

1950.

Kenya.

No. 16193.

SUBJECT

C O 533/400

Report of Inquiry into Organisation  
of Administration Offices.

---

Previous

See 60586/1926  
(System of checking  
accounts)

Subsequent

1950

1.

Secretariat, S.P.A. (omnibus) .. 28th, April 30.

Copies to Library.

The copies of Report of Inquiry into Organisation of Administrative Offices.

an interesting & useful report  
of many things & should be  
it is not our concern

It may however come to see  
Chapter II

Note chapter IV as to  
Court work

? sent by

G. Eastwood  
1863

~~D.C.A.~~

A.C. Parkman  
1870/130

Mr. Parkinson,

Mr. Harding minutes as follows:-

"I am afraid I have kept this some time, but it did not seem to press.

"You may like to see the enclosed copy of a letter dated 24th April which the Auditor of Kenya sent to the Chief Native Commissioner who had asked him for his comments especially on Chapter II of the Report.

"The Report is an interesting one. One of the signatories is an officer of the Native Affairs Department, but I am not sure

what

what the other is. It appears however to have been written, so far as Chapter II is concerned, with rather a bias in favour of the point of view of the Administrative Officer who regards his work as subaccountant to the Treasurer and Collector of Revenue as of secondary importance. Paragraphs 20-24 are certainly rather remarkable in a report by two responsible Kenya officers. If they were really ignorant of either the authorship or of authority for the Financial Orders, they could surely easily have obtained the information at the Treasury or Secretariat. I have not the information myself, but I think there is little doubt that the compilation was prepared in the Treasury and represents a praiseworthy attempt by the late Treasurer to provide a full guide for officers with financial responsibilities and to enable him to exercise that control over expenditure which is one of the main duties of the Treasurer and one which has been a very difficult one to carry out in Kenya. In some respects he has perhaps tried to tie up Heads of spending departments a little too rigidly - for instance his system by which allocation requisitions have to be countersigned by the Treasurer is, I believe, unusual - but there is no doubt of the value of such a compilation or of its necessity in a large Colony like Kenya. It is certainly not one which should be scrapped as soon as he has retired at the instigation of officers who appear to be far less qualified to say what is

required

*\* One very official  
 Member, who  
 has been connected  
 with local journalism  
 all*

*I expect the planning  
 is valuable - at least  
 they know well  
 enough the authorities  
 all*

required to ensure proper financial control and accounting, and who actually propose that in such matters the Governor of the Colony should be unable to issue regulations "without the prior concurrence of the Senior Commissioners or at least of some representative of the administrative officers, who will be primarily affected by them."

But I see a good deal of sense in vesting the approval of the Chief Officers concerned in such matters for all.

Coming to the detailed recommendations in Chapter II of the report:-

Para. 17. Fixed fee licence books do provide a considerable safeguard against both fraud and error, and are to be preferred unless printing causes real difficulty. Counterfoil books of fixed fee licences are similar to stamps - the officer holding them must produce the licence forms issued to him or the cash corresponding to the missing forms. To alter such a form so as to convert it into a licence of different value should be absolutely forbidden. If the kinds of licenses have become so numerous in Kenya that a District Commissioner has to keep an unwieldy number of licence books, and the licensing system cannot be simplified, it might be possible to reduce the number of licence books without losing the advantage of the fixed amount system by providing licence books of fixed amounts which could be used for different sorts of licences of the same amount by the issuing officer writing or stamping the name of the licence on licence and counterfoil when issuing it.

Para.

Para. 30. A monthly return of unused counterfoil receipts ought not to be really necessary. The Treasury and Outstation registers should show the books issued; the monthly accounts should show the receipts used, and the balance is readily checked by Audit on visits of inspection. This of course assumes that the Audit Staff provided is sufficient to enable reasonably frequent visits of inspection to be made and that adequate supervision over the financial work is exercised on the spot by the District Commissioner."

*L. J. Conroy*  
Assistant Director,  
Central Office, C.A.D.

SEP - 9 1930

*In C. Bottomley*

When you can find time, you will  
like to look through the  
interesting & sharply written report.  
It is most illuminating, as to  
the life of admin<sup>n</sup> officers.  
It is not for us to talk  
either - but the most  
disturbing section is that  
relating to known accommodations  
(Chap. vi.)

As to the financial instructions,  
I see the Sec's general  
point of view, but I confess  
my sympathies are

with Mr Wade, who had long  
service as an admin. officer  
and his colleagues in the  
Administration. There is a real  
danger that headquarters experts  
will go too far & be too  
executing. 4

So far as concerns official  
action, this can be put by  
Mr. [unclear] inclined to write a  
ask Mr Moore about the  
His own office & what is  
being done.

Lojce  
W.C.S.

All Partners

I should like to see you, also  
at home, to see the report &  
the paper might come back to me  
at the end of November.

I do not think that the attack  
on the Government's code (an attack  
which has some support from the  
Auditor) need be laid to Mr Wade's  
charge. A number of his  
papers

W.C.S. 129.30

since

To Mr. M. Moore - 20. 17 SEP 1950  
W.C.S.

See a copy of a letter recd from R.C. Grannum commenting on the Report

Don't think any  
action required  
of part  
[Signature]  
2/10/20

6068b  
1924

I agree that no action is called for on (3), but the Registry might look at the correspondence referred to, and note in the margin, making any necessary corrections.

As regards (B.2), I pointed out to you that provision has been made by reallocation for dealing with the Administration Office at Kilsnoo - see Nos. 3 and 4 on X.14109/30.

I attach a further draft to Mr. Moore.

[Signature]  
6/10/20

This shows all ranges of  
best feed doing things  
without their Principals  
to keep them straight  
but it was not my  
fault, the true moral  
to be drawn being that  
Principals ought not  
to take leave.

all  
7/10/20  
above

4 To H. M. Moore - 50. 9 OCT 1950

5 H. M. Moore 50 \_\_\_\_\_ 21<sup>st</sup> October  
State as to action taken with regard to  
unsatisfactory office accommodation at Luscombe

in Whitcombe

put by, in view of the business note  
on the 5

Shaw

17/11/50

P. & M. Whitcombe

17/11/50

W

6 Copy statement made on 30<sup>th</sup> of 29 September 1950

W

W

4-5

W

La. B. Bentley

Please see your minute of 27/9/50

Shaw

27/12/50

Li. C. B. Bentley brought

was to Li. J. Bentley's notice



Today -

I have given Sir P. Payne  
the copy of the report

wh. was with this  
file. Please

obtain & attach

another copy - when

met by

Recd

8.12.30

Wm

XEA

Spare copy herewith  
library

Whiche 10/12/30

Copy attached as to 1

put by

shown

12/12/30

COLONY AND PROTECTORATE OF KENYA

No. NADM. 1/11/2/16.

CIRCULAR NO. 50.

G-35.

A-12.

D-3.

THE SECRETARIAT

NAIROBI,

29th September, 1930

REPORT OF ENQUIRY INTO ORGANISATION OF  
ADMINISTRATIVE OFFICES.

RECOMMENDATION No. XVIII.

*That inspection of office organisation in all its ramifications should be a recognised part of routine inspections by Senior Commissioners, who should insist that District Commissioners and their staffs should realise that observance of the standard system of filing and maintenance of records is an essential part of their official duties.*

Steel filing cabinets and index cabinets have been procured from England and are now in process of distribution to Provincial and District Offices. The installation of a general system of filing has already been accomplished in some offices and will shortly be carried out in the remainder. To ensure its maintenance adequate inspection by Provincial Commissioners is essential, and it should be regarded by them as a regular part of their duty to inspect the filing and the manner in which letters are disposed of and records kept.

2. Provincial Commissioners will, therefore, in future, insist on the strict observance in all District Offices of the standard system of filing (where such has been introduced) and the proper maintenance of records.

H M M MOORE,

*Colonial Secretary*

All Provincial Commissioners.

RECEIVED  
17 NOV 1930  
G.O.

75

GOVERNMENT HOUSE,  
KENYA,  
EAST AFRICA

*Handwritten:*  
at least - a party  
will  
17<sup>th</sup> 30  
some

21st October, 1930.

No. 2

Dear ~~Parkinson~~,

Thank you for your letter No. 16193/30 of the 17th September about the "Report of Inquiry into Organisation of Administrative Offices".

The section of the Report referring to the unsatisfactory office accommodation at Kisumu was dealt with without delay, as on the 15th April this year Legislative Council passed a resolution approving of the expenditure of £3,500 on the Administrative Offices, Kisumu, as a charge against Loan Account by re-allocation of the amount from the sums already approved for Public Buildings - Housing of Government Servants.

You will see, therefore, that the urgency of this matter was fully realized here, and that there was no delay in taking some steps to rectify matters as far as possible.

Yours sincerely,

A. C. C. PARKINSON, ESQ., O.B.E.,  
COLONIAL OFFICE  
DOWNING STREET, S.W.1.  
LONDON.

*Handwritten signature:*  
A. C. C. Parkinson

C. O.

Mr. Allen *6/ro*

Mr. Parkinson *JK*

Mr.

Mr. Bottomley

Sir J. Strickland

Sir G. Grindle

Permt. U.S. of S.

Parly. U.S. of S.

Secretary of State

X.16193/30 Kenya.



For Mr. Parkinson's signature.

*Personal*

Downing Street,

9 October, 1930.

DRAFT. *Per*

*Has, Excellent, V. minute*

H. A. M. MOORE ~~ESQ.~~, C.M.G.

~~Dear Moore~~  
*My dear Moore*

I wrote to you on the 17th September regarding the remarks in the "Report of Inquiry into Organisation of Administrative Offices" as to unsatisfactory office accommodation, more particularly at Kisumu.

I now find that, at any rate as far as Kisumu is concerned, I have delivered myself into your hands since I wrote in forgetfulness of the fact that <sup>2</sup>reallocation of Loan funds to provide £3,000 for an Administrative Office at Kisumu was agreed to in the Secretary of State's confidential telegram No. 28 of the 28th April.

(4 of 16100/30).

While I shall be

interested

interested to see your retort, I will,  
in the meantime, as confession is good  
for the soul, admit the sin which I  
committed in troubling you unnecessarily.  
That I really do regret, <sup>but</sup> ~~the~~ the failure  
to recollect, after a lapse of six months,  
a minor detail in the complicated loan  
programmes, ~~one comparatively~~ <sup>could</sup> ~~be quite~~  
~~fatal in comparison.~~

Yours sincerely,

Spontly people like all  
here who revel in Loan  
programmes, (Haven't left  
them) would not go on  
leave. I should not have  
been allowed to forget  
the allocations of Loan  
expenditure like this. It is  
no wonder, with a fiendish  
delight, I was convicted  
one of the errors in getting  
back from gadding about  
holiday.

Yours sincerely

(Signed) A. U. C. PARKINSON

RECEIVED  
-20 OCT 1930  
COL. OFFICE

9  
3

Mr Parkinson,

With reference to Mr Carney's minute of 9th September on X 16193/1930 regarding the Report of Messrs Mayer & Wade on the organisation of Administrative Offices, Mr R.C. Grannum, the late Treasurer of Kenya, came to see me on September 25th and said that he had heard of this Report but had not seen a copy. At his request, I lent him our copy, which he has now sent back with a letter which you may be interested to see. I therefore send you a copy.

Mr Grannum  
26th Sept.

*Prescribed to Mr Carney*

He told me that Mr Wade is not a Government Officer but a local newspaper editor. My assumption that the Report was by two responsible Kenya officers was therefore incorrect.

*A. J. Harding*  
30/9/30

Mr. R. C. Grannum to Director of Colonial Audit.  
-----

28th September, 1930.

Dear Harding,

I return the Report of the enquiry into the organisation of Administrative Offices in Kenya which I have read with interest.

I did a lot of Treasury inspection in the outstations of Kenya and found it a depressing task, in the early days, at any rate, owing to the lack of interest in that part of their duties, by Sub-Accounting Officers. When for instance one discovered something being done quite incorrectly or left undone altogether, the circular instructions on the point were frequently not known and in many cases could not be traced. Sir Edward Denham who had been trained in Ceylon, and with whom I used to discuss my difficulties, suggested my compiling a book of Financial Orders on the lines of the Ceylon book and this was how the volume referred to in the Report came to be written. It was not popular with Administrative Officers because it made it impossible for them any longer to plead ignorance of what they were expected to do in accounting matters. The Kenya Secretariat records will show that it was published with full local authority. The Secretary of State was asked to approve it but left it to the local people.

The opposition to the instructions is due, I am certain, in large measure, to the fact that the procedure outlined in them is new to the Officers who criticise them. This is typical of Kenya Sub-Accts. Well do I remember the outburst of opposition and biting criticism to the Allocation

Requisition

Requisition system when I first introduced it. Verbal and written protests against it were continuous and long sustained and I had constantly to argue its merits at Senior Commissioners meetings. I am interested to see from para. 32 of the Report that it is at long last accepted and appreciated. It reduced the unauthorised expenditure per annum from I think £150,000 to a few thousand pounds but if the Senior Commissioners had been listened to it would long since have been wiped out.

I do hope for the sake of everyone concerned that the C. O. will hesitate long before weakening the checks on remittances as recommended in para. 33. Seven or eight years ago so many shortages had to be written off that at last the C. O. itself took the matter up with the local Government and at Sir R. Coryndon's personal request I went fully into the whole matter and drafted the regulations referred to in para. 33 of the Report. Northcote then Assistant Col. Sec. of Kenya and now C. S. of Gold Coast, and whose opinion on such matters I would personally accept any day before I would that of Wade, subjected these instructions to the minutest inspection. That they finally secured his concurrence is all the evidence I require that they are sound. When I add that I don't remember a single write off being asked for since they were adopted my opinion that it will be wise to leave them alone will be understood.

I haven't a copy of the P. O's and cannot therefore deal in detail with the criticisms in the Report but if you care to make any use of these general comments on it you are entirely at liberty to do so.

(Sd.) R. Clifton Grannum.



C.O.

X Copy of 30 letters

12

Mr.  
Mr.  
Mr.

oed  
12/1

C.O.  
R 13 SEP  
D 17

Sir C. Ballantyne  
Sir J. Sandburgh  
Sir G. Gonda  
Peron. U.S. of S.  
Partly U.S. of S.  
Secretary of State.

Hand to 5

In my signature

Hand to

oed

Co

DRAFT.

17 Sept 1930

H. M. M. Moore, Jr

My dear Moore  
Yet another note -  
this time about the  
"Leads of Inquiry into  
Organization of Administrative  
Officers". I have only  
just read this example  
(and, in part, entertaining)  
document, when Wade  
has called, and not  
seen it, so I will have  
liked to ask him  
which passages are  
Wade's and which are  
Mayer's!

Apparently, there is  
no action for the  
C.O. to take - at

Noted  
Recirc. as shown  
in minute

complete unless the  
ball is set rolling  
for us. But there  
is one section of the  
Report which is really  
disturbing, & that  
is Chapter VI about  
the ~~accommodation~~ satisfactory  
office accommodation,  
more particularly at Kisumu.

Obviously, it is difficult  
to put everything in order,  
and the claims of one Dept.  
have to be weighed against  
the claims of others. But  
in view of Proctor's letter  
& what is said in the Report  
on the subject, ~~concerning~~ the  
position at Kisumu (by us  
means a pleasant & hot  
to live in while best of  
time) seems serious, and  
we shd. like to know what  
can be done to rectify  
matters.

Yours sincerely

(Signed) A. D. G. PARKINSON

No. 587.

24th April, 1930.

## INQUIRY INTO ORGANISATION OF ADMINISTRATIVE OFFICES.

Major Willcock's letter No. N.A.D.M. 1/11/25 asking for comments on the Report.

RecommendationNo.

- I. Office Hours. I agree. Some years ago this practice was introduced in Uganda. I believe they closed the Cashier's office even earlier. The District Commissioner, Jinja, tells me that it works extremely well.
- II. Central Registry. I agree. This department has been recommending this for years.
- III. Reduction in number of fixed fee licences. I think the fixed fee should be retained in the case of the more expensive licences, not on account of the risk of fraud, but to safeguard the District Commissioner and his staff against a mistake.
- IV. Cashier to sign receipts. I agree.
- V. Motor Licences. I agree entirely (also the whole of paragraph 25 of the report).
- VI. Firearms Licences. I agree, if the requirements of the Police can be met, about which I am doubtful.
- VII. Kerosene Rebate. I have not sufficient evidence to express an opinion.
- VIII. I agree as to the daily analysis. With regard to daily and weekly balancing vide Colonial Regulation 317.
- IX. Abolition of certain forms. I agree in the main except as regards Form 38. This return of unused counterfoils is an essential part of the check of revenue at Headquarters which ought to be practicable. The return, however, should take the form of a printed list, which only requires the numbers to be filled in. This system has been in operation in Uganda for years and does not involve an undue amount of work.

Recommendation  
No.

- 14
- X. Payment of illiterate persons. Agreed. In some comments on the Financial Orders before they were published, which will be referred to later, I wrote "the only real safeguard in paying illiterate labour is to have a trustworthy officer at the pay table with a reliable witness if possible. With them you are safe and without them thumb marks and the like are a useless waste of time."
- XI & XII. I should prefer to see the Allocation Requisition system dropped and a simpler form of vote ledger than that prescribed by the Financial Orders introduced.
- XIII (Remittances) and XIV the Financial Orders generally. The conclusions arrived at by the Committee appear to justify the following general comment made at the request of the Colonial Secretary before the Financial Orders were published.  
"I think too much has been attempted in the direction of covering every possible eventuality. There is a risk of defeating the object of rules if you try to make them better than fool-proof. For instance (rule 190,1) ... (so numbered in the draft), the President of the board which counts a remittance must take precautions to ensure that coin, etc., is not removed during the count without his knowledge!"  
"2. Again there is danger in including in a code, rules which cannot be carried out. The inevitable result is that the whole system is regarded as unworkable and people carry on according to their own ideas and the methods which they are accustomed to. Mr. Barton has noted a number of the rules in this sense, and I feel sure the Administration, if consulted, will challenge several more."
- XV. Combination of Colonial Regulations with the Kenya Code. I agree. I recommend the method adopted in the latest issue of the Colonial Audit Departmental Instructions (pages 9 to 14).
- Chapter IV. Court Work. I should like to add a recommendation that the Wines Book be abolished. A very great amount of time is wasted in posting this useless record which has hampered the collection of revenue for at least seventeen years. All the information contained in it could be much more conveniently given in two ruled cash columns which are already provided in the Criminal Case Register.
- Recmn. XXX. Prison Store Ledger. Until recently the Police used a similar ledger. They have introduced a new form which I regard as an improvement. Possibly the Commissioner of Prisons would agree to adopt the same form.
- XXXIV. This department was opposed to the decentralization of the Land Office from the first.

Recommendation  
No.

X.

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Recmn. XXX

Prison Store Ledger. Until recently the Police used a similar ledger. They have introduced a new form which I regard as an improvement. Possibly the Commissioners of Prisons would agree to adopt the same form.

XXXIV

This department was opposed to the decentralization of the Land Office from the first.

Chapter III -  
correspondence.

I do not consider the proposals in this Chapter adequate. A very great amount of time is wasted over correspondence owing to the extremely low standard which prevails throughout the Colony. Although the Provincial Administration are far from being the worst in this respect their work must be affected by it. No new system will do any good if it incorporates the feature common to nearly all systems at present, that every letter has to be followed up by a sequence of reminders.

Finally, I agree entirely with the remarks in paragraphs 7 and 81 of the Report on the amount of overtime done by the Goan staff and the loyal and determined way in which they carry on.

(Sgd) W.H. SMITH.

Auditor.

DUPLICATE



COLONY AND PROTECTORATE OF KENYA

REPORT  
OF  
INQUIRY INTO ORGANIZATION  
OF ADMINISTRATIVE  
OFFICES.

NAIROBI:  
PRINTED & PUBLISHED BY THE GOVERNMENT PRINTER.  
To be purchased from the Government Printer  
or through any Bookseller.  
Price N. 500.  
1930.

E. H. H. 135

135

800

17

Report of Inquiry into Organization of  
Administrative Offices.



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19

## Report of Inquiry into Organization of Administrative Offices.

YOUR EXCELLENCY,

Having been appointed by Your Excellency to inquire into the work and organization of Provincial and District Administrative Offices we have the honour to submit the following report

### Chapter I.—INTRODUCTORY.

2. Our terms of reference were —

To inquire into the Office Organization prevailing in Provincial and District Offices, with a view to ascertaining—

- (1) the efficiency of existing office organization and machinery;
- (2) what economies can be effected by the introduction of improved methods or labour-saving appliances;
- (3) the adequacy or otherwise of existing administrative clerical staff;

and to advise what steps are necessary to afford the relief asked for by Administrative Officers without loss of efficiency and the dislocation of public business.

and in connexion with the third of the above terms we are instructed that your Excellency was anxious that we should consider whether increased economy and efficiency could be attained by a more general employment of European clerks.

3. We were informed also that Your Excellency was most anxious that if possible our report should be furnished in time to permit of its consideration by Government before the next session of Legislative Council.

4. We considered that it would not be necessary for our purpose to visit every station in the Colony but that it was desirable that we should visit a number of examples in the following categories—

- (a) Provincial Headquarters;
- (b) the white or settled districts;
- (c) the larger Native districts; and
- (d) the smaller Native districts.

19

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- (a) Provincial Headquarters.
- (b) the white or settled districts;
- (c) the larger Native districts; and
- (d) the smaller Native districts.

5. Under (a) of the above we have visited the offices of the Senior Commissioners at—

Kisumu,  
Nyeri,  
Mombasa,  
Eldoret,  
Nakuru,  
Ngong, and  
Naivasha.

Under (b) the offices at—

Kisumu,  
North Nyeri,  
Mombasa,  
Eldoret,  
Nakuru,  
Naivasha,  
Nairobi, and  
Thika.

Under (c) the offices of the District Commissioners

North Kavirondo,  
Central Kavirondo,  
South Kavirondo,  
South Nyeri, and  
Fort Hall.

And under (d) those at—

Embu,  
Kyanjo,  
Kwale, and  
Kilifi,

and we have also visited Kericho and Kapsabet, the headquarters of districts which combine a native reserve with a white area.

We also issued to every District Commissioner a questionnaire asking for details of every branch of work in his office and for recommendations for any improvements. After comparing and examining the answers to this questionnaire and considering them in the light of conditions that we have observed in the 26 offices that we have visited we have felt justified in making certain recommendations affecting certain stations which we have not seen.

6. It will be observed that we have not visited either the Northern Frontier Province or Turkana, our reasons for this omission being that—

(a) we understand that conditions in these Provinces are such that offices and office organization can hardly be said to have been yet established in the sense in which they exist in the older Provinces—indeed in only a very few of the stations is there anything in the nature of a permanent office building; and

(b) a tour through these areas would necessarily have taken a considerable time and would have rendered impossible compliance with Your Excellency's wish referred to in paragraph 3 above.

We wish it to be understood, however, that in our opinion the principles on which our recommendations are based will apply equally to offices in these two Provinces as they become established.

7. At almost every office we were informed that the work is more than the staff can manage within the recognized office hours and that most of the clerks regularly work overtime. We are satisfied that this information is entirely correct and that in existing conditions overtime work is inevitable. The reasons for this, however, are not by any means uniform. In some offices the accommodation is so lamentably deficient that expeditious and orderly work is impossible, in others there is a serious lack of necessary furniture and equipment, in others competent clerks are hampered in the performance of their own work by the duty of supervising that of inexperienced juniors, in others there is a noticeable absence of system and method, in many the claims of Departments of Government, particularly the Police and Post Office, are so considerable as seriously to interfere with the adequate performance of essential administrative work, while in all district offices the existing Regulations impose on the District Commissioner and his staff a very considerable amount of routine labour which we believe to be entirely unnecessary.

8. We do not believe that the remedy generally lies in the provision of additional staff. In many cases an extra clerk would merely mean increased confusion. We are, however, convinced that no little relief can be afforded by the elimination of unnecessary work, by the provision of more adequate accommodation and equipment, by the installation

5. Under (a) of the above we have visited the offices of the Senior Commissioners at—

Kisumu,  
Nyeri,  
Mombasa,  
Eldoret,  
Nakuru,  
Ngong, and  
Naivasha.

Under (b) the offices at—

Kisumu,  
North Nyeri,  
Mombasa,  
Eldoret,  
Nakuru,  
Naivasha,  
Nairobi, and  
Thika.

Under (c) the offices of the District Commissioners—

North Kavirondo,  
Central Kavirondo,  
South Kavirondo,  
South Nyeri, and  
Fort Hall.

And under (d) these at—

Embu,  
Kyamuria,  
Kwana, and  
Kilifi.

and we have also visited Kericho and Kapsabet, the headquarters of districts which combine a native reserve with a white area.

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and maintenance of a uniform system of filing and preservation of records and by the introduction of other reforms and innovations such as the observance of definitely recognized office hours and the creation of a central office for the purpose of recording revenue collection and the compilation of certain statistics from the records so obtained. Our definite recommendations based on these considerations will be found in the following paragraphs.

9. The work of a district office may be divided into—

- (a) Treasury work which includes the collection of revenue, disbursement of public money as permitted by sanctioned Estimates and accounting for receipts and expenditure;
- (b) Administrative correspondence including typing, the filing of documents and the preservation of records;
- (c) Court work, including the rendering of returns of all criminal and civil cases, the preparation of all summonses and warrants and stamping the same where necessary, and the keeping of all the statutory books;
- (d) Police and Prison documents and books;
- (e) Post Office work;
- (f) Land Office work, and
- (g) work for other departments which are not represented by any responsible officer in the district.

In some districts the District Commissioner is relieved of Police work by a Police officer in charge of the unit; in some there is an officer of the Post Office or a postal contractor, and in some there is a Land Assistant, so that it does not follow that a District Commissioner is necessarily the executive officer of every department. It is, however, true that in many districts Administrative officers and their staffs are handicapped in the performance of their more important duties by departmental demands.

## Chapter II.—TREASURY WORK.

### OFFICE HOURS.

10. In many offices—particularly in those serving the white or settled areas—we found that clerks are regularly on duty long after the closing time laid down in the Code of Regulations. We found also that for so long as they are working overtime in the offices—and in some cases this is until 7 p.m.—the offices are kept open for the convenience of the general public, many of whom not infrequently arrive from long distances, and that there is a feeling that it would not be right to refuse to receive revenue proffered after office hours. We are definitely of opinion that it is unreasonable for the general public to demand from administrative officers facilities and concessions that they would not dream of expecting from a bank or from a post office and we therefore recommend

#### Recommendation I.

*That it be an instruction from Government that Cashiers' Offices at District Stations be closed to the transaction of business at 5 o'clock p.m.*

This recommendation if adopted will allow cashiers a reasonable time in which to balance their books and generally to close the day's business, and we feel sure that although at first individuals may suffer no little inconvenience by the introduction of this reform, which we believe to be entirely necessary in the interests of economy and efficiency, the general public will recognize its justice and will readily co-operate with the Administration by arranging to conduct business within the normal hours. We realize that it may be necessary for District Commissioners at first to allow a certain latitude to natives who come from long distances and whose conceptions of time as measured by a clock are rudimentary and to others who may have been delayed by circumstances beyond their control, but we do not see that these exceptions need operate against the application of the general principle and we are of the opinion that the time will soon come when the principle can be rigidly observed.

### THE COLLECTION OF REVENUE.

11. We believe that the collection of revenue will not only be greatly facilitated, but also will be rendered far more complete, by the establishment of a Central Revenue Registry.

8 We have consulted many administrative officers and their cashiers and the majority are now definitely in favour of the institution of such a Registry and endorse our conviction that district officers will thereby be relieved of a great deal of the work which is at present undertaken in the collection of the Colony's revenue. We do not consider that the operation of the Central Registry should form any part of the activities of the Treasury. We believe that it ought either to be instituted as a separate Department of Government or be in some way combined with the existing office of the Statistician.

13. Our proposals are briefly that in the Registry there should be a card for every non-native in the Colony, cards being opened for every newcomer as he arrives, and that the cards should contain particulars of all taxes, land rents, licences and such other fees as are regularly paid by the person to whom the card refers. In such a system the District Commissioner receiving payment of a Poll Tax will issue the original receipt to the payer, forward the duplicate to the Central Registry and retain the triplicate in the receipt book. No other action in connexion with this transaction will be required from the District Commissioner. He will be relieved from the necessity of keeping a card index recording payments of revenue in his own office and he will be relieved of the duty which he at present undertakes of issuing large numbers of queries, some addressed personally to residents in the district and others to officers of the Administration and various departments to ascertain whether or not taxes or other dues have been paid. From the office of the District Commissioner, Nairobi, no less than 5,000 of such queries were issued to individuals during a period of three months, October-December, 1929, and to these queries only 1,400 replies were received. The queries in themselves are an impertinence and may quite legitimately be destroyed or disregarded by the recipients. The District Commissioner, Nairobi, writes: "We have a card index of some 15,000 cards to keep for Central Motor Registration, and some 5,000 cards for licences, taxes, etc.; correspondence with other districts arising out of the card index would be enormous if they could keep it up, which they cannot." If the system that we recommend is introduced by Government the taxpayer will be able to pay his taxes and dues wherever he pleases and a record of the payment will come direct to the Central Registry. The Central Registry after a reasonable period will send to District Commissioners a list of such persons

as have not paid during the current year but during the previous year are recorded as having paid in the respective districts. It will probably facilitate the working of the Registry if in connexion with the payment of Poll Tax and the information which may be required in accordance with section (7) of Chapter 22 of the Laws of Kenya the payer be required to inform the cashier, to whom he pays his taxes, of the district in which he paid in the previous year and if this information is recorded on the receipt form. The District Commissioner on receiving such a list from the Central Registry will be able, in many cases, to inform the Registry that the persons named have left his district and he will probably be able to give their new addresses; from others he will be able to obtain payment and there will be a certain residue about whom he is unable to give the Registry any definite information. This residue, however, will gradually become smaller month by month.

14. The same machinery and system can be applied to the collection of land rents, and the payment of firearms, motor, and other licences, so that it can readily be seen that administrative and departmental offices will thereby be relieved of a very considerable amount of work with which they are now encumbered and which in some cases is not strictly proper to their specific functions.

15. Our estimate of the cost of such a Registry is as follows—

CAPITAL EXPENDITURE	
Cost of installation of system including cabinets, cards and furniture, etc.	£2,000
STAFF	
	£
1 Officer in Charge	600—£800 (pensionable)
5 European clerks (male or female)	2,000 (inclusive)
Office rent	120
Total recurrent expenditure	£2,720

The recurrent cost to Government will actually be far less than the £2,720 estimated above, for the establishment of the Central Registry will inevitably involve the abolition of certain posts now existing in connexion with the collection of revenue.

16. We are confident that the Registry will pay for itself by (a) more complete collection of revenue, particularly Non-Native Poll Tax, in the payment of which under the existing system we believe that evasions must be considerable, and (b) by economizing staff of departments in district stations. We understand, for instance, that the transfer of the Arms Registry from the office of the Commissioner of Police would release for legitimate police duties an officer and a clerk who are at present engaged solely on that work, and District Commissioners by being relieved of the duty of maintaining their card indices and of harrying taxpayers would either require less clerical staff or would be able to use their existing staff for other services. In support of (a) the following figures seem to indicate a very considerable loss of revenue by evasions and to furnish justification for the establishment of a Central Registry, even if only for the purpose of securing a complete collection of Non-Native Poll Tax and Education Tax.

1929	
European Population, as estimated by the Government Statistician	9,000
Other Non-Native Population, as estimated by the Government Statistician	30,000
<b>Total</b>	<b>39,000</b>
<i>Actually Collected in 1929.</i>	
<i>(Figures obtained from Treasury)</i>	
Non-Native Poll Tax	42,800
European Education Tax	11,000
Indian, etc., Education Tax	17,000
	<b>£68,800</b>
<i>Amount which would have been Collected in 1929 on the Assumption that every Adult Male paid P.S.I. Tax and Education Tax in full</i>	
	<b>£</b>
Non-Native Poll Tax	58,500
European Education Tax	11,500
Indian, etc., Education Tax	24,500
	<b>£94,500</b>

£94,500 - £68,800 = Balance, £25,700.

We have been unable to obtain figures of any value as to authorized remissions of payment of the above taxes, but for the purpose of this calculation we estimate them as possibly amounting to £10,000—this estimate leaves a sum of £15,000 uncollected which, if collected, would pay for the Registry many times over. We therefore recommend:—

#### Recommendation II.

*That a Central Revenue Registry be established either as a separate Department of Government or in liaison with the Statistician's office.*

We have not thought it advisable to overburden this report by an excess of detail as to the operation of the system, but we would welcome an opportunity of elaborating our views verbally or in writing should Your Excellency decide to consider this Recommendation.

#### FIXED VALUE RECEIPT BOOKS.

17. Taxes and licences are in many cases collected by means of receipt books of fixed value, that is to say books of receipt forms on which is printed the value of each particular tax or licence. These books have become very numerous. In the Thika office we found nineteen books for the issue of Liquor Licences (one of which is for an annual Steamship Liquor Licence) although only five licences are issued during the year and under the Traffic Ordinance, 1929, there are printed more than sixty different books, fifty-two of which we found in the District Commissioner's office at Nakuru. We understand that the argument for the fixed value book is that it tends to make it a little more difficult for the cashier receiving the money to commit fraud. As, however, we are convinced that a cashier who is determined to commit fraud will do so in spite of all precautions of this nature and as moreover we find that in practice cashiers regularly alter the fixed value on a form to suit the particular licence required whenever the appropriate form is not in stock (e.g. a yearly Wine Merchants' or Grocers' Liquor Licence at Sh. 600 is altered to a half-yearly one at Sh. 350) we are not greatly impressed by this argument and we consider that the additional security acquired (if any) is dearly purchased at the price of the great inconvenience together with un-conscionable printing expenses that a multitude of such fixed value books entails.



18. These books have to be kept under lock and key and cannot, therefore, be arranged in an orderly and accessible manner along open shelves. They are usually kept in a large iron-bound strong-box, in itself a singularly inconvenient piece of furniture, occupying a preposterous amount of space in the cashier's office. Into this box the unfortunate cashier has to dive head first and rummage about among his innumerable books until he can find the particular one which he happens to want. It is contended that a fixed value book saves the cashier a certain amount of time in that he is not required to write on a receipt form either the nature or the amount of the tax or licence for which it is issued. In this contention there is a modicum of truth, but we do not believe that the time saved thereby is commensurate with the time wasted in hunting for the books, in checking them and rendering returns of them to the Treasury and in auditing them, or in to be weighed against the general inconvenience and waste of accommodation involved.

We therefore recommend —

**Recommendation III.**

*That the number of Fixed Value Books be reduced to a minimum.*

This recommendation, if adopted, will probably mean that there will be generally one form of receipt for all licences issued under any particular Ordinance, e.g. for Liquor Licences the form will bear a printed heading —

**LIQUOR LICENCE**

*(Issued under the Liquor Ordinance—Chapter VI of the Laws of Kenya.)*

and the cashier will complete the form by inserting the particular kind of licence granted, the name of the licensee and the amount received.

On the inside cover of every book of licences will be a printed schedule showing the amounts payable.

Motor licences will be to some extent an exception. If the principle of issuing yearly, half-yearly and quarterly licences is continued it will be necessary to keep even differently coloured or differently-marked books of licences in order that the Police may be able to see at a glance the period for which a particular vehicle has been licensed.

**SIGNATURE OF RECEIPTS.**

19. To every receipt book is attached the following instruction:—

"Whenever possible two officers should take part in the receipt of public money; that is, the officer who writes out the receipt should not, if it can be avoided, be the officer who signed the receipt. When this is not possible endeavour should be made to get the person paying in the money to sign the duplicate receipt."

This instruction is supported by Financial Order No. 120 (iii) which reads:—

"If the senior clerk is also the cashier, some other officer, if there is one in the District Treasury, must prepare any receipts, licences, etc., that may be issued during the District Commissioner's or Assistant District Commissioner's absence in order that, if possible, two people may take part in the receipt of the money."

and Financial Order 123 (ii) reads:—

The cashier will . . . fill in the receipt in his counterfoil receipt book, obtain thereto the signature of the . . . district sub-accountant.

20. These Financial Orders are contained in a volume issued in 1928 entitled "Financial Orders of the Colony and Protectorate of Kenya" and stated to be "published by authority."

21. Before the receipt of this volume of Financial Orders the regulations which controlled receipts, expenditure and accounts in Government offices were:—

(a) Chapter V of the "Regulations for His Majesty's Colonial Services" issued by the Colonial Office; and

(b) Chapter VII, sections 340-433, of the "Code of Regulations for Officers of the Government Service in Kenya Colony and Protectorate." The former contains general principles applicable to certain colonies, protectorates, and mandated territories, while the latter contains special instructions applicable only to Kenya and is compiled from Secretariat Circulars, Colonial Regulations, "Employment of Officers" (Africa—No. 973),

Colonial Despatches, Subordinate Staff Regulations, and "Leave and Passage Regulations" (Colonial Office despatch 983 of 14/11/13).

22. The necessity for the introduction of the third book of Regulations, viz. Financial Orders, is no more apparent to us than is the nature of the authority by which it is issued, and at a later stage in this report we shall recommend the withdrawal of this volume by Government, and the incorporation in the Code of Regulations of any amendments or elaboration that may be required thereto. In the meantime we propose to examine the merits of certain individual Financial Orders and to recommend their deletion in the event of Government deciding to retain the book or any considerable part of it.

23. The Financial Orders quoted above appear to us to be an additional departure from the general principle by which the person who actually receives money signs for its receipt, to involve District Commissioners in work which we consider to be unprofitable and to involve members of the general public in very considerable inconvenience and delay while they are awaiting the signature of the District Commissioner, to whom the receipt forms for their money have to be sent, while he may be engaged in trying cases in court or in other business which he is unable to interrupt.

24. We understand that the principle that two persons must take part in every receipt and in particular that one of these persons should be the District Commissioner is intended to provide a check on fraud, but as in any case the District Commissioner is entirely responsible and furthermore daily checks his receipt books with his cash book entries we are of opinion that a clerk whose experience and character are such that he has been considered fit to hold the responsible post of cashier in a district office should also be considered fit to sign receipts for money which is handed to him and of the nature required.

#### Recommendation IV.

*That Financial Orders 120 (n) and 128 (n) be deleted and that a cashier be authorized to sign receipts for public money.*

We wish to observe, in passing, that many cashiers already do this with the full approval of their District Commissioners.

#### MOTOR LICENCES.

25. One particular department of revenue collecting, viz. fees for the registration of motor cars under the Traffic Ordinance, 1928, we consider to be particularly exasperating, cumbersome and extravagant of time and labour. It is the occasion of great inconvenience to the general public and of much unnecessary and irritating labour to the licence issuers. In practice what often happens is that an owner of a motor car writes to the District Commissioner of the district for a renewal of the licence for his or her car. He or she omits to give one or more of the particulars required under the Ordinance, the District Commissioner has to refer back to the applicant for the necessary information and a voluminous correspondence frequently ensues before the cashier concerned is in a position to write out the necessary licence for the District Commissioner's signature. It is probably an underestimate to say that fifty per cent of the applications for motor licences sent by post are submitted with inadequate or inaccurate details and the consequent work thrown on the cashiers in district offices is unduly burdensome. To us it appears to be advisable to reconsider the substitution of a petrol tax combined with a flat registration fee per vehicle. A flat registration fee appears to us to be a reasonable method of recovering the costs of registration—the registration of a lorry involves just as much labour as does the registration of an Austin 7 and no more. A tax on petrol equally appears to us to be reasonable, ensuring as it does that the man who takes most out of the roads pays most towards their upkeep. In any case, for the purposes of this report, we have no hesitation in saying that the present methods of collecting revenue from vehicle licences are intolerably irksome and occupy an undue proportion of a District Commissioner's time and we recommend:—

#### Recommendation V.

*That the present methods of collecting revenue on vehicles have proved to be so expensive, laborious and irritating that some alternative is desirable and that in this connexion the imposition of a Petrol Tax calculated to realize an approximately equivalent annual sum be further considered.*

We realize that if this Recommendation is adopted it may be found desirable to provide for a rebate on petrol used for agricultural and possibly certain commercial purposes.

#### FIREARM LICENCES.

26 Another form of licences that under present conditions necessitates what appears to us to be an unnecessary amount of clerical labour is the Firearm's Licence. In accordance with section 2 of the Arms and Ammunition (Amendment) Ordinance, 1927, it seems that a separate licence is required in respect of each firearm. This means that for a man who possesses ten firearms, ten separate duplicate forms must be made out by the cashier, who, in the early part of the year at any rate, is inevitably overworked. We are informed that this elaborate procedure is an integral part of the machinery of the existing Central Arms Registry, but we believe that it will be entirely unnecessary if our recommendation for the establishment of a Central Revenue Registry is adopted, for in that case the necessary analysis will be done at that Registry and the particulars of each arm will in the ordinary course of routine be transferred to the respective cards in the index.

We therefore recommend:—

#### Recommendation VI.

*"That Section 2 of Ordinance 26 of 1927 be repealed if in fact this section does necessitate a separate form for each firearm, this recommendation to be considered only in the event of Recommendation II being accepted."*

#### KEROSENE REBATE.

27 The system under which individuals obtain rebates on kerosene used for agricultural purposes is very cumbersome and involves district offices and the general public in a great deal of irritating correspondence. Under the existing regulations four forms are used, viz. Forms A, B, C and D. "A" is a certificate which the District Commissioner has to sign, quite possibly without the necessary knowledge, that the applicant possesses a farm tractor. "B" is a certificate signed by the seller that he has supplied kerosene to the holder of a certificate. "C" and "D" are declarations by the farmer for the purposes of obtaining rebate, which must be submitted within a time limit, that he has used the kerosene for his tractor and for no other purpose.

We suggest that an applicant for rebate on signing a form declaring that he owns a tractor and giving his affidavit that he will use the kerosene for agricultural purposes only should be given a permit to procure kerosene at the reduced

rate. On obtaining a permit he will be enabled to buy accordingly from an authorized seller who at the end of every month will present his statement to the District Commissioner and obtain the rebate, and we therefore recommend:—

#### Recommendation VII.

*"That the Regulations be amended on the lines suggested above."*

It may be argued that this Recommendation lends itself too easily to fraud, but in this connexion it should be remembered that the grade of oil used for agricultural purposes is unsuitable for burning in lamps. If a Petrol Tax is adopted in place of the existing licensing regulations for motor vehicles and if provision is made for rebate on petrol for agricultural purposes applications for kerosene rebate and petrol rebate could perhaps be made on the same form and one permit could be issued to cover both applications.)

#### ACCOUNTS.

28 Financial Orders have introduced a far more elaborate method of accounting for the receipt and payment of public money than that which formerly obtained. The former practice was to keep a cash book balanced monthly (or in some cases weekly) and to send a monthly analysis to the Treasury. The new Orders provide for a complicated system of daily reconciliation the details of which system are prescribed in Financial Order 153. Briefly it entails the maintenance of a running daily analysis of accounts, a separate schedule, Form 32, being used every month for every sub-head of receipts and expenditure, these schedules being totalled daily and the totals being abstracted on to a daily summary (Form 33). From these a monthly summary (Form 34) is compiled and all Forms 32 together with Form 34 and Form 34 are sent to the Treasurer at the end of every month. This may mean the use of from twenty to two hundred separate loose forms, the only purpose of which is to compile a record of information in a manner which is not of the slightest value to anyone and is in fact a laborious duplication of the information recorded in the cash books. We understand that it is claimed for the system that by effecting a daily reconciliation it acts as a valuable check under which any mistake that may have been made is readily detected and also that it saves cashiers a certain amount of concentrated work at the end of the month as it provides a ready-made analysis of the monthly accounts which they would otherwise have had to extract from the cash book.

From one or two not overworked cashiers we have found some support for this argument. They say that they derive a certain satisfaction at the end of every day from the knowledge that there can be no mistake in their figures and also they are glad when the end of the month comes to be saved the concentrated work that was customary under the former system. All agree, however, that the new system involves a very considerable increase in the work of their offices, and the vast majority consider that there is no compensating advantage and earnestly ask for relief from the additional labour which they believe to be entirely unprofitable and for a return to the former system which they believe to have been entirely satisfactory. Incidentally only a very few cashiers make any serious attempt to follow the system as directed. Some make up their daily schedules from their cash book at the end of the month (merely as "eye-wash" for the Treasurer's benefit) while others do this at week ends or on other occasions during the month whenever they happen to have the necessary time.

20. We have not found a single Senior Commissioner or other administrative officer to support the new system, and as District Commissioners are *ex officio* sub-accountants and as such are entirely responsible for their district accounts it would naturally be supposed that they would welcome any reasonable measures for security. They are, however, unanimous in holding that these particular measures are unrepresentable and that the additional security, if any, to which they are frankly sceptical is bought at far too high a price. One District Commissioner writes as follows:

*Letter from District Commissioner, South Niger*

Roughly speaking it may be said that the work of one cashier in district offices is doubled.

2. To take the main item—the Cash Book—the new Daily Detailed Schedules mean that an exact copy of all entries in the Cash Book is made on these schedules and the totals of each schedule are carried forward daily into the Daily Summary Schedules.

In short, the work is exactly doubled as regards entries, but in practice the time required is more than double because each sub-head of Revenue and Expenditure requires a separate sheet.

4. In this station these separate detailed scheduled sheets amount to well over 100 for expenditure and to 50 or 60 for revenue.

5. This month, at the moment of writing, they amount to 70 and 50 respectively, but will increase at the end of the month when payments are made for salaries of staff for this and other Departments.

6. Obviously, it takes much longer to make a copy when the entries are divided among some 200 separate sheets: it is also more confusing and more difficult to check the totals, and compare them with the Cash Book."

This appears to us to be a fair statement of the position and we therefore recommend:—

**Recommendation VIII.**

*That Financial Order 163 be deleted and that a return be made to the former method of accounting, viz. a Cash Book and a Monthly Analysis.*

20. There are other forms and returns of lesser import demanded by Financial Orders which we recommend should be dispensed with as being unnecessary, viz.—

(a) *Form 11 (a) Vote Ledger, Financial Orders 11 (a) and 64 (d)*—For "Other Charges" the Allocation Requisitions (Form 3) constitute a Vote Ledger and for "Personal Emoluments" cashiers regularly keep a Vote Book which contains all the information required in a much simpler form than 11a.

(b) *Form 29, Daily Balance Book*—This is unnecessary, as the balance already appears in the Cash Book.

(c) *Form 36, Register of Temporary Occupation Licences*—This is cumbersome, necessitating as it does a page for every holder of a Temporary Occupation Licence. A book as commonly used in District Commissioners' offices, with one line for each plot and vertical columns for monthly payments, seems preferable.

(d) *Form 38, Monthly Return of Counterfoil Forms of Fixed Value, Financial Order 170*—This is under existing conditions an immense work. It will be very materially reduced if our Recommendation III is accepted, but even then we do not appreciate its necessity. We understand that it is intended to be a check on revenue, but we consider it to be a superfluous check, and that the periodic audit check on the unused counterfoils and on the receipt entries for those used should be sufficient for all purposes.

(e) *Form 39, Cash in Vault Register, Financial Order 121*.—This is a form containing twenty-three columns for recording the amounts of specie and notes held under every denomination. We understand that the currency authorities do not demand this register and we consider that it is unnecessary. All that seems to be required is that notes, silver and coins should be kept in the vault in such a way that an auditor can readily check the totals.

(f) The machinery for the recording of issues of payments of drafts seems to us to be indelibly elaborate. To us, all that appears to be wanted in respect of any particular draft is a cash book entry and an advice note, as provided for by section 398, Code of Regulations. Financial Orders 171—184 involve in addition the submission of Form 43, List of drafts required, Form 45, Register of drafts paid, and Form 47, List of drafts drawn by ..... and this last form must by Financial Order 184 be kept separately in respect of each office of issue.

(g) *Forms 60 and 61, Non-Native Taxes, Licences, etc., Financial Orders 269-277*, will no longer be applicable if our Recommendation II is accepted.

(h) *Form 70, Monthly Livestock Return, Financial Order 300*, appears to us unnecessary and we recommend that records of Government livestock be kept in a stores ledger and treated accordingly.

(i) *Form 27, Duplicate Register, Financial Order 81*.—There seems to be no particular object in keeping this Register. The usual method in district offices is to paste the original indent, which is returned with the stores supplied, on to the back of the triplicate which remains in the book, with any remarks as to deficiencies in the supplies and this system seems to be entirely satisfactory.

(j) *The monthly return of Native Registration material demanded by Financial Order 170* does not seem to be worth the labour involved and we recommend that this material (which consists mostly of metal containers) be treated as stores and the monthly return abolished.

We therefore recommend —

**Recommendation IX.**

That the above-mentioned forms and returns be dispensed with.

**PAYMENT OF MONEY TO ILLITERATE PERSONS.**

32. Financial Order 48 enjoins that the thumb impressions of illiterate payees should where possible be obtained in the presence of a witness who should be a public officer. Observance of this Order entails on occasion a great deal of work which is of very doubtful value; e.g. a Public Works Department native headman brings to the District Commissioner's office, late in the afternoon, a gang of seventy labourers, who have completed a month's work at Sh. 15 per mensem, to receive their pay. To form the labourers in a line, to count out seventy piles of Sh. 15, to hand a pile to each labourer and then to make a voucher: "To pay of seventy labourers for one month at Sh. 15 = Sh. 1,050" is no great labour, but if all the names of the labourers have to be obtained and typed on to the voucher, and then the labourers have to be brought one by one into the cashier's office in order that each one may put his thumb mark on to the voucher as nearly opposite to his name as can be managed (in practice, of course, there is not room for a thumb mark on every line so the marks overlap and it is difficult, if not impossible, to know which mark belongs to which name) is a very different matter. Failure to comply with this Order has from time to time been queried. One District Commissioner in answer to such a query replied that he simply had not the time to comply; another now complies at the cost of overtime for his cashier and office staff. We understand that a relaxation of the existing instruction is now permitted by section 280 of the new edition of the Colonial Office Regulations which reads —

... where the recipient is unable to write he will make his mark in acknowledgment of receipt, the act being witnessed and the receipt countersigned by one person other than the paying officer. Where this is impracticable, as occasionally in the case of payments to a number of labourers, the paying officer will certify that the payments have been actually made, such certificate being countersigned by some person other than the paying officer who was present at the time of payment.

and we therefore recommend —

**Recommendation X.**

That Financial Order 48 be deleted and that the practice be made to conform with the instructions contained in section 280 of the Colonial Office Regulations.

## ALLOCATION REQUISITION AND PAYMENT VOUCHERS.

32. The system of Allocation Requisitions (Form 3) and Payment Vouchers (Form 20) enjoined by Financial Orders 23, 97 to 105 and 145 seems to be satisfactory and generally acceptable.

It is possible, however, that it may be susceptible of slight improvement. As Form 20 already contains a certificate that the amount shown thereon is correct and has been incurred under the quoted authority and a statement that it should be charged against Allocation Requisition No. . . . we do not understand what additional purpose is served by the "Passed for Payment" stamp and the repetition of the Allocation No. as demanded by Financial Order 130.

The Allocation Requisition, Form 3, we think could be improved by the addition of a column on the back to show the running balance thus making it possible for the District Commissioner or the cashier to see at a glance the exact state of any particular vote. We therefore recommend—

**Recommendation XI.**

*That Financial Order 130 be deleted* and

**Recommendation XII.**

*That an additional column headed "Balance" be inserted on the back of Form 3 after the column showing "Amount"*

## REMITTANCES.

33. The procedure detailed in Financial Orders 189 to 192 is perhaps unnecessarily elaborate. We quite realize that in the interests of Government and of all concerned all reasonable precautions must be taken in transferring cash from one office to another, but we find it difficult to believe that many District Commissioners fulfill all the obligations imposed upon them by the various sub-sections of Financial Order 189, particularly (xvi), (ix) and (xiii). We consider it wrong in principle that regulations should be so exacting that in practice they are impossible of fulfilment and we therefore recommend—

**Recommendation XIII.**

*That the Regulations for the transfer of cash be amended in the direction of simplification and that they should contain general instructions that (a) every care should be taken to verify the contents of every consignment and (b) every reasonable precaution should be taken to protect the consignment en route. They should also contain suggestions for guidance when practicable on the lines of the sub-sections of Financial Order 189.*

## FINANCIAL ORDERS.

34. Reference has been made in paragraph 23 above to our proposal to recommend to Government the withdrawal of the volume entitled "Financial Orders of the Colony and Protectorate of Kenya." This volume comprises 305 Orders and 83 Forms. Since its publication in 1928 the number has been increased to 86 by Treasury Circulars. The Orders are divided into eight chapters as follows—

- I. Estimates and Votes.
- II. Receipt and Payment of Public Money.
- III. Accounting.
- IV. Local Treasury Accounts.
  - A. Drafts and Remittances.
  - B. Custody of Public Money, etc.
- V. Stores, Tenders, etc.
- VII. Miscellaneous.

In the preceding paragraphs of this report we have examined certain of these Orders, have found them to entail work which we believe to be uneconomic and we have recommended their deletion. Of the remainder many are new and others are repetitions, or re-statements in slightly altered form, of either "Colonial Office Regulations" or of sections of the "Code of Regulations." We consider that the latter should be a complete exposition of the detailed Orders necessary to give effect to the general principles enumerated in the former and we are definitely of opinion that it is quite wrong to burden District Commissioners with a third volume which is partly a rehash of the two others and partly an amplification of both. We understand that the Code of Regulations is at present under revision and we therefore recommend—

**Recommendation XIV.**

*That the new edition of the Code of Regulations should contain such amendments to financial instructions as may be found by a competent committee to be necessary to meet altered conditions or to remedy deficiencies in earlier editions, always with a view to the greatest measure of simplicity that may be consistent with a reasonable degree of security and that Financial Orders be withdrawn from circulation and*

*further that no innovations as suggested above be introduced into the Code of Regulations without the prior concurrence of the Senior Commissioners or at least of some representative of the administrative officers, who will be primarily affected by them.*

If this recommendation is adopted a considerable saving will be effected by an appreciable decrease in the demands upon the Government Printer for supplies of forms and books which have recently multiplied to an extent which is really alarming.

35. We are further of the opinion that a development which would be welcome by all concerned would be the combination of the "Colonial Office Regulations" with the "Code of Regulations" in one volume. The former gives the principles and the latter the details and it would seem to be quite practicable to print a book in which the details (and in some cases authorized modifications) would follow in their proper sequence the statement of the principle to which they refer. One convenient form might be to print the Colonial Office Regulation on the left hand side of the book and the local Regulations (now embodied in the Code) on the right hand side, the local Regulations being opposite to the relevant Colonial Regulations, and we therefore recommend—

**Recommendation XV.**

*That consideration be given to the desirability of printing the Colonial Office Regulations and the Kenya Code of Regulations in one volume in such a way that the sections of the latter may be conveniently read in conjunction with the relevant sections of the former.*

**Chapter III.—CORRESPONDENCE.**

36. We found diversities of systems practised in different offices with varying degrees of efficiency. In some there was order while in others there was chaos. Conditions depend largely on the accommodation and equipment provided about which we shall have recommendations to make later in this report. It is true that in almost every office the correspondence clerk could find without undue delay a letter in any of his current files, but he relied largely on his memory and local knowledge and in many cases the District Commissioner frankly admitted that he himself would not know where to look for papers. We consider that it is essential to the expeditious and efficient working of administrative offices that throughout the Administration there should be one universal system of filing under which a stranger could easily find any letter so that transfers or sickness of officers or clerks would in this respect present no difficulties. We have examined among other systems that in use in the Chief Native Commissioner's office and we believe that to be satisfactory. It is a very simple system under which correspondence is grouped under a number of sections each section being capable of indefinite expansion. For instance any letter relating to land falls into section NLND. (N merely stands for Native and distinguishes Native Affairs Department files from Secretariat files which use the prefix S.) In each section of the filing system there are heads and sub-heads. Thus, for instance, correspondence relating to a proposed exchange of land between the Elgeyo Native Reserve and the Forest Department would automatically be filed in NLND. 8 4 1, the classification being—

- NLND. = (Native) Land.
- 8. = Exchanges.
- 4. = Nzoia Province.
- 1. = The specific transaction.

At the same time it would be entered in the inward letter Register under the date of receipt and indexed on the cards under three indications, viz. Elgeyo, Forest, and Boundaries. The system is not only simple, but also comprehensive and is very nearly fool-proof. When once established there should be no difficulty in maintaining it.

We therefore recommend:—

**Recommendation XVI.**

*That the filing system in use in the Chief Native Commissioner's office be extended to all administrative offices, the same main sections being used in every office and the same heads and sub-heads wherever applicable.*

37. Since the system, if it is to be installed, must be rightly installed, and since moreover there are few offices at any, wherein under existing conditions any member of the staff has both the requisite knowledge and the time at his disposal to install it we recommend

**Recommendation XVII.**

*That someone with knowledge of the system be detailed to install it in the Provinces.*

It will probably be sufficient if the person detailed proceed in turn to Provincial Headquarters from which it could be extended to districts by Senior Commissioners on their tours of inspection, or by District Commissioners who could familiarize themselves with its working during their visits to Provincial Headquarters.

38. If the general system is once installed it is obvious that it is desirable that it should be maintained. In our opinion the only means to ensure its maintenance is adequate inspection and we believe that if Senior Commissioners when inspecting their districts would make it a regular part of their duties to inspect the files and records and the manner in which letters are disposed of and records are kept in the offices they would find that results would well repay them for the labour and we are convinced that their district officers would cordially welcome such assistance. The time that must be spent in looking for letters wrongly filed or for records not readily accessible must under existing conditions be considerable and it would all be saved if a universal system were effectually maintained.

We therefore recommend:—

**Recommendation XVIII.**

*That inspection of office organization in all its ramifications should be a recognized part of routine inspections by Senior Commissioners, who should insist that District Commissioners and their staffs should realize that observance of the standard system of filing and maintenance of records is an essential part of their official duties.*

**TRAINING OF CLERICAL STAFF.**

39. Almost every District Commissioner emphasized that quality of clerks is more important than quantity. "We would rather," they say, "have one really efficient clerk than two indifferent ones." The difficulty is what to do with the juniors, who waste not only their own time by mistakes which have to be rectified, but also the time of the senior clerks, who have to supervise all their work. It is obvious that the entire clerical staff cannot be experienced and that the juniors must be stationed somewhere. It is also an established fact that many clerks who in the earlier years of their service show little promise suddenly seem to realize what is required of them and rapidly become very valuable servants of Government. The only remedy seems to be that they should have really effective training in their duties before they are left loose to create havoc in a District Commissioner's office. We are informed that clerks undergo training and "refresher" courses in accounts at the Treasury and we are emphatically of opinion that this system should be greatly extended and that they should be trained at head offices in Nairobi in the work of filing and correspondence, court work, and the keeping of stores ledgers, and that they should be required to pass an efficiency test before being sent to Provinces.

We therefore recommend:—

**Recommendation XIX.**

*That Administration clerks be thoroughly trained in all duties which they will be called upon to perform in district offices and passed as competent to perform those duties before they are posted to their districts.*

**SENIOR COMMISSIONERS' CORRESPONDENCE.**

40. The provision of clerical staff for Provincial offices presents no little difficulty—at present the situation is far from satisfactory. One Senior Commissioner is served by a very experienced clerk—the senior clerk in the Colony with thirty years' service, who has been guide, philosopher and friend to a succession of Senior Commissioners in the same Province, whose services are invaluable and who also has an assistant; another has a very junior clerk, who is quite unequal to dealing adequately with the large amount of correspondence that comes to the office or passes through it from the six districts of the Province; another shares a clerk with a Land Assistant; another shares two clerks with a District Commissioner; another has no clerk at all but on occasions borrows one from a District Commissioner while on other occasions he does the clerical work himself. The needs of the office are



varied. In every large Province there is a considerable volume of correspondence, of which much is necessarily routine requiring only filing and forwarding and should be well within the powers of an intelligent junior clerk, but on the other hand an appreciable part is of the greatest importance and some is highly confidential. At times during the absence of the Senior Commissioner on tour his clerk may not have a great deal to do, but at least on mail days he will have to go through the mail, deal with the routine papers himself and decide whether to forward others to the Senior Commissioner or to keep them pending his return. At other times, particularly on the return of the Senior Commissioner from safari, there will be a heavy rush of work involving the typing of many letters, including, in all probability, memoranda of considerable length and the work is such as to require a competent clerk in whom quickness is a desideratum and accuracy an essential. The attachment of a cadet to a Senior Commissioner as a personal assistant would be of great value and incidentally would be of great benefit to the cadet who would thus acquire an insight into the working of the whole Province but it would not solve the clerical difficulties. On the whole we consider, and Senior Commissioners appear to agree with us, that their needs will generally be best served by one confidential clerk, who should remain if possible, posted to the same Province. In districts where the housing problem does not present insuperable difficulties we believe that a lady stenographer would probably be the most suitable person for such a post: this would not, of course, be possible at Kapenguria, Isiolo, or Ngong, and it would probably be difficult to arrange at Nyeri, Machakos, or Narivasha, but might not be impossible at Mombasa, Kisumu, Eldoret and Nakuru. In some Provinces we think it not unlikely that a quick-working, competent and experienced clerk would not be fully occupied all his time in attending to his provincial correspondence. We believe, however, that if that were the case his services need not be wasted: district staffs at headquarter stations are almost always hard worked and we believe that a provincial clerk, if he had some spare time, could very profitably employ it in assisting and advising other clerks in the station.

We therefore recommend—

**Recommendation XX.**

*That every Senior Commissioner be provided with a competent clerk who should be a capable stenographer.*

STENOGRAPHY.

41. We find that it is a general practice for officers to draft all their letters—not always very legibly—and to send their drafts out to their clerks for typing. We are convinced that this is an antiquated and wasteful method of conducting correspondence and should be gradually discontinued. It would not be tolerated in any modern business firm and is scarcely possible in a Government head office in Nairobi. We consider that every encouragement should be given to clerks to learn shorthand and inducements by way of bonus or otherwise held out to those who are successful in acquiring the necessary proficiency.

We therefore recommend—

**Recommendation XXI.**

*That every effort be made to substitute stenography for manuscript drafting in administrative offices and that preferential treatment be given to clerks possessed of a knowledge of shorthand.*

INWARD AND OUTWARD LETTER REGISTERS.

42. In many offices these registers are no longer maintained and many District Commissioners are of opinion that they are not worth the trouble that they entail. With this opinion we are unable to agree. In addition to being valuable checks on communications sent and received they constitute almost the only means of tracing those wrongly filed, and it is inevitable that letters must occasionally be wrongly filed, particularly those which deal with more than one subject. We believe that in the long run these registers must mean a saving of time which would otherwise be spent in hunting, perhaps fruitlessly, for mislaid and unrecorded documents.

We therefore recommend—

**Recommendation XXII.**

*That the maintenance of Inward and Outward Letter Registers be a normal part of the prescribed routine of administrative offices.*

CIRCULARS.

43. The filing of circulars is not by any means satisfactory. In some offices Secretariat, Native Affairs and departmental circulars are filed consecutively in their respective covers, but in many cases the same cover carries on from year to year until the files become very unwieldy instead of being closed annually and indexed. In some offices duplicates are

filed in the subject files, but this custom is not general. In a few there is kept a "guard file," that is, a collection of files containing under separate headings such circulars as are of the nature of Standing Orders. We are convinced that work in an administrative office is greatly simplified if the officer has ready to hand his circulars, indexed and preferably bound, year by year, and in particular his guard file or Standing Orders. It follows, therefore, that at least two copies of every circular should be sent to every officer concerned in order that he may file one copy in its place in the serial annual cover and one in the relative subject file and that in the case of such circulars as are permanent instructions a third copy should be sent for the guard file, and in order to avoid any misunderstanding all such circulars should be clearly marked "Guard" or "Standing Orders" by the issuing office.

We therefore recommend

**Recommendation XXIII.**

*That circulars be issued in sufficient numbers to enable them to be filed not only consecutively, but also in their subject files and in the Guard file when necessary and that circulars intended for the Guard file should be clearly marked to ensure that every Guard file is automatically kept up-to-date.*

**AMENDMENTS TO LEGISLATION**

44. It is manifestly of the first importance that a magisterial volume of Laws and Regulations should be kept up-to-date by the insertion of all amendments as they appear in the *Official Gazette*. It is also important to note when an ordinance is proclaimed or applied, also to note (against a section conferring power to make rules or orders) reference to rules and orders that are made thereunder. At present this work is done more or less in the various districts by the officers themselves, who either write in the margin a reference to the page of the *Gazette* on which the amendment will be found, or if the amendment is not too long write it out in full. This is laborious and is apt to be omitted when the officer is absent on safari or is occupied in more urgent business. We understand that in other colonies systems are in existence by which new legislation of all kinds is printed separately from the rest of the *Gazette* and is of the size and shape required for incorporating in the official-law books.

We therefore recommend:—

**Recommendation XXIV.**

*That the Attorney General be asked to advise on a scheme to facilitate the insertion of Amendments in the Official Law Books, and in general to enable District Officers to keep their books abreast of all new Laws and Rules under the Laws.*

In this connexion we suggest that it would be advisable for law books in district offices to be "taken over" by incoming officers by signature on a form pasted at the beginning of every volume thereby assigning to individuals definite responsibility for keeping the books up-to-date.

**ARCHIVES.**

45. The problem of storing archives in some district offices is really acute. In the course of years there has accumulated a mass of unwieldy correspondence for which there is no adequate accommodation. These dusty files lie in unsightly disorder in corners, on window sills, on the tops of cupboards, in boxes and just anywhere where at the time there happens to be nothing else. It is probable that ninety per cent of the correspondence is of no earthly value to anyone, and could with profit be destroyed. District Commissioners are, however, rightly reluctant to destroy the files on chance for by doing so they might destroy papers of great importance. They have not time to go through them themselves to extract what is valuable from what is useless. The provision of cheap cardboard transfer boxes will greatly facilitate the orderly storing of these archives, but it seems unnecessary and extravagant of accommodation to store so much that is valueless and a better plan would seem to be to appoint someone to go from office to office to sort out what is worth keeping from what could be safely destroyed.

We therefore recommend:—

**Recommendation XXV.**

*That the disposal of archives in administrative offices should receive attention and we suggest for the consideration of Government that the services of a retiring officer should be specially retained for this purpose.*

#### Chapter IV.—COURT WORK.

46. The progressive increase in the numbers of criminal and civil cases in many courts of the Colony is such as to give rise to no little concern and in many districts to militate seriously against effective administration for the simple reason that an undue proportion of an administrator's time is occupied by his magisterial duties. The reasons for the increase are not by any means uniform nor are the increases all in the same direction.

47. In some districts the extension of police activities has meant a considerable increase in criminal charges; this does not mean necessarily that crime has increased, but it does mean that many offenders against the law are now brought into court for offenses which formerly would have been undetected.

48. In Nairobi the District Commissioner informs us that an average of nearly three hours per diem of his or his Assistant District Commissioner's time is occupied in hearing complaints from employers or employees of offences against the Employment of Natives Ordinance. The vast majority of the complaints are trivial and are never taken to court, but they must all be attended to because some of them are justified and there seems little doubt that the sympathetic attention which has been given to this irritating branch of the District Commissioner's work has by clearing up numberless misunderstandings, tended to preserve happy relations between masters and servants and to maintain stable conditions of domestic and other employment.

49. In South Kavirondo, the native population seems to have succumbed to a mania for litigation such as has in the past attacked certain tribes of India and of West Africa. In 1925 the civil cases in that district were 47, in 1926 they were 41, in 1927 they increased to 101, and in 1928 to 351, while in 1929 they amounted to 685, or two cases per diem. There is no reason to suppose that they will not continue to increase by geometrical progression to 1,200 in 1930 and 2,400 in 1931 unless some remedy can be found for the disease. The District Commissioner estimates that the bearing of appeals from native courts in native civil cases now takes an experienced officer ten days per mensem. The majority of the appeals are concerned with the payment or repayment of the bride price in perpetual marriage contracts.

The cases go in the first place to the local Native Tribunal and from there to the Native Appeal Court, from that court they are taken to the court of the District Commissioner or Assistant District Commissioner, in which they must be heard as though they were original cases. In some instances the parties employ the services of lawyers. It is usually quite impossible for any western mind to penetrate the intricacies of the arguments or to arrive at any certain knowledge of the facts, which concern numbers of cattle handed over or promised perhaps generations ago, with claims and counterclaims for unfertile cows, animals said to have died, others transferred by way of exchange and others yet unborn, the issues being hopelessly complicated by contradictory statements as to the demise of children or the infidelity or barrenness of wives. There is no reason why the decision of one court should be any more likely to be right than that of another. The litigant pays his money and takes his chance and goes happily home feeling that whether he has lost or won his case his money has been well spent in a good cause. It will be readily seen that a District Commissioner whose duties include the paternal care of 300,000 natives, the collection of Sh. 1,300,000 annually in Hut Tax, the preservation of law and order over an area of 3,000 square miles, the prevention of crime and particularly of stock theft, the improvement and maintenance of communications, the furtherance of anti-malarial and anti-sleeping-sickness measures and in general the "bionification" and economic and agricultural development of his people is hard put to it when one-third of an officer's time is occupied in so futile a pursuit as a vain endeavour to unravel claims for bride price.

50. In Kericho District criminal cases have increased in number from 201 in 1925 to 616 in 1929. This increase is largely due to European development and in particular to the establishment of tea plantations with large numbers of labourers and consequent offences against the Employment of Natives and other local Ordinances.

51. In Kyambu District native delinquents, taking advantage of the law which reads—

"If any person is dissatisfied with the sentence, judgment or order passed by a Council of Elders he may appeal at any time within thirty days from the same to the District Commissioner."

have taken to briefing lawyers in appeals against judgments of Native Tribunals in petty criminal cases and these appeals must be heard by the District Commissioner or his assistant.

52. From whatever the cause we find that throughout the Colony district officers complain that far too much of their time and of the time of their clerks is spent on court work much of which is apparently futile but inevitable. The clerical work in connexion with court cases is necessarily considerable and elaborate. In civil cases there are plaints to be filed, fees to be collected, summonses, decrees, distress warrants and other documents to be served or issued while in criminal cases there are summonses, witness summonses, arrest warrants, remand warrants and commitment warrants to be made out. The work is not particularly difficult. It does not require a genius, but it is responsible work and demands absolute accuracy. A court clerk must be familiar with the civil and criminal systems, must be entirely reliable and in districts where the numbers of cases are considerable must be quick at his work.

53. In most of the offices wherein the clerical staff is at present overworked it is the court work that is mainly responsible. Many cashiers are at present overworked, but as we have explained above we are convinced that their work can be simplified and we have not yet found an office in which, in our opinion, the cashier should not be able to finish his work within reasonable hours if the regulations which control his work were reduced to reasonable simplicity. So also we are convinced that the ordinary correspondence clerk need not be overworked if he is given reasonable accommodation, furniture and equipment with the proposed general filing system. With the court work, however, the problem is quite different—it does not appear to be susceptible of simplification. In the smaller offices whose establishment is two clerks only the court work is usually done by the correspondence clerk. At Phika one second-grade clerk in 1939 in addition to his work as correspondence clerk, which included all forms, returns and other documents connected with prison, detention camp and station stores, had to deal with 1,143 criminal cases and 190 civil cases, and was very obviously overworked. In districts where the establishment is three clerks one of them is usually detailed to deal with court work and departmental work and he usually has more than he can get through without working overtime.

54. In our opinion, therefore, the volume of court work is, in many district offices, such as to constitute a real handicap to administration in that by occupying so much of an administrative officer's time, it tends to prevent him from

maintaining that close personal touch with his people which is essential to efficient and progressive administration and also militates against the smooth and orderly working of his office by imposing on his clerical staff a burden which is too great for the clerical establishment.

55. The following suggestions may perhaps be worthy of consideration:—

- (a) That in order to expedite the hearing of petty criminal cases magistrates be more freely entrusted with summary powers.
- (b) That in certain cases fees should be charged or a deposit as security for costs be demanded for complaints made to a magistrate under the Employment of Natives Ordinance. It is felt that this would deter many employers and employees from wasting the time of a magistrate by purely frivolous and trivial complaints. The magistrate should have discretion to remit or refund such fees and to return any such deposit without charging costs, and it is further suggested that the innovation, if adopted, should apply only to complaints made by or brought against servants in domestic employment who may be presumed to be to some extent at least sophisticated.
- (c) That in claims connected with bride price, which is a concern purely of native law and custom, appeals should not be allowed beyond a native court of appeal. In support of this suggestion it is urged that a native court of appeal which is naturally familiar with complicated native custom would be more likely to be right than a European magistrate to whom, however well instructed, the intricacies of native law and custom present almost insuperable difficulties.
- (d) That in any civil appeal from native appeal courts to magistrates' courts the fees should be far higher than they are now, the magistrate having full discretion to remit or refund them. It is felt that frivolous appeals should be made to pay for themselves without making it impossible for genuine appeals to be heard at reasonable cost.
- (e) That in civil cases between natives and in appeals from such cases no lawyers should be allowed to appear.

56. It is not for us to recommend the adoption of any or all of the above suggestions; all that we can do is to invite the attention of Your Excellency to the handicap under which administrative officers and their staff are labouring, and we therefore recommend:—

**Recommendation XXVI.**

*That unless some method can be found to relieve district officers of the cumulative burden of judicial work whether by the adoption of one or more of these suggestions or by some other means, the only alternative to meet the situation seems to be the creation of more magisterial or administrative posts together with an increase in the district clerical staffs.*

**Chapter V—DEPARTMENTAL WORK**

**Post-Office Work.**

57. In certain stations, where there is no departmental post office or postal agency, District Commissioners are responsible for postal work. This means the receiving and despatch of a mail two or three times a week, sorting letters, sending money orders, selling stamps, collecting customs dues and underpayments, and delivering to natives who call for their letters addressed in a variety of tongues and in varying degrees of illegibility. The work, though not particularly arduous, is exacting. The sale of ten stamps in the course of a day may mean ten interruptions to a correspondence clerk while typing his letters or to a cashier while wrestling with his accounts. The despatch of a mail may mean, as it does at Kisumu, that an overworked clerk must be on duty at 7 a.m. three times a week. The receipt of a mail may mean, as it does at Kwana, that a clerk must sort the letters at his own house at 8.30 p.m.. Whenever a European mail arrives there is a collection of missionaries, traders and messengers thronging the office for their letters and parcels, and not infrequently the office floor is sadly encumbered by a number of articles waiting to be called for. The collection by stamps on underpaid letters is a very irritating procedure. The clerk has to affix the stamp or stamps before he may deliver the letter to the addressee, if the addressee cannot be found the clerk can only recover the amount by means of an application for a refund. A simpler course is for the clerk to stand the loss himself. The trouble caused in local offices by postal work to clerks who are fully occupied in the performance of other duties is out of all proportion to the actual amount of work to be accomplished. It is difficult to know what to recommend; obviously, the work should not be thrust, as it is at present, as an additional burden upon administrative clerks. It is equally obvious that in the out-stations postal work is not a whole-time occupation, so that the Postmaster General cannot be expected to employ whole-time clerks thereon. It seems to us that in some bases there may be responsible traders who would be prepared to undertake the work as an agency for a reasonable consideration, particularly as a post office is usually a financial asset to a local store, to which it automatically brings custom. We understand that recently an arrangement of this kind has been come to at Takaungu, and we feel that there must be possibilities in the way of extending this practice. We therefore recommend:—

**Recommendation XXVII.**

*That wherever practicable, in districts where there is no departmental post office, postal work be entrusted to a contractor.*

In making this recommendation we are not unmindful of the fact that the contract may not be an economic proposition from the point of view of the Postmaster General. It may well be that the volume of work would not justify the contract as a business undertaking. We would prefer that the proposal be considered not only from the point of view of economics and a laudable desire to make the post office pay for itself, but also from the point of view of the administrative officer who rightly wishes his staff to be free to perform their legitimate administrative duties.

58. In cases where the employment of a postal agent is not a practical possibility the solution is more difficult. It is frequently urged that an administrative clerk working overtime on postal service should receive overtime pay. We are entirely opposed to this suggestion. A Government servant's time should be at the disposal of Government, and it is immaterial whether the servant's time as spent on administrative, postal or other departmental duties. It would be very invidious that of two clerks working overtime side by side, one on administrative and one on postal duties, the latter should receive a special allowance while the former should not. The aim of Government should be that there should be no overtime work. We can only advise that each case must be considered and dealt with on its merits. It is probable that in some of the smaller districts, e.g. Embu, Nandi and Digo, the present system causes no great hardship. It is quite certain that in some of the larger ones, e.g. North and South Kavirondo, it does. In some cases the situation might be met by the appointment of a native assistant, not necessarily with the idea that this assistant would do the postal work, for which he might not be qualified, but that he would relieve the correspondence clerk of some part of his duties to enable the latter to attend to the post office with less inconvenience than at present. In others there might perhaps be added to the staff one general departmental clerk whose services would be charged for accounting purposes—in order to reflect the annual cost of departments—to the several departments making use of his services, e.g. Post Office, Police and Prisons. All that we can recommend in this connexion is:—

**Recommendation XXVIII.**

*That in districts where there is no departmental or postal agency, the District Commissioner should receive such departmental assistance as may be necessary to ensure that neither he nor his staff are burdened by postal work to the detriment of their administrative work.*

And in connexion with this recommendation we wish it to be understood that "departmental assistance" should include the provision of suitable pigeon-holes for sorting letters, and other necessary furniture. In most, if not all, stations that we have visited where the Administration is required to do postal work the furniture is markedly deficient. At one, for instance, there is no furniture at all; there are no pigeon-holes for sorting letters, which are therefore put on a board on the office verandah, where they remain until they are taken away, not necessarily by the addressee.

**POLICE WORK.**

59. The work in connexion with a unit of the Kenya Police at a station where there is no police officer in command involves the District Commissioner and his staff in a very considerable amount of routine and other work. The amount of the work involved naturally varies to some extent with the size of the unit, although it is, of course, affected by other factors, such as the stock-thieving propensities of the tribes concerned, the presence of members of alien communities, or other special conditions. The actual correspondence with headquarters in connexion with a police unit is not negligible: during the last quarter of 1929 the District Commissioner, South Kavirondo, received 55 communications from the Commissioner of Police and sent 30 to him; the District Commissioner, Tambach, received 60 and sent 67; the District Commissioner, Lamu, received 108 and sent 51. In addition to this correspondence, there are records to be kept, returns to be sent, stores and equipment to be supervised, the unit to be maintained in a reasonable state of smartness and efficiency, while the men themselves have to be cared for, and their interests, personal and official, attended to. When a unit, as at Kishi, numbers 30, it is obvious that the work involved is by no means insignificant, and is such that it cannot possibly be thoroughly done by a district staff whose time is fully occupied by administrative duties. If for financial or other reasons Government cannot see its way to agree to post to such districts European police officers to command units, we believe that it is worth consideration whether or

not some relief cannot be given to district officers by the appointment of Arab or Asian literate subordinates. We have found that at Kakamega considerable relief has been afforded by periodic visits by a police officer from Kisumu. We suggest that this practice might be extended. A police officer from Mombasa, if he visited Kwale and Kilifi once a month, could easily keep the police books at those two stations up-to-date, and thereby relieve the district office staff of a quite considerable amount of work. We therefore recommend —

#### Recommendation XXIX.

*That in the large administrative districts, that is to say, districts wherein the population is such as to make demands on the full time of administrative officers, these officers should be relieved of all duties and responsibilities in connexion with the maintenance of units of the Kenya Police or, if this is found to be impracticable, partial relief be afforded by the appointment of literate subordinate officers, and by arranging for out-stations to be visited at regular intervals from establishments at the larger towns, and that in certain other cases the Estimates of the department of the Commissioner of Police should provide for part payment of a general departmental clerk, as suggested in paragraph 59 above.*

#### WORK IN CONNEXION WITH PRISONS AND DETENTION CAMPS.

60. A District Commissioner is normally the superintendent of the local jail, and he is also officer in charge of the local detention camp. Each of these institutions involves a District Commissioner in routine work of which the greater part is unavoidable, but some of it, we think, might perhaps be simplified. We are of opinion that certain of the books kept in connexion with the prison and detention camp records might be greatly reduced in size, and thus rendered far more convenient for the clerk who has to keep them, while in one or two cases the information required is perhaps unnecessarily comprehensive.

The existing stores ledger is a monumental book, almost too large for any ordinary table, and contains columns which are so narrow and so numerous that the actual filling in of details presents no small difficulty in practice. The book must have been really expensive to print. We understand that it does not find favour with the authorities, but that in the

interests of economy it is being retained in use because there is a considerable stock in hand. We believe that this is a false economy, and we recommend —

#### Recommendation XXX.

*That the stores ledger at present in use in the Prisons Department be withdrawn and that the ledger be kept in a more convenient form, whether by book on the lines of the ordinary administrative stores ledger in use in all district offices, or by a small box of cards, one card being used for each kind of article on charge.*

And in connexion with this recommendation we incline to the view that a box of cards will be found the more convenient method of the two.

#### RATION REGISTER.

61. This also is a large volume containing many columns showing the daily issue of rations to inmates of prisons, which is also used for detention camps. We understand that this book is quite necessary for first class prisons, where the prison population is large and comprises numbers of persons of different nationalities. The ordinary prison under the superintendence of a District Commissioner is a third class prison, whose inmates are normally all of one tribe, and we do not believe that so elaborate a book is required for a prison of this kind or for a detention camp. The scale for rations is laid down by Government for prisoners, and a slightly different one for detainees. The clerk who is entrusted with the keeping of the prison books has a sort of ready reckoner, showing exactly how much ought to be issued according to the Government scale for a given number of inmates. From this scale he knows at once how much should be issued every day; he issues accordingly to the chief warder or to the native in charge of the detention camp, and writes up the amount when he has time in his ration-ledger. In actual fact the ration registers are merely repetitions of the authorised scales, and do not provide any additional information or check. We gather that they are not even correct, for an inmate who is admitted in the evening is credited with exactly the same amount of food as one admitted in the morning. We understand, however, that for the purpose of audit some kind of record must be kept. We are of opinion that for detention camps at least the existing ration ledger book might be abolished and that the necessary information be entered in the lock-up register. A certificate by the District Commissioner at the end of every month to the effect that a certain amount of rations had been issued would seem to be all that is required. We therefore recommend —

**Recommendation XXXI.**

*That the Commissioner of Prisons be asked to consider the desirability of abolishing the existing form of ration register in the case of detention camps, and also of adopting a simpler form for use in third class prisons.*

62. The prison labour register is also a rather formidable book, consisting of a very large number of categories of work at which prisoners may be employed. As in fact prisoners in the course of one day are frequently employed on different kinds of work it often happens in practice that almost the only headings used are "Various" or "Miscellaneous." The detention camp labour register in use at present is much simpler in form, and we recommend:—

**Recommendation XXXII.**

*That the Commissioner of Prisons be asked to consider if a labour register form on the lines of that in use for detention camps may not be used in third class prisons.*

63. We are of opinion that in many cases more might be done in the way of keeping prison books by the African warders, and we believe that the training of warders by means of native instructors, combined with a bonus for literacy, as in the Police, might prove an economy. We therefore recommend:—

**Recommendation XXXIII.**

*That the Commissioner of Prisons be asked to consider some system of literary instruction for prison warders.*

**LAND OFFICE.**

64. We are not familiar with the arguments which recently influenced Government in its decision to decentralize the work of the Land Office. We can, however, state quite definitely that the policy has resulted in an additional burden being thrown upon District Commissioners in white areas and in districts such as Kericho, in which there are alienated farms. It appears to us that the work, in the hands of those who know little or nothing about it, is far more laborious and less likely to be accurate than it would be if it were performed by those who had had the necessary expert training

to enable them to understand it. In the reorganized system, as we understand it, one Land Assistant is stationed at Nakuru, one at Eldoret, and one in Nairobi. They seem to be vaguely attached to administrative offices. The one at Nakuru is executive in so far as Nakuru District is concerned, and merely advisory to the Nyanza Province; similarly, the one at Eldoret is executive for Eldoret District, but only advisory to Trans Ngoin; the one at Nairobi is executive not only for Nairobi District but also for North Nyeri and Laikipia. This may be satisfactory up to a certain point for the districts of Nakuru, Eldoret, Nairobi, North Nyeri and Laikipia, but is the source of no satisfaction whatever to the District Commissioners at Kericho, Kisumu, Kapsabet and Kitale. Moreover, at Nakuru the practice seems open to further criticism, for the Land Assistant works in an office some distance from his ledger, which remains in the office of the district cashier, on whom falls the burden of collecting all the rents. In Chapter II of this Report we recommended the establishment of a Central Registry. If that recommendation is adopted, a Central Registry will collect land rents as a part of its normal duties, thereby relieving district officers of a considerable part of the work in connexion with land, but there will still remain work in connexion with the technical side of the Land Office, and, in our opinion, unless there are some reasons to the contrary of which we are unaware and which our inquiries have failed to elicit, this technical work should be centralized as formerly in Nairobi. The present system seems to provide insufficient work for the Land Assistants and their clerks at Nakuru and Eldoret (as is evidenced by the fact that the Senior Commissioner, Eldoret, has been able to use his Land Assistant as a sort of office superintendent, personal assistant and supernumerary administrative officer for a considerable part of his time), and to provide too much work for District Commissioners and their staffs, whose time is already more than fully occupied. If the Land Assistants were withdrawn to Nairobi, and between them were executive over the whole Colony, it appears to us that they would not be overworked. Another point of some importance is that at district offices there is no safe provision for the safe custody of the files. There is an element of humour in the fact that files, so precious that they had to be escorted to the office at Kisumu by an armed escort with fixed bayonets, are now reposing in open pigeon-holes, with no protection whatever against loss by theft or carelessness, fire or vermin. We therefore recommend:—



**Recommendation XXXIV.**

*That Government consider the advisability of reversing its policy of decentralizing the Land Office, with a view both to affording relief to district officers and to securing more efficient service by leaving the work in the hands of its technical experts.*

In this connexion it will be realized that we have recommended in Chapter II that the collection of land rents will be one of the activities of the proposed Central Registry.

**ESTATE DUTY.**

65. The monthly return which every District Commissioner sends in in accordance with Secretariat Circular 54/25 and the Board of Estate Duty Commissioners' Circular dated 1st of March, 1924, of deaths of all persons whose estates are expected to realize Sh. 2,000 and over, appears to us to be unnecessary. In the great majority of cases nil returns are sent month after month to the Secretary, Board of Estate Duty Commissioners, with a copy to the Public Trustee. We are advised that no harm will be done by the omission of this return, particularly in view of the fact that no claim to a grant from an estate can be entertained until estate duty on that estate has been paid. We therefore recommend —

**Recommendation XXXV.**

*That Secretariat Circular No. 54/1925, and the Board of Estate Duty Commissioners' Circular dated 31st March, 1924, be recalled.*

**Chapter VI — OFFICE ACCOMODATION AND EQUIPMENT.**

68. It is in the direction of better accommodation and equipment that, in our opinion, reform is most urgently needed. Of the offices themselves, some are satisfactory while others are very inadequate. We find it difficult to speak with moderation of the offices of the District Commissioner, Central Kavirondo. In this office the District Commissioner has a small airless room, which has no through draught of any kind, and is entirely unsuitable as an office. In another small room in the same building are crowded three clerks, the cashier, the district clerk and his assistant. They have hardly room to sit down to their tables, and it is scarcely possible without confusion for one of them to take a file from its shelf. There is, of course, no adequate room for files or records. The two district officers who are assistants to the District Commissioner are accommodated in a rat-infested banda, so obviously insanitary that had it not belonged to Government it would be destroyed at once by order of the Medical Officer of Health. The Medical Officer of Health, on the 2nd December, 1929, wrote as follows: —

Health Office, Kisumu.  
2nd December, 1929.

The Provincial Commissioner,  
Nyanza Province, Kisumu.

I beg to call your attention to the state of the offices occupied by the District Commissioner, Central Kavirondo.

These consist of a murrum block building of two rooms, a single room murrum block building and a dilapidated brick building with a grass roof.

The main office is overcrowded, insufferably hot, and not sufficiently airy for a place such as Kisumu. The single room building is very small, unceiled, and unfit for use for any purpose save perhaps as a store.

The mud brick building has already been reported on in this office letter No. B/1/86 of 9/3/1929. This building has a grass roof, and thus offers harbourage to rats, and is a menace to the neighbourhood.

Demolition has been recommended, but has not been carried out. I consider that this building should not be tolerated any longer.

All the offices are unsuitable for the use to which they are put, and I am convinced that to spend long hours in such offices must be detrimental to the health and efficiency of the occupants.

(Signed) R. A. W. PROCTOR,  
Medical Officer of Health.

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(Signed) R. A. W. PROCTOR,  
Medical Officer of Health.

The following is an extract from a letter of the Senior Commissioner, Nyanza, dated 7th December, 1929 —

The District Commissioner's office consists of one room, 13 ft. 6 in. x 16 ft., with a strong-room built on to one side. The room is oppressively hot, and it is flush with the ground, and the situation of the strong-room precludes a through draught. It opens straight on to the clerks' room. In this one room, 16 ft. 6 in. x 23 ft., the cashier and two Goan clerks have to try and work. Occasionally a native clerk has also to work there. It is just possible to move about between the file cupboards and the tables. With typewriters clicking and natives and others transacting business with the clerks or passing to and from the District Commissioner's room, (the only entrance to his room is through this office) it is incomprehensible how any cashier can do his work properly. The space is so confined that he has only room to have one book open at a time, so that when an entry is made in one, it has to be shut up and stowed away before he can deal with another.

A sum of money was recently stolen from this office and Government had to admit that, owing to the conditions prevailing, no blame could be attached to anyone in the office.

We are informed that year after year for a considerable time application has been made for provision in the Estimates for funds to construct a new office, and that every year the provision has been deleted. We are informed also that this year a sum of £400 has been allowed under Minor Works to effect such improvements as may be possible for that amount. We say without hesitation that this is entirely inadequate and that the expenditure of such a sum will probably do more harm than good by perpetuating conditions that should not be allowed to exist. In our opinion, there is only one course which can be reasonably followed, and that is to build immediately entirely new offices which, in view of the climatic conditions of Kisumu, should be constructed on a generous scale and in such a manner as to permit of the best possible ventilation in every room.

Another station at which the office accommodation is manifestly inadequate is Kiambu. There, the District Commissioner has an office which is satisfactory, and the office of the Assistant District Commissioner is tolerable, as is also that of the officer in charge of the white area. The clerical staff

however is hopelessly cramped, with the inevitable resultant confusion. In some other offices conditions are not entirely satisfactory. In this connexion we wish to invite Your Excellency's attention to the following extract from the Report of the Committee on Leave and Passage Regulations for European Servants of Government —

The proposals contained in this Report have been framed with a view to the formulation of leave and passage regulations suited to Kenya conditions, but there is one important point which has not yet been mentioned. The Committee has already referred to the evidence given that breakdowns in health are not so much due to long periods of residence in Kenya as to long periods of duty without relaxation, but it wishes to add that the conditions of service in respect of housing and office accommodation are of fundamental importance in dealing with leave regulations. The Committee has expressed its opinion that, provided an annual holiday is taken regularly and health remains good, the length of a tour of service is not a matter of first importance, but it wishes to state that the conditions under which work is performed, and the amenities of an officer's home, have a radical bearing on the maintenance of health. The Committee therefore wishes to emphasise the fact that the recommendations contained in this Report have been made on the assumption that steps will continue to be taken to ensure that proper housing and office accommodation is available for Government servants to live and work in.

And we therefore recommend —

**Recommendation XXXVI.**

*That Government consider seriously the provision of adequate office accommodation in stations where the existing accommodation is insufficient or unsatisfactory.*

59. In the matter of office furniture and equipment, the present position is far from satisfactory. One illustration should suffice. A District Commissioner was commanded by Government to take effective steps to safeguard stamped Government documents. In his office, he had no possible means of providing the necessary safeguard, he indentured the Public Works Department, and was informed that any such provision as that desired must be found from his own votes. The only vote which he could possibly charge with the cost, his allocation under "Contingencies," was ludicrously

inadequate to meet it. His only hope was to apply to the Governor for a special warrant for £15 with which to buy a cupboard. We have seen a Secretaries Circular at present in draft detailing the issue of furniture to be supplied free by the Public Works Department to Government offices. The issue comprises Tables, "superior" chairs for senior officers, "ordinary" chairs for ordinary officers, and cupboards. There is a note to the effect that filing cabinets and racks, stationary racks, file boxes and baskets, clocks, and similar articles, are regarded as office equipment, and are chargeable to departmental votes. We consider that the suggested free issue is inadequate.

70. We cannot believe that there is a district officer in the Colony who will not agree with us that one of the first essentials to the efficient and expeditious administration of his district is an adequate supply of maps. In this respect the Administration receives every possible assistance from the Surveyor General, from whose office copies of all available maps are obtainable without any difficulty, and without any expense. A supply of maps should postulate some method of housing and preserving the supply. In administrative offices it does nothing of the kind; maps lie about in office corners, on window sills, or on the tops of cupboards, they are crumpled and covered with dust, they are not indexed, and the only way of finding the particular map required is the experimental method of unrolling every map in turn until the right one is discovered. We are of the opinion that a map cabinet is an essential piece of furniture in every district office, without exception, and that therefore every district office should be supplied with one of standard pattern.

71. An office clock we believe not only to be a reasonable piece of furniture but in many offices to be an essential as the only means of conveying to the police on duty the time for changing guard, and to the station staff the time for beginning and ending the day's work, and we consider that there should be one of standard pattern supplied free by the Public Works Department in every District Commissioner's office.

72. We also advocate the supplying of book-cases for the preservation of the office library. We therefore recommend:—

**Recommendation XXXVII.**

*That the free issue of office furniture should include clocks, map cabinets, and book-cases.*

**EQUIPMENT.**

73. In addition to an adequate supply of standard furniture, district officers should also be able to obtain without difficulty a reasonable amount of office equipment. This at present is almost impossible, with the result that empty petrol-boxes are commonly used in offices, giving them an untidy and undignified appearance. Equipment required comprises shelves to fit the office walls, cupboards other than those of standard pattern, pigeon-holes, steel filing cabinets, transfer boxes, duplicators, and generally requisites not included in the free issue of office furniture. For this purpose, we consider that there should be an office equipment vote, but in view of the fact that the temptation to spend such a vote to its full extent every year would be almost more than human nature could resist, we believe that it should be kept in the hands of Senior Commissioners, and not allocated to districts. We therefore recommend:—

**Recommendation XXXVIII.**

*That every Senior Commissioner should be granted reasonable provision for 'Office Equipment' in the Annual Estimates.*

74. In connexion with the above, we wish to stress the importance of steel filing cabinets and transfer boxes. The filing cabinets provide a far handier and more satisfactory method of keeping current files than the pigeon-holes now in use in district offices, and the transfer boxes provide for the preservation of archives in an orderly and accessible manner. We understand that a supply of the latter has already been sent to every Senior Commissioner, but we have not found them in general use. We note also that in the 1930 Estimates there is, under "Administration Extraordinary," provision for a supply of steel cabinets for every Province. As we understand that these Estimates have now received the approval of the Secretary of State, we trust that the cabinets will be supplied to districts and the system put into operation as soon as possible.

75. It is very important that the equipment supplied for use with the cabinets should be suitable. In one or two instances where the cabinets are in use, we have found that their value is greatly depreciated by such defects as (a) the cards are too large for the index drawers, (b) the file covers are too large for the filing drawers, and (c) the covers are too thin and flimsy.

## STATIONERY.

76. District Commissioners are inclined to complain that they experience difficulty in obtaining such stationery as they require. The Government Printer, on the other hand, complains that he is pestered with applications for forms of stationery peculiar to individual districts. We believe that the stationery for use in district offices should be standardized and for the purpose of such standardization we recommend:—

**Recommendation XXXIX.**

*That a committee of two Senior Commissioners be appointed to standardize, in consultation with the Government Printer, the stationery to be used in Provincial and District Offices.*

**Chapter VII.—CLERICAL STAFF ESTABLISHMENT**

77. The Draft Estimates for 1930 included provision for twenty-five additional junior clerks for work in provincial and district offices.

In paragraph 8 of this report we expressed the opinion that the remedy for the conditions at present existing in district offices does not lie generally in increasing the number of clerks employed therein. In our opinion, given reasonable conditions in a small district office such as Embu one clerk should be able to cope with the cashier's work and also when necessary assist the correspondence clerk who, with such assistance, should be able to manage the district correspondence and incidentals. In a large office in a native area the establishment should be increased by a court clerk who would also—if the court work can by any means be reduced to rational proportions—relieve the correspondence clerk of work in connexion with the prison and station stores. It must inevitably in some cases be difficult to decide at what point it becomes necessary to increase the establishment of Asian clerks from two to three. There must be a time when the work is too much for two and scarcely enough for three. In such cases something can be done by the employment of an African assistant. In the district offices of white areas conditions are so complicated by present methods of revenue collection that it is very difficult to suggest an average or normal staff. We believe, however, that where the District Commissioner is a sub-accountant he would require in most cases a cashier, court clerk and correspondence clerk. Where, as at North Nyeri, the District Commissioner is not a sub-accountant, or where, as at Rumuruti, the court work is not very heavy two competent clerks should suffice with the assistance of one or more African hut counters.

78. There are certain stations which have an establishment of one clerk only. In some stations of the Northern Frontier Province and Turkana, which are rather of the nature of outposts than administrative offices in the fullest sense of the word, where, moreover, the district populations are not large and the revenue is very small as also is the court work, one responsible clerk is probably enough. We believe, however, that one clerk cannot be enough for Ngong, Kajiado, Tambach and Kabarnet, all of which stations have asked for an additional clerk each and we believe with reason.

79. There is one station at which we believe that the time has come to increase the establishment from two to three by the addition of a court clerk, viz. Thika. The population of this sub-district is not inconsiderable, numbering as it does over 900 non-natives and 14,500 natives (squatters). The District Commissioner is a sub-accountant so that there is the usual cashier's work to be done. During 1929 there were 1,378 criminal cases and 190 civil cases. Generally the work at Thika seems to approximate to that of North Nyeri and Kyambu (white areas) with the addition of the work of a sub-accountant. The present staff consists of a cashier and a correspondence clerk and the work seems to be altogether too much for them.

We therefore recommend —

**Recommendation XL**

*That additional clerical assistance be provided for the following stations: Ngong, Kajiado, Tambach, Kabarnet and Thika.*

80. We have referred in Chapter V of this report to the increasing burden of departmental work at certain stations and we have formed the opinion that the existing staffs at Kisumu and Kakamega cannot be reasonably expected to do all that is now required of them and we recommend:—

**Recommendation XLI**

*That unless as recommended by us some means can be devised of relieving the District Commissioners' offices at Kisumu and Kakamega of the greater part of the police and postal duties, the clerical establishments at these two offices be increased by the additional post of one junior clerk.*

81. As instructed we have given consideration to the question whether increased economy and efficiency could be attained by a more general employment of European clerks and our opinion is in the negative. We have been favourably impressed not only by the efficiency with which the great majority of senior Goan clerks appear to do the work required of them, but also by their conspicuous loyalty, their willingness to work overtime and their fixed determination to finish at all costs the work that has to be done. We believe that the work of almost all cashiers, who are usually the senior clerks in the stations, leaves little to be desired and we do not see how the work that has to be done could be accomplished more economically to Government. It would be out of the

question to employ in district offices European clerks other than those of the highest integrity and proved ability and the salaries which such persons could demand would be very much higher than that paid to senior Goan clerks. The scale of pay for the first-grade non-European clerk is £228 x £12 to £300. Above that scale there are in the Administration six special-grade clerks whose pay is slightly higher; those are, in every instance but one, cashiers. In addition to the cost to Government of the higher scale of salary the appointment of European clerks would in many stations provide difficult problems, by reason of social conditions and lack of housing accommodation. We believe that on the whole Government gets very good value from its non-European clerical staff and we see no reason to recommend a radical alteration in the system, though we realize that in certain directions it is capable of improvement and we have in this report made certain recommendations to that end.

**CONCLUSION.**

82. We were invited to advise what steps appeared to us to be necessary to afford the relief sought by administrative officers without loss of efficiency, if possible with economy and in any event without dislocation of public business. Having examined the operation of the system, we have arrived at the considered opinion that every administrative officer and the clerical staff of every provincial and district office is expending energy on non-productive work. They are compelled by the system to undertake and discharge tasks which can be of no benefit to any other department of Government or to the Colony. These duties have grown with the passage of time, they have become a routine undertaking, but it appears obvious to us that the original intention and value of the work has been forgotten, and these tasks have now become embodied in the general mass of detailed work which these officers are expected to carry out. When the actual purpose of many tasks is queried it will be found, we believe, that instead of being necessary to the efficiency of the system, they are merely the means of wasting energy and of profitless physical and mental strain. Their discharge entails unnecessary expenditure, encourages congestion in the offices, and prevents both officers and staff from giving undivided attention to the more important duties which are essential to the proper functioning of the system of administration. Moreover, in several cases, the office accommodation and

equipment are quite unsuited to the proper performance of the duties devolving upon this important part of the Government machine. The conditions in which good work is demanded from responsible officials and their staff are unfair to them and are not such as to entitle Government to expect service of the highest quality.

83. We believe that our recommendations, if adopted, will afford no little relief by the elimination of non-productive work and the improvement of external aids to efficiency. If, however, the more important of our suggestions do not commend themselves to Your Excellency, we feel that the only alternative is an annual increase in clerical staff, with the perpetuation of the conditions which have brought about the present position. Such increase might afford temporary relief but it would never remove the causes which prevent provincial and district offices to-day from rendering their best service to the Colony.

84. In conclusion, we wish to record our appreciation of the sympathetic assistance which we received from all those Heads of Departments whom we consulted, and to Senior Commissioners and other administrative officers, who not only on all occasions placed their services and their offices at our disposal, sometimes we fear at no little inconvenience to themselves, but also entertained us with their traditional hospitality. We wish to express our deep sense of gratitude.

We have the honour to be,

Sir,

Your Excellency's obedient servants,

R. F. MAYER,

A. DE V. WADE,

Nairobi,

28th March, 1930.

1930.

Kenya

No. 16196.

SUBJECT

C0533/400

Re-organisation of

African Education

Previous

15690/29.

Subsequent

See 16199/30 (See)

16305/30. (Departmental Report)

17110/31.



1.

Gov. Grigg. 312. 20th, May 30.

Fwd a copy of a Memorandum by Mr. Scott commenting upon the remarks and recommendations of the Sub-Committee of the Advisory Cttee on Education - is in general agreement with Mr. Scott's proposals, but offers certain comments.

The Gov's dep: is dated just 5 or 6 months after the memo: for Scott which it covers!

Mr. Webster tells me that the Cttee can hardly consider these proposals at their meeting on 17 June but could take them at the July meeting.

It seems unnecessary to make any comment on the Dep: as its tone is a little acrimonious. I don't think the Cttee really differ very fundamentally from Mr. Scott & it could be a pity if because the differences became unduly magnified.

In view of the 1865-1866 the GPs tells the Gov. that after referring these comments to the Advisory Cttee he hopes to be able to come to a final decision on the

purpose as a whole.

Both Deep. 2 copies made  
(2 duplicated) as all the  
the one as some of the  
two copies have been sent

to be written to  
arrange for copies of the  
Deep. 2 copies made to the  
Advisory Com.

G. Eastman

12.6.30.

Hambrick  
These were kept this to study &  
is better for you. One to do that  
has it seems to me that  
you'd get this done &  
distributed for / or at / the  
meeting of 17 June - then  
submitted to the Sub-Com  
to examine & report at  
the July meeting. Is that  
feasible? Yes. You will  
send to the main?

All Parkman

13.6.30

Copy of No 10 - 15090129  
sent presumably the circulated  
also to the Com. All

Mr. Parkman

I suggest that I mention the receipt  
of this despatch at the next meeting of  
the Com (June 19?) and ask that a  
Sub-Com be appointed to consider them  
and make recommendations which  
can be discussed at the meeting of the  
Com in July.

If you agree will you pass the papers  
to Mr. Hambrick who might have the despatch  
done.

Hambrick

13.6.30

Yes - all results in the same  
i.e. a decision by the  
Com at the July meeting

All Parkman

14.6.30

all

Mr. Viner

I have sent duplicates of No 1 with end  
in this file and No 10 with end - 15690/29  
to G.D. for urgent reviewing

Mr. Parkman said he will serve

in the sub-ette.

P.H. memo

14/6/30

2.

Extract from Draft Minutes of 16th. Meeting of the Advisory Committee held on 19th. June 1930.

Mr. Allen

You are going to be meeting on July 31st. at which also the £ new Budget Bill is to be discussed?

For news can we do anything to supply you with any

of your require

Glendon

Report of sub-committee 26.7.30.

3.  
4.

Extract from Draft Minutes of 17th. Meeting of Advisory Committee held on 31st. July, 1930.

Mr. Vickers

~~Extract from Draft Minutes of 17th. Meeting of Advisory Committee held on 31st. July, 1930.~~

~~Extract from Draft Minutes of 17th. Meeting of Advisory Committee held on 31st. July, 1930.~~

If you are entirely satisfied that the Gov's approval of the sub's report may be acted upon, we can proceed to reply to No. 1 in the ~~sub~~ file accordingly. It is a question whether any special observations should be given special

on the sub-committee.

P.H. Morris

14/6/30

2. Extract from Draft Minutes of 16th. Meeting of the Advisory Committee held on 19th. June 1930.

Mr. Allen

You are going to be meeting on July 31st. at which also the Education Bill is to be discussed?

For records can we submit a report on this any Mr. you require

G. Latham

Report of sub-committee 26/7/30

4. Extract from Draft Minutes of 17th. Meeting of Advisory Committee held on 31st. July, 1930.

Mr. Vischer

~~Mr. Vischer's observations~~  
~~on the sub-committee's report~~

If you are entirely satisfied that the Govt's approval of the sub-committee's report may be acted upon, we can proceed to reply to Mr. V in the next meeting. It is a question whether Lord Lugard's observations should be given special

consideration by the Committee. As to his (a), the Sub-Committee do in fact accept the local view, though they do not like it - so that is really disposed of. As to his (b) - again the Sub-Committee accept, without agreeing with, the local view - i.e. they express opinion against C. schools, with denominational hostels, but leave it to the local Government to decide. Lord Lugard, on the other hand, definitely agrees with the local Government in the matter.

On the whole, I am inclined to think that we could go ahead without further reference to the Committee - i.e. we should forward to Governor reference (1) the report of the Sub-Committee "with which the Committee have expressed general agreement" - and then offer such comment as may be thought necessary as from the Secretary of State.

Do you agree, please?

(sd) A.C.F. Parkinson.

27.8.30.

Mr. Parkinson.

I agree. As regards Lord Lugard's comments he stated to me when I spoke to him about his remarks that he agreed to the Sub-Committee report. I therefore think we can go ahead as you suggest.

(sd) Hanns Vischer.

1.9.30.

Mr. Morris.

Please see the two passages marked X in No. 3. Could you let me have a copy of the memorandum

memorandum referred to ( I take it that it is the same memorandum which is referred to in both places ) - and also say whether copies have been circulated to Colonial Governments, and if so I should like to have the despatch to quote in the draft now to be written.

(sd) A.C.C.Parkinson.

2.9.30.

Mr. Parkinson.

I attach 2 copies (our remaining spares) of the Advisory Committee's memorandum on Grants-in-Aid.

The memorandum was approved at the meeting of the Committee held on the 19th June for submission to the Secretary of State: and approval has since been given for it to be printed and circulated to Colonial Governments. The circular despatch is not likely to issue for some little time owing to the necessity of printing the Memorandum as a separate office paper.

But I see no reason why you should not send one of these advance copies to Kenya.

(sd) P.H.Morris.

3/9/30.

(As to "A" in your minute, it is the same memorandum which is referred to in both places).

Mr. Vischer.

Mr. Vischer.

I now submit draft despatch to Kenya for consideration. I have assumed that the Secretary of State will be content to be guided generally by the Advisory Committee and that the proposals for African education may be now accepted formally in principle. Briefly, the object aimed at is to secure a real improvement in the work of the outcasticuler "bush" schools (now to be called A. schools); an efficient system of lower elementary education for some 30,000 native children ( in B. schools), and opportunity for further education and training for some 3,600 native pupils ( in C. schools). Mr. Scott's memorandum tabbed in 15690/29 should be read: the gist of the scheme is on pages 8 to 12, when the proposals were first put forward by Sir J. Barth in July 1929 (No. 7 in 15690/29) they formed the subject of exhaustive examination by the Committee, whose criticisms were referred to Kenya: the Kenya reply (No. 1 in this file) has, in turn, been referred to the Committee and the attached report is the result.

Seeing how troublesome and controversial a subject African education is apt to be, especially as it becomes involved with Missionary enterprise and Missionary jealousy, it is most satisfactory that the Committee and the Kenya Government should be as close together in their views as they are.

The draft despatch is, I hope, self-explanatory, but I should mention (1) that the last part of the section on finance is entirely for consideration

consideration, though I think it will be in accord with the Secretary of State's views generally; and (2) that it seemed safest to wait as to a decision on denominational hostels, which has already been the subject of one serious misunderstanding with the local missionaries and upon which any further misunderstanding is most undesirable.

I shall be grateful if Mr. Vischer (and Mr. Mayhew too, should he be available) will go carefully through the draft: it is their subject, rather than the Departments and I should welcome detailed criticism of the draft.

(sd) A.C.C. Parkinson

4.9.30.

I have discussed this with Mr. Mayhew whose remarks you will find overleaf. I agree with the addition he suggests on page 4 of your draft despatch and would like the remarks at the end added. The composition of the school area Committees is a very important matter.

(sd) Hanns Vischer.

11.9.30.

I have suggested an amendment of the first sentence of paragraph 3 in order to bring out more clearly the fact that the Committee adheres to its original approval of the general

consideration, though I think it will be in accord with the Secretary of State's views generally; and (2) that it seemed safest to wait as to a decision on denominational hostels, which has already been the subject of one serious misunderstanding with the local missionaries and upon which any further misunderstanding is most undesirable.

I shall be grateful if Mr. Vischer (and Mr. Mayhew too, should he be available) will go carefully through the draft: it is their subject, rather than the Department's and I should welcome detailed criticism of the draft.

(sd) A.C.C. Parkinson

4.9.30.

I have discussed this with Mr. Mayhew whose remarks you will find overleaf. I agree with the addition he suggests on page 4 of your draft despatch and would like the remarks at the end added. The composition of the school area Committee is a very important matter.

(sd) Hanns Vischer.

11.9.30.

I have suggested an amendment of the first sentence of paragraph 3 in order to bring out more clearly the fact that the Committee adheres to its original approval of the general

general principles.

I have suggested (in pencil) an addition to paragraph 5 in order to lay more emphasis on the question of representation on Local Native Councils, which seems to me of fundamental importance, whether the Committee deals with this question or not when it reconsiders the Education Bill in its next meeting, I do not see how the Secretary of State can avoid a reference to it. On this assumption I have worded the proposed addition.

Would it perhaps be well to add a paragraph of special commendation of Mr. Scott for the care and ability with which the scheme has been prepared? It might lessen the resentment which he seems to be feeling and would certainly be justified.

(sd) Arthur Mayhew.

11.9.30.

Done: I omitted the subject in view of para 1 of C.O. 22th of 25.10.29 - P.O. in 18th of 29. We can well say something more about in the draft  
all

Ar C. C. Parkinson  
Please see also my minutes of 4.9.30.

Done: now submitted in incorporating Mr. Mayhew's suggestion

All Parkinson  
11.9.30

I have suggested that  
Sec: H. H. H.

I do not think you need trouble about the details of this letter.

response, but I found in no  
that you may call the view  
expressed in the latter part of  
para. 4 (C) of the draft.

The King & foot have the  
right first in this matter (see  
para. 10 of Sir J. Bantock's  
letter filed in 15690/29),  
but it is desirable always  
to emphasize the point that  
Native Funds should not be  
used to lighten the weight of  
native reserves on general  
revenue.

W.C.B. 11/9/30.

P 11/9

No. 122 - (13 copies Report No 3 + Memo on Grants) - Cons 7/10  
(No. 1. known) 11/3/31

Not. Min. of Adv. Affs. (No. 4)  
Confirmed without alteration.

W. Needham  
7/10/30.

In. Hartwood

To reply to no. 5 yet.

Almon

17/8/31

Remun. of

Immuner

18/3

at rate

6 to Cons 208 - Cons - 17/2 - 28. Mar 1931  
(Annexure to No. 5)

W.C.B.

In. Hartwood

To reply to no. 5 yet.

Almon

23/6/31

In. Hartwood

Receive with Native Dept  
Play paper (which is the  
successor to this) when it is  
available.

17/10/31

J. G. G. G.  
24/6/30

See in to para. 4 (at the remarks  
in para. 3 of no. 9 on 16305) so  
Replies were definitely asked for in  
para 4 (b) & (c) & also in para. 5.  
But these seem now to be correct.



\* 17110/31 (16 & 1/2 fls)  
16305/20  
2 this file.

files on which rather similar  
questions are being discussed.  
It is not clear whether any  
useful purpose is to be served  
by pressing for a reply to us  
in this file at present, seeing  
that Mr. Scott is now on leave  
& will be meeting the School  
Com. in Nov. or Dec. & discuss  
amongst other things the points  
in for us: it on 17110/31 K.

G. Eastwood  
2.7.51

I understand that Mr. Scott is visiting  
New Zealand before he arrives in England. A  
considerable period will elapse before he  
being home and inquiring him in November.  
He will not be in a position to tell us the  
latest developments in Hong Kong. In the interim  
if he can it would be useful in discussion with  
us to have the latest information and views  
clearly summarized. I would like to  
suggest that the Hong Kong office might be asked to  
send a condensed reply to the various enquiries  
noted by Mr. Eastwood - on the understanding  
that this would be at least 5-10% on any of  
them that it is a final document. I think  
Mr. Scott's discussion with the Committee.

AME 17110  
4-7

\* 1711/31 (16 July 31 file)  
16305/30  
2 this file.

files on which various similar  
questions are being discussed.  
I am not clear whether any  
written material to be sent  
of pressing for a reply to us  
in this file at present, seeing  
that Mr. Scott is now on leave  
& will be meeting the School  
Ctee in Nov. or Dec. to discuss  
amongst other things the points  
in # 10. 11 on 17110/31 k.

G. Eastmond  
2.7.51

I understand that Mr. Scott is writing  
Mr. Zeland before he comes to England. A  
considerable period will elapse before he  
leaves Hong Kong and returning here in November.  
He will not then be in a position to tell us the  
latest developments in Hong Kong. In this respect  
it would be useful in discussion with  
him to have the latest information and views  
clearly summarized. I would therefore  
suggest that the Hong Kong report might be included  
as part of a combined reply to the various enquiries  
made by Mr. Eastmond on the understanding  
that this would be at least 6 months in advance of  
the date that the report is prepared. I am  
1711/31 discussion with the Committee.

AME  
4-7

W. W. W. W.

The 3 'referred' papers  
file -

- (1) No 5 in this file
- (2) No 9 in 16305/30
- (3) No 11 (not No 9) in 1711/31,  
which is an extract from a  
report from the Education

Would it surprise to suggest to the  
Col. Sec. (I would prefer that  
procedure) that it would be  
convenient to make replies  
to (1) & (2) before Mr. Scott  
arrives? If so, are there  
any particular points  
which you would like me to  
bring out as requiring  
replies?

A

B

Alfred W. W.  
7.7.51

A entirely

B The three important points in the  
expression of opinion is omitted and

- (1) Teacher Training Course - length & content
  - (2) Timetable of Departmental projects in C. School
  - (3) Salaries of Head - Principals of C. School
- of them 1 & 2 are in No. 5 of this file  
(3) is in date book in No. 9 of 16305

A

1711

Pl. YH cover to Moore.

A. C. C.

8.7.31

alms

To H.M.M. Moore - cons - (20) <sup>14/10</sup> JUL 1931

Under N: Eastworts minute of 31/8/31 on 17348/31 Kenya - Edin: Dept. Animal Rehabl 1930

I now circulate (5) for the A.C.C. as N: Sect. will probably be attending the meeting on Nov. 19<sup>th</sup>.

Adaptation

9.11.31

8 A.C.C. 32/31

circulating copy 5

11. Nov. 31

to: Alms to see

Adaptation

9.11.31

See 17119/31

9. Minutes of 3rd meeting of the A.C.C. held at Co. on 4/11/31

See the 21 of 17110/31; abstract  
minutes & action

Part 1

10/11/31

Copies rep. no. 17110/31  
Native Educ. Policy  
17348/31  
Education Report 1930. 9a

MINUTES OF THE THIRTY-SECOND MEETING OF THE ADVISORY COMMITTEE  
ON EDUCATION IN THE COLONIES.

HELD IN THE COLONIAL OFFICE ON FRIDAY, THE 4TH DECEMBER, 1931. AT 11 A.M.

Present :—

SIR ROBERT HAMILTON (Chairman),  
SIR JOHN SHUCKBURGH (Deputy Chairman),  
MISS BURSTALL,  
MAJOR CHURCH,  
SIR JAMES CURRIE,  
ARCHBISHOP GOODIER,  
MR. HOBBAINS,  
LORD LEONARD,  
MR. MANN,  
SIR GEORGE MAXWELL,  
DR. OLDBAM,  
MR. SOMERVILLE,  
MR. VISCHER,  
MR. SCOTT (Director of Education, Kenya),  
MR. MORRIS (Director of Education, Uganda),  
MR. DOUGALL (late Principal, Jeunes School, Kabete,  
Kenya),  
MR. ALLEN (Colonial Office),  
MR. POYNTON (Official Secretary).

1. As the Meeting was virtually an adjournment from the 31st Meeting,\* consideration of the draft Minutes of the earlier Meeting was deferred.

Apologies for absence had been received from Sir Percy Nunn and Sir Michael Sadler.

The Chairman welcomed the visitors present.

2. Kenya.—Discussion was resumed from the previous meeting; MR. SCOTT supplemented the statement that he had then made, and answered further questions from members.

MR. DOUGALL also made a statement regarding the work of the Jeunes School at Kabete.

A record of the discussions which took place at both the 31st and 32nd Meetings† is given in Annex I hereto.

SIR MICHAEL SADLER suggested that extracts from the Report on the Jeunes School, contained in the Education Department Report for 1930, might be inserted in *Overseas Education*.

3. Uganda.—Copies of the Annual Report of the Uganda Education Department for 1930 had been circulated to members.

At the Chairman's request Mr. Morris made a statement regarding educational development in Uganda. (Vide Annex II.)

THE CHAIRMAN thanked Messrs. Scott, Dougall, and Morris for the interesting and valuable information which they had given the Committee.

4. Kenya, Uganda, and Tanganyika: European Education.—Arising out of the information given by Mr. Scott and Mr. Morris, the Committee desire to submit, for the consideration of the Secretary of State, the following statement regarding European education in Kenya, Uganda, and Tanganyika.

The Committee understand that, since the climate of Uganda and Tanganyika is unsuitable for European children, such children (if not sent home to Europe) are frequently admitted to schools in Kenya. In the past the Kenya Government has made no extra charge for people from outside the Colony but they have recently decided to charge increased fees, on the grounds that the parents of such children do not pay any taxation in Kenya. In some cases also it has been found impossible to collect the fees from the parents. While the Committee are glad to learn from the Uganda Education Department Report, 1930 (paragraphs 39 and 40) that the fares of all children from Uganda proceeding to and from schools in Kenya are paid by the Uganda Government, and that a part or all of the extra fees charged by the Kenya Government will be met by the Uganda Government in cases of real necessity, they suggest that something more is required before the Uganda Government can be regarded as dis-

\* See page

† See page

charging in all its responsibilities for the education of European children in the Protectorate, where they are informed there is no provision for such education except at the kindergarten stage. The Committee feel that it is undesirable that the Governments of territories adjacent to Kenya should rely on facilities provided in that Colony without ensuring that reasonable advantage can be taken of them without cost to the Government of Kenya. Although, on the information given by Mr. Morris, it would appear that the problem of European education in Uganda is of small dimensions at present, examination of the ages of European children in the Protectorate seems to show that it will become more, not less, important in the future.

It is accordingly suggested—

- (i) that the Governments of Uganda and Tanganyika should be invited to consider whether further assistance could not be given in respect of the education of their European children who are sent to school in Kenya or other neighbouring territories;
- (ii) that the Government of Uganda in particular should be asked to consider whether steps should not be taken to deal with the problem of European education generally before the difficulties are aggravated by an increase in the number of the children for whom provision has to be made. In this connexion the Governor's attention might be drawn to the valuable work which is being done in Tanganyika by a system of correspondence courses which was started in May, 1929, for the benefit of children living too far away from a school centre to attend school (cf. Tanganyika Education Department Report, 1929, page 14, third paragraph).

The 63rd Meeting of the Committee was fixed for Thursday, 21st January, 1932, at the usual place and hour.

#### APPENDIX I

#### KENYA

#### A. RECORD OF DISCUSSION WITH MR. H. S. SCOTT, DIRECTOR OF EDUCATION.

1. The most important matter in the last three years had been the change in the financial outlook. At the end of 1928 the position had been fairly satisfactory, but now it was quite the reverse.

##### (a) European Education.

2. There were about 1,000 European children of school age in Kenya Government schools. About 150 boys and 50 girls were sent to schools in Europe, 200 were probably educated in their own homes. There remained about 600 children whose parents did not send their children home to Europe. Half of this number could be provided for by schools in Kenya, but there still remained 300 European children whose education was of immense importance. The present educational needs were provided for, but the future development was doubtful owing to the limited scope of the education available. A certain number went to Mission and private schools. Two of these private schools (for boys) were similar to English Preparatory Schools and sent boys to English Public Schools. The course at the new secondary school for boys at Kabete took boys up to the standard of the first public examination at present, but it was hoped that in a few years' time it would be possible for them to be taken up to University Intermediate standard.

3. An inquiry conducted in 1930, revealed the fact that the European children in the Kenya Government Schools varied greatly in age in each class, since the general practice had previously been to admit pupils at any age and up to any standard. As from 1930, however, all schools other than those definitely recognized as secondary had been classified as primary and restricted to primary work, i.e., up to the standard of the Cambridge Preliminary Examination. No pupil was being retained at the schools outside Nairobi who had completed the Cambridge Preliminary Examination, but boys of 14 had been admitted to the new Kabete School irrespective of their attainments. The effect of this was that small upper classes in schools such as Eldoret or Kitale have been abolished, with a considerable saving of expense; and the boys were more adequately provided for in larger groups at Kabete.

4. The opening of a secondary school for girls at Nairobi had enabled similar changes in girls' education to be made.

5. Referring to the difficulty of finding employment for European boys, Mr. Scott said that some had been trained as Government surveyors and so apprenticed on the railway. There was little outlet in the commercial world or in Government Service. The possibility of placing boys on farms, with a view to their becoming farm managers, had been tentatively discussed, but further action had been deferred owing to the financial condition of the Colony. The Unemployment Committee in Kenya had persuaded farmers to take unemployed on to their farms. Owing to the present financial conditions, the farms were unable to pay wages, but the "unemployed" received free board and lodging and £2 or £3 a month.

6. Girls had more openings in Kenya than boys, as they could obtain employment in shops, or as typists in Government Service.

7. A question, which arose out of Mr. Scott's statement, regarding the education in Kenya schools of European children from Uganda and Tanganyika Territory is dealt with separately for convenience of record in Item 4 of these Minutes.

##### (b) Indian Education.

8. Mr. Scott said that in 1930 the number of Indian pupils was 3,537. The Indians demanded the same type of school and subjects as the Europeans, but were not prepared to pay more taxation or higher fees. In 1927 it was laid down that education for any particular community, other than African, must be met by taxation or fees raised by that particular community. The education for Indians was mainly literary as that was what they wished. There was no effort to create an artisan class and any such effort would be resisted by those responsible for the Africans' education. The Indian artisans were originally imported. The educational standard which had been reached among the Indians was rather higher than among Europeans as they had sent more successful candidates for London Matriculation, and some, now, even for the Intermediate. (The relation of revenue to expenditure in the case of European education and Indian education is shown on pages 20 and 21 of the Report for 1930: It will be seen that in the case of Indian education the expenditure exceeds the revenue by some £4,000. No information was given as to how this deficit was made up. Lord Lugard inquired whether this could be ascertained.)

##### (c) "African and Arab" Education in the Coast Area.

9. Mr. Scott explained that "African and Arab" education had to be considered to a great extent jointly since the Arab population was so closely intermarried with the African. The number of true Arabs was very small. The education of the Arab population on the coast was an extremely difficult problem. They had become debased since they had lost their slaves and lived on the capital which they received in recompense. Some of them were in commercial houses and there was a demand among them for better education, but they had no idea how to use it. A school costing about £14,000 had been put up and it was hoped to take the upper classes from the Arab school in Mombasa and give them a really good education. Provision was made for Mohammedan teaching. A site of about 100 square feet had been set aside and the Mohammedan authorities would provide a mosque. The pupils went as boarders at an annual fee of £12. It had originally been estimated that the fee would be only £8, but on further examination it had been found impossible to charge less than £12. The Arabs were, however, pressing for the lower figure. The school would be staffed by three Europeans (two at first) and Arab teachers.

##### (d) African Education.

10. (i) *Mission Schools.* The great bulk of the schools were Bush schools, in the neighbourhood of villages, run by Missions and over 90 per cent. were not subsidized at all by Government. About five years ago the Local Native Councils asked to have their own schools, paid for by themselves and not under Mission control. Government was unable to meet their wishes at the time and large sums of Local Native Council money were left on fixed deposit (cf. in this connexion Item vi). The Missions had wished to be allowed to use some of this money and the Education Department had given the necessary permission, on the understanding that its use was restricted to buildings and school equipment, or matters not necessarily involving recurrent expenditure.

In the Kavirondo district Government were subsidizing 38 Mission Bush schools. Although in Table ix of the Annual Report, 1930 (page 107) these are shown as "Church Missionary Society" schools they were not really Church Missionary Society (11706).

schools but "Kavirondo Church" schools. Their history was as follows. The Kavirondo district had previously formed part of Uganda, and when the area was handed over to Kenya the Church of England representatives in the Kavirondo area came over to the Mombasa diocese on the one condition that the Kavirondo Church's independence was maintained. Those particular schools, under Archdeacon Owen, had remained outside the general scope of the Church Missionary Society. In the past these schools had numbered about 200 and had been given a block grant. Only 36 of them were, however, now receiving grants. The reason why they were shown as "Church Missionary Society" schools was that in 1930 the Select Committee only agreed to the continuance of the grant on the understanding that the superintendence of these schools was put under the head of the Church Missionary Society school at Maseno. They were being used as feeders for the Central Church Missionary Society school. The schools were assisted partly from Local Native Council funds. (In 1930 a sum of £3,738 had been paid from Local Native Council funds to "schools maintained by Missions or Local Denominational Bodies.") It was to be feared, however, that the contributions from the Native Churches had become small.

11. (ii) *Language Teaching.* Mr. Scott referred to the language question, which had been a difficult problem. There was no prospect for some time to come of obtaining any teachers competent to teach English. The demand for a lingua franca was a very real one and the use of Swahili for this purpose had recently developed. The Missions had accepted the situation and the use of Swahili had aroused a good deal of enthusiasm among some of them. The Interterritorial Language Committee had proved to be a very effective vehicle for a standard Swahili.

12. (iii) *Secondary Education.* There was a vocal demand from the natives for higher education, but this might not be a real demand. It was not understood by the natives what they meant by secondary education. The Alliance High School (to which in 1930 the Government made grants totalling £3,991) was progressing satisfactorily and if the natives wished for further education, they had to go to Makerere. Mr. Scott considered that one of the difficulties was that the Alliance High School took boys rather higher than the standard of admission to Makerere. At present boys could enter Makerere at the end of their second year at the Alliance School whereas they spent four years at the latter school. It therefore seemed desirable to raise the entrance standard at Makerere.

13. (iv) *Native Women's Education.* Miss BURESTALL drew attention to page 34 of the Kenya Education Department Report, 1930, paragraph 11, and reminded the Committee of what had been done in Nigeria for girls' education through the appointment of Miss Plamer as Lady Superintendent, who had also recently been put on the Nigeria Board of Education. Mr. Scott said that he had in mind a similar appointment for Kenya, that the post had been approved in the 1930 Estimates, but had been abandoned owing to the financial situation. He hoped, however, that it would be possible to proceed in 1932.

14. Mr. VISENTI and Miss BURESTALL both stressed the fact that a post of this kind was easier to fill than ordinary posts for women teachers and attracted extremely well-qualified University candidates.

15. Miss BURESTALL referred to page 43 of the Report and the difficulty experienced in persuading African girls to take courses in nursing duties. Mr. Scott said that the difficulty was that the general standard of education was not sufficient. What was wanted was a woman who would look after the social side of women's work. The Scotch Church were doing extremely good work at Kikuyu and the Church Missionary Society at Kabete, while the Roman Catholics employed a large number of nuns in Kavirondo. All these Missions, however, were working on different lines and someone was required to co-ordinate the work. There was no provision at the Alliance School for any secondary education for girls.

16. (v) *Technical Education.* In the past both Government and Missionary education had had too literary a character. The demand for technical education had arisen partly because of this and partly because the Europeans wanted native artisans to work on their farms, run their machines and so on. The native industrial training depot had been very successful.

17. In reply to a question regarding the wages which trained native labour could command, Mr. Scott said that it was very difficult to say exactly what the African labourer's wage actually was. When a native was ready to leave Kabete as a fully trained carpenter he was given a certificate stating that he was worth (say) 80s. a month. He might possibly be employed by an English settler who would pay him (say) 120s. a month, and after that he would refuse any similar work with a lower wage.

18. The railways in Kenya were now prepared to take boys from the Alliance High School, giving them no wage for the first six months of a year, but granting them a boarding allowance. They would then go through a school where they learnt methods of shunting, assembling trains, signalling, writing waybills, forwarding goods, and so on. In this way they could become stationmasters. In the railway workshops most of the labour was Indian. It was impossible to get African and Indian labour to work together.

19. In this connexion Sir James Currie said that the same difficulty had been experienced in the Sudan with the Greeks. He considered that until the instruction was in the hands of good British artisans, it would be impossible to give the Africans a fair chance.

20. It was very difficult to get Arab boys into the building trade owing to Indian opposition. To test the capacity of African labour arrangements had been completed with the Public Works Department that out of two blocks of houses which were being constructed, one block must be built by native labour. The Government hoped to show that the block built by African labour was at least as good and cheaper.

21. (vi) *Finance.* LORD LUGARD raised a question regarding education taxation. On page 23 of the Education Department Report, 1930 (paragraph 21) it was stated that no attempt had yet been made to set aside a proportion of African taxation towards the cost of African education. In paragraph 4 of his despatch No. 612 of 22nd October (A.C.E.O. 35/31), however, the Governor said that proposals had been made by the Kiambu and other Local Native Councils for development of African education by their own funds, that their proposals were receiving the serious consideration of the Kenya Government, and that if a decision was reached to employ these funds the expenditure would be on the lines recommended by Mr. Scott. There appeared to be a contradiction here, since the Governor's despatch implied that proposals had been made for devoting certain of the available proceeds of African taxation towards the development of African education, but that Government were doubtful whether to use them.

22. Mr. SCOTT explained that the passage in the Report referred only to the ordinary taxation. No proposals had yet been made to earmark any part of the ordinary taxation for African education. The proposals to which the Governor was referring in his despatch were proposals for expenditure from the additional voluntary cess imposed by the natives on themselves.

(Lord Lugard subsequently pointed out in this connexion that it was not clear from the Annual Report for 1930 exactly how much of the cost of Arab and African education was met from the obligatory taxation as distinct from the voluntary cess, or how much was being spent from general revenue on native education.)

#### (f) Films.

23. MAJOR CHURCH referred to the additional work thrown on the Education Department through the censorship of films. Mr. Scott said the Department was only concerned with the censorship of commercial films. Kenya was on the South African circuit, but the Indians obtained their films from Bombay. Very little progress had been made with regard to educational films in the schools owing to the absence of electric light and the expense of installation. MAJOR CHURCH suggested that if there was a demand for educational films, certain commercial firms in this country would be prepared to meet it. Mr. MANN said that the cost of using educational films in the schools in England was too heavy to be practical.

#### B. JEANES SCHOOL, KABETE, KENYA.

1. THE CHAIRMAN asked Mr. Dougall to give the Committee some information regarding this school.

2. Mr. DOUGALL said that the real aim of the Jeanes School was the improvement of rural community life. In pursuing this aim, the school followed four lines of activity:

- (a) Health education.
- (b) Agricultural education.
- (c) Recreation.
- (d) Improvement of village or bush schools.

3. Mr. DOUGALL said that he wished to emphasize that the school should not be regarded as an end in itself, but as a means of improving the life of the people of the country. The school had a double object — (1) to help the village schools through the introduction of better methods of teaching and a more suitable curriculum; (2) to train those who took the course as school leaders and promoters of improvement.

in their own homes and in the reserves. Discussing the first object, Mr. DOUGALL said that the course of training given to teachers at the Jeanes School was more thorough on the professional side than that of any other Normal school in the country.

4. The school tried to develop on the spot a thorough, inclusive and varied community life, as far as possible of a kind which could thrive later in the villages themselves. The teachers had their wives and children with them and there were two women on the staff who looked after that particular side of the training. The training given was of a practical nature, for example training in the hygiene of the home and the care of children. Training in practical agriculture continued throughout the two years' course and included dairying and so on. Practice in teaching was not done at the school but in village schools in the neighbourhood.

5. The school also attached a good deal of importance to teaching the students how to use their leisure hours. Recreation included physical exercises, African games, football, &c. The teachers formed a recreation committee and, with the help of one member of the staff, drew up a programme for each weekly meeting. Indoor games were played, and the students staged small dramas illustrating African folk-tales, the value of health propaganda, importance of co-operative stores, &c. African music was utilized as well as European.

6. The co-operative experiment was the first of its kind in Kenya. There was a co-operative shop and co-operative credit society maintained by the students themselves. There had been a demand in the reserves to start similar societies. Mr. DOUGALL added, however, that he did not wish the system of co-operative stores to spread too rapidly owing to the importance of supervision of accounts.

7. In the future several types of these visiting teachers might be required. It had been proposed that medical workers should now be trained in welfare work. There was close co-operation with the Medical Department and it was gratifying that the latter had chosen the Jeanes School for the proposed training of these medical workers instead of setting up a new institution of their own.

Mr. DOUGALL said that there were two important points to be borne in mind in connexion with the teachers. The first was that they were employed for the most part by the Missions. Although Government had agreed to give a grant of two-thirds of their salary when employed as Jeanes visiting teachers, it must never be overlooked that they remained Mission employees, and did not become Government employees.

8. The second point was the difficulty of the supply of candidates. The Missions were anxious as to the future status of these Jeanes visiting teachers. If the Missions thought they would lose their best men by sending them to the Jeanes school, they would hesitate to send them. It was almost impossible to get the most intelligent boys to train as teachers, as they all wished to go to a High School instead. It might be possible to get them later on, but not immediately. In any case, however, such a boy might not be the best kind of candidate. The best Jeanes teachers would perhaps be found among those who had been to a preliminary village teachers' course at the Jeanes School but this preliminary course had not been instituted as yet. Government trained some teachers in conjunction with its schools in the different provinces but most of the village teachers were educated at the Mission Stations. The type of man who was trained at the Jeanes School might eventually include a kind of subordinate native development officer under the medical, agriculture, and other officers in the reserves. Mr. DOUGALL considered that the success of the Jeanes School was due to its elasticity.

9. As regards recruitment, Mr. DOUGALL said that although, as a matter of fact, almost all the students had come from the Missions there was theoretically nothing to prevent recruitment from other sources if recruits could be found, but this was difficult in practice as most village teachers had been educated by the Missions. Nor was it necessary that they should be converts, though up to the present all but three had been in fact converts. Two of these three were Masai and one a Suk. The two largest groups of students came from the Kikuyu and Kavirondo districts in about equal numbers, eight or ten other tribes had been represented at the school at various times.

10. There was no salary scale for the Jeanes visiting teacher, who was paid at a rate at least equal to that of the best paid teacher whom he instructed.

11. When the Jeanes visiting teacher had completed his course he returned to the Mission or other place whence he had come to the Jeanes School, with a testimonial from the school. He then said what he wished to do, and the Mission (or whoever might be concerned) would give him a certain district of schools which he would have to visit, and on which he would have to report each month to his superintendent. The teacher would spend three or four days in each school, training

the resident teacher during the day and visiting the community with him after the school closed. He would talk over with the teacher what had been done, and would, if possible, hold local teachers' meetings every month. He would also arrange demonstration lessons and exhibitions which the parents could attend. He sent in a report to the Jeanes School four times a year and returned for a refresher course once a year.

12. A visit of three or four days was sufficient for an ordinary school if the visiting teacher returned once a month. He was not an inspector, but his business was to make friendly suggestions, e.g., that a certain lesson might be taught better in a certain way, or that it might be useful to prepare notes in advance for the lesson on the following day (which was not always done) and so on. The visiting teachers were not employed only as travelling teachers but in a variety of ways. Sometimes they were employed in Normal schools where they stayed all the time; while at other times they would teach in a demonstration school in close proximity to a Mission. Their wives did not travel with the visiting teachers, but taught women at their own centres and one or two schools near their own homes.

13. Asked if it was not found that higher education tended to divorce the natives from their own type of life, Mr. DOUGALL agreed; but added that if the same amount of thought was given to higher education as was given to elementary education, this difficulty would be overcome.

14. In reply to a question whether there was any local prejudice against mission-trained boys, Mr. DOUGALL said that it was impossible to generalize; both Missions and pupils were bound to vary—the latter in outlook and in ability.

ANNEX II.  
UGANDA.

RECORD OF DISCUSSION WITH MR. E. G. MORRIS, DIRECTOR OF EDUCATION.

1. Mr. Morris classified his statement under three headings:—

- (a) European education.
- (b) Indian education.
- (c) African education.

(a) *European Education.*  
2. There were not more than 40 or 50 European children of school age in Uganda. Of these about 20 or 25 attended a private school at Kampala, which received a Government grant. The school only took small children, between four and eight years of age, and of the 40 or 50 children of school age in the Protectorate all but about 10 or 12 were under the age of eight. In 1930 it had been proposed that this school should be taken over by Government, and that a hostel should be run in connexion with it, so as to enable children from up-country and Entebbe to attend as weekly boarders. Unfortunately, this scheme had to be abandoned owing to the financial situation.

3. Children above the age of eight either had to be sent home to Europe or else to schools in Kenya, since the climate of Uganda was unsuitable for them. The same was true of European children in Tanganyika Territory. The parents had great difficulty in paying the Kenya fees. Originally no extra fees were charged to the parents of children living outside Kenya, but since the parents of these children did not pay the education tax in Kenya the Kenya Government had subsequently decided that they ought to pay higher fees than the Kenya parents who were taxed for education. The usual fees for children from outside areas were £90 per annum, though certain private schools in Kenya would take European pupils from Uganda at lower fees than this. The parents found it in many cases impossible to pay these fees, and it was felt that some assistance should be given to them as the Uganda Government, both for financial and for climatic reasons, offered no facilities in the Protectorate for the education of European children above the kindergarten stage. The Government did pay the fares of European children attending schools in Kenya, and a few grants had been made to parents from the Education Department Vote and from the Uganda Charities Relief Fund.

4. The number of European children in Uganda receiving no education was very small; most of them were the children of people in subordinate positions in commercial firms; but since (as stated above) all but about 10 or 12 of the children were under eight years of age, the situation was likely to become more, not less,

\* Compare Addendum to this Annex.

difficult in the future. Education was not compulsory, and there was the danger of a "poor white" class growing up. At the same time Mr. MORRIS said that he did not wish to give the Committee an exaggerated idea of the difficulties in regard to European education in Uganda. The problem was as yet one of very small dimensions. Its essence lay in the fact that European children in Africa were in danger of receiving an education inferior to that given to Indians and Africans.

5. In 1930 it had been proposed to increase the non-native poll tax in order to meet the cost of improvement in European (and also in Indian) education. This proposal had not been opposed by the European community, but had been strongly opposed by the Indians (vide also "(b) Indian Education") and in consequence the Bill had been withdrawn in the Legislative Council. As the necessary money had not been forthcoming the scheme for the improvement of European education had had to be abandoned. The proposal was, however, being renewed, and it was possible that the poll tax might be increased from 1st January, 1932.

6. The Committee's views on European education in Uganda are recorded for convenience separately under Item 4 of the Minutes, as the question at issue concerns Kenya and to a certain extent Tanganyika as well as Uganda.

(b) Indian Education.

7. Owing to lack of funds, the position was far from satisfactory. As stated above, under "European Education" the Indians had very strongly opposed the proposal to increase the poll tax, and, therefore, although a scheme for improvement of Indian education had been drawn up it had been impossible to proceed with it. If, however, the increase in the poll tax from 1st January, 1932, was approved, progress could be made at any rate with part of the scheme. The staff in the schools for Indians was poor and inefficient, and the schools were run by committees on which there were representatives from the various sects of the Indian community. These committees were torn with internal quarrels and contentions. There should be direct Government control of these schools, and if funds were available next year, it was hoped to solve the problem.

(c) African Education

8. There had been improvement in the Bush and Elementary schools, due to better teachers and to reorganization. As the schools improved the parents would be more willing to pay the fees and better grants would be obtained from the District Boards. Teachers' training schools had been started in every district with funds from the District Boards, but the scheme was still in its infancy. It was important that Europeans should be in charge of this work.

9. The policy had been to have Mission Bush schools and Mission Elementary schools. If this policy was continued, the Missions must accept the responsibility for all that it entailed. The resources of the Government were limited and money must be provided by the Missions and Africans.

10. With regard to Middle and Junior Secondary schools, the difficulty of the moment was the inability of the parents to provide the necessary fees, but considering the financial crisis, the number of pupils was very satisfactory. There were quite sufficient schools of this type at present, but there was need for more girls' schools.

11. A Government Middle School had been started at Makerere with three aims in view:

- (i) to be a feeder for Makerere College;
- (ii) to provide education for Mohammedan boys;
- (iii) to act as a model school for Missions.

12. At present Government were unable to provide sufficient funds to make this school a model school for Missions; and as it was important that the school should not fall below the standard set for Mission schools, it might be advisable to close it, provided the Mohammedan boys could be taken into Mission schools. Another point was that Makerere Hill was becoming very congested.

13. Girls' education was progressing satisfactorily but there was great need for a trained lady educationist in the Department. This need has been recognized by the Government. The African Women's Colleges were both in receipt of very generous grants from Government, but so far these institutions had not attracted many candidates. It was questionable whether the money spent in grants would not be better employed in paying the salary of a woman inspector who would co-ordinate the work of Mission schools for girls.

\* Vide addendum.

14. Referring to language teaching, Mr. MORRIS said that very good progress had been made in Swahili and forty-four officers had sat recently for a Lower Swahili examination. No Swahili was taught in the Buganda Province except in the Kampala Technical and Normal schools and in certain non-Buganda classes in Mission Normal schools. Buganda was still being used by certain Missions outside Buganda, in some cases at the expense of the local vernacular. English was taught in the Middle schools and at Makerere College. There was a universal desire to learn English.

15. The lack of support for Makerere College from outside territories was disappointing. The main difficulty at the moment was that Makerere was entirely vocational and a general course was required. The ambition of most African boys who went to Makerere was to become a Chief. If Makerere could offer a general course more pupils would probably be attracted. Such a course should be up to matriculation standard. Mr. MORRIS had already spoken to Sir Percy Nunn, who thought that the University of London might be prepared to make some concession regarding the papers in English. The standard of entrance to Makerere College had been raised.

Addendum.

EXTRACT FROM A LETTER FROM MR. MORRIS TO THE OFFICIAL SECRETARY.

Makerere, 3rd January, 1932.

On arrival here I find that the Makerere Middle School has already been closed, as I feared would be the case.

Re European children, my estimate of only 10 to 12 over eight years was too moderate, as recently several parents have withdrawn children from Kenya schools owing to lack of means to pay fees. A more accurate estimate would be 15 to 20.

A further development, of which I was unaware, is that the lady in charge of the Kindergarten is teaching some of these elder children in the afternoon for an hour or two. This can hardly be called giving them education, but it is something, and emphasizes how much some provision for these children is needed.

(Signed) E. G. MORRIS.



ACCC 32/31.

Advisory Committee on Education in the Colonies.

K.M.A. - Organisation of African Education.

To circulate for the Committee's information a copy of a despatch from the Secretary of State to the Governor of Kenya No. 72 of the 17th September 1930. The Governor's despatch No. 312 of the 20th May 1930, to which this was a reply, was circulated with the papers for the Sixteenth Meeting, held on June 19th, 1930. (Vide both 2 under Item 3.)

It was originally intended to refer circulation of the Secretary of State's despatch until a reply thereto had been received. Since, however, the agenda for the 31st Meeting (November 19th) will include discussion of educational matters in Kenya, at which Mr. H. S. Scott, the Director of Education

Education will be present, members may like to  
have the despatch before them now.

A. B. Poynton.

Official secretary.

Colonial Office,

11th November, 1931.

KENYA.  
NO. 722.

DOWNING STREET,  
17th September, 193.

Sir,

I have the honour to acknowledge the receipt of your despatch No. 312 of the 20th May on the subject of the re-organisation of African education in Kenya.

2. The despatch, with the enclosed memorandum by the Director of Education, was referred to the Advisory Committee on Education in the Colonies. Following the procedure adopted when the matter was previously brought before them, they referred the despatch to a Sub-Committee. The Sub-Committee have reported fully, and I enclose copies of their report which has been approved generally by the Committee. It will be seen that in the paragraphs numbered "2" and "3" reference is made to a Memorandum on Grants by Government in aid of certain kinds of Educational Institutions. I have recently approved of this Memorandum being printed for circulation to Colonial Governments: copies will be sent to you, when printed, but in the

meantime

Report of Sub-Committee  
Memorandum on Grants

GOVERNOR,

LIEUTENANT COLONEL

SIR E.W.M. GRIGG, A.C.M.G., K.C.V.O., D.S.O., M.C.

etc.,

etc.,

etc.,

meantime I enclose one copy in typescript with this despatch.

3. It will be observed that the Committee take the opportunity afforded by further consideration of the proposals in the light of your despatch, of confirming their approval of the general principles underlying the proposals which they had already expressed in their first report on the subject. I am glad to find that there is so large a measure of agreement between your Government and the Committee upon this important question. It may be that modification in the light of experience will be needed; but as a general policy I think that the proposals submitted in Sir Jacob Barth's despatch No. 421 of the 13th July, 1929 provide a satisfactory basis, and I approve in principle of their adoption, subject to what is stated in the following paragraph.

4. (a) Finance.

In the enclosed report the Sub-Committee adhere to the views previously expressed; but they accept the opinion of your Government that the scheme as a whole is financially possible only with large contributions from the Local Native Councils, and that these contributions will not be forthcoming unless they are earmarked for "G" schools. In the circumstances I am prepared to accept the basis of distribution as between Colonial funds and Local Native Council votes recommended in paragraph 10 of Sir Jacob Barth's despatch, at any rate for the present; but I wish to record my entire agreement

with

with what is stated in that despatch and Mr. Scott's memorandum as to the propriety of expending upon native education a greater proportion of the direct revenue which is now being collected by the Government from natives, and I am anxious that when the proposals are being put into effect, recourse should not be had to special votes of the Local expenditure, equipment etc., if in fact such Native Councils for capital expenditure can be met from the proceeds of existing taxation.

(b) Training.

I would invite attention to the observations of the Sub-Committee in the paragraph numbered "10" in regard to the training section in C schools. I note that Mr. Scott agrees in principle with the particular criticism which was made as to the length of the training course for candidates for appointment as Assistants in B. schools. There can, I think, be no room to doubt the soundness of the views expressed in the Sub-Committee's report, and I trust that it may be possible to ensure, even though this entails some delay, that the training is adequate and effective. On this point I will await a further communication from you with the amplified proposals referred to in paragraph 11 of Mr. Scott's memorandum of the 14th November, 1929.

(c) Denominational hostels.

The Sub-Committee adhere to their view that a system of denominational hostels attached to Government C. Schools is not, from the educational standpoint

standpoint, an effective substitute for a C. school with definitely religious foundations and atmosphere. They suggest also that there may have been some misunderstanding as to the attitude of the Kenya Missionary Council in the matter. I shall be glad if you will take into consideration the remarks made by the Sub-Committee, and I should prefer to reserve a decision upon this proposal pending your reply.

5. You will no doubt, in answering this despatch, comment upon other points covered by the report of the Sub-Committee, so far as may be necessary. In particular, I would invite attention to what is said as regards regulations for grants, salaries for C. school staffs, and representation of Local Native Councils upon School Area Committees. I am sure that you will agree that this last subject requires further and careful consideration, for which an opportunity will present itself when you receive my comments on the Education Bill, which will shortly be examined by the Advisory Committee.

6. In conclusion, I wish to associate myself with the Committee's appreciation of Mr. Scott's valuable services in connection with this scheme of re-organisation recorded in my despatch No. 838 of the 23rd October, 1929.

I have etc.,

(Sgd.) Passfield.

C. O.

16196/30 Kenya

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- Mr. Eastwood *gy*
- Mr. Mayhew *gy*
- Mr. *Parkinson*
- Mr. Tomlinson
- Sir C. Bottomley
- Sir J. Shuckburgh
- Sir G. Grindall
- Permi. U.S. of S.
- Parly. U.S. of S.
- Secretary of State

s.o. for Mr. Parkinson's signature.

C.  
R 11 JUL  
D 13

Downing Street,  
14 July, 1931.

DRAFT. for *in*

H.M.M. MOORE, ESQ., C.M.G.

My dear Moore,

As you know, when Scott comes to this country he is to discuss various matters with the Advisory Committee on Education, and Mayhew, one of the Secretaries of the Committee, suggests that it would be convenient to the Committee if <sup>we</sup> ~~you~~ could <sup>have</sup> possibly ~~manage to send~~ replies to the Secretary of State's despatch No. 722 of the 17th September, 1930 (about the reorganisation of native education) and No. 120 of the 13th February, 1931 (comments on the Education Department Report for 1929). *We quite realize* ~~we~~ that the Governor <sup>may</sup> ~~will~~ be unwilling to express definite views

*(5 on the file)*

*(901620730)*



views in Scott's absence. Nevertheless,  
it would be useful to know his provisional  
views on the various points outstanding.

The most important of these are:-

(1) The length and kind of training  
course to be taken by the teachers.

(2) The question of denominational  
hostels in "C" schools.

(3) The salaries to be paid to  
European principals of "C" schools.

All these are mentioned in  
despatch No. 722 of the 17th September,  
1930, and the last one is also mentioned  
in Section 6 of your confidential despatch  
No. 12a of the 11th February, 1931, in which  
you commented upon the Native Affairs  
Department Report for 1929.

Yours sincerely,

(Signature) A. G. S. HARKINSON.

(5 on this file)

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(11 on 17/10/31)



C. O.

16196/30 Kenya.

521

Mr. *accd 11.7.30*

Mr.

Mr.

X Sir C. Bottomley, *11.7.30*

Sir J. Shuckburgh.

Sir G. Grindle.

Permi. U.S. of S.

Parly. U.S. of S.

+ Secretary of State. *11/9*  
*sonson.*

*13*  
*17/11/30*  
*No*

Downing Street.

17 September, 1930.

C. D.  
R 12 SEP  
D 11

Sir,

**DRAFT.**

(1)

KENYA.

NO. 722

Gov. Grigg.

I have the honour to acknowledge the receipt of your despatch No. 312 of the 20th May on the subject of the re-organisation of African education in Kenya.

2. The despatch, with the enclosed memorandum by the Director of Education, was referred to the Advisory Committee on Education in the Colonies. Following the procedure adopted when the matter was previously brought before them, they referred the despatch to a Sub-Committee. The Sub-Committee have reported fully, and I enclose copies of this report which has been approved generally by the Committee. It will be seen that in the paragraphs numbered "2" and "8" reference is made to a Memorandum on Grants by Government in

~~Report of Sub-Committee  
No. 7 (4 copies)  
(to be copied in C. D. if  
spares are not available)~~

~~Memorandum on Grants  
(1 copy - herewith)~~

aid of certain kinds of Educational  
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of this Memorandum being printed for  
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by further consideration of the proposals  
in the light of your ~~last~~ despatch, of  
confirming their approval of the general  
principles underlying the proposals

they  
which had already expressed in their

first report on the subject. I am  
glad to find that there is so  
large a measure of agreement between  
your Government and the Committee

upon this important question. It may  
be that modification in the light of  
experience

[This is for Mr. [unclear]  
addition.]

(No. 7 in 15690/29)

experience will be needed; but as a general policy I think that the proposals submitted in Sir Jacob Barth's despatch No. 421 of the 13th July 1929 provide a satisfactory basis, and I approve in principle of their adoption, subject to what is stated in the following paragraph.

4. (a) Finance.

In the enclosed report the Sub-Committee adhere to the views previously expressed; but they accept the opinion of your Government that the scheme as a whole is financially possible only with large contributions from the Local Native Councils, and that these contributions will not be forthcoming unless they be earmarked for "C" schools. In the circumstances I am prepared to accept the basis of distribution as between Colonial funds and Local Native Council votes recommended in paragraph 10 of Sir Jacob Barth's despatch, at any rate for the present

present; but I wish to record my entire agreement with what is stated in that despatch and Mr. Scott's memorandum as to the propriety of expending upon native education a greater proportion of the direct revenue which is now being collected by the Government from natives, and I am anxious that when the proposals are being put into effect, recourse should not be had to special votes of the Local Native Councils for capital expenditure, equipment etc., if in fact such expenditure can be met from the proceeds of existing taxation.

(b) Training.

I would invite attention to the observations of the Sub-Committee in the paragraph numbered "10" in regard to the training section in C schools. I note that Mr. Scott agrees in principle with the

present, but I wish to record my entire agreement with what is stated in that despatch and Mr. Scott's memorandum as to the propriety of expending upon native education a greater proportion of the direct revenue which is now being collected by the Government from natives, and I am anxious that when the proposals are being put into effect, recourse should not be had to special votes of the Local Native Councils for capital expenditure, equipment etc., if in fact such expenditure can be met from the proceeds of existing taxation.

(b) Training.

I would invite attention to the observations of the Sub-Committee in the paragraph numbered "10" in regard to the training section in C schools. I note that Mr. Scott agrees in principle with the

the particular criticism which was made as to the length of the training course for candidates for appointment as Assistants in B. schools. There can, I think, be no room to doubt the soundness of the views expressed in the Sub-Committee's report, and I trust that it may be possible to ensure, even though this entails some delay, that the training is adequate and effective. On this point I will await a further communication from you with the amplified proposals referred to in paragraph 11 of Mr. Scott's memorandum of the 14th November, 1929.

(1)

(c) Denominational hostels.

The Sub-Committee adhere to their view that a system of denominational hostels attached to Government C. schools is not, from the educational standpoint, an effective substitute for a C. school with definitely religious foundations and atmosphere. They suggest also that there

there may have been some misunderstanding as to the attitude of the Kenya Missionary Council in the matter. I shall be glad if you will take into consideration the remarks made by <sup>the</sup> Sub-Committee ~~on the subject~~, and I should prefer to reserve a decision upon this proposal pending your reply.

5. You will no doubt, in answering this despatch, comment upon other points covered by the report of the Sub-Committee, so far as may be necessary. In particular, I would invite attention to what is said as regards regulations for grants, salaries for C. school staffs and representation of Local Native Councils upon School Area Committees. <sup>I am sure that</sup> you will ~~no doubt~~ agree that this last subject requires further and careful consideration, for which an opportunity will present itself when you receive my comments on the Education Bill,

which

[not necessary addition]

there may have been some misunderstanding as to the attitude of the Kenya Missionary Council in the matter. I shall be glad if you will take into consideration the remarks made by <sup>the</sup> Sub-Committee on the subject, and I should prefer to reserve a decision upon this proposal pending your reply.

5. You will no doubt, in answering this despatch, comment upon other points covered by the report of the Sub-Committee, so far as may be necessary. In particular, I would invite attention to what is said as regards regulations for grants, salaries for C.school staffs, and representation of Local Native Councils upon School Area Committees. <sup>I am sure that</sup> You will no doubt agree that this last subject requires further and careful consideration, for which an opportunity will present itself when you receive my comments on the Education Bill, which

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which will shortly be examined by the Advisory Committee.

6. In conclusion, I wish to associate myself with the Committee's appreciation of Mr. Scott's valuable services in connection with this scheme of re-organisation, recorded in my despatch No. 838 of the 23rd October, 1929.

I have, etc.,

(Signed: PASSFIELD)

(No. 10 in  
1509 of 29)

(no breakfast addition)

ADVISORY COMMITTEE ON EDUCATION IN THE COLONIES

A Memorandum on Grants by Government in  
Aid of Certain <sup>Kind of</sup> Educational Institutions

This Memorandum deals with grants made to schools under private management, of which the schools conducted by Christian missions are at present the most numerous. It applies only to those Colonies, Mandated Areas and Protectorates which have been included in the Committee's terms of reference by the Secretary of State. Local conditions in the West Indian area have not been taken into account, and the application of what is said in the Memorandum to the denominational schools in that area might call for considerable qualification and safeguards. The Memorandum is not intended to apply to schools maintained for private profit, nor is it concerned with the relations between the education department and schools conducted by local authorities, such as municipalities, district councils, native administrations, etc. which form the subject of a separate enquiry at present being undertaken.

By Gen. Sec. - 17 SEP 1930



The general aims of grants-in-aid.

(1). Grants-in-Aid are given for the extension and improvement of education within a given area. In their memorandum on educational policy in British Tropical Africa, issued with the sanction of the Secretary of State for the Colonies in March 1925, the Advisory Committee on Native Education in the African Dependencies formulated the following statement of policy in connection with such grants-in-aid.

Encouragement and Control of Voluntary Educational Effort

Government welcomes and will encourage all voluntary educational effort which conforms to the general policy. But it reserves to itself the general direction of educational policy and the supervision of all Educational Institutions, by inspection and other means.

Grants-in-Aid

The policy of encouragement of voluntary effort in education has as its corollary the establishment of a system of grants-in-aid to schools which conform to the prescribed regulations and attain the necessary standard. Provided that the required standard of educational efficiency is reached, aided schools should be regarded as filling a place in the scheme of education as important as the schools conducted by the Government itself. The utilization of efficient voluntary agencies economises the revenues available for educational purposes.

The conditions under which grants-in-aid are given should not be dependent on examination results.

We feel that this statement of policy is generally applicable to the Colonies other than African with which the Advisory Committee on Education, as now constituted, is concerned. But we take this opportunity of emphasising and expanding some of the principles contained in the statement.

(2). It is not only because aided institutions may be a cheaper form of education than Government institutions that voluntary efforts in education are to be encouraged. Private management is valuable in any system of education because it ensures that variety and play of personality which is important in every educational system. Moreover, a Government may hold that certain kinds of education are more suitably given by religious bodies than by the Government. Lastly, as is recognised in the memorandum quoted above, the greatest importance must be attached in all areas, where contact with civilisation tends to weaken tribal authority and the sanctions of existing beliefs, to religious beliefs and moral instruction. It is recognition of this need that impels Governments to desire to assist forms of education which rest on the basis of religious beliefs.

The control of aided education.

(3). The statement of policy to which we have referred does not necessarily imply a close or detailed control of aided educational institutions by the Government. Subject to the general direction of educational policy reserved to the Government in the memorandum that we have quoted, the utmost elasticity in school management and curricula is desirable if education is not to be robbed of all its colour and all the contributions that local circumstances and personality are capable of making. If aid is given only to institutions that are managed and taught by the right kind of person, the more freedom that can be given to such managers and teachers the better. Frequent visits of

Inspectors will, no doubt, be welcomed by the school authorities as a means of keeping in touch with the Department. But inspecting officers ought to be trained to ask themselves during visits to a school, not whether a certain feature is in accordance with a code, but whether it is educationally sound and practical.

Standard of aided education.

(4). The statement of policy that has been quoted above makes it clear that if "the required standard of educational efficiency is reached, aided schools should be regarded as filling a place in the scheme of education as important as the schools conducted by Government itself." It is most important that aided institutions should not be regarded as cheap and inferior substitutes for Government institutions, and that the latter should not be regarded as "model institutions" if by that phrase is meant a standard that is unattainable by other schools. Definite acceptance of certain institutions on a permanently lower level of efficiency leads inevitably to waste of money and time; the pupils of such schools cannot be of real service to their country. There seems to be no convincing reason why a Grant-in-Aid Code should delegate teachers in aided institutions to a lower scale of salary, and to a lower educational status, than what is accepted as suitable for Government education officers. It is educationally desirable that all agencies engaged in large educational operations should set before themselves the task of establishing an educational cadre, whether of teachers, supervisors, or inspectors, with the same standards as those of Government education services, and that Government co-operation should make it possible for such agencies to offer the same prospects for educational work as are offered in Government service, if they think it desirable to do so either generally or in individual cases. It is already the custom in at least one colony to accept as expenditure on which grants are calculated salaries on the same scale as those adopted for the Staffs of Government schools, provided that the qualifications are equivalent to those required of members of the Government Staffs. There is from the Government standpoint no obvious reason why an educationist who prefers educational work under the auspices for instance of a religious body should on that account be paid less generously than a teacher who places his services at the disposal of Government.

(5). While it is important that all institutions aided by Government should reach a level of efficiency not markedly below that of Government institutions, there may be a stage in the history of private institutions when it is not possible to reach this level, even with the aid of the ordinary Government grant. If the Government authorities insist on certain improvements before aid is given, and the school authorities declare themselves unable to make these improvements without a grant, an impasse is created, and the improvement of the school may be indefinitely postponed. In some dependencies there is a large network of schools conducted by missions, primarily for religious purposes, but giving at the same time the rudiments of education. Some of these schools, from the constitution or circumstances of their managing bodies, afford little hope of being brought, even with a full measure of Government aid, to the educational level of Government institutions. Others will gradually be brought up to the required standard and take a recognised place in the educational system. To assist such schools as afford a reasonable hope of reaching the level required by the Grants-in-Aid Code, temporary or provisional grants may be given. We are not, however, concerned here with these temporary or provisional grants which will be regulated in accordance with local needs and circumstances;

nor with grants for the purpose of providing supervisors or visiting teachers for schools below the level required by the Grants-in-Aid Code, if arrangements of this kind for the improvement of such schools should seem desirable. Expenditure for such purposes should be determined under a separate section of the Code. The principles that we have enunciated in paragraph 4, and that we shall proceed to apply, are in our opinion applicable only to managing bodies that are not only willing but apparently able, with reasonable support from Government, to take their place in the system of education side by side with Government institutions. If this is not made quite clear, there is real danger that the principles on which our proposals are based will be ignored and that the proposals themselves will be regarded merely as a plea for the generous treatment of private educational agencies. What we have in mind is the equipment of such agencies to play the part assigned to them by the Government.

(6). So far as a desire for economy impels a Government to develop a system of aided schools, it is obviously justifiable to insist upon a considerable portion of the expenditure on a school being met from the manager's funds. The exact proportion to be met by the Government and the management respectively cannot be decided by any hard and fast rule of general application, but must be the result of discussion and careful consideration of local circumstances and the financial position of the management. It is reasonable that a larger proportion of the expenditure should be met by the Government in the case of large and costly institutions than in the case of less costly undertakings. It is easier for the managers to provide half of £100 a year than one third of £1,000 a year. Where the development of schools under private management is desired on the grounds that they are preferable to Government schools, the bearing of the whole cost of the school by the Government is not in principle unsound, although such a procedure may be rendered unnecessary by a genuine desire on the part of an agency to bear some of the cost. In order to enable Government effort to be extended in another direction where its educational efforts would be more effective, or in order to justify a reasonable measure of independence. It must be remembered that even where the Government pays the whole or a very large portion of the cost of an institution, there is often other expenditure in connection with it, such as the home charges of a mission or the salaries of those who are responsible for organising, recruiting and other kinds of administrative work, towards which no contribution is given. It may be safely assumed that a generous system of grants will enable a private agency to extend its educational work and to increase the number of its unaided schools which in turn will liberally be raised to a grant-earning stage. It would be well, however, to postulate generally that Government grants are not intended to enable any educational body to reduce its educational expenditure within the area to which such grants apply, or to transfer its educational funds to any other object or to any other area. And it may reasonably be required of such bodies, as a condition of grants-in-aid for educational purposes, that they should maintain accounts of educational expenditure in such a form that they can conveniently be summarised and checked, and that these accounts should be open to inspection by officers of the Education Department.

(7). Grants-in-Aid may be considered under two main heads; (a) recurring towards maintenance charges and (b) non-recurring towards capital expenditure on building and initial equipment.

Classification of grants.

Maintenance grants. Periods of sanction and educational programmes.

(8). If recurring grants can be sanctioned for a definite period of three or more years, it gives a sense of financial stability and encourages the managers to look ahead and frame programmes for development. The amount of grant payable each year of such a period will vary, due allowance being made for expansion, incremental salaries, and so on. It is obvious that it may sometimes be difficult for a Government to commit itself for some years in advance to any specified expenditure on grants-in-aid, more particularly when the Budget has to be submitted annually for the approval of a representative assembly. But the absence of a guarantee may impede progress. It is very difficult for Missions, for instance, to make necessary recruiting arrangements or to stimulate their home subscribers to further efforts. If educational programmes are discussed beforehand with non-official members of the assembly, and if the educational importance of meeting commitments is emphasised, a reasonable measure of security can be assured.

Need for guiding principles.

(9). Before discussing the principles on which recurring grants should be based, it is necessary to refer to a view which is sometimes held that no uniform principles are required, and that each institution or group of institutions should receive aid in accordance with a comprehensive survey of its needs and circumstances. Though this is done in some areas in determining grants for particularly important, large, or special institutions, few would be prepared to adopt such a method generally. It is difficult for a Government proceeding in this way to avoid appearing arbitrary and partial. At the same time, while the establishment of definite principles is clearly desirable, provision should also be made for reasonable elasticity in the application of these principles. For instance, additional help may well be justified where a private agency is particularly asked to undertake certain work, or where the work is particularly expensive, owing to the nature of the locality or the kind of pupils, or where, for purely temporary reasons, an agency that has done good work is financially embarrassed. Such elasticity should be secured by a separate clause in all grants-in-aid codes.

Basis of calculation. Capitation and Results Grants.

(10). Recurring grants have, in the past, been based either on expenditure or on attendance, or on results, and sometimes on all these three factors in combination. The chief merit of capitation and results grants is the encouragement they offer to the enrolment of pupils and to their proper instruction. It may, however, be assumed that educational bodies which come up to the standard contemplated in paragraph 5 of this memorandum require no such kind of stimulant or reward. Both kinds of grant are open to the objection that they take inadequate account of expenditure, which, though it secures a good educational atmosphere, does not solely depend on statistics of attendance or on particular methods of study. Moreover, both attendance and results depend to some extent on local conditions not controlled by the management. A desire to improve attendance and results for grants purposes often encourages methods which are educationally unsound. Nor does it seem necessary explicitly to include attendance or results in the items considered for grant assessment. Indirectly, numbers will be considered, in so far as they affect expenditure. It is to be remembered that expenditure on a school of 130 boys, with five classes, is not necessarily more than expenditure on an equally well organised school of 75 boys and the same number of classes.

Efficiency Grants.

(11). In many areas efficiency grants are given in addition to ordinary maintenance grants. It is very difficult, however, for an inspecting officer to determine whether a school deserves a special grant. Standards of efficiency and modes of assessing it vary. There is an avitable tendency to decide in accordance with examination results, which, if pressed to an extreme, is wrong educationally and may be unfair. Moreover, in so far as efficiency depends on expenditure, the management in any system of grants based on expenditure will receive all the help that is justified by their efforts after efficiency. To give an extra grant seems to imply that the ordinary grant is not such as to justify an expectation that the school will be in all respects efficient, which is inconsistent with the principles suggested in paragraph 4 above. Advocates of efficiency grants, on the other hand, urge that they are popular with managing bodies and educationally effective since they stimulate staff and pupils alike to improve by their efforts the financial position of the school. While expert opinion is decidedly against the determination of grants solely or mainly with reference to results or efficiency, provision for a variable factor, dependant on the general work of the school, may be defended on educational grounds. We would leave this question to be settled in accordance with local expert opinion, provided that expenditure, and not results or attendance, is definitely established as the main factor in the determination of grant.

(12). In deciding what portion of the grant, if any, is to be variable and dependent on efficiency, it should be remembered that any steps that dislocate the finances of a school are likely to reduce its efficiency. The variable grant should be relatively small, should be regarded essentially as a bonus, and should be calculated without reference to any particular item of expenditure. Such a grant, if won by the industry of the staff, could usefully be devoted to the further development of the institution. The withholding of such a grant will not make the school less efficient than it was before. If the variable portion of a grant is large and based on actual expenditure, the withholding of it must mean a reduction of expenditure and a consequent loss of efficiency.

Salary Grants.

(13). If, as has been suggested above, recurring grants should be based primarily on expenditure, the first and perhaps the only point to be considered is the expenditure on salaries. Calculation on these lines is simple. A salary grant system is conducive to efficiency, in so far as it concentrates attention on the teaching staff. In some areas it is customary to consider also expenditure on contingencies. This, however, introduces unnecessary complications, and it seems better to concentrate the help the Government is able to give on one item only of the school's expenditure. It is important to make clear that what is proposed is an educational grant based on salaries and not the payment by Government of the salaries of the staff in aided institutions.

\* If inefficiency is the result of mismanagement, withdrawal of the school from the aided list is justifiable and desirable. If, as is more usually the case, it is due to lack of funds, the situation will not be improved by further reduction of these funds.

(14). The salaries on which grants are based should be calculated on a scale approved by the Government. In accordance with the principles emphasised in paragraph 4 above, the number of teachers would be fixed with reference to the needs of the school, the scale should be calculated in such a way as to attract teachers with the qualifications assumed by Government to be necessary, and grants should be payable on this scale only in respect of teachers who possess these qualifications. The managing bodies to whom the grants are paid should be free to fix the salary of each member of the staff with reference to the needs and circumstances of the holder of the post, or to make any such financial arrangements for their staff as may be consistent with their ordinary conditions of recruitment. If this involves a difference between the total amount of staff salaries assumed by Government for purposes of grant calculation and the actual expenditure on salaries by the managing body, this difference should not involve any consequential reduction of grant, so long as the Government is satisfied that all educational grants are devoted to educational purposes. But the Government should reserve power to reduce the grant, or that portion of it which is based on salaries, in respect of any post filled by a teacher with qualifications inferior to those prescribed for the post by an amount equivalent to that portion of the "assumed" salary which is covered by the grant. If an Educational Body is unable, within a reasonable period, to supply a teacher possessing the necessary qualifications from among its own members, the Government may require the Educational Body to endeavour to fill the post by offering a salary not less than the "assumed" salary. Alternatively the Government should have power to withdraw the grant in whole or part. It should also have power to withdraw the grant altogether if the qualifications of the staff as a whole are such that the school can no longer claim an equal status with Government institutions. For in this case it will no longer deserve inclusion in this system of grants-in-aid. Expenditure on the board, lodging, clothing, medical attendance, etc. of members of the staff, where this is provided free of charge, in addition to or in lieu of salaries, may be included in the staff expenditure on which grant is calculated.

(15). If the staff of aided institutions are to be on the same footing as the staff of Government institutions, provision must obviously be made for pension or superannuation funds and, in the case of European staff, for furlough allowances, passage money, and leave reserve. Expenditure on these items may be included in the staff expenditure on which grant is calculated. The salary of an accountant for dealing with the accounts statistics and correspondence of a large institution or group of schools may similarly be included.

Fees income  
and net  
expenditure.

(16). In classes of schools where fees are usually charged it seems desirable to take tuition into account and to base the grant not merely on salary expenditure, but on the difference between that expenditure and the school's fees, calculated in accordance with rates approved by the Government, such allowance being made for the exemption of a certain percentage of pupils. The rate of fees and the amount of exemption will depend on the class of pupils for whom the school is intended.

Grants for  
Residential  
Schools.

(17). Recurring grants may also suitably be given towards boarding charges in residential schools where a need for such institutions has been admitted by the Government. Here again the best basis perhaps for calculation of grants would be the net expenditure, boarding fees etc.

approved rate being deducted from the expenditure on supervising staff, calculated according to approved rate of salaries. Though it would be possible to take also into consideration expenditure on food, clothing or other objects, it seems simpler here, as in the case of schools, to take one item of expenditure only, and that the one which can most easily be calculated and checked.

(18). But though throughout expenditure on salaries alone is suggested as a basis for calculation of grants, it is right that the total expenditure on an institution should be taken into account when the proportion of expenditure to be met by the Government is fixed, for reasons suggested in paragraph 8 above. This is desirable not only for the general reasons suggested in paragraph 6, but also because the important part played by such institutions in the building up of character and in the provision of a suitable educational atmosphere gives them a special claim to financial support.

Grants for Special Schools and Courses.

(19). There seems no necessity to devise separate modes of calculating grants corresponding to the various grades and kinds of educational institutions, training, technical, primary and secondary, etc. The actual proportion of net expenditure borne by the Government may, of course, vary in accordance with the view taken by the Government of the relative importance or expense of each kind of school. But, if expenditure is to be considered in the calculation of grant, there seems to be no reason why it should not be assessed on the same lines for all classes of institutions. Grants for such special work as the supervision or organisation of groups of schools or the holding of holiday classes or refresher courses, would obviously have to be treated separately. General principles in respect of such grants could not well be laid down.

Grants toward capital expenditure.

(20). Non-recurring grants towards capital expenditure on buildings and special equipment or apparatus are comparatively simple and do not call for any comment here.

TO: MR. MORRIS  
FROM: MR. MORRIS  
SUBJECT: EDUCATION IN KENYA  
SERIALS 11, 12, 13

LITTLE PARNAMENT,  
ARINDEE COMMON,  
BY DUNDEE,  
KENT.

5th August, 1930.

Dear Mr. Morris,

I have studied the despatches and papers referring to the Sub-Committee's Report on Education in Kenya which was approved by the Advisory Council on October 17th, 1929. I was compelled to be in Edinburgh on that date and had not before seen the Report.

There appear to be two points on which the Committee's view differs from the local view as expressed by the Director of Education and the Governor.

(a). Whether the funds contributed by Native Councils to Educational purposes should be spent on capital charges such as buildings &c., while Government pays the recurrent charges regardless of the type of school as locally proposed; or whether as the Committee propose, the Native Councils should pay all charges for the lowest grade of school, and Government pay for the "C" Schools. My view would coincide with that of the local Administration.

(b). The Kenya Director of Education proposes to set up Government Schools with denominational Hostels without, as I understand, prejudice to the existence of denominational Mission Schools. The Committee is opposed to this idea, but I find myself in agreement with it.



4 ~~MS~~

6. Kenya: Native Education and the Education Bill.

The Report of the sub-committee embodying the reply recommended to be sent to the Kenya Government with reference to the comments of that Government on the Report of the Advisory Committee on the original proposals from Kenya had been circulated to members, together with copies of the Education Bill 1950 and the Governor's covering despatch.

It was decided to approve the Report of the sub-committee and to inform the Secretary of State that the Committee had no observations to make on the Kenya Education Bill, subject in each case to any comments which members might wish to make in writing. Members were invited to forward their comments to Mr. Vischer, who would submit them to the Kenya Department.

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ADVISORY COMMITTEE ON EDUCATION IN THE COLONIES

NATIVE EDUCATION IN KENYA.

REPORT OF SUB-COMMITTEE

*3 copies - Gen. Sec. - 17 SEP 1930*

July, 1930.

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Advisory Committee on Education in the Colonies

Kenya Proposals Sub-Committee

See 6073  
1  
28.9.72

The following reply to the comments of the Kenya Government on the Report of the Advisory Committee on the original proposals from Kenya is recommended to the Committee. The number quoted at the beginning of each paragraph refers to the paragraph in the Report of the Advisory Committee which was communicated to the Kenya Government and now forms the subject of the Kenya Governor's despatch.

(1). As the opening sentence of our Report seems to have been misunderstood, we take this opportunity of stating that what we welcomed and still welcome in the proposals put forward by the Kenya Government is the avowed intention to develop and establish thoroughly efficient schools and an educational system in which the creation of an effective teaching staff for all grades of elementary schools would be of primary importance.

The last sentence of the paragraph implies no misconception. We clearly understood that "A" schools differed from "B" schools in regard to grade as well as efficiency, but the raising of the general efficiency of the school would obviously be a necessary preliminary to the raising of its grade.

(2). We did not contemplate any sudden reallocation of grants in respect of "A" schools, and agree that such a procedure would involve hardship in some cases. We note that such reallocation is gradually to be effected, and we are glad to see that definite regulations regarding the condition and mode of grant to these schools, as well as to the other types of school, are to be framed. We hope that in the framing of these regulations regard will be paid to the principles suggested in the Memorandum on this subject recently approved by the Advisory Committee.

(7). We note that the timetables of aided schools will be subject to the approval of the Education Department, and that the Education Department in considering these timetables will raise no objection to the inclusion in them of denominational instruction during school hours.

(8). There seems to have been some misunderstanding on this question of salaries of the "G" school staffs. We assumed that the proposed salaries were intended for teachers recruited in this country for service in Government "G" schools. For such teachers the salaries were considered too low. This view is consistent with the view recently taken by the Advisory Committee on the Kenya Government's proposals for the salaries of European officers. We see no reason why the staffs of these Government "G" schools, if recruited in this country, should not be included in the educational cadre for which the salaries were recently fixed by the Kenya Government on the lines suggested by the Advisory Committee. If it is intended to recruit some members of these staffs locally, we are not in a position to say whether the proposed salaries are suitable or not. Nor can we say, without further information, to what extent local recruitment is likely to meet the needs of the schools.

Staff salaries in mission "C" schools will no doubt be arranged locally, and in such arrangements the principles suggested in the Advisory Committee's recently approved Memorandum on Grants-in-Aid will doubtless receive attention.

(10). We note that the Kenya Government agree that the proposed length of the course of training is inadequate. Though we agree that delay is undesirable, and though we recognise the financial difficulties, experience elsewhere has convinced us that the waste of public money on an ineffective system of training is still more undesirable. We venture to hope that this most important subject will receive further attention before a final decision is reached.

(11). In considering the relations of the Local Native Councils to the "C" schools, it is necessary to distinguish the questions of finance and control.

On the financial side we recommended that contributions from Local Native Councils should be devoted primarily to "B" schools because we thought it simpler from the administrative standpoint and more in accordance with procedure in other parts of the world. To these views we adhere and we would point out that in other parts of tropical Africa development seems to be on the same lines as those that have been followed in England, i.e. the Local Authorities have been encouraged to turn their attention to the lower stages of education before taking up the higher stages. This does not imply that the lower stages are thought less important, but they undoubtedly present, from a technical point of view, fewer difficulties. Moreover, local interest normally is more easily aroused by schools which are widely distributed, and therefore are familiar objects to the local ratepayers, than by a few schools seen by comparatively few of those that support them. We accept the opinion of the Kenya Government that the scheme as a whole is financially possible only with large contributions from the Local Native Councils, and that these contributions will not be forthcoming unless they are earmarked for "C" schools; in these circumstances, we feel that the decision and the responsibility for it must rest with the Government.

As regards control we note with satisfaction the clear statement in the last despatch of the Governor that "C" schools will be under the management either of Government or missions. But we note also that the draft Educational Bill recently received from the Kenya Government contains provision for the setting up of School Area Committees authorised to advise the Director in regard to the opening, management or closing of African schools, on which Local Native Councils will be represented, and on which they might have a majority.

While sympathising fully with the laudable desire to obtain the financial co-operation and the active interest of Local Native Councils in education generally, we think it most desirable that the ultimate control of these important "C" schools should rest for the present entirely with Government, and if representatives of local interests are included in the Advisory Committees, those representatives should not in any case outnumber the expert representation of the Government and the missions.

In this connection it may be noted that information has been called for by the Secretary of State regarding the powers and responsibilities assigned to Local Authorities, such as Local Native Councils, in the sphere of education. The receipt of such information will make it possible to investigate systematically the possibility and desirability of extending such powers. Pending such investigation, and with reference to present conditions in Kenya, we suggest that the position of Local Native Councils, in relation to educational policy, requires cautious consideration.

(12). We adhere to our opinion that a system of denominational hostels attached to Government "C" schools is, from the educational standpoint, not an effective substitute for a "C" school with definitely religious foundations and atmosphere, but feel that we cannot do more than express our opinion, and leave the decision to the Kenya Government. There seems to be some misunderstanding regarding the attitude of the Kenya Missionary Council. From their proceedings it appears that the "welcome" extended by the Council to the scheme for denominational hostels is restricted and conditional. According to paragraph (34) of Mr. Scott's original proposals, "while some existing mission schools" were "to retain their denominational character", the normal type of "C" school would be a Government school with denominational hostels. The Kenya Missionary Council urges that existing mission schools of the elementary "C" standard be continued as such, provided that they are efficient, and that other mission schools qualified already or qualifying in future in respect of numbers and efficiency be similarly treated. The Kenya Missionary Council's agreement with proposals for Government schools with denominational hostels is subject to what has been said in the resolution quoted above; and what they seem to have in mind in approving of these proposals are "C" schools which may have to be opened hereafter in areas where local native opinion makes them necessary. The Kenya Missionary Council does not seem to accept such a type of school as an effective substitute for mission schools in areas where native opinion does not demand them.

We take this opportunity of emphasizing once again what we intended to make clear in our original Report, our appreciation of the clear-sighted thoroughness of Mr. Scott's proposals, and our approval of their general tendency.

July, 1930.

Advisory Committee on Education in the Colonies 39

Extract from Draft Minutes of 16<sup>th</sup> Meeting.  
held on 19<sup>th</sup> June, 1930.

X X.E.A.

Please register this on appropriate  
file, and send to E.A. Dept to see.

P.H. Morris

14/7/30

CONFIDENTIAL

THE ADVISORY COMMITTEE ON EDUCATION IN THE COLONIES.

Draft Minutes of the Sixteenth Meeting, held in the  
Colonial Office on Thursday, the 19th June, 1930,  
at 11 a.m.

Present:

Dr. Shiele	(Chairman)
Sir J. Shuckburgh	(Deputy Chairman)
Bishop Bidwell	
Miss Burstall	
Mr. F.E.F. Jackson	
Sir George Maxwell	
Mr. Mayhew	
Mr. Oldham	
Sir Charles Orr	
Sir Michael Sadler	
Sir Mansford Slater	
Mr. Spill	
Miss Whiteley	
Mr. Vischer	
Mr. H.R. Chesseman	} Visitors.
Mr. E.J. Farrell	
Mr. A.A. Wright	
Mr. Flood	} Colonial Office.
Mr. Gaine	
Mr. Morris	(Official Secretary)

1. The Chairman welcomed the visitors present.
2. The Minutes of the Fifteenth Meeting were

3. Secretaries' Notices.

Mr. Vischer reported the following:

Kenya: Despatch No. 312 of the 20th May 1930,  
had been received from the Governor, enclosing  
a Memorandum by Mr. Scott, conveying his  
comments on the recommendations made by the

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Committee in October regarding the proposals made for the organisation of Native Education in Kenya. Mr. Vischer proposed that this despatch and memorandum, copies of which were laid on the table, should be referred to a sub-committee on which the same members might again be asked to serve. The sub-committee's findings would be laid before the Advisory Committee at its meeting at the end of July. Mr. Vischer's proposal was approved; and it was also decided to ask Mr. Snell to serve on the sub-committee.

~~Gambia: Despatch No. 111 of the 8th May, enclosing the Education Report for 1929, had been received from the Governor. Copies of the Report had been circulated to members.~~

~~Miss Birstall and Miss Whitelaw took the opportunity to point out the great improvement in education generally which had been made in the Gambia, particularly in the education of women. They considered that this was largely due to the efforts of Sir Edward and Lady Denham. The members of the Committee expressed their appreciation of the great improvement which had been made and agreed that this improvement reflected great credit on the efforts of Sir Edward and Lady Denham. The Committee also expressed the hope that the improvement would continue, and that education in the Gambia would develop on the lines at present laid down. It was recommended that an expression~~



KENYA.

No. 312



RECEIVED  
10 JUN 1930  
COL. OFFICE

42  
GOVERNMENT HOUSE,  
NAIROBI

KENYA.

20 May, 1930.

My Lord,

(No 10 in  
15690  
39)

With reference to Your Lordship's despatch No.838 dated the 23rd October, 1929, enclosing a copy of the report of the Sub-Committee of the Advisory Committee on Education in the Colonies on the Director of Education's proposals for the re-organisation of African Education in Kenya, I have the honour to forward herewith a copy of a memorandum by Mr. H.E. Scott commenting upon the remarks and recommendations contained in the report.

Recd 7/2-17 Sept 30

2. I am in general agreement with Mr. Scott's remarks, but desire to offer the following comments thereon:

(1) I think there is no doubt that the Sub-Committee intended to refer to teacher-training schools in paragraph 1 of their report, but agree that the addition of the words suggested by Mr. Scott is desirable to define that intention. The present greatest difficulty is the lack of teaching staff, and it is this want that has led to the proposal to provide state aid for Elementary B and C schools, rather than the Bush or Elementary A schools, which will provide material for the B schools and not, as the Sub-Committee seem

/to

THE RIGHT HONOURABLE LORD PASSFIELD, P.C.,  
SECRETARY OF STATE FOR THE COLONIES,  
DOWNING STREET,  
LONDON, S.W. 1.

to contemplate, themselves rise eventually to the level of B school attainment.

(ii) With regard to paragraph 2 of the report it should be made clear that no grants are in fact made direct to any Bush Schools. Such Bush schools as receive State funds in aid receive them through the head Mission station subject to the approval of the Education Department on receiving the report upon them from the Inspector of Schools in that area. Your Lordship will agree, however, that in order to avoid hardship any reallocation or assistance to Bush schools must be effected gradually, and that, as pointed out by Sir Jacob Barth in paragraph 4 of his despatch No. 421 of the 13th July, 1929, the increasing number of Bush schools renders it impossible to extend a system of grants unless the B and C schools, which are intended to furnish a true standard of education, are to suffer.

(No 7. - 15690 / 29)

(iii) I have no comment to add to those of the Director of Education upon paragraphs 3, 4, 5 and 6 of the report.

(iv) I agree with Mr. Scott that the word 'unrestricted' in the final sentence of paragraph 7 of the report requires qualification. The great difficulty now experienced in the Bush schools is that a large proportion are purely catechetical, and it is necessary to avoid the possibility of the selected A schools, and, even more, the B and C schools becoming purely evangelical in character and thus losing their value as institutions for giving education in the widest sense of the word.

Regarding the rejection of pagan natives by Mission Societies, I have no more precise

/information

information than that given by Mr. Scott.

(v) I am not quite clear as to why the scale of salaries proposed for European staff in the C schools is regarded as inadequate. The Central Advisory Committee on African Education recommended at a meeting held on the 11th April, 1929, that - -

"With reference to (3) Elementary C schools ..... when the holder of a European post is a Missionary the following reduced scales of salary should be paid to the Mission:-

European Principals	- £320 x £16 - £480
European Assistants (Trained teachers and Technical Instructors)	- £280 x £10 - £380.

These salaries, it was agreed, are on a consolidated basis, and include passages, reliefs and pension charges. It was desired that a footnote should be added explaining this in order to indicate that the real difference between these rates and the full Government scales was greater than the actual figures shown."

It does not appear that any representations were made by the Protestant Alliance or by the Roman Catholic leaders that the scales proposed were too low for European staff other than missionaries, although the Roman Catholics objected to the suggestion the Missionary staff should be paid at lower rates than non-Missionaries. I welcome the suggestion, however, that the Advisory Committee be asked to submit their recommendations as to the scale regarded by them as adequate, although I am loath to suggest a reduction in the proposed proportion of C to B schools, (i.e. one of the former to every ten of the latter), and am not anxious to see an

/inordinate

inordinate increase in the recurrent expenditure entailed by enhancing the salaries to a more generous scale than that proposed by Mr. Scott.

(vi) I have nothing to add to Mr. Scott's remarks on paragraphs 9 and 10 of the Sub-Committee's report.

(vii) I must confess my disappointment that the Advisory Committee, in accepting the Sub-Committee's Report in toto thereby imply rejection of Mr. Scott's scheme. I am in agreement with the suggestion that the C schools should be under Mission or Government management provided that it is understood that when Local Native Councils have asked for a C school (and are prepared to vote money for its erection and maintenance) such a school should be established as a Government school.

The recommendation of the Committee that these schools should be financed entirely from Government funds is in effect to forbid the natives to spend their money on a type of school for which they are asking and for which there is a need. The Committee appears to be under the impression that the establishment of C schools with Local Native Council funds will injure the Missionary schools. That is quite erroneous. There is at present room for both types. It is probably true that in one or two isolated cases it may be difficult to recognise certain Missionary institutions as C schools, but Your Lordship may rest assured that every effort will be made to overcome such difficulties so that no missionary institution need suffer.

The natives through their Councils have repeatedly demanded their own schools to be financed by themselves, with Government aid, and /have

have set aside large sums of money for that purpose. Furthermore, as Mr. Scott has pointed out, they have voted these funds in great part for the reason that they do not want to contribute to the Missions as such. This object would be attained by the erection of the C schools from Local Native Council funds, but the financing of B schools and the utilization of any 'surplus' to pay grants-in-aid to Mission C schools could not conceivably be made acceptable to them. It will, in my opinion, be of little use to attempt to gain native support to B schools by emphasising the claims of C schools of a type which they do not want.

I regret the attitude adopted towards the suggestion of denominational hostels. It is the case that the Kenya Missionary Council welcome these hostels, although the Roman Catholics objected to the principle owing, as Sir Jacob Barth has pointed out, to a misconception of the word "interdenominational".

I am convinced that insistence upon the unaltered continuance of denominational C schools, with occasional Government schools only where efficient Mission C schools cannot be maintained, coupled with an attempt to prevent the natives from utilising their money as they desire, will cause the withdrawal of further support from the Local Native Councils, retarding the progress of education in this Colony, and creating an atmosphere of mistrust in the minds of the natives. Neither possibility attracts me.

3. I much regret that through inadvertence Mr. Scott's observations upon the remarks of the Sub-Committee were not forwarded to Your Lordship at an earlier date.

I have the honour to be,  
My Lord,

Your Lordship's most obedient, humble  
servant,

*Edward Gigg*

GOVERNOR.

COPY

No.182/149.

EDUCATION DEPARTMENT,  
HEAD OFFICE,

NAIROBI, 14th November, 1929.

The Hon'ble the Colonial Secretary,  
NAIROBI.

Re: Secretary of State's despatch No.838, with enclosure,  
dated 23rd-October, 1929.

Ref. your No.S.A/ED.5/6/Vol.II/26 dated 12th November, 1929.

I beg to offer the following comments on the report of the sub-committee appointed by the Advisory Committee. That report has been accepted by the Advisory Committee.

2. Paragraph 1.

- (a) The first sentence would be clearer if after the word "schools" in line three the following words were added, "for the purpose of training teachers".
- (b) The last sentence appears to be based on a misconception. The difference between the schools known as A schools and those known as B schools is not a difference of efficiency but of standard of attainment aimed at. It is well to make this clear.

3. Paragraph 2.

Principles of distribution of grant. The principles of distribution which I propose are in effect that no further grants be given but that those schools which have been developed and have been in receipt of grants should continue to receive grants if their work is satisfactory. Those schools which fail to reach the standard of increased stringency must be removed from the grant-in-aid list. They may be replaced by others doing more efficient work. While I agree in principle with the recommendation of the sub-committee that a limited number of schools should be selected for grant I would like them to realise what the present position is. A considerable number of teachers are employed by missionary bodies and have been ...

have been in receipt of grants for some time. Any sudden re-allocation of grants would entail a considerable measure of injustice. The change in regard to the grants of these schools must be gradual.

4. Paragraph 3.

The assumption is correct.

5. Paragraph 4.

No comment is required on this paragraph (which expresses agreement with my proposals) save to indicate acceptance of the assumption that no objection would be raised to the employment of Europeans provided that the grant payable would be on the native scale.

6. Paragraph 5.

The situation in regard to language has been made clear in His Excellency's despatch No. 689 of November 9th.

7. Paragraph 6.

The assumption is correct.

8. Paragraph 7.

The assumption must be accepted but it is essential that the Advisory Committee be informed that I have definite information that these schools are not in fact providing for children of all denominations and pagans. What happens is that a pagan child is freely admitted but if he shows no signs of becoming an adherent he is practically turned out. Missionaries to whom I have spoken about this resolutely deny it, but it may be that they do not and cannot exercise control over their teachers. The last sentence of the paragraph must be modified only in so far as the time-tables of such schools will require approval. As it now stands it might indicate the inclusion of purely catechetical institutions among recognised schools.

9. Paragraph 8 ....



- 3 -

## 9. Paragraph 8.

It seems to me that the opinion of the Advisory Committee must be accepted in this matter in spite of the fact that the Kenya missionaries appear to be of a different opinion. Perhaps the Advisory Committee would suggest salaries for the consideration of the Government? The assumption in the last sentence of the paragraph is not quite correct. A further reference to the minutes of the Central Committee VI (a) will show that the Central Committee agreed that the total expenditure estimated for salaries would be sufficient but that initial salaries and increments would need adjustment, to the requirements of different areas. The salaries of other branches of the public service have been considered in this connection.

## 10. Paragraph 9.

That is the intention.

## 11. Paragraph 10.

The opinion of the sub-committee that the proposals for the training section of C schools require further consideration is noted. They will be amplified as soon as the principles of the memorandum are approved. The suggestion that one year's course of training will be insufficient for candidates for assistants' posts in B schools is agreed to in principle but a beginning must be made and we cannot afford to wait.

## 12. Paragraphs 11 and 12.

These paragraphs in effect indicate that the Advisory Committee which has accepted the report of the sub-committee reject the essential points in the scheme of organisation submitted. If these paragraphs are accepted the scheme falls to the ground.

I submit comments in detail.

1. With regard to the first section of paragraph II, I find some difficulty in understanding its import. The reference ....

reference to schools of Grade "C" and Grade "B". It is suggested in my memorandum that the Government should find from central funds the cost of running these C schools and that Local Native Councils should find the cost of erecting buildings and paying boarding fees. This may be a bad arrangement but it is certainly simple. It is in keeping with the tendency of Local Native Councils to vote sums of money for the erection of schools. If it is meant that Local Native Councils should maintain B schools and Government establish and maintain C schools then the proposal appears to emphasise the ~~anomaly~~ anomaly ( which is a weakness of my proposals) that the State should develop and maintain the highest grade of school while local effort is responsible for the lower grade. Is that the present tendency in educational administration? The function of the State is surely to provide the lower grade and assist the higher. The only place in my scheme that is unassailable from this point of view is the maintenance of B schools by the Government. In my letter of April 18th forwarded to the Secretary of State under cover of Kenya despatch No.248 I recognise the anomalous nature of my proposals and offer special justification. The Advisory Committee appears (if I understand them right) to wish to emphasise this anomaly.

ii. There is a fatal objection to the proposals of the Advisory Committee. They are entirely opposed to the wishes of the natives. The natives have already taxed themselves to the extent of some £50,000: the natives say that they have done this in order to get schools which are not mission schools. The Advisory Committee evidently believe that the natives can be induced to alter their view. I regret to say that I differ entirely from them and I think I may say with confidence that District and Provincial Officers agree with me. I venture to suggest that the  
 Advisory ...

Advisory Committee have not paid quite as much attention to paragraphs 10 and 11 of my memorandum as I hoped they would. The position has during the last few months altered materially for the worse especially in the Kikuyu Province. I doubt very much whether the Kikuyu Local Native Councils would at present give support to any proposals of the Missions, at any rate willingly. Nor does there at present appear any likelihood that relations will improve as long as the missions maintain their present attitude in regard to female circumcision. That attitude, as far as the Church of Scotland is concerned, appears to me to amount practically to one of persecution.

iii. I deeply regret that the Advisory Committee is of opinion that a system of denominational hostels is not an effective substitute for denominational schools in Kenya. The mission schools in Kenya (other than the African Inland Mission schools) are denominational, and, as far as I have been able to gauge the atmosphere of the missionary institution, the spirit of denominationalism is very strong, so strong as to endanger the religious foundation and the religious atmosphere which are so essential. Even if that were not so, the question is one of the Kenya conditions and the alternatives appear to me to be either a definite secularisation of many of our schools, or the acceptance of something that is not all that the missionaries ask for, but at least gives the assurance of religious influence and atmosphere for 19 out of 24 hours. May I be allowed to add that the atmosphere and influence of some of the Government schools in this Colony appear to me to be as truly permeated with all that Christianity stands for as some of the missionary schools?

13. As regards the last paragraph of the report the Advisory Committee should be informed that provision has ...

has been made in the draft estimates for 1930 for new increased grants for girls' and women's education at five places. It seems to me better to proceed at present by means of block grants to meet the cost of salaries and buildings than to prescribe hard and fast regulations. The amount provided for buildings and extensions is £850.

14. I beg respectfully to request that in replying to the Secretary of State's despatch, His Excellency may be pleased to forward this letter.

(Signed) H.S. Scott.  
DIRECTOR OF EDUCATION.