenya Govt.

A.C.C.P.S

21.10.30.

5 To McKay

23 Oct. 30

Fracture
is at X

[Faint handwritten notes and scribbles]

63

C. Gov. Moore No.

24 November 1950

Represents that it would be a convenience, if, in future, appointments could be made on a general basis to the "Educational Service" instead of to definite posts, for reasons stated

presumably there is no objection to appointments being made to ~~officers~~ in the Educational Service in Kenya instead of to specific posts.

P.S. Appointments will no doubt say whether they have any objection.

As regards paragraph 2 of the despatch; in paragraph 8(a)(i) of the Governor's Confidential despatch No. 34 of the 4th March, he proposed that:

"No officer shall proceed beyond £600 unless:

- (a) his work is efficient, and
- (b) he possesses a University degree and a teachers certificate equal to the Board of Education certificate.

In replying to this despatch, the Secretary of State wrote:-

"As regards paragraph 8 (a) (ii) of your despatch, I would observe that the candidates normally recruited from this country for ordinary junior educational appointments are (almost without exception) University graduates who,

- (a) have either a Diploma in Education or a Scottish Education Certificate; or
- (b) have sufficient proved teaching experience to entitle them to be regarded as fit to take up an appointment without any further training; or
- (c) are untrained on selection and go through the Course in Education at the London Day Training College before proceeding overseas.

I don't think we should be too strict about the procedure

(No. 1)

(No. 3)

A

I consider that officers in all these three categories should be regarded as eligible for passing the proposed bar at £600, on the understanding that selection under category (b) will be limited to candidates possessing such other qualifications as the Secretary of State is advised are substantially equivalent to the ordinary qualifications."

In view of this despatch it was agreed here that as regards papers of particulars and also letters of appointment, it would be sufficient to say that there were strict efficiency bars at £600 and £720, provided that the P.S. Appointments when sending approved submissions across stated that the candidate selected actually had the qualifications required to pass the £600 bar. In any case in which he or she did not possess the necessary qualification, the portion of the draft relating to efficiency bars would have to be extended.

In accordance with this ruling, Major Fischer and Major Furse certified that "Mr. Harding Webster, (who has no educational diploma) will by virtue of his teaching experience be qualified technically to pass the £600 efficiency bar in due course." In so doing, he was ^{presumably} regarded as coming under category (b) of the extract from the S. of S.'s despatch ~~of the 15th May~~ quoted above, and ~~as possessing such qualifications as the S. of S. is advised are substantially equivalent to the ordinary qualifications."~~

The

The Kenya people have always been keen that this £600 bar should be, not an efficiency bar, so much as a promotion bar. We here, however, with an eye to the recruitment of the best people rather than to possible economies, have held that it should be no more than an efficiency bar. The arrangement set out above was adopted as a sort of compromise, but in point of fact I think a certificate has been given, in the case of each candidate appointed since it came into force, to the effect that he was qualified by teaching experience, etc., to pass the bar. Kenya are anxious lest such certificate should become merely stock form.

? To P.S. Appointments to advise as

x I think the subject might well await discussion with Mr. Scott when he arrives in England - probably in the Spring.

x
to reply.

(The corres. registered as 4 and 5 on this file appears to cover much the same point, and I do not minute separately on it.)

(Sgd.) G.G. Eastwood.

1. 1.31

Para. 1.

In the Estimates the title "Teacher" is used, but both "Assistant Master" and "Principal" are used in the Staff Lists.

The present form of offer states that it is proposed to select the candidate "for appointment to the Colonial Service on probation as a Principal Assistant Master in the Education Department of Kenya," and it is difficult to see how a man could be appointed to the Colonial Service for duty in the Educational Service of Kenya without indicating some actual capacity, and I should have thought the local people could make up their minds whether they wanted these original entrants to be called

Principals

x See the 5 referred to in the memo of the 15th May in the file 1400 - 1270

Principals or Assistant Masters. (Teacher, I think, would not do) and that their point could be met by making it clear in the offer that his duties are not necessarily limited to teaching. At present the candidate is informed that he should understand that he would be liable to undertake any duties which would be assigned to him from time to time by the Education Department, and the phrase might be amended to "any teaching or other duties".

The P.S. Appointments and Mr. Vischer will, however, no doubt have views about this.

Paras. 2 and 3.

It will be seen from Mr. Venning's note attached that as a matter of fact all five of the candidates recently appointed to Kenya have been specially certified as qualified technically to pass the £600 efficiency bar.

1/1/31

I am all in favour of the suggestion that this should await discussion with Mr. Scott.

There are no doubt peculiar difficulties and complications in Kenya, but I do feel that they will never get really satisfactory recruitment for "Arab and African Education" unless they can somehow come into line rather more with other Tropical African Dependencies as regards the various little ways in which they differ at present (e.g. salary scale, efficiency bars, variety of sources of recruitment etc.)

Paragraph 1 of this despatch, would, I think, be

11
a step in the right direction, if it would lead to the building up of the Department (not "Service") with supplies of good junior officers from this country, who would in course of time be fit for promotion to Headmasterships or other senior posts. At present the method of filling Headmasterships, or "Principalships", as they call them, appears to be either to pick up a man locally (some, I believe, are men with no academic or professional qualifications) or from South Africa; or to ask us to recruit on the ordinary scale (starting at £400) for junior officers! But I would like to see all junior officers called "Superintendents of Education", as they are, for instance, in Tanganyika and Nigeria; not "Teachers", which in my experience is a title calculated to put off the best type of candidate altogether. ("Superintendents" in other places realise that their duty is to teach, though it is not necessarily their only duty.)

Teacher is a hateful word I quite agree

The interpretation to be placed on the £600 efficiency bar particularly calls for discussion, I think. It cannot be determined by Kenya without consideration of its effect on recruitment and of the "market" in this country. The three recognised categories of candidates are those set out in our Despatch to Kenya (No.3) and recapitulated at A in Mr. Eastwood's minute of 1.1.31. The 5 vacancies which we were asked to fill last year were all for "immediate" appointments, so that candidates had to belong to either category (a) or (b). Now even if (a) men are to be preferred, the supply of suitable candidates ^{of their category} is not unlimited: in fact we were only able to secure one (Mr. Carmichael) for Kenya and

the

the other 4 had to be (b) men. But it was made quite clear in our despatch and in the previous minutes in this paper that we could not agree to any (b) men the Secretary of State selected being differentiated and penalised in the matter of efficiency bars. They are not in any other Dependencies; and there was no "oversight" in Mr. Webster's case. There was no competition for any of the Kenya vacancies and we were lucky to secure 5 men to fill the 6 places, and to get one (a) man amongst them.

If, on the other hand, Kenya persists in their present attitude towards Diplomas and Certificates, I think they will have to look a year ahead and ask practically always for candidates of (c) category. This would all help towards B above.

R. Marshall
23.1.31

As Major Fisher is absent on leave at present & as Mr. Mayhew has previously been interested in this subject, I am passing pp. through to Mayhew in case his may care to offer any views.

R.M.
24.

7 agree generally with Captain Marshall's view of 23/1

As regards the efficiency bar there is no doubt that the Kenya Govt. in their view of things do check - to make the operation of the bar normal rather than exceptional. Note that we have seen of these letters that the bar - which is the weakness of the S. of S. in this type - is likely to operate only exceptionally. There is a point which is to some extent being interpreted to the disadvantage in a very rigid fashion.

I hope - very sincerely - will go to the extent that it will take some account of the last part of my minute of 25-1-30. (I am the p.c.) What a general emphasis is that the Government the S. of S. has cultivated in Kenya is for the most part to certify in future, in persons who would be eligible for the B. Certificate. Participants, if they were employed in Public Elementary Schools at home, and who would be eligible for employment in Public Secondary Schools at home - for which work special certificates are not issued by the Board of Examiners. I would like to see whether also a provision is effected that the S. of S. sees no reason why the operation of the efficiency bar should not be "exceptional" in Departments that recruit

Mr. Parkinson

You spoke to me about this, and you thought that the best way would be to draw up a memorandum which might be sent to the Colony. I have accordingly drawn one, but it does seem to me that it wants some addition, since, as it stands, it rather "misses the best". That the Colony is objecting to is the certifying as ^{to} proved teaching experience a man who had only had two years of such experience, and I think something should be added to the memorandum explaining what is regarded as proved teaching experience. For this purpose, I asked Mr. Venning to draw up a statement showing the qualifications and experience of the five candidates selected in 1930. The experience of Mr. Webster, whose case is specifically taken, dates only from 1928. The experience of the other three category (b) candidates dates from 1923 or 1924. Perhaps Captain Newbold and Mr. Mayne would be prepared to suggest some addition which would show the principles by which the Secretary of State is guided in deciding what constitutes proved teaching experience.

JW Allen

13/2/31

Capt. Newbold

Mr. Mayne 16-2-31

Mr. Parkinson agrees that I

have ref. the question of A

b. 1a

JW Allen

14/2/31

*Embodiment of
happy wishes
for a 1931 to 1932
Mr. Parkinson
1931*

A

In response to the request at A, I suggest that the Secretary of State's advisers, in recommending that further training should or should not be required, take into account:

(a) the kind of school or schools in which teaching experience has been gained, and

(b) the record of the candidate's work in such schools.

If he has been working in well-organised schools of established reputation, and if the report on his training and progress is satisfactory, after a period which allows sufficient time for arriving at a considered opinion on such points, I imagine that his teaching experience will be regarded as "proved", and further training will not be recommended. The length of the period cannot be defined. But I should say that ordinarily a discerning headmaster would be able at the close of two years to give a judgment entitled to respect, and that a man, who at the close of two years was given a good report, would have been able, during those two years, to acquire from a properly organised school what could certainly be accepted as a substitute for the fruits of a training college course.

but I should not communicate such a statement of principles to the Kenya Government. They would probably treat it as a Code regulation, and raise a protest if experience three weeks short of two years were accepted, or ask whether a period of more than two years did not suggest that a candidate had failed to "satisfy the examiners within the required period."

I suggest that the argument from A onwards

14
in the draft memorandum is hardly relevant or consistent with what has gone before. For the suggestion seems to be made that the S. of S. has of late been appointing men who are not properly qualified, owing to the lack of fully qualified candidates for posts that had to be filled immediately. The Kenya Government would, of course, fasten on this suggestion and ask why inadequately qualified candidates appointed for this reason should technically be put on the same level as fully qualified men. Actually it is impossible and undesirable to compare the technical value of a diploma or probationary course with that of teaching experience in a good school. It is true that the S. of S. has to certify in the case of specified candidates that the latter kind of qualification is in his opinion "substantially equivalent" to the former. But this, if it means anything, means that he regards the man with proved experience as being, like the diploma'd man, satisfactorily equipped to do the work required of him without further training. This is, after all, the important point. If he is so regarded and on that understanding appointed, it is obviously unfair some years later to keep him back owing to lack of qualification. This is practically the substance of the argument, up to A in the memorandum. It can, if necessary, be made even more plain in that portion of the memorandum. But I would not weaken it by adding obviously assailable arguments.

Arthur Hughes
18. 2. 31.

We can discuss this and
I agree with Mr. Mayhew's remarks
Hammis
16. 2. 31

I agree generally with Mr. Maguire's estimate of the
 Personally I see no reason why a definition of
 "proved experience" on the lines of X in his
 estimate should not go into the Memorandum to
 Kenya, if we put the emphasis on the sentence
 "The length of the period cannot be defined"

I agree that the argument from A onwards
 in the Memorandum is rather dangerous in the context,
 but I should like to see some of it go in in
 a slightly different form, i.e. so that it will not
 weaken the main argument. I have accordingly
 drafted B for conson as a substitute for the
 portion from A onwards.

A.P. Marshall
 21. 2. 31

This was fully discussed at the
 recent conference between the Personnel Division,
 the Education Advisers and the Department. As a
 result, I have revised the latter part of the
 memorandum, and now send it on for conson.

If approved, it is proposed that
 a copy should be sent to the Governor in reply
 to No. 6 as a memorandum prepared at the direction
 of the Secretary of State, and that a paragraph
 should be added, saying that it is proposed that
 the general question of the efficiency bars
 should be discussed with Mr. Scott, the Director
 of Education, when he is in this country on
 his absence. It is also proposed to send
 a semi-official letter to Mr. Moore, the Colonial
 Secretary, saying that although in the memorandum
 the title of "Superintendent of Education" has

been

been suggested, there is no desire to force any
 particular title provided that they adopt a single one,
 and that that single one is not "Teacher".

J.M. Allen

23/2/31

C. Wilson 24.3.31

W. H. ...
 H. ...

I agree personally with the Memorandum, but I
 think that the Secretary of State should see it
 himself, as I know that he has definite views on the
 value of "training" in education apart from experience
 of teaching.

In this connection I have put up 18550/30 Appen-
 dix My Minute of 28.6.30 on this paper shows the general
 instructions from the Secretary of State under which
 I was working in selecting educational staff in the
 latter half of last year. Mr. Webster's case comes
 under "C" in that Minute.

R. P. ...
 3/2/31

W. H. ...
 2.4.31

W. H. ... 2.4.31

E. J. ... 7.4.31

E. E. ... 8.4.31

T. D. S. ... 8.4.31

P. 131

Additional training
 is very important,
 and I am by no means
 willing to accept
 either a 3-year or 4-year
 approval after one
 or two years teaching.
 But I can be
 content with a
 course at the
 London Day Training
 College; and I
 should like this
 more generally
 insisted on.

P

P.T.O.

May 1951

I understand from the memorandum that you wish to make sure we know the right manner in which to interpret it. It will, I think, be best for you to amend the P.S. and to the interpretation which you place upon it.

AOB:R.L. 15.4.51

The Memorandum is drafted. The categories (a), (b) and (c) are irreproachable. It all depends how (b) is interpreted in practice. My opinion is that, where training is not insisted on, a relatively high standard should be set as to teaching experience. P 17/4

Mr. Parkin

I will send you a copy of the report to be sent after action is taken. pp (1) to 17 May 1951

See the memorandum in the file (2) to Captain Newbolt to have a note of the report in hand in April 1951.

A. Stone

17/4/51

Now you are covering deep with which to send the news - see by letter minute of 23.5.51 calls to know more about it.

Memorandum
To: H.H.H. Moore Esq. s.o.
25 APR 1951
No. 100-100 (2) (16. 100-100) - 25 APR 1951
APPROVED UNDER STATUTE
By: Sir [Signature]

The to [Signature]
[Signature]
[Signature]
[Signature]

We want to help the House
Govt. & Mr. Scott. If we
can I entirely agree
with Major Furse's general
comment that...

On a point of detail:
Miss Whitehead seems very
keen on the special allowance
for teachers in charge of
boarding houses. I hope
that the arguments in para 9
of the despatch will be considered
convinced by her.

12

5.0.30. between his daughter & the ...
19.1.30

Mr. Parkinson.

I have now had an opportunity of
discussing the proposals with Mr. Mayhem
who has already stated his view in the attached

16 notes. With them I agree and have
nothing to add except that I think it would be
a good thing to print out to Mr. Scott the obvious
danger of an of a "special and positive" certificate
ref. to in para 2 of Mr. Mayhem's note.

Hamm Kitch
30.6.30

Walter

Would you please prepare
a draft letter for Mr. ...

P.T.O.

wh can go forward to
get things
All 30.6.30

Mr. Eastwood
Mr. Parkinson
Mr.
Mr. Tomlinson
Sir C. Bottomley
Sir J. Shackburgh
Sir C. Gynble
Frank U.S. of S.
Party U.S. of S.
Secretary of State

Mr. Parkinson

Confidential

DOWNING STREET,

9 April 1931

DRAFT

H.M.H. MOORE, ESC., U.N.

...line to accompany the Secretary of State's confidential despatch of today in reply to your despatch No. 740 of the 24th November, 1930, about Education staff.

...although in the memorandum enclosed in the Secretary of State's despatch the title of "Superintendent of Education" has been suggested, there is no desire to force any particular title, provided that a uniform one is adopted and that ~~the title of Superintendent of Education~~ is not used as a general title

Yours sincerely,
(Signed) A. G. O. PARKINSON.

1612/5/1939
194

MEMORANDUM ON THE DESPATCH FROM THE
OFFICER ADMINISTERING THE GOVERNMENT OF KENYA
NO. 740 OF THE 24TH NOVEMBER, 1939, RELATING TO
APPOINTMENTS IN THE EDUCATION
DEPARTMENT OF THE COLONY

(1) TITLE

The Govt of Kenya recommends

It is suggested that in future appointments should be made to the "Educational Service" in Kenya instead of definite posts. The existing procedure is to inform the candidate that the Secretary of State proposes to select him "for appointment to the Colonial Service on probation as (sa,) an Assistant Master in the Education Department of Kenya". The reference to appointment to the Colonial Service must, in any case, be retained, and to meet the local suggestion it would be necessary to replace the words "as an Assistant Master" by some such phrase as "for duty in". It is clear, however, that this indeterminate phraseology would be ^{create difficulties} highly inconvenient, as candidates would not be satisfied without some more definite indication of the duties which they would be required to perform; and it is not clear why in the case of Kenya, any more than in the case of any other Colony, the use of a definite title should be inconvenient, provided it is made clear in the letter of appointment, as in fact it is at present, that although it is the intention to employ the officer in a specified capacity in the first instance, he will be liable to undertake any duties which may be assigned to him from time to time by the Director of Education.

Of the last five vacancies, three appointments were made as Assistant Master, and two as Principal. As the salary offered was in each case

Case
V. infants
(Baker) 13/2/39
227/2/39
C. J. Hayball. Ord 29/3
Mr. Hayball 25/3
Mr. Hayball 30/3
Miss. Rose 31-3
W. H. ... 2/4
H. ... 7/4

25 APR 1939

copy in long (2) -

the same, it is not clear that there was any good reason for this distinction. In this connection, it is noted that while in the Estimates the teaching staff is graded under the designation "Teachers", the appointments are variously described in the Staff List as Principal, Senior Assistant Master, and Assistant Master. It seems clearly desirable that the same title should be used in the case of all first appointments in the scale beginning at £400, and it is suggested that "Superintendent of Education" might be adopted as in Tanganyika Territory and Nigeria. Officers so appointed ^{their duty is to teach, although} should realise that teaching is not necessarily their only duty. This could be made clear by amending the phrase underlined above to read "liable to perform such teaching or other duties, as may be assigned ^{when from time to time} by the Director of Education". On the other hand, the Colonial Government may prefer to suggest some alternative wording as more suited to the local circumstances.

(2) EFFICIENCY BAR.

As regards the terms of Mr. Webster's appointment, an assurance can be given that there was no oversight on the part of the Secretary of State's advisers. The suggestion that this might have been the case indicates some misunderstanding of the Secretary of State's previous ruling on the relation of technical qualifications to the efficiency bar, and it therefore seems desirable to explain more precisely the significance of that ruling.

Paragraph 3

*The Secretary of State
to be made by
his own staff*

*This is the formula
adopted in the case
of the various
teaching officers
in the past*

the same, it is not clear that there was any good reason for this distinction. In this connection, it is noted that while in the Estimates the teaching staff is graded under the designation "Teachers", the appointments are variously described in the Staff List as Principal, Senior Assistant Master, and Assistant Master. It seems clearly desirable that the same title should be used in the case of all first appointments in the scale beginning at £400, and it is suggested that "Superintendent of Education" might be adopted as in Tanganyika Territory and Nigeria. Officers so appointed ^{may be liable to teach, although} should realise that ~~teaching~~ is not necessarily their only duty. This could be made clear by amending the phrase underlined above to read "liable to ~~perform~~ ^{perform} such teaching or other duties as may be assigned ~~whenever~~ ^{in any school or at any other} by the Director of Education". On the other hand, the Colonial Government may prefer to suggest some alternative wording as more suited to the local circumstances.

(2) EFFICIENCY BAR.

As regards the terms of Mr. Webster's appointment, an assurance can be given that there was no oversight on the part of the Secretary of State's advisers. The suggestion that this might have been the case indicates some misunderstanding of the Secretary of State's previous ruling on the relation of technical qualifications to the efficiency bar, and it therefore seems desirable to explain more precisely the significance of that ruling.

Paragraph 3

Handwritten notes:
 The original appointment is to be made by the Director of Education.

Handwritten notes:
 This is the formula adopted in the case of the first appointment. It is suggested that the word "whenever" should be replaced by "in any school or at any other".

21

1649/30

Paragraph 3 of the Secretary of State's Confidential despatch of the 21st May 1930, stated that in his opinion, officers whose proved teaching experience entitled them to be regarded as fit to take up an appointment without further training, would be regarded as qualified, so far as technical qualifications were concerned, to pass the proposed bar at £500; but that selection under this category would be limited to candidates possessing such other qualifications as the Secretary of State is advised are substantially equivalent to the ordinary qualifications. Mr. Webster was clearly such a candidate.

1649/30

The Secretary of State was unable to accept the proposal in paragraph 8 of Sir Edward Grigg's Confidential despatch No. 34 of the 4th March 1930, that "a certificate equal to the Board of Education certificate" should be an essential condition for the passing of the bar. In the first place, it was not clear what certificate was in view. For work in public elementary schools, the Board of Education recognizes teachers who have undergone a certain course of training, and also those who possess such other qualifications as the Board consider equivalent to the ordinary qualifications. The qualifications for work in secondary schools are not prescribed by the Board of Education. The staff of a secondary school is considered as a whole, and no individual teacher is regarded as unqualified either by the Board of Education or for salary purposes under the Burnham Scale because he has not been "trained". Nor would

any teacher be prevented from rising to the maximum salary under the Burnham Scale or to the most responsible posts owing to his lack of such "training".

From this account of the position at Rome, it will be clear that in reversing to himself the discretion to exempt selected candidates from further training, in addition to that implied by their previous school experience, the Secretary of State is merely exercising a discretion which is exercised at present by the Board of Education in regard to public elementary schools and by school authorities in regard to secondary schools. Moreover since teachers in this country, appointed to secondary schools without any previous experience or training, are not on that account disqualified at any stage for further promotion, there is clearly nothing to be said against the principle applied in Mr. Webster's case, that a selected candidate who has already had proved teaching experience may be regarded as technically qualified for promotion right up the scale without any further course of training.

As regards the objection that the £600 bar will "only operate exceptionally", it may be pointed out that in paragraph 4 of his Confidential despatch of the 21st May, 1930, the Secretary of State regretted the substitution of a special or positive certificate of efficiency for the ordinary efficiency bar at £720, and recorded the fear that this might be detrimental to the prospects of some obviously deserving officers. The objection now taken seems to justify a similar fear with regard to the efficiency bar at £600. In a Government Department

3/1
16/11/30

3 73

Department where recruitment is careful and supervision thorough, the operation of an efficiency bar ought to be exceptional. If it became at any time normal, the system of selection and the organisation of the Department would require investigation.

It may also be pointed out that in selecting Educational Officers from this country for the Colonial Service generally it is the established policy, in the interests of good recruitment, to draw upon each of the ~~various~~ ^{various} categories of candidates which were set out in paragraph 3 of the Secretary of State's confidential despatch of the 21st of May 1930, viz: University graduates, who either (a) have a Diploma in Education, or equivalent professional qualification, or (b) have sufficient proved teaching experience to entitle them to be regarded as fit to take up an appointment without further training; or (c) are untrained on selection and go through the course in Education at the London Day Training College before proceeding overseas. In the opinion of the Secretary of State's Advisers it is neither possible nor desirable to make any general comparison of the technical equipment of candidates in these ~~three~~ ^{three} categories; the most suitable officer for a particular appointment may be found in any one of them, and it would be impossible under existing conditions to limit recruitment to any one or two of these categories. It follows that no differentiation

13 14
differentiation should be made between them in the matter of efficiency bars or other conditions of service, and in fact no such differentiation has been suggested in any Colony other than Kenya. The only material difference between them is that candidates in category (c) are not available to assume duty in an appointment overseas until they have completed the Education course in the year after notification of the vacancy.

In deciding what constitutes "proved teaching experience" account shall be taken of

(a) the kind of school or schools in which teaching experience has been gained, and

(b) the record of the candidate's work in such schools.

If he has been working in well-organised schools of established reputation, and if the report on his training and progress is satisfactory after a period which allows sufficient time for arriving at a considered opinion on such points, ~~such~~ ^{his} teaching experience ~~may~~ ^{may} be regarded as "proved" and further training will not be recommended. The length of the period cannot be defined.

Colonel Rice

25th April 1951

It may also be pointed out that in selecting Educational officers from this country for the Colonial Service generally it is the established policy, in the interests of good recruitment, to draw upon each of the 3 ^{recognized} ~~recognized~~ categories of candidates which were set out in paragraph 3 of the Secretary of State's confidential despatch of the 21st of May 1930, viz. University graduates who either (a) have a Diploma in Education, or equivalent professional qualification, or (b) have sufficient proved teaching experience to entitle them to be regarded as fit to take up an appointment without further training, or (c) are untrained on selection and go through the course in Education at the London Day Training College before proceeding overseas. In the opinion of the Secretary of State's advisers it is neither possible nor desirable to make any general comparison of the technical equipment of candidates in these 3 categories: the most suitable officer for a particular appointment may be found in any one of them, and it would be impossible under existing conditions to limit recruitment to any one or two of these categories. It follows that no differentiation should be made between them in the matter of efficiency bars or other conditions of service, and in fact no such differentiation has been suggested in any Colony other than Kenya. The only material difference between them is that candidates of category (c) are not available to assume duty in an appointment overseas until they have completed the Education course in the year after notification of the vacancy.

In deciding what constitutes proved teaching experience account is taken of

*as the Times
 pencil X
 (See copy of my letter to Mr. [unclear] [unclear]
 minute of 16 Feb. 1931)*

Since the G/S despatch of 21 May 1930, on 16113/30, 1044, the following have been appointed to the Education Dept in Kenya:

Recd
at
Kisumu
16/11/30

- T. B. Carmichael - Asst Master
- H. A. W. Chapman - Principal
- G. R. H. Webster - Principal
- C. H. Redhead - Asst Master
- V. A. O. Kway - Asst Master

None of these has an educational diploma, but in each case the SO has been informed that the officer will, by virtue of his teaching experience (in Mr Carmichael's case by virtue of his Scottish Teachers' Certif), be analysed technically, to pass the £600 efficiency bar in due course.

The authority for so certifying is flagged on the Ed. files below, except that of Mr O'Kway, in whose case the authority is on the Adm. file (flagged)

W. J. G. [Signature]
621.31

E. H. Cammichael
Asst. Master.

Kirkcaldy High School. 1916-1922
Edinburgh University
M.A. 1925.
Diploma in Geography, 1921
Qualifies under Seps. III & V of Scottish
Regis for training teachers 1927
Qualifies under Art. 9 of above in
English & History
Geography Master, Anderson Headmaster
Sept 1927 till 1930

H. A. Chapman
Principal

Marlborough School 1911-1915
Oxford
3rd cl. Classical Moderations, 1921
B.A. (3rd cl. honours Classical Greek) 1923
Asst. Master, Welford Grammar Sch. 1923-27
Asst. Classical Master, Harrowden College,
Barbados. Sept 1927 till 1930

G. H. Webster
Principal

Albion Chambers Grammar High School, 1915-1920
Oswestry School, 1920-1925
Cambridge
Honors Class 3. Hist. Tripos 1927
Honors Class 3. Geog. Tripos 1928
Asst. Master, Kelly College, Tavistock 1928 till 1930
(Specialist in Geography, History, etc.)

C. H. Redhead
Asst. Master

Northampton School 1908-1914
Cambridge
M.A. Science Tripos Part I (Ordinary Degree)
M.A. 1926
Private Tutor 1924-1926
Resident Asst. Master, English School, Cairo, 1927-1930

V. A. Ottaway

City of London School 1912-1920
Oxford
Moderations (Class Degree) 1921
M.A. 3rd cl. honours. Jurid. School of Jurisprudence 1923
Asst. Master, Buntingford School, 1st. March 1924
Asst. Master, Cranbrook College, Abford, 1st. to 6th. 1925
Asst. Master, Northwood Preparatory Sch. 1925-1926
Second Master, Highways Hall, Nuneaton 1927
Asst. Master, Maidenhead College 2nd March 1928
Asst. Master, H.M. Tafari Makonnen's School
Addis Ababa 1928

13
3



KENYA.

GOVERNMENT HOUSE,

NAIROBI,

KENYA.

No. 740

RECEIVED
22 DEC 1930
COL. OFFICE

A
24

November, 1930.

My Lord,

At the instance of the Director of Education, I have the honour to represent that it would be a convenience if in future Your Lordship would be disposed to make appointments to the "Educational Service" in this Colony instead of to definite posts, such as that of Principal, which it has been the practice to specify in submitting applications for the filling of vacancies hitherto. Reference to the current year's Estimates will show that the whole European teaching staff is graded under the designation of "Teachers". It seems desirable therefore in the interests of administration to make appointments on a more general basis, and not to risk dissatisfaction amongst individual officers by relying on their liability to undertake any duties, which may be assigned to them, if it is found necessary at any time to employ them in a different capacity from that of their original appointment.

Approved Conf. 25 APR 1931

2. I would take the opportunity of inviting attention to the statement in paragraph 4 of Your Lordship's despatch No. 739 of the 24th September last, relating to the probationary appointment of Mr. G. R. H. Webster as a Principal in the Kenya Education Department, which contemplates that this officer, "who has no educational diploma, will by virtue of his teaching experience be qualified"

No. 6 on file AD2652A (4 sheets)

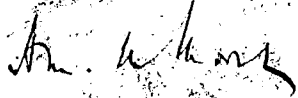
THE RIGHT HONOURABLE
LORD PASSFIELD, P.C.,
SECRETARY OF STATE FOR THE COLONIES,
DOWNING STREET, LONDON S.W.

qualified

qualified technically to pass the £600 efficiency bar in due course". The Director of Education has pointed out that Mr. Webster's experience was confined to a period subsequent to September 1923 and represents that if it is to be understood that two years' teaching experience at the outset of a young man's career qualifies him technically for passing the bar at £600 without obtaining a diploma, then the salary scale must be regarded for graduates in most cases as being £400 - £600 - £720, and the £600 bar will only operate exceptionally.

3. I share Mr. Scott's opinion that it is possible that Your Lordship's advisers made the recommendation in this particular instance as the result of an oversight, but I consider it advisable on general grounds to refer the matter for further elucidation.

I have the honour to be,
My Lord,
Your Lordship's most obedient,
humble servant,



ACTING GOVERNOR.

Copies

30

Draft

23 October 1930

25071 E.A. (Pansfield)
(McKay)

Sir,

With reference to your interview at this Office on the 5th September, I am directed by Lord Pansfield to inform you that the Acting Governor of Kenya has been consulted as to your application to be allowed to undertake a course of study during your leave with a view to your qualifying to pass the efficiency bar at £600.

2. The Acting Governor has reported that the Director of Education is unable to recommend any such course, and that the Director is of the opinion that you should in the first instance, endeavour to qualify for the efficiency bar by taking a degree. The Director also states that departmental arrangements make it imperative that you should return to duty at the expiration of your leave, but he suggests that you will no doubt be able to make a start by studying privately, at your own expense, with a view to taking the matriculation

T.A. McKay, Esq.

matriculation examination at London University.

The Acting Governor concurs in the view of the Director of Education.

3. I am however to point out that, as you have obtained the Intermediate Certificate of the Scottish Education Department, you may be exempt (subject to certain conditions, particulars of which can be obtained from the authorities at London University) from taking the matriculation examination at that University.

I am, Sir,

Your obedient servant,

(Signed) A. G. PARKINSON

1014
Orig. of File 25071/EA
(Mackay)

32

RECEIVED
COL. (93)

TELEGRAM from the Acting Governor of Kenya to the
Secretary of State for the Colonies.

Dated 9th October, 1930. Received at 2.35 p.m. on 9th
October.

No. 537. - Your Telegram No. 217, McKay Director of
Education unable to recommend any such course.

In his opinion person named in the first instance
should endeavour to qualify by taking a degree.

Departmental arrangements make it imperative that

he should return at conclusion of leave due but

no doubt he could make a start by taking London

Matriculation studying privately at his own expense.

I agree.

C.O.

2 33

Mr. Allen 19/5

X.16113/30 Kenya

Mr. Williams 21/5

Mr. Verley 3/5

Mr. Hutton 6/5

Sir J. Shackburgh

Sir G. Grindell

Perm. U.S. of S.

Part. U.S. of S.

Secretary of State

Downing Street,

16 MAY
D L...

21 May, 1930.

TA. 16 3/30
2/5
G. W. H. H.

Sir,

DRAFT

KENYA

CONFIDENTIAL

Goy. GRIE.

Generally
T.S.P.

You think
T.S.P.

2 drafts.

[] 2 drafts
T.S.P.

I have the honour to confirm my telegram of the 16 May, in which I informed you that I approve, ^{generally} the revised proposals submitted in your Confidential despatch No. 34 of the 4th March regarding the salaries ~~and other conditions~~ of ^{the} ~~service~~ of European teachers in the Education Department.

2. While I regret that ^{you think} it is not ~~at present~~ possible to adopt the normal long scale, I appreciate the difficulties referred ~~to~~ ⁱⁿ your despatch, and recognise that the revised terms now submitted represent a ^{perhaps} reasonable compromise, and are ^{existing} generally satisfactory and acceptable as can be expected in the circumstances.

Every

Handwritten initials and date

Every endeavour will, of course, be made

to ^{maintain} ~~to~~ gain the standard of recruitment in

spite of the fact that the terms now

approved are in some important respects

less attractive than those obtaining

elsewhere in East Africa. I propose

that the ~~new~~ scale in Kenya should be

described as ~~proceeding to £800 only~~ ^{proceeding to £800 only}

~~with~~ ^{to} be applied with the statement ~~that~~

above ~~is~~ ^{is} this scale there are special

higher appointments (at present five) the

salary of which rises to £920; and ~~that~~ ^{over}

the scale for women given in para. 2(b) of the attached ^{was to} be glad if this could be borne in mind ^{the best thing I should}

when drawing up papers of particulars ~~in~~ ^{in respect of}

~~the~~ ^{the} ~~scale~~ ^{scale} ~~voluntary~~ ^{voluntary} ~~and~~ ^{and} ~~over~~ ^{over} filled here are being drawn up

3. As regards paragraph 2(a)(ii)

of your despatch, ~~it is desirable to~~ ^{I would desire that this}

~~require the candidate to have a "teacher's certificate"~~ ^{equal to the British of relevant standards}

The candidates normally recruited ^{from this country} for

ordinary junior educational appointments

are (almost without exception) University

graduates who ^{have}

(a) either a Diploma in Education or

Scottish Education Certificate; or
 have
 (b) sufficient approved teaching
 experience to entitle them to be
 regarded as fit to take up an appoint-
 ment, without any further training; or
 (c) are untrained on selection and go
 through the ~~Normal Transition~~ *Education at the London Day Training College* Course in
 before proceeding overseas. I con-
 sider that all three categories should
 be regarded as eligible for passing
 the proposed bar at £600. Selection
 under category (b) would be limited to
 candidates possessing such other
 qualifications as the Secretary of
 State is advised, are substantially
 equivalent to the qualifications in

*if you still feel that
 it is necessary,*

4.
 (a) and (c). Although I am prepared
 to acquiesce in the proposal in para.
 8(a)(iii), I regret, in particular,
 the substitution, *possibly* apparently with a
 view to economy, of a "special
 and positive" certificate of
 efficiency for the ordinary efficiency
 bar

bar. It may not be a matter of great difficulty to decide in any particular case whether promotion should be ~~stopped~~ ^{with hold} owing to slackness or inefficiency, or to select from among the officers of the Department the one most fitted for promotion to a particular post. ^{But} it is much less easy to decide whether a particular officer has given ~~particular~~ special and positive proof of fitness to proceed to a higherscale of pay; and it is to be feared that, in time of financial stringency, there may be a risk that an officer who has been carrying out his ^(or her) own duties quietly and efficiently, but without any spectacular results, may be stopped at the bar on the ground that he (or she) has nothing "positive" to his (or her) credit to justify the required certificate. *I do not doubt that*

The Director of Education would take great pains to select the capabilities of his staff, but I often come to the conclusion that it would be a more definite evidence of fitness to have been laid down, e.g. that a certificate should be required showing that the officer was capable of discharging more onerous duties than those with which he (or she) was already charged.

5. While I accept the recommendation

in paragraph 8 (c) of your despatch as to the recruitment locally or from South Africa of both men and women on the lower scales proposed in Sir Jacob Barth's Confidential despatch ¹⁰²¹ of the 26th June, 1929, I should regard it as regrettable if any tendency showed itself to increase in the interests of economy, the number of local or South African ^{African} recruits, and thus reduce the number of ^{African} recruits who would otherwise be selected from this country. I would therefore suggest that the ^(substitution of having) proportion between ^{candidate obtained} recruits from this country and ^{local} local and South African recruits should be investigated ~~and fixed.~~

6 f. I note from paragraph 9 of your despatch that the proposed allowance for teachers in charge of schools will now disappear ~~and~~ the substitution of "free board and lodging" for "free lodging and allowance" in the case of teachers entrusted with the supervision of boarding houses seems reasonable in the circumstances mentioned by the Director of Education.

7
I see no reason to take any exception
to the present arrangements in regard to the
salary of Artisan Instructors to which you
refer in paragraph 1 of your despatch.

I have, etc.,

W. B. FIELD.

36 2

C.O.

X.16113/30 Kenya.

Allen 1/8

Mr. Parkinson 2/17/30

Mr. Wray Vindler

Mr. Bottomley C.S.

Sir J. Duckburgh

Sir G. Grandle

Permt. U.S. of S.

Permt. U.S. of S. Tol. 16.30.30

Secretary of State.

without priority

7c

Edid meet
1 p.m. 16.5.30

Confidential No. 48

Your Confidential

for Conson:

DRAFT Gods Telegram

despatch Confidential No. 34 of the

4th March Education Salaries. I approve

generally proposals now submitted but I shall be

glad if you would await despatch in

which I propose to comment on some

points of importance.

Governor Nairobi

generally
TSS

SECR.

2 drafts

1657

(1). The Normal scale for officers recruited at home is certainly more attractive as revised than under the original scheme in the following points. Under the original scheme a special and positive certificate of efficiency was required for promotion beyond £600, and after £720 there was no promotion unless an officer was appointed to one of a limited number of posts. Under the revised scheme the positive certificate of efficiency is required only after £720, and appointment to a particular post is required only after £840. Corresponding changes have been made in the normal scale for women. It is much to be regretted that having gone so far the Government has not found it possible to make its conditions exactly similar to those of Tanganyika and Uganda. It is hard to believe that what must be a comparatively small saving will justify the risk that is undoubtedly run in having to put up with officers who cannot get posts in the other East African Colonies. Probably the Secretary of State, in the circumstances mentioned by the Governor, will feel bound to accept the revised proposals. But I suggest that such acceptance should be accompanied by an expression of regret.

Jan 1944
The Tanganyika scale
was 7 months
that Uganda scale
4 months

well

(2). I cannot help feeling that the substitution of a special and positive certificate of efficiency for the ordinary efficiency bar is particularly regrettable. The substitution is obviously with a view to economy. What ^{may} be likely to happen is that in times of financial stringency an officer who has been doing his or her job quietly and efficiently, without window-dressing or spectacular results, will be held up on the grounds that he or she has nothing positive to his (or her) credit to justify the required certificate. It is not hard for a Director of Education to decide

whether promotion should be stopped owing to slackness or inefficiency. Nor is it hard ^{for him} to pick out from among his officers the one most fitted for promotion to a particular post. But he will find it very hard to state whether a particular officer has given special and positive proof of fitness to proceed to a higher scale of pay. There is then a danger of his being guided largely by financial consideration. In my ^{own} opinion this should be pointed out to the Government.

(3) The right of local recruitment is apparently to be retained, and for such local recruitment a ^{lower} ~~smaller~~ scale is proposed. I have not the local knowledge which would enable me to criticise this local scale. Apparently there is no lack of local candidates, with qualifications below those required for the "normal" ^{scale} school, who are considered capable of doing effective work in ^{all} schools and certain other posts. What has to be guarded against is a tendency to increase this number of local recruits, at the expense of home recruits, in the interests of economy. It might, perhaps, be possible to suggest that the proportion between local and home recruits should be investigated and fixed.

(4) The substitution of board and lodging for lodging and allowance in the case of those entrusted with the supervision of boarding houses seems reasonable in the circumstances mentioned by Mr. Scott.

(5) The fact that these proposals are stated to be the most generous that local conditions, financial and otherwise, permit, and the fact that the original proposals have been re-

vised on lines suggested by the Advisory Committee seem to be sufficient reason for ^{advising} ~~postponing~~ final orders ^{without} ~~until~~ a further reference to the Committee has been made.

Due attention will, it is hoped, be paid, when final orders are passed, to Captain Newbolt's proposals in his note dated 10.4.10.

It is obviously important that the Kenya Government should undertake to recognise for purposes of promotion any qualifications declared by the Secretary of State, in the case of officers recruited at home, to be equivalent to those accepted by the Board of Education for purposes of its certificate. The Board of Education's Certificate, which incidentally is only required for services in Public Elementary Schools, is given to those who have a University degree and a certificate of one year's professional training, and to those who have passed the School Certificate Examination and obtained a certificate after a two year training course. But there is also provision in the Board's regulations for the issue of a certificate to those who "possess such other qualifications as the Board considers substantially equivalent to the ordinary qualifications." From this it will be clear that plenty of discretion will be left to the Secretary of State in his certification of teachers if the powers now suggested for him are accordingly reserved. In support of what I have written above I have placed in the file my correspondence with Mr. Burrows of the Board of Education. I have retained for reference with my papers the printed regulations which he enclosed.

Substantially

1a

Arthur Newbolt
28. 4. 30

RECEIVED

10 39

OFFICE OF SPECIAL INQUIRIES & REPORTS,
BOARD OF EDUCATION,

WHITEHALL LONDON, S.W.1

25th April, 1930.

Letters should be addressed to—
The Secretary,
Office of Special Inquiries & Reports,
Board of Education,
Whitehall,
London, S.W.1.

Telegraphic Address—
RENSIGNS, FINE, LONDON.

In reply please quote—
"CASIR"

Handwritten signature

Dear Mayhew,

With reference to your letter of April 24th, I should imagine that the framers of the regulation you quoted are probably referring to a certificate which is, in fact, no longer issued by the Board of Education. Curiously enough, the Board continue to recognise a category of "Certificated Teachers" who do not actually hold certificates. In order to obtain recognition as a Certificated Teacher, a teacher must satisfy conditions set out in Paragraph I of Schedule I of the Code of Regulations for Public Elementary Schools. Further information will be found in the Regulations for the Training of Teachers.

Broadly speaking, Certificated Teachers are recognized as suitably qualified to teach in Public Elementary Schools. As you know, Public Elementary Schools embrace departments starting at about age 5 and going on to age 14 or 15. Some teachers specialize in infant work and indeed all training college students have the opportunity of specializing in particular subjects or particular types of work appropriate to elementary schools.

A.J. Mayhew, Esq., C.I.E.,
Colonial Office,
2 Richmond Terrace,
S.W.1.

As to the requirements for recognition as a Certificated Teacher, that is quite a simple question. Nowadays there are only two ways of becoming a Certificated Teacher. One is to obtain a degree of a recognised university and then to complete satisfactorily a one year course of full time professional training, passing an examination at the end. The other is to pass a School Certificate Examination and then to undergo a 2 year course of training in a recognised training college, passing with success, an examination held at the end of the course.

Of course some teachers take longer courses but the above are the minimum conditions.

I hope this information will help you. Perhaps I may add that in past years teachers with long experience were permitted to obtain the certificate on examination only.

Yours sincerely,

J.H. Burrows

40
2 Richmond Terrace,
Whitehall, S.W.1.

24th April, 1950.

Dear Burrows,

Certain proposals are now before us for framing a scale of salaries for European teachers in a certain Colony which provide that no officer shall proceed beyond a certain point unless he possesses a University degree and a Teacher's Certificate equal to the Board of Education Certificate. I am very doubtful whether the framers of this regulation understood what was meant by a Board of Education Certificate, and I cannot myself, from the papers at my disposal, find out its exact significance. Could you very kindly tell me (a) what classes of certificate are given by the Board (b) what qualifications are required by the Board before such certificates are issued, and (c) for what particular kind of work these certificates are demanded by those responsible for making the appointments? I am sorry to trouble you. If the Board has any printed circular or pamphlet which gives this information, perhaps you could save yourself trouble by enclosing it or letting me know whether I can get it.

Yours sincerely,

J.H. Burrows Esq.

KENYA.

No. 34

CONFIDENTIAL.



GOVERNMENT HOUSE,
NAIROBI,
KENYA.

March, 1930

My Lord,

I have the honour to acknowledge the receipt of Your Lordship's despatch Confidential (3) of the 18th of November last and note with regret that the proposals contained in Sir Jacob Barth's Confidential despatch No. 82 of the 26th June, 1929, regarding the salaries and other conditions of service of European teachers in the Education Department have proved unacceptable to the Governments of Uganda and Tanganyika, and are considered by the Advisory Committee to be likely adversely to affect recruitment for Kenya to an extent for which neither climate nor other attractions could be expected to compensate. These two Governments, and perhaps the Advisory Committee also, may have had in mind primarily the case of officers carrying heavy responsibilities in connection with the development and control of African Education. In Kenya it is necessary to give consideration also to the employment of assistant teachers, male and female, in European and Indian Schools of varying size and standard of work.

2. The advice of the Advisory Committee on a matter of this sort naturally carries the greatest weight, but if I am to interpret it to mean that the only alternative is the adoption throughout the department of a long scale from £400 to £920 for all men employed in European, African or Indian Education subject only to efficiency

bars

THE RIGHT HONOURABLE
LORD PASSFIELD, P.C.,
SECRETARY OF STATE FOR THE COLONIES,
DOWNING STREET, LONDON S.W.

2 MAY 1930

June tel. No. 48 16 May 30

Passfield

(No. 13. m. 156.23. 29)

(No. 5. m. 256.23. 29)

bars I feel constrained to say at once that the result will necessarily be to make the cost of education unjustifiably high.

3. The central difficulty in Kenya education, which I am not sure is fully appreciated by the Advisory Committee, is the high per caput cost involved in teaching small groups by means of teachers on a scale of £400 to £920. This problem appears in its acutest form in the number of small European schools in the Nyala Province which, I venture to suggest, present no parallel in the adjoining territories. Let me instance the Kitale School, which, though not a farm school on the Plateau, is a small school of between 50 and 60 children. The figures in regard to an ordinary farm school would be more striking. Kitale is at present staffed by three teachers drawing the following salaries:

1. £600 by £20 to £720.
2. £354 by £18 to £500.
- £240 by £18 to £300.

If the rates are to be raised to £920, £500 and £354 the cost will probably be in the neighbourhood of £30 per head per pupil, whereas under Mr. Scott's original proposals the cost would have been less than £20 per head. Under the proposals which I shall enumerate later in this despatch the cost will be about £24 per head.

4. Your Lordship will be aware from pages 18 and 19 of the Report of the Select Committee on the 1930 Estimates that the Elected Members were themselves in ignorance of the very high cost of European education, and were dismayed to find that the inclusive costs worked out to approximately £51 per child. It is only fair to say that in their desire to have the whole educational

policy reviewed they were actuated by a genuine and justifiable desire for economy on a European service, and not to raise any racial issue between European and native interests.

5. In regard to native education, the effect of introducing the long scale will, Mr. Scott informs me, involve a complete recasting of his proposals for the establishment of "C" Schools, as the increase in European salaries may be more than 30 per cent especially if the artizan instructors are to be paid on the long scale. It is at least doubtful whether such an increase can be met from the funds available or likely to be made available for native education.

6. The new Education Bill will, I hope, be introduced at the next meeting of Legislative Council, when I have given an undertaking that full opportunity will be given to the Elected Members to ventilate and elaborate their views on educational policy generally. It is therefore most desirable that the salary scales should be settled as early as possible and on lines which afford a reasonable prospect of proving acceptable. I have no hesitation in saying that any attempt to introduce a universal and unrestricted long scale would meet with the liveliest opposition, and indeed it is more than probable that the original scales, which Your Lordship has now asked me to reconsider, would have been adversely criticised as erring on the side of extravagance.

7. I have stated the case at some length in an endeavour to explain the peculiar difficulties with which the Director of Education is faced. On the one hand there is a strong body of public opinion which believes, quite apart from all racial considerations,

that

that the cost of education generally is too high; on the other, the Director is confronted with authoritative advice to the effect that the requisite teaching material cannot be obtained for the salaries he suggests. While desiring in no way to impugn the soundness of that advice, I would venture to suggest that there must be three factors which govern tuition costs:

- (i) Qualifications of teaching staff;
- (ii) Efficiency of teaching staff;
- (iii) Work to be done.

In the case of the first two factors we are, I think, on common ground so far as the normal long scale is concerned, but in respect of the third I have endeavoured to show that unless special account is taken of the standard of work which is at present largely required in Kenya, the Government will be faced with a bill which it will have the very greatest difficulty to foot.

8. In these circumstances and after the fullest consultation with Mr. Scott, I submit the following amended proposals:

(a) The normal scale for men recruited from England or locally if the officer recruited is by qualification eligible to continue to be £400 to £475 to £600 by £50 to £720 by £30 to £840 by £40 to £920, subject to the following provisos:-

- (i) Admission shall depend on possession of a University degree or a teachers certificate equivalent to the Board of Education's certificate;

(ii) No officer shall proceed beyond £600 unless:

- (a) his work is efficient, and
- (b) he possesses a University degree and a teachers certificate equal

to the Board of Education's certificate.

(iii) Promotion from the grade £600 to £720 to the grade £720 to £840 will be made on a special and positive certificate of efficiency.

(iv) No officer shall proceed beyond £840 unless he is doing work of special responsibility. Such work will for the present be confined to one post in European Education namely, that of the Headmaster of the new boys secondary school at Kabete. It will also apply to the Principal of the Jeanes School (and possibly of the Native Industrial Training Depot) in African Education and to the Principal of the chief Arab School on the Coast and to the Principals of the two Indian Secondary Schools.

(b) The corresponding scales for women to be normal scale £320 by £16 to £480 by £16 to £576 by £24 to £672 by £32 to £736 with the same provisos as for men with the additional proviso that the grade £576 by £24 to £672 would be reserved for senior assistant mistresses. The grade £672 by £32 to £736 to apply only to the Principal of the Secondary School for European Girls to be established at Nairobi when Kabete is opened.

(c) In addition to the normal scale for European teachers ordinarily recruited from England I recommend that it should still be permissible to recruit locally or from South Africa both men and women on the scales A and B proposed in Sir Jacob Barth's Confidential despatch No. 82 of the 26th June, 1929. These teachers would have qualifications, either academic or professional, lower than those required for admission to the normal long scale. They would be eligible for transfer to the normal scale by the attainment of the necessary qualifications and by efficiency.

It is clearly essential that these subordinate scales which are in effect already in existence should be retained. A large number of applications for employment from South Africa are now being received, and these teachers are required partly for farm schools, where a knowledge of Afrikaans is desirable. There are also a number of applicants with qualifications lower than would justify their appointment on the normal scale but who are none the less capable of doing effective work.

(d) Inspectors to be granted initial salaries of £600 on the long scale.

9. The proposed Administration allowances for teachers in charge of schools will disappear in view of the retention of the long scales. As regards Boarding allowances, Mr. Scott points out that it is important for this cost of supervision definitely to form part of the boarding fees. It was for this reason that he proposed to substitute for board and lodging for the present arrangement of free lodging and allowance, the latter being equivalent to the cost of the boarding. If such a change is not made it will be necessary to retain the Boarding allowance in the Estimates and if the charge for boarding were increased the teachers might actually lose through the maintenance of existing arrangements.

10. I have not referred to the scales to be paid to artisan instructors as I assume that Your Lordship is satisfied with the present arrangements. No difficulty is being experienced in securing artisans at £300 per annum and their promotion to a teaching scale is evidently adequate inducement for the type of men required.

11. I trust that these scales may be regarded as a reasonable compromise between the Director's original proposals and the complete adoption of the long scale, and

47
EW

I recommend them for Your Lordship's approval. It would
be convenient if Your Lordship's decision could be
communicated to me by telegraph.

I have the honour to be,
My Lord,
Your Lordship's most obedient,
humble servant,

Edward Gigg

G O V E R N O R .